

THIS Report consists of three parts and a series of Appendices. Part I deals with matters of interest to all the three Universities covered by the Committee's terms of reference. Part II deals with questions affecting the Teaching Universities (Allahabad and Lucknow) only and Part III with questions pertaining to the affiliating University of Agra.

The draft of Parts I and II was prepared by me according to directions received from Acharya Narendra Deva (Chairman, Sub-Committee I and acting Chairman of the whole Committee) after the conclusion of meetings at the end of January, 1940. It incorporates all the findings and recommendations of the Committee as recorded in its proceedings which have been printed and circulated to members. The draft was revised and approved with slight amendments by Sri Sampurnanand, Chairman of the Committee in September, 1940, and was read and approved by Acharya Narendra Deva in October, 1940. It was printed and circulated to all members of the Committee in November and was to be considered at a meeting summoned for the 2nd December, 1940, which was, however, postponed by order of the Chairman.

The draft of Part III has been prepared by Professor Mohammad Habib of Aligarh University in collaboration with Acharya Jugal Kishore, Chairman of Sub-Committee II. The draft embodies all the recorded findings and recommendations relating to the Agra University with a few slight variations which it was intended to get approved at the final meeting of the Committee.

PARMANAND,
Secretary, Universities Committee.

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INTRODUCTORY

THE appointment of this Committee was recommended in a resolution adopted by the United Provinces Legislative Assembly on 27th September, 1937, on the motion of Mr. C. B. Gupta, seconded by Pandit Govind Malaviya. In pursuance of this resolution the personnel of the Committee and its terms of reference were decided upon by the Hon'ble the Minister of Education with the concurrence of the Hon'ble the Premier in a minute of 12th March, 1938, and announced in Press *Communiqué* no. 925-G/XV—460-1938, dated the 6th May, 1938. These were slightly amended and added to by Press *Communiqué* no. 1352-G/XV—460-1938, dated the 30th June, 1938.* By two further orders Dr. N. R. Dhar and Mr. K. S. Kane were appointed members of the Committee and assigned to Sub-Committee I.

By its terms of reference the Committee was required to examine the constitution and inquire into the working of the Universities of Allahabad, Lucknow and Agra and to make recommendations for improvement in all matters. The Committee was to function through two Sub-Committees between which its members were divided. Sub-Committee I was to deal with the affairs of the Teaching Universities, and Sub-Committee II with those of the University of Agra. General problems of University education including the questions of co-ordination and specialization and other matters of common concern to both types were required to be considered at plenary sittings of the whole Committee.

The Communiqués were silent as to the procedure to be adopted by the Committee and its Sub-Committees in their work and as to whether they were to visit the Universities and Colleges concerned and call witnesses for personal examination. These questions the Committee decided for itself in its initial plenary meetings. At its first meeting on 6th June, 1938, it was decided to issue a Questionnaire to the Universities and to the educated public and to collect statistical information from the University offices. At a subsequent meeting it was decided that if after the consideration of the written replies to the Questionnaire the need for further elucidation was felt in either Sub-Committee, its Chairman would arrange in consultation with the Hon'ble the Minister of Education for calling such witnesses as might be deemed necessary. As a matter of fact neither Sub-Committee felt called upon to visit any institution or to summon any individual for personal examination except that Sub-Committee II invited the Registrar of the Agra University to personally explain to it certain records.

In addition to the original terms of reference certain specific questions were referred from time to time to the Committee for its opinion or recommendations. Among these were the questions of establishing a Commercial

*Appendix A.

University at Cawnpore ; of permitting " Attendance Officers " employed by Municipal Boards to appear at University examinations as private candidates ; of the scales of salary for Language teachers in Meerut College ; of scales of fees for different courses in the various University Colleges ; the age of retirement from the service of the Universities and affiliated Colleges, and the principles on which Government grants to Universities and Colleges should be calculated.

In view of the wide range of the terms of reference it was decided to leave the final consideration of all matters affecting one type of University only, to the Sub-Committee concerned and to consider at plenary sessions only such matters as were of interest to all three or involved questions of principle and matters referred to it by the Sub-Committee. Towards the end of its deliberations the Committee found it necessary, for want of time, to require the Sub-Committees to recommend the principles on which Government grants are to be made to the institutions with which each was respectively concerned. The findings and recommendations embodied in this Report are to be understood to emanate from the Committee as a whole or from one or the other Sub-Committee according to the explanation given in this paragraph.

The first meeting of the Committee took place at Naini Tal on 6th June, 1938, when the Hon'ble the Premier delivered an inaugural address* drawing attention to the need for a further expansion of University education in the Province, the growth of higher ideals among University men and the realization by the educated classes of their duty to the masses of the people from whom the funds which go to finance education are drawn. The Hon'ble the ~~of~~ Minister of Education delivered an address* drawing attention among other things to the shortcomings of the existing Universities. After a general discussion of the work before the Committee a Sub-Committee of seven members was appointed to frame a Questionnaire to elicit the views of University authorities and teachers and of the general public and also papers of inquiry for obtaining statistical and other information from the Universities.

The Questionnaires framed by the *ad hoc* Sub-Committee were considered and approved with amendments at meetings of the standing Sub-Committees I and II on 18th July, 1938, and a plenary meeting on the following day. The general Questionnaire which is reproduced in Appendix B was printed and besides being sent to the Universities to elicit the opinion of the Vice-Chancellors, the Executive Councils and other bodies whom the Vice-Chancellors might desire to consult, it was sent to the leading public men and educationists in the Province with an invitation to give the Committee the benefit of their opinion and suggestions. It was also published in the leading English newspapers with a general invitation to those interested to send their views and suggestions. Copies were supplied to all who asked for them.

*Appendix A(3)

Of the 150 persons who were invited by the Committee to answer the Questionnaire, 114 responded. Besides these there were another 66 replies voluntarily given. A classified list is given in Appendix B(2) of the persons who answered the Committee's Questionnaire. It will be seen that they include a large number of well-placed persons in walks of life outside the Universities. From these answers the Committee has gathered much useful information and many valuable suggestions, besides being placed in possession of views on the working of the Universities entertained by different classes of people and from different points of view. The Committee is thankful to the ladies and gentlemen who have extended this help to it.

A very large volume of statistical and other information was called for from the Universities the collection and compilation of which must have entailed heavy work on their staff. The demand for such information was continued to the final stages of the Committee's deliberations and was invariably responded to willingly and promptly. The thanks of the Committee are due to the Vice-Chancellors, Registrars and all others concerned for their ready and ungrudging co-operation. The Committee has reason to be particularly grateful to the Dean of the Faculty of Medicine in Lucknow University and the Principal, Agricultural College, Cawnpore, from both of whom information, opinions and suggestions on a variety of subjects were called for at short notice and who furnished a valuable volume of material in regard to their respective Faculties. The Medical Faculty and King George's Hospital had not been originally included by the Committee in the scope of its inquiry and, therefore, particulars about them had not been called for in the early stages of the Committee's work. In June, 1939, however, the Committee felt that having regard to the amount of time it was devoting to the affairs of the Universities, it could be reasonably expected to go into the affairs of this Faculty also and to make recommendations. In pursuance of this decision inquiries were made from the Dean of the Faculty, but no Questionnaire could be issued to the lay public or to medical men outside the Faculty.

The statistical and other data gathered from the Universities have been utilized by the Committee in arriving at its findings and recommendations and will, it is hoped, prove useful to future enquirers and to the University Grants Committee, if and when it is set up. Some of this material is reproduced in the appendices to this Report.

Information was obtained for the use of the Committee from many other sources to which the Committee desires to record its indebtedness. All the other Universities in India were from time to time asked to supply sundry information and publications and the British Universities and the Universities Bureau of the British Empire gave valuable information about certain constitutional matters not published in their Calendars. The Educational Commissioner with the Government of India was good enough to allow the Committee the use of advance

copies of the statistical tables prepared for publication with the Quinquennial Report for the years 1932-37.

The Principals of certain Medical Colleges in India and the authorities maintaining other Medical Colleges furnished information about their staff, teaching and hospital accommodation and rules, and a very large number of individuals, corporations and Government departments responded to the request made on behalf of the Committee to give their opinion of the quality and shortcomings of the graduates of the Universities included in the Committee's inquiry. To all these the Committee expresses its gratefulness.

The thanks of the Committee are also due to the Librarians of the Universities of Allahabad and Lucknow, the British Indian Association of Oudh, the Legislative Council and the Civil Secretariat Library for lending books and publications from time to time for the use of the Committee.

The following gentlemen who helped the Committee with information about the working of the improved farms which they have established and their opinion as to the merits and shortcomings of the instruction provided by the Universities in Agriculture are particularly entitled to the Committee's gratitude :

- (1) Brijendra Prasad, Esq., Jajau, Fatehpur-Sikri, Agra.
- (2) Chandra Kumar, Esq., Moradabad.
- (3) C. S. Man Singh, Esq., Fatehpur.

The deliberations of the Committee and its Sub-Committees (excluding the consideration of the Report) occupied the period 22nd May to 17th June, 1939, when meetings were held in Naini Tal and the periods 22nd August to 14th September, 1939, 4th to 13th December, 1939, and 4th to 25th January, 1940, when meetings were held at Lucknow. Altogether there were 15 plenary meetings, 39 meetings of Sub-Committee I, and 29 of Sub-Committee II. An analysis of the attendance of members at these meetings is given in Appendix A(2).

The Committee's task of making recommendations about the organization of University education has been considerably facilitated by the knowledge that secondary education on the basis of which University studies must be built up is being re-organized or will shortly be re-organized on a comprehensive plan as recommended by the Education Re-organization Committee. It would be futile to expect any tangible results from measures of improvement affecting the apex only of the edifice of education as the quality and contents of the preparatory training with which under-graduates join a University, determine the tone and the standard of work in it. The Committee was given an opportunity at an early stage in its deliberations, of discussing at a joint meeting with the members of the Secondary Education Re-organization Committee the bearings of their recommendations on the work of Universities.

It has been assumed that with the adoption of Hindustani as the medium of instruction and examination throughout the pre-University stages of education and the provision of several alternative courses of study at Secondary Colleges, the equipment of the students who come to join the Universities after completing the courses particularly intended to lead to University studies will be considerably superior to the average now attained. But to ensure that the Universities will not be handicapped by any shortcomings in the products of the Secondary Colleges, it is recommended that they should be empowered as they are at present to prescribe and impose further tests for admission.

General Plan of the Report

It will be convenient at this stage to explain the general plan of this Report. It is divided into three parts and has nine Appendices. Part I deals with matters of general interest to all three Universities, Part II with matters concerning the teaching Universities of Allahabad and Lucknow, and Part III with those affecting the University of Agra.

It has been sought to make the narrative readable by keeping it free from the intricacies and details of facts and figures which are set out in the Appendices. The first Appendix contains documents relating to the appointment of the Committee and its terms of reference. The second reproducing the Committee's Questionnaire gives a classified list of the persons who answered it. A series of appendices contain tables of statistical information.

In dealing with the problems of the Teaching Universities, the Committee has had the advantage of the association of Pandit Iqbal Narain Gurtu as a member. He has brought his wide knowledge of educational problems in general and his experience of the University of Allahabad in various capacities over the past three decades and particularly during the six years while he was Vice-Chancellor to bear on the work of the Committee to which he has made a valuable contribution.

The Committee feel that they would be failing in their duty if they did not place on record their gratefulness to Acharya Narendra Deva, one of their colleagues, who, besides making most valuable contributions to the work of the Committee from his wide experience and mature scholarship, had to bear upon his shoulders, in spite of his none too good health, the responsibilities of presiding over the Committee's deliberations, in the absence of the permanent Chairman Sri Sampurnanand.

The Committee also wish to record their appreciation of the very great assistance they have received at all stages from the Secretary, Mr. Parmanand, M.A., P.E.S., whose efficient handling of the material and great personal knowledge of University affairs have always proved of inestimable help. The preliminary draft of the report was prepared by him and gives evidence of the care and labour which he has brought to bear on his task.

(6)

It also gives us much pleasure to express our sincere thanks to Professor Muhammad Habib who, in the midst of his other engagements, had^A kindly found time to prepare the Report of Sub-Committee II.

PART I

CHAPTER I

UNIVERSITY DEVELOPMENT

General

There are evident signs of dissatisfaction with the existing system of higher education all over the world and Universities as the principal places of higher education have come in for a good deal of criticism.* Higher education has become a matter of far greater importance and concern to the life of a nation in the present age than it has ever been before. Knowledge has grown at such a rapid pace and the available store of it is so vast that it has become increasingly difficult to provide adequately for its conservation and progressive expansion. People are no longer content with learning all that is known though this is by no

* "It is permissible to question whether they and the conceptions of education they embody are destined to any very prolonged predominance over the intellectual processes of mankind. In spite of all their apparent modernization the Universities have never yet discovered how to lead a community. They have a timidity in their hearts; they would rather propitiate than dominate." (H. G. WELLS, *Work, Wealth and Happiness of Mankind*, page 764.)

"We are bound indeed to question seriously the Universities' ability to train the leaders we need." (KORSCHNIG: *The University in a Changing World*, page 8.)

"University men whose privilege it has been to inherit the sum of the race's knowledge and to whom has been vouchsafed the inspiration of national, cultural, and spiritual tradition, have abandoned the cause of truth and justice, which they were called upon to serve. Trained as they were, partially at least, at the expense of the nation, they have sold their ability, their skill, and knowledge to the forces of self-interest which dominate the world to day and block the way to a fuller, wider, and freer life. Greed, the will to power, desire for security and comfort have betrayed those trained to be the elite into committing this worst of all treasons. And men begin to ask: Is not the present University responsible for this diversion of talent to base ends? Does it not actually incite to this grand betrayal of the intellectuals by attempting to give a theoretical justification of our present society, and by training men who will serve this present order willingly, asking no questions? We are bound indeed to question seriously the Universities' ability to train the leaders we need, and we do well to ask whether the spirit of *la trahison des clercs* has not actually invaded their lecture halls and laboratories." (KORSCHNIG: *The University in a Changing World*, pages 8-9.)

"I am doubtful if the University, much as it may aid the youth of the Province in the acquisition of knowledge, leaves on the great mass of its graduates any characteristic which can be attributed purely to its own influences. . . .

"I do not see that the University has yet captured the imagination of the Punjab at large as a guide and influence in the betterment of life. I see large sums of money spent on religious or communal objects; I do not find in the University records a mention of those large benefactions for the promotion of learning which so many of us, poor scholars in English Universities, remember yearly with pious gratitude. . . .

"I doubt if the University could claim that it is instilling in the minds of our teachers that almost apostolic enthusiasm for their vocation which would make them true guides and ministers of the movement." [SIR MALCOLM HALLEY, *Convocation Address*, 1926 quoted in the Report of the Punjab University Enquiry Committee, 1932-33.]

means an easy or even a practicable proposition. There is a regular competition for capturing ever fresh territory from the unknown and making use of it not merely for promoting human convenience and comfort but also for the less laudable purposes of domination or exploitation. The possession of knowledge at a high pitch has thus become a vital necessity for every people aspiring to lead an independent existence.

The agencies by which this kind of higher knowledge is being conserved and created are persons working sometimes on their own account but more often in association with others in Institutes and Universities. The conditions in which knowledge has to be pursued in the modern world require heavy outlay on books, current literature, laboratories, and skilled assistance. Unlike an earlier age it is difficult now for an individual to carry on his studies with his own unaided resources. The very immensity of the task makes it inevitable that it should be conducted under the auspices of the State by corporations of scholars provided with facilities and financial assistance. This dependence of scholars on the State has led to the subordination of higher scholarship to the control of the State and gives to the existing system of higher education its distinctive character.

We have thought fit to draw attention to this phase of University development because it appears to us to be the weakest point in the system of higher education which has now become world-wide. For although institutions of higher learning have grown and flourished in every country taking the direction of local energy, local climate and circumstances from age to age, a sort of survival of the fittest has left the European or more precisely the Western European system dominant all over the world. Just as the political system of Western Europe has spread over the greater part of the world, so has the type of University evolved in Western Christendom become the model for Universities in all countries.

A rapid survey of the history of this type of University may help us to trace the roots of its strength and to understand the causes of its weakness.

The Latin word "Universitas" from which the term University is derived, originally signified any community or corporation and came to be identified with a corporation devoted to learning only in the fourteenth century. The earlier seats of learning were places where great and renowned teachers arose from time to time. Subsequently, certain places in Christendom attracted scholars from different countries and became famous for particular studies—law, medicine or theology. The students, a good proportion of whom were grown up men holding positions in Church or State, came from different countries. They felt the necessity of forming combinations with the object of protecting themselves from the extortion of the townsmen and from other annoyances incidental to residence in a country of which they were not citizens entitled to its Government's protection. Usually scholars belonging to

different countries formed separate guilds or combinations so that at the same place we are told of the existence of two, three or even four universities not pursuing different studies but belonging to different countries, or in other words, made up of scholars from different countries. Each such group or University which was sometimes also called "Nation" elected its own Rector who was the governor of the group, acting on the advice of a council of the scholars.* Initially each centre specialized in one branch of study: thus Salerno specialised in Medicine, Bologna specialized in Law and Paris in Theology and scholars interested in these branches of study flocked to them from different countries. National feelings soon, however, grew strong. Foreign students were not welcomed and the desire grew up in each country to found its own centre of learning and to cultivate at it all branches of knowledge. So instead of a single place possessing several universities or groups of students drawn from different nations there came to be one or two centres in each country, each with several faculties. This development is illustrated by the case of the University of Oxford. English students resorted very largely to the University of Paris during the 12th century and at the University of Paris there was a group of students known as the English "Nation." In 1187 we are told the foreign students were expelled from the university and the reigning English King Henry II issued an edict recalling all holders of benefices from across the Channel and forbidding church dignitaries from going abroad for study. It will be remembered that the majority of those who went for university studies abroad were officers of the Church. Oxford thus owes its beginning to the growth of national sentiment in England and France.

The combination of scholars to form universities was thus a voluntary process in the initial stage, but it soon passed under the control of the Church and the State. This was because the corporations of scholars desired recognition for their degrees and therefore obtained charters or licences from the Pope and in some cases from the Emperor or King, from which were derived their rights of imparting instruction, and conferring degrees and by virtue of which their degrees received recognition in the world at large. These charters also prescribed the constitution of the Governing Bodies. Oxford, we are told, was an exception in the initial stages: its degrees won recognition by their intrinsic value.

In the middle ages the universities were closely allied to the Church, theology and ancillary studies such as logic, rhetoric, metaphysics being largely cultivated in all universities and the defence of Christian doctrine being one of their recognized duties. Consequently, we find that the great intellectual movements of the Renaissance and the Reformation originated very largely in circles and with individuals unconnected as a rule with universities. Indeed

*The division of the students in the University of Edinburgh into four "Nations" who elect the Rector is a relic of this order of things.

the Universities, opposed the propagation of new ideas whether in the domain of religion, philosophy or science.

After the Reformation universities identified themselves very largely with the newly established Churches in the Protestant countries and became as thorough-going supporters of these State Churches as they had been formerly of the Papacy. As the head of the State became in most of these cases the head of the Church as well, it was natural that the organization of the universities should become less democratic and more oligarchic so as to fit into this scheme. Whether in Germany, in France, or in England we find that the universities were, in the era following the Reformation "gloomy fortresses of sectarianism" with whom the idea of advancement of knowledge or discovery could not be even distantly associated. Most of the discoveries and inventions which marked the age of the Renaissance and of the Industrial Revolution were made by persons unconnected with the universities. "The Universities droned along blindly with the oral teaching of traditional wisdom; and they were on the side of tradition. Modern science owes few of its initiatives to them."* These discoveries and inventions according to H. G. Wells were due to the reappearance of certain social types and particularly of "secure, freely thinking, independent people, people of means stimulated by but not absorbed in public responsibilities. . . . The founders of modern science worked almost independently, they met first in the early academies."

The French Revolution gave the Universities a shock which resulted in a new direction being given to their energies and in Research becoming one of their principal functions. Originally, as Mr. Wells puts it "the University knew as little of research as of athleticism." But during the Revolutionary and Napoleonic wars Germany suffered so heavily that it was compelled to close down many of its Universities. Only Munich survived to which were added new ones at Berlin, Bonn and other places. By a vigorous concentration on these Universities Germany achieved remarkable success in all spheres and evolved the modern type of University. Its victory in the Franco-German War was ascribed to its educational efficiency and roused the French to reorganize their University system. "Wounded Patriotism was one of the authors of our University renaissance", writes Professor Bougle,† "Men were fond of repeating that we had been beaten by the German school teacher and that the Universities had forged for the German state an armour both shining and strong." The re-organization of the Universities in France was carried out under close State control and patronage. Teaching and research were to be carried on together in Faculties working in close association with one another. A School of Political Science was founded in Paris in order to produce a "more positive spirit, dominating youths who were

*H. G. WELLS : *Work, Wealth and Happiness of Mankind.*

†*The University in a Changing World.*

destined to set a nation on its feet," and the French had the satisfaction of finding the Germans ascribing their defeat in the last Great War to the diplomats whom this school had trained.

The Great War of 1914-18 demonstrated the supreme value of the work in applied science which University men were able to do for their respective nations.* The end of the war saw a very large increase in the number of universities and of university students in almost all countries and a phenomenal expansion of higher education. People so trained have helped to build up the social and economic structure of their countries, to establish industries and trades and also to invent weapons of attack and defence. During the present war, the services of the trained scientist have been utilized in numerous capacities to a vastly greater extent than in the last war.

The history of the English Universities though they grew up in circumstances peculiar to themselves, follows the same general lines of development as the history of other universities of Christendom. We find in their case too the same close connexion with the Church and after the Reformation a similar dependence upon or alliance with the State: and a sterility in the field of thought and ideas till after the Industrial Revolution. Henry VIII found them willing to defend his divorce: Elizabeth and Laud had little difficulty in making them accept new Statutes. It follows that the Universities were very far from adopting a bold line either in the direction of discovery or in championing the cause of truth against the established authority. Scientific research did not find a home in the English Universities till an organized and concerted effort became imperative as the result of industrial development in Germany in the 19th century which threatened British Industry. It was largely the fear of German competition which led to the establishment of the London Institute of Science and Technology in the middle of the last century and to the subsequent growth of Universities at provincial centres concerned very largely with technology and practical studies. At the older Universities again the changes which have modernized the scheme of studies date mostly from the middle of the 19th century.

From this rapid survey of University development in Western Europe we deduce the main features of the system which has now become world-wide. One feature which distinguishes this type of University from other places of higher learning is the fact that it possesses authority granted to it by the State for conducting teaching or prescribing courses of study, holding

* The Royal Commission on the Universities of Oxford and Cambridge who reported in 1922, enumerated in a note in their Report, the many services which the Universities rendered to the nation during the Great War, and considered these services to be a powerful argument in favour of Government contributing largely to their finances.

examinations and granting degrees which serve as a guarantee of a certain degree of attainment and as a passport to a career. This privilege has always been highly prized by Universities and from the earliest period of their history they have been anxious to retain if possible a monopoly of it. Secondly the University is no longer a self-governing community as it initially was of students and teachers associated together as comrades in the pursuit of learning. Vestiges of this early character survive in the Convocation which in certain Universities, is composed of teachers and students, past and present, and possesses some small powers, e.g., the right to elect one of the titular officers in the Scottish Universities and the right to pass resolutions expressing opinions or making recommendations to the authorities. The student is now a fleeting figure as a rule with very limited share, if any, in the University's governance. Thirdly in the University of the middle ages, there were many adult students pursuing their studies for their own sake or coming up to the University from a position in Church or State for a period of intensive study. In the modern University such grown-up students are rare. The teachers and some "fellows" do indeed carry on advanced work or research but the main student body is made up of young men who are expected to complete their studies at the University before a certain age and then enter life. This has a two-fold effect. On the one hand the student can no longer claim to be an equal partner in the management of the University and on the other the vocational character of University studies has been greatly emphasized. This latter is further emphasized by the Universities having moulded their schemes of studies to suit the requirements of competitive examinations for Government services. We are told that in the last century the scheme of studies at English Universities possessed less cultural value than that which was established at the East India Company's College at Haileybury for the training of its Civil servants and that when, following the success of the experiment of recruiting for the Indian Civil Service by open competition, a similar system was adopted in England, the requirements of the competitive examination influenced the scheme of studies at the Universities very powerfully and for the better. It is not, therefore surprising that in our universities the requirements of such examinations should be an important consideration with University authorities seeing that the public services afford the most attractive prospects and perhaps the only properly remunerative career to their graduates. Fourthly, Research has now become a recognized branch of University activity though it is carried on under conditions not altogether favourable. In so far as the association of large bodies of highly educated persons provides a stimulus and affords opportunities of mutual co-operation and in so far as a University possesses resources in the matter of books and laboratories which individuals cannot afford, it is a convenient place for research. But pretty frequently the life of teachers, if not also of students, is

too distracted and devoid of leisure to permit of the exclusive attention necessary for discovery or invention. It still remains true that research of the highest type, an epoch-making discovery or a great invention, may be made by a person gifted with the requisite insight and imagination and working under the influence of an inner urge unaided by State or University.

There is, however, a very large field of research of practical utility to the trade, industry, and general life of a people which does not require the kind of inspiration which we have just referred to and for which the Universities provide the best facilities. In this field of research team-work is according to Mr. H. G. Wells the only method. The trades and industries of England are contributing handsomely to the funds of the Universities and benefitting very extensively from the results of their work. Latterly, there have been instances of particular trades subsidizing research of value to them. Thus tea and rubber are financing their own researches at the Rubber Research Institute, Malaya and the Tea Research Institute, Ceylon. The petroleum and kerosene interests of Burma are financially helping researches connected with their trade in the Calcutta University.

We come now to the question how far the University at the stage of development which it has reached, is capable of discharging the age-old function which we associate with it—the pursuit and defence of Truth. We have seen how in the past the dependence of the University upon the Church or its alliance with the State has led it into a position of partisanship and in our own days we are faced with the reality of Universities closely identified with the policy and aims of the State and subserving the will of the State with all their intellectual resources, preaching the doctrines held by the State, defending its measures, helping to forge weapons of offence and defence. Some people were deeply mortified to find that during the last Great War, the national Churches stood by their respective Governments and did not raise their voice in support of any higher truth or philosophy. The same may be said now of the Universities. The learned man has taken on the character of the State official: the Brahman has descended to the level of the skilled craftsman. Is it reasonable to expect that in such a state of things the Universities will furnish a philosophy of life or produce leaders of men who may be capable of allaying the sufferings which afflict mankind at present?

The alliance of the Universities with the State places great power in the hands of the latter. By joining the power of intellect with brute force it gives to the State the proverbial giant's strength without giving it that philosophy of higher values which may restrain it from using this strength like a giant. The result is before us in the conflicts now in progress. The nations at present engaged in war are top-most in civilization and have been the luckiest of the human race during these three centuries. They have drawn to themselves the wealth of the world and invented new weapons of war, the very magnitude and excellence

of which threaten to involve them in ruin or bankruptcy. The daily cost to Britain of the last war was estimated at eight million pounds and in the present war it is likely to be more. The cost of keeping the highest product of the British Ship-building Industry, the *Queen Mary* in an American harbour is stated to be £5,000 a month. Even Britain's wealth cannot stand this strain very long and yet without a proper sense of values, the nations now at war may not find a way of coming to peace before they are exhausted.

It will not be far wrong to suppose that the application of the human intellect to the conquest of nature and the harnessing of the forces of nature for the service of mankind without the restraining influence of a higher philosophy, is at the root of the present difficulties. It seems to have been forgotten that conquest is worth making as a means to an end and not as an end in itself. In a beautiful address which James Bryce delivered at the University of California in March, 1909, he expressed this very effectively in the following words :

“ There is a story of an Eastern monarch who, in the midst of his career of conquest, was recounting to one of his most trusted councillors what he had done, and announcing what further expeditions he proposed to make. He described country after country and nation after nation which it was his purpose to over-run and subjugate, and as each was mentioned, his councillor asked him, ‘ And after that, what ?’—until at last he had enumerated so many that little was left of the then known world over which his armies would not have been triumphant. But the councillor at the end of the list still repeated, ‘ And then, what next ?’ and the conqueror at last could only say, ‘ Well I suppose we shall then sit down and enjoy ourselves and live happily for the rest of our lives,’—to which the councillor answered : ‘ If happiness is the goal, why not begin to be happy now ?’ You have already got more than any one has ever conquered before. When your plans of conquest are completed you will be weary and old. Let us take our enjoyment now.’ Some questions like these arise in one's mind when one contemplates the victories over nature which men are winning here in the United States..... The time must arrive when the American people will have practically finished with the work of conquering, and when, having got out of nature all that nature can yield, and applied the resources of science to industry and to commerce on a scale so large and with such refined efficiency that there will be little more motive for the accumulation of wealth they will have to ask themselves what remains to be done and how best they can enjoy all that they have accumulated..... The day will, after all, be then as now, only twenty-four hours. Each man will only have one mouth, one pair of ears and one pair of eyes. There will be more people, as many perhaps as the country can support, and the real question will be not about

amassing more wealth or having more inhabitants but whether the inhabitants will then be happier or better than they have been hitherto or are at this moment. You have advanced so much farther along the path of material comfort than your grandfathers dreamed of, that it is not too soon to think of enjoyment, and even if you do not slacken in your pace you may well reflect upon the ultimate aims for which you are working."

Bryce was not aware when he spoke these words that long before the conquest of Nature was completed civilization would be faced with the problem of saving itself from the instruments forged in the course of the conquest and as a result of it. Not conquest but co-operation is the right principle of life, the principle of live and let live. In other words the doctrine of non-violence seems to point the way to a solution of the difficulty created by the possession of the giant's strength. It is the principle which would restrain the giant from using his strength tyrannically. We do not know precisely the reasons for Mahatma Gandhi's insistence that higher education should not be subsidized by the State. One obvious reason in the present state of our country is the crying need of liquidating illiteracy and providing a modicum of general education for the masses so as to give a democratic form of Government a chance of success. Another obvious reason is that the machinery of higher education in this country has hitherto been utilized for training officials and professional men who have usually forgotten that the bulk of the cost of their education is met out of the funds contributed to the public exchequer by the masses over whom they exercise authority or whom they exploit totally unmindful of their obligation and their duty towards them. They may be brought to a realization of their indebtedness to the people if for a time they are made to pay the full cost of their education. We fancy, however, that one of the reasons behind Mahatma Gandhi's opposition to the State undertaking to finance higher education may be that such an alliance has produced unfortunate results in the West.

The tradition of higher education within our country both during the period of Muslim supremacy and before it has been that higher education while receiving generous aid from princes and nobles has been conducted independently of the State and even when it has not received such patronage, it has managed to maintain itself by the support of the people at large.* Despite its shortcomings the fact remains that its products hold the positions of leadership over the masses of the people to the present day. Enquirers during the period of British rule have been struck by its vitality and by the amount of support which it manages to obtain from the people. The Educational Commissioners appointed

* In Benares alone which is one of the many centres of Sanskrit learning today there are about eight or nine thousand students receiving free tuition, board and lodging in places to which endowments have been made by generous patrons, unaided by the State.

in 1882, for instance, note in their Report (pages 59—61) the character of indigenous schools of higher learning. In Bengal they found 1,010 tols with 7,680 pupils receiving instruction in Sanskrit and in such varied subjects as "Grammar, synonyms, rhetoric, logic, astronomy, philosophy, law and medicine" besides theology. At page 58 of the Report they say "Munificent bequests have not infrequently been made for the permanent endowment of educational institutions." This may help us to form an idea of the vitality which a system of education dependent upon popular support may possess after centuries of neglect by the State, for Sanskrit learning had little State patronage in the period of Muslim supremacy and had been cultivated in secluded places. Places of Muslim education similarly continue to the present day.

The potentialities of this type of institution of higher learning are now being increasingly recognized. They are in keeping with the genius and tradition of this country and its people and the future may very well be theirs. Sir Philip Hartog in his contribution to the Studies and Reports issued by the Institute of Education, London University, writes as follows about the future of Indian University Education :

"What of the immediate future? An earnest Quaker missionary has predicted that under the new regime there will be a Counter-Reformation in education which will no longer be Western but Eastern ; thus India will go back a thousand years and more to the old days described by that great Orientalist, the late Professor Sylvain Levi of the College de France in a remarkable address on Indian Humanism—to those days when she gave out a great wealth of ideas, especially to the rest of Asia, but accepted nothing in return."

Similarly, Walter Kotschnig in his work *The University in a Changing World* (page 3) notices, "the vitally significant tendencies both in India and China towards emancipation of the Universities from the Western ideas which have dominated them hitherto."

The recent correspondence and conversations which have passed between Mahatma Gandhi and Dr. Rabindra Nath Tagore in regard to the "Vishwabharti" are another indication of this tendency. That Mahatma Gandhi whose opposition to the maintenance or subsidizing of universities by the State is well-known, should have readily consented to shoulder the burden of keeping this University going, shows that his opposition is to the alliance between the State and the University which has produced unfortunate results and that he is all in favour of higher education conducted in a University with wider sympathies—a University in which not merely the brotherhood of the human race but also the kinship of nature with man is recognized not by word of mouth only but the actual practices of life.

The genius of India has always striven after a synthesis. It has comprehended not the nation, not humanity, not living creation only but the whole universe as the manifestation of one supreme power. This has been recognized not only in thought but to a limited extent in practice. The learning here cultivated was in its origin religious and philosophical as elsewhere, but it flourished independently of the State in distant places in communion with nature where the oneness of life and creation is most convincingly demonstrated and the idea of conquering nature for the service of man gives place to co-operation with it for mutual benefit.

The essential of a University in ancient India was its location in the midst of nature. How the situation of a University in a forest or in rural surroundings makes it the source of an entirely different inspiration from that which emanates from the Civic University of today is brought out in the two following extracts, one from an article by Dr. Rabindra Nath Tagore in the "Vishwabharti, Quarterly" dated April, 1924, and the other from Dr. Annie Besant's "Kamla Lecture" 1925.

"A most wonderful thing that we notice in India is that there the forest, not the town, is the fountain head of civilization. Wherever in India its earliest and most wonderful manifestations are noticed we find that there men have not come into so close contact as to be rolled or pushed into a compact body or mass or whole. There trees and plants, rivers and lakes, had an ample opportunity to live in close relationship with men. In these forests though there was human society, there was enough of open space or aloofness, there was no jostling. Still this aloofness did not produce an inertness in the Indian mind; on the other hand it rendered it all the brighter. It is the forest that has nurtured the great ancient sages, the Vedic and the Buddhistic. Not only the Vedic rishis but Lord Buddha also preached in many woods of India. The Royal Palace had no room for him; it was the forest that took him into ^{his} lap. The current of civilization that flowed from the forest inundated the whole of India."

—(Tagore.)

"Here is an Indian ideal that it would be well to revive, for the planting of Universities in the midst of great cities is European and not Indian. Oxford and Cambridge alone in England have kept up the tradition of their Aryan forefathers. The modern 'Civic Universities' as they are called are planted in the midst of the most tumultuous hurrying noisy cities of England.* Not from them will come sublime philosophies or artistic masterpieces, but

*The London School of Economics was deliberately planted in a business neighbourhood. Mr. Passmore Edwards who largely endowed it wished it to stand in "Streaming London's central roar" where—

"The feet of those he wrought for
And the sound of those he thought for
Echo round his halls for evermore."

they will doubtless produce men of inventive genius, miracles of machinery, new ways of annihilating space. But in a country in which a man is valued for what he is, not for what he has, in which a man's life consisteth not in the abundance of the things which he possesseth, the Indian ideal is the most suitable. The essence of that ideal is not the forest as such but the being in close touch with Nature; to let her harmonies permeate the consciousness and her calm soothe the restlessness of the mind. . . ."

The views expressed in these passages of the advantages of education in contact with nature are strikingly supported in the following passage in James Bryce's Address at California University, in March, 1900, from which we have quoted before:

"In California two great cities, San Francisco and Los Angeles, which have two-fifths of the whole population of the State are growing more rapidly than the State grows. This is unfortunate. It is far better for the health and physical stamina of a people that the bulk of them should live in the country and work there with plenty of fresh air around them. It is better both for the national mind and character that men should be in contact with nature than that they should be cooped up in streets. You remember the line 'God made the country and man made the town.' It is better for the political stability of a Government that the town-dwellers should not outnumber the country-dwellers, and that there should not be many vast aggregations of men living packed tightly together and more liable to be moved by sudden excitement than countryfolk are.

CHAPTER II

HIGHER EDUCATION IN INDIA

We have noticed in the preceding ~~section~~ ^{chapter} what we consider to be a strong point of the system of higher education which prevailed in India in the past. We may proceed to consider the weaker aspects of that system which necessitated its supersession by Universities of the European type. It is not possible to trace in any detail the history of higher education which goes back for centuries into the past and even the landmarks of which had been forgotten when the present system was ushered in.

The following extract from a well-known book will suffice to bring out its vitality :

“ Few countries, and certainly no Western ones, have had systems of education which have had such a long and continuous history with so few modifications as some of the educational systems of India. The long centuries through which they have held sway show that they must have possessed elements which were of value, and that they were not unsuited to the needs of those who developed and adopted them. They produced many great men and earnest seekers after truth, and their output on the intellectual side is by no means inconsiderable. They developed many noble educational ideals, which are a valuable contribution to educational thought and practice. But the early vigour, which showed itself in the great contributions which India made to the science of grammar and mathematics and philosophy and other subjects, had long since spent itself when that momentous change began, which was brought about by the introduction of Western education and learning. The Brahmanic educational system had become stereotyped and formal and unable to meet the needs of a progressive civilization.”*

The system of higher education established during the period of Muslim rule in India was admittedly inferior to that which prevailed in some other Muslim countries. S. M. Jaffar in his work on Education in Muslim India says :

“ If the attainments in Muhammadan education in India did not reach such a high point as in some other Muhammadan lands it is at least partly accounted for by India being separated remotely from the rest of the Muhammadan world.”

The result of this inadequacy of the facilities for higher education was that the Muslim rulers and specially the more capable of them found it necessary to recruit their higher servants from abroad on higher salaries, a practice which excited the jealousy of Indian-born Muslim and produced an antagonism between the Indian

*Keay : *Indian Education*, page 181.

and foreign Muslims. This latter feeling finds remarkable expression in Ziauddin Barni's tirades against the policy of Muhammad bin Tughluq; in the bitter rivalry between the Deccani and foreign nobles of the Bahmani Empire and in the conflicts between the Hindustani party of Mughal aristocracy headed by the Saiyyed Brothers and the combined party of Irani and Turrani nobles in the eighteenth century. The comparative poverty of Indian Education is further borne out by the failure of the administration of Muslim states in India in the eighteenth century when the stream of immigration of the better educated men from across the border ceased consequent on the growth of the Afghan kingdom and the Sikh power. It is now generally recognized that one of the most potent causes of the decline of Muslim rule in India was the absence of an adequate system of higher education. That intelligent observers realized this shortcoming is clear from many of the writings of the Muslim period. Babar's remark in his Memoirs that the "people of Hindustan had no colleges" may cause surprise when we recall the numerous references to the foundation of colleges in the chronicles of the period, but it is less difficult to understand in the light of other similar observations by equally competent authorities.

Abul Fazl's repeated insistence upon the importance of keeping in view the spirit of the age is a clear indication that education at the time had fallen into a rut and did not meet the needs of changing times and respond to progressive ideas. Akbar's attempt to secularize education and his efforts to have scientific and useful works translated from Arabic and Sanskrit into Persian, are indications that he realized the need of bringing the system of education in line with the needs of the time. "No one should be allowed to neglect those things which the present time requires," is the sense of one of his regulations regarding education. Then we have the following striking passage from the French traveller Bernier who was at the Mughal Court from 1658 to 1666 :

"A profound and universal ignorance is the natural consequence of such a state of society as I have endeavoured to describe. Is it possible to establish in Hindustan academies and colleges properly endowed? Where shall we seek for founders? Or, should they be found, where are the scholars? Where are the individuals whose property is sufficient to support their children at colleges? Or if such individuals exist who would venture to display so clear a proof of wealth? Lastly, if any person should be tempted to commit this great imprudence, yet where are the benefices, the employments, the offices of trust and dignity, that require ability and science, and are calculated to excite the emulation and the hopes of the young student?"

The last passage of this extract shows how the rewards of the public service were not available to persons educated in India. The shortcomings of the Muslim educational system in India were severely condemned in a passage which Bernier

in his "Travels" puts into the mouth of the Emperor Aurangzeb as addressed to the Emperor's former tutor :

" Was it not incumbent upon my preceptor to make me acquainted with the distinguishing features of every nation of the earth ; its resources and strength ; its mode of warfare, its manners, religion, form of Government, and wherein its interests principally consist ; and by a regular course of historical reading to render me familiar with the origin of states, their progress and decline ; the events, accidents, or errors, owing to which such great changes and mighty revolutions have been effected ? Far from having imparted to me a profound and comprehensive knowledge of the history of mankind, scarcely did I learn from you the names of my ancestors the renowned founders of this empire. You kept me in total ignorance of their lives, of the events which preceded, and the extraordinary talents that enabled them to achieve their extensive conquests. A familiarity with the languages of surrounding nations may be indispensable in a king ; but you would teach me to read and write Arabic doubtless conceiving that you placed me under an everlasting obligation for sacrificing so large a portion of time to the study of a language wherein no one can hope to become proficient without ten or twelve years of close application. Forgetting how many important subjects ought to be embraced in the education of a prince, you acted as if it were chiefly necessary that he should possess great skill in grammar, and such knowledge as belongs to a doctor of law ; and thus did you waste the precious hours of my youth in the dry, unprofitable, never-ending task of learning words."

Whether this homily is authentic or apocryphal, it hits off admirably the weak points of the Indian educational system of the seventeenth century. Stated in brief these were concentration on scholastic and formal studies with emphasis on grammar and on "the discussion of dry abstract metaphysical trivialities." The attempt of Akbar to introduce subjects of practical utility and science by having literature in these subjects translated into Persian had not been followed up.

Thus at the advent of the British rule Indian education, both Hindu and Muslim, was at a low ebb. For some time after the establishment of their rule the British Government did not recognize it as a function of the State to provide educational facilities. They, however, needed competent men to expound the Hindu and Muslim laws which were administered by their courts. As these courts were presided over by European judges whose acquaintance with Arabic and Sanskrit was very limited and in any case could not be expected to be deep enough for a comprehension of the subtleties of Civil Law, the services of learned Pandits and Mullas were indispensable as law officers of the courts,

The first steps taken by the British in India towards the establishment of institutions of higher learning were for supplying this need. The Calcutta Madrasa was established by Warren Hastings in 1781 for the teaching of Arabic and the Sanskrit College at Benares about ten years later was avowedly established for training "qualified Hindu assistants to European judges." When in 1813 the obligation to make some provision for the advancement of knowledge and learning among Indians was imposed on the East India Company's Government by a Parliamentary Charter Act, the amount set apart for the purpose was at first devoted to the maintenance of Sanskrit and Arabic institutions and the publication or reprinting of literature in these languages. The rival movement for the cultivation of Western learning and Science through the medium of English was started in the beginning of the nineteenth century by the efforts of Christian missionaries and educated Indians. Raja Ram Mohan Roy protested against the obsolete curriculum of the Sanskrit School which he thought could only be expected "to load the minds of youth with grammatical niceties and metaphysical distinctions of little or no practical use to the possessors or to society." Thus started the Anglo-Orientalist controversy the essence of which was not whether English should be the medium of instruction in place of Sanskrit, Arabic and other Indian languages but whether the knowledge imparted was to be of the mediæval type or of the more modern scientific subjects. The issue was however soon complicated by the decision taken to employ Indians more largely in the administration of the country and to make English the language of the administration. The history of the "Anglo-Orientalist" controversy is a well-worn theme. It ended in the victory of the Anglicists when under Macaulay's influence Lord William Bentinck took the decision that in future the funds provided by Government for educational purposes would be applied to the encouragement of modern learning through the medium of English. The decision was modified by his successor Lord Auckland to the extent of guaranteeing the continued maintenance by Government of existing oriental institutions and providing for the translation of books into the Vernacular for the benefit of school classes. The policy was approved by the Board of Directors in a despatch, dated the 20th January, 1841, and in pursuance of it, colleges were established in all parts of British India for imparting higher education in English.

In 1845 the Council of Education in Bengal suggested the foundation of a University which could co-ordinate the work of the colleges and have the power of testing attainment and conferring degrees. The proposal was considered to be premature at the time but nine years later when educational policy was comprehensively reviewed by Lord Dalhousie, the Governor General, and Sir Charles Wood, the President of the Board of Control, it was felt that the time had come for the step to be taken. The first Universities, those of Calcutta,

Madras and Bombay, were chartered in 1857. They were modelled on the University of London and were expected to encourage the "pursuit of a regular and liberal course of education, and to ascertain by examination, persons who had acquired proficiency in different branches of literature, science and art and to reward them by academical degrees as evidence of their respective attainments." The next University to be chartered was that of the Punjab in 1882, after which the University of Allahabad was incorporated in 1887. These five continued to be the only Universities in India till 1915 when the establishment of the Benares University ushered in a new era of University development in the course of which twelve other universities have been established the majority of them being of the Unitary and Teaching type.

We may survey briefly the salient features of the only type of University which existed in India before 1915. It was empowered to grant degrees to persons who had passed its examinations after receiving instruction for a prescribed period in an institution affiliated to the University and in a course prescribed by it. At first the University undertook no teaching on its own account; indeed it was prevented by an article of its charter from doing so but this prohibition was gradually relaxed. It did not appear in the Act of 1887 by which the Allahabad University was established so that it is argued that unlike its predecessors the Allahabad University was from its beginning competent to teach as well as to affiliate Colleges, hold examinations and confer degrees.

The Indian Universities Act of 1904 not only removed the restriction against teaching but replaced it by a requirement that the Universities should undertake some teaching and encourage research. Under this clause, University chairs, libraries, and teaching departments were set up in all Universities and research scholarships were founded.

From the very beginning the Universities restricted admission to their examinations and degrees to persons who had received instruction in an institution regularly affiliated to one of themselves. Permission to appear as private candidates was given sparingly.

The affiliating character was more or less forced on the Universities by the circumstances in which they arose. Colleges had existed in the country for a considerable time before the Universities came into being and most of these had been established and were maintained by private agencies. It was obviously impolitic to deprive the Colleges of their right to teach for degrees, especially because the Government's financial position at the height of the Great Sepoy War when the first Universities were established made it impossible for it to finance teaching Universities. The Colleges were thus given a monopoly of teaching, the University retaining the power of examining and conferring degrees. The problem soon

arose of ensuring efficient arrangements in the Colleges. The only means open to the University of dealing with a College which did not keep a sufficient staff or did not pay adequate salaries or had not the requisite libraries and laboratories was to disaffiliate it. But such a drastic step besides being difficult to carry through a large body like a University Senate involved the infliction of hardship upon staff and students who could not be held to blame for the state of things by which it was necessitated.

This defect was partially removed by the Universities Act of 1904 which increased the Universities' control over Colleges. By this Act the provision of an adequate staff with adequate scales of pay and of library and laboratory equipment, hostels and playgrounds was made a pre-condition of affiliation. The University was empowered to satisfy itself initially as to the adequacy of these arrangements by an inspection before granting affiliation to a College and it was further empowered to cause periodical inspections to be made with a view to ensure that efficiency was maintained.

The government of the University was vested in a Senate consisting of a large number of "fellows" some of whom came in by virtue of their offices the rest being nominated by the Government. Nomination was not infrequently used as a means of rewarding services to Government in fields other than education and fellowship was held for life, with the result that the Senate grew to a large size and came to include many persons who were neither interested in nor qualified for the business of the Universities. While there was no great difficulty in forming the executive body of the University called the Syndicate, out of such a Senate, difficulty was experienced in the formation of the "Faculties" since a sufficient number of fellows conversant with the subjects comprised in a Faculty were not always forthcoming. Educational work was thereby hampered. The Universities Act of 1904 effected a drastic reform in the composition of the Senate and of the faculties. The size of the Senate was limited to 100 fellows in the older Universities and a smaller number in the newer ones, of whom the majority were to be nominees of Government. Life tenure of fellowship was replaced by a five years' term. The Senate was to include a considerable number of teachers and of representatives of old graduates and by these means it became possible to constitute Faculties which could do justice to the functions allotted to them.

The Act of 1904, thus effected considerable improvements in many directions although it was severely criticized by contemporaries on the ground that it made education more expensive and was calculated to kill some of the poorly endowed Colleges and because it increased the strength of the Government in the governing bodies of the Universities. The immediate result of the measure was a fall in the number of affiliated Colleges under the Calcutta University though the number rose slightly in the other Universities remaining practically the same in Madras.

A new era in University development was started by the resolution issued by the Government of India on the 21st February, 1913, in which an increase in the number of Universities and the establishment of Universities of the Unitary teaching type were envisaged. The following extract will show that Lord Hardinge's Government had expressed itself clearly in favour of the establishment of teaching Universities and that the Calcutta University Commission only helped to strengthen the movement already started in that direction :

"The day is probably far distant, when India will be able to dispense altogether with the affiliating University. But it is necessary to restrict the area over which the affiliating Universities have control by securing

(a) in the first instance a separate University for each of the leading provinces in India, and secondly to create new local teaching and

(b) residential Universities within each of the provinces, in harmony with the best modern opinion as to the right road to educational efficiency. The Government of India have decided to found a teaching and residential University at Dacca, and they are prepared to sanction, under certain conditions, the establishment of similar Universities at Aligarh and Benares and elsewhere as occasion may demand. They also contemplate the establishment of Universities at Rangoon, Patna and Nagpur. It may be possible hereafter to sanction the conversion into local teaching Universities, with power to confer degrees upon their own students, of those Colleges which have shown the capacity to attract students from a distance and have attained the requisite standard of efficiency. Only by experiment will it be found out what type or types of Universities are best suited to the different parts of India."

In the period since the issue of this resolution twelve new Universities have been established in India proper. Of these four, namely Mysore, Patna, Nagpur and Agra are purely affiliating Universities ; Andhra University is a teaching and affiliating University, while the remaining seven viz. Benares, Hyderabad, Aligarh, Lucknow, Dacca, Delhi, Annamalai are Unitary teaching Universities. We in our Province have had experience of all these three types during the period covered by our enquiry and it is only necessary to study the working of Universities within the United Provinces in order to form an idea of their comparative merits.

The recommendations of the Calcutta University Commission mark a great step forward in the realization of the University idea in India. They sought to save the energies of the University from the work of controlling and guiding secondary education and to concentrate them on their proper function of propagating and advancing higher knowledge, in other words on under-graduate and post-graduate teaching and research. The separation of High School and

Intermediate classes from degree classes and the establishment of a separate organization to look after these stages of education, albeit with the co-operation of University men, was a cardinal feature of the scheme which the Commission recommended, as was also the emphasis on the encouragement of research which had at best a poor chance in the old conditions. The character of the University organization was to be altered so as to fit it to perform the functions now particularly emphasized. To ensure the most competent handling of academic business, Committees of Courses and Studies, Faculties and a co-ordinating Academic Council were recommended. These were to be composed almost exclusively of scholars engaged in the pursuit of these subjects who were also to have a powerful voice in the authorities which controlled the administration and finances of the University.

The recommendations of the Commission were acted upon most promptly and to the furthest extent in these Provinces. A Board of High School and Intermediate Education was set up by an Act of the Provincial Legislature in 1920. In the same year the Unitary teaching University of Lucknow was established by another Act of the Provincial Legislature and the University of Aligarh (primarily a teaching University with control over intermediate education and limited affiliating functions) was incorporated by an Act of the Central Legislature. The University of Allahabad was re-organized in the next year by an Act of the Provincial Legislature which turned it into a composite organization, functioning as a teaching University with exclusive jurisdiction over a small area and an affiliating University over the extensive field formerly held by it. University bodies were formed in accordance with the patterns recommended by the Sadler Commission.

The working of this composite organization presented certain difficulties which were inevitable. The affiliated Colleges felt that they were unequal partners in the concern, while the teaching University found them to be a hindrance to its own further development. The multiplicity of University authorities which had been created to run the complicated machinery afforded and multiplied opportunities for the display of rivalries and conflicts of interest. It was, therefore, with the mutual consent of the two parties and to the relief of both that they were separated by the Agra University Act of 1927 into two organizations with distinct functions and ideals. The relations between the two have since been cordial.

We have examined at some length the working of the Teaching Universities of Allahabad and Lucknow in Part II of this Report and in Part III will be found our review of the working of Agra University. We are required by our terms of reference to report on the comparative merits of the two types and whether in the light of experience gained of their actual working either of them can be dispensed with. We have elicited a volume of authoritative opinion on this question in the replies to our Questionnaire and in the course of our discussions.

Some strong reasons have been advanced in favour of the continuance of affiliated Colleges and therefore of an affiliating University. These may be summarized as follows :

(1) Affiliated Colleges supply a real need by providing educational facilities nearer home and at a cheaper cost for a large class of people who would otherwise go without higher education.

(2) It would be impossible for the teaching Universities to admit all the students who now join affiliated Colleges, in addition to their own enrolment.

(3) Affiliated Colleges have received generous financial assistance from the public and have secured the services of capable honorary workers.

(4) Students receive more personal attention and there is more corporate life, loyalty to the institution and discipline among teachers and students in the affiliated Colleges than in the teaching Universities.

(5) Post-graduate work especially in Science is best done with small numbers.

(6) The cost of education in the affiliated Colleges is lower than in the teaching Universities both to the State and to the student's parent.

On the other hand it is accepted on all hands that teaching Universities have attracted the largest proportion of the best teachers and students, that they have advanced the standards of teaching and research and considerably improved the quality of higher education. We have in another part of this report stated our opinion that the range of University studies needs to be very greatly extended and higher education needs to be much more widely diffused if the national needs of a free and independent people are to be fully met. In the circumstances there can be no question of curtailing any existing facilities or abolishing any existing University. Our views on the comparative merits of the two types of University are embodied in a resolution appearing in paragraph 5 of Chapter VIII.

University Education in the United Provinces

The history of higher education in the United Provinces under the auspices of the British Government may be divided into three periods. In the first period before 1857 it was carried on independently by Colleges established by different agencies. In the second period 1857 to 1915, it was directed and controlled but not actually conducted by the University first of Calcutta and then of Allahabad. In the latest period since 1915, it has been carried on partly by Colleges under the direction of an affiliating University and partly by teaching Universities. There have throughout been some institutions outside the control of the Universities as for example the Roorkee Engineering College, the Harcourt Butler

Technological Institute, Cawnpore and the Forest Research Institute and College, Dehra Dun.

The earliest Colleges to be established in these Provinces were (1) the Sanskrit College, Benares, which was founded in 1791, and was financed and maintained by Government, (2) The Agra College which was founded in 1824, with an endowment created by Pandit Gangadhar Shastri, yielding Rs.22,000 a year and (3) the Bareilly College which was established in 1837. In the earlier years of their existence these Colleges concerned themselves with Oriental studies and imparted instruction through the medium of Sanskrit, Persian, Urdu or Hindi. It was about 1830 that English was introduced as a subject of study. Emphasis on English was increased after the decision taken by Lord William Bentinck's Government in 1835. The Colleges, however, followed widely different curricula and aimed at very different standards each of them acting independently of the others. After the establishment of the Calcutta University these Colleges were affiliated to it at different dates. The University brought about uniformity in the scheme of studies and standards of attainment. It also pushed further the emphasis on English and made it not only a subject of study but also the medium of instruction and examination.

We shall trace briefly the history of the Sanskrit College, Benares, in order to illustrate the development of work in these early Colleges. Founded on the suggestion of the East India Company's Directors it was designed to "cultivate the laws, literature and religion of the Hindus and especially to supply qualified Hindu Assistants to European Judges." The subjects of study were Theology, Law, Metaphysics, Logic, Grammar, Mathematics, Astronomy and Astrology with some Persian and Arabic. Both teachers and students received stipends. In 1830 an English Department was added to the College and in 1844 its Principal, Dr. Ballantyne made an attempt to amalgamate the two which met with a sort of passive resistance resulting in the establishment of two institutions under the same authority. One of them was a purely Sanskrit and the other an Anglo-Sanskrit institution. The early Colleges passed through many vicissitudes more than one of them having to suspend its higher work for a time or to abandon it altogether.

When the first Universities were chartered in 1857 it was felt that there were not sufficient Colleges and advanced students in these Provinces to justify the setting up of a separate University. The local Government, however, cherished the ambition of having a separate University in the Province and lost no opportunity of pressing the proposal on the Central Government. In 1870 they submitted a proposal for establishing a Central College at Allahabad at which they hoped to concentrate all teaching of University rank in the Province and which in due course they hoped would be vested with degree-granting powers.

In the local Government's letter, dated the 10th May, 1870, to the Government of India, occurs the following passage :

"It will be seen that what is contemplated is the establishment of a Central College at Allahabad as the nucleus of a University for resident under-graduates. . . . A considerable portion of the building fund must be reserved for the provision of accommodation for resident under-graduates."

The Government of India sanctioned the proposal for the creation of a Central College at Allahabad but did not encourage the idea of its becoming a degree-granting body or University. In 1886 when the buildings of the Muir Central College were opened by the Viceroy, Lord Dufferin, Sir Alfred Lyall, the learned Lieutenant-Governor of the day, repeated the suggestion in the course of his address to the Viceroy when he observed that he had "always looked to the College in due process of evolution becoming a degree-conferring institution." The Viceroy responded sympathetically and in the next year Act XVIII of 1887 brought the University of Allahabad into being. As we have observed before, the preamble of the Act did not reproduce the provision which limited the functions of the earlier Universities to examining candidates and conferring degrees. It was, therefore, argued that the Allahabad University could become a teaching University if it so chose. No difficulties would have arisen on the score of the other Colleges in the Province since they were not precluded from being affiliated to Calcutta or another University, territorial jurisdiction not being reserved as it became later to one University. It fell into line however with the older Universities, and did not develop a teaching side. In 1904, by Lord Curzon's Universities Act, the University of Allahabad was given an extensive and exclusive territorial jurisdiction embracing the United Provinces, the Central Provinces, Rajputana, Central India and Ajmer. As a result of this measure some of the Colleges in this area which had hitherto been affiliated to the Calcutta University were transferred to the Allahabad University.

To start with, the University of Allahabad was empowered to confer degrees in the Faculties of Arts and Law only. The Government of India was empowered to permit it to institute the Faculties of Science, Medicine and Engineering as well and to confer degrees in them. Under the authority so derived a Faculty of Engineering was established in 1893 and remained in existence for a period of 10 years but it appears that the Board of the Faculty was unable to hold a meeting for want of a quorum. This was obviously due to the reluctance of the staff of the Roorkee Engineering College who formed the bulk of the membership to accept a position of subordination.

A Faculty of Science was, however, created in 1894 followed at a long distance by the Faculty of Medicine set up in 1910 and the Faculty of Commerce instituted

in 1914. The University does not appear to have created a Faculty of Education though it had Teachers' Training Colleges for graduates affiliated to it between 1909 and 1925. In the latter year it decided to stop its examination for the award of degrees in Education. Just before its reorganization the Senate of the University had resolved to agree to the affiliation of the Agricultural College, Cawnpore, and the Civil Engineering College, Roorkee, but this never materialised.

During its career of 35 years as an affiliating University, the Allahabad University showed much progress in the number of institutions affiliated to it and in the number of candidates examined for and awarded various degrees. The number of affiliated Colleges which had been 13 to start with in 1888 rose to 30 in 1902 and 38 in 1907. It was 36 in 1921 the decrease being due to the creation in the meanwhile of the Universities of Benares, Aligarh and Lucknow. The number of candidates examined rose from 1,839 in 1889 to 8,357 in 1921.

While showing this increased output as an affiliating University the Allahabad University was doing something also in the direction of teaching and research on which emphasis was placed by the Act of 1904. Reference has already been made to the idea in the minds of the originators of the Muir Central College, of making it a teaching unit at which all the instruction for degrees within the United Provinces should be concentrated. This idea, however, did not materialise. The Colleges which had preceded the birth of the University and those that came after it had a claim to continue in existence which could not be ignored. The first move towards the assumption of teaching was the establishment of the Central Law College in Allahabad in 1906. The next step was taken at the instance of the Government of India who made a grant to the University in 1912 for the establishment of a library and certain University Chairs and Scholarships. As a result University Professorships were established in Modern Indian History, Economics and Post-Vedic Studies with certain Assistant Professorships, Readerships and Scholarships attached. A University Library was also established in 1915. In 1917 Government offered to finance a University Chair of Geography and in 1920 one of Civics and Politics but before advantage could be taken of these offers the University had been transformed into a teaching University.

Almost simultaneously with the assumption of teaching work by the Allahabad University began also the establishment of teaching Universities in the Provinces. The Benares Hindu University which has the distinction of being the first teaching University in India was chartered in 1916. It was followed by the Lucknow University and the Aligarh Muslim University in 1920.

Research was difficult under an affiliating University in any case, but the Allahabad University had made certain efforts in this direction even before the institution of the University Professorships in 1914-15. Besides the degree of LL.D. which had been instituted at the outset of its career, the degree of D.Sc.

was instituted in 1894, D. Litt. in 1907, M.D. in 1917, and M.S. in 1919. It was not necessary at first to show achievement in research as a condition for obtaining these degrees but gradually this condition was imposed and some of these degrees were made obtainable on the strength of original investigation or theses. The institution of the Empress Victoria Readership in 1910 marks the beginning of regular research work in Science. With the establishment of the University Departments of History, Economics and Post-Vedic Studies research work came to be definitely recognized as one of its principal functions, the Professors being required as a condition of their tenure, to deliver and publish a series of lectures based upon their original investigations.

In 1921 the first step was taken in the transformation of the Allahabad University from an affiliating to a teaching body. The Allahabad University Act of that year gave the University a dual function. It was to be a Unitary teaching University with exclusive control of all post-intermediate teaching and examination over an area extending for 10 miles round the Senate House. It was at the same time to function as an affiliating University in respect of the degree Colleges in the United Provinces, Rajputana, Central India and the Central Provinces which continued to be affiliated to it. Efforts were made to minimise the friction which was inevitable in such an arrangement but these efforts did not have the desired result. The association of a teaching University with a body of Mufassil Colleges proved to be unpalatable to both parties and as early as November, 1923, the Council of Associated Colleges adopted by a majority a resolution moved by Mr. T. C. Jones in favour of the transfer of the affiliating functions of the University to a new University at Agra. The separation was effected with the passage of the Agra University Act in 1927. The University of Nagpur had already come into being in 1923 and taken over the Colleges of the Central Provinces.

The United Provinces thus came to have in 1927 as many as five Universities four of which were of the teaching residential type, a number larger than any other province in India has. These Universities do not supply the educational needs of these Provinces alone. Half of the Colleges affiliated to the Agra University are situated outside the Province while the Colleges at Agra draw some of their students from the adjoining territories of Indian Princes. The Universities of Aligarh and Benares are all-India Universities drawing students from far away places and receiving financial support mainly from the Government of India and the Princes. The number of students pursuing different courses of study in these Universities and the expenditure on them are exhibited in Appendix D.

CHAPTER III

UNIVERSITY STUDIES

(1) Existing schemes and their Shortcomings

The schemes of studies now established at our Universities have been determined by a variety of circumstances. Initially they were based no doubt upon prevailing models in the English Universities with the important difference that the standard aimed at was lower and subjects with a religious bearing were rigidly excluded in pursuance of the policy of strict religious neutrality. They were adapted to suit the requirements of the time and very largely conditioned by the prospects of employment. University education was not much in demand initially among wealthy classes who alone could afford it for its own sake. These classes whose numerical strength is small have taken to University education slowly and it is only now that an appreciable number of them go in for it. The middle and lower classes take to education not for its own sake but as a means of qualifying themselves for a career. The range of occupations for which University education was requisite till recently was very limited and included the Government departments with the various Commercial departments maintained by Government (such as the Railways, Posts and Telegraphs), the local bodies and the learned professions of which Teaching and the Law were the most important. Medicine and Engineering also needed University trained men but usually took in for training (as they still do) persons without University degrees. Commerce and Industry which are now, in most of the advanced countries of the world, the largest consumers of University graduates next to education, have in this country absorbed a very small number indeed, for Commerce, Banking, etc. are not sufficiently developed here and Industry is still in its infancy. The University graduate has use in these departments as a director and planner of large-scale operations. Indian Industry, however, has little use for such men. It calls for men who will carry on an established concern efficiently and such men are to be found in the ranks of persons engaged in these occupations and trained in their practice, usually without University education. There has been little scope for graduates hitherto in independent literary careers or in journalism, while a University graduate is distinctly disqualified as a religious leader or guide.

Thus it will be seen that the scheme of University studies was designed to supply officials for the public services, teachers and lawyers. The higher ranks, of these occupations, again were recruited far from abroad; the Indian University was called upon only to train men for employment in inferior branches of Government services, inferior teaching posts and the lower ranks of the legal

profession. The standard aimed at and attained, was necessarily low and all those who could afford it and were ambitious of occupying higher positions and commanding better prospects went abroad for higher study attracted by the prospects of entering the higher branches of the services and higher ranks of the professions.

The standard of University studies was affected also by the standards of the secondary education which led up to them. Both secondary education and University education laboured under the serious handicap of having to work with English as the medium of instruction and examination. Not only was knowledge communicated through the medium of English, it had to be expressed in English at examinations. The result was that the matriculate came to the University with very poor equipment and had to be taught there many subjects which he would normally be expected to learn at school. University standards were further prevented from rising by the fact that the Universities were affiliating bodies, the units where actual instruction was given being scattered colleges with a limited staff and with little in the way of facilities for higher studies and research. The weaker units would in such an arrangement keep down the standard and quality of the work done.

These conditions have slightly changed for the better in recent years with the establishment of teaching Universities which have comparatively larger staffs and better equipped libraries and laboratories. Some expansion of studies has also taken place and the exclusive attention formerly given to European Literature, European History and Western Philosophy has been so far relaxed as to permit of attention being given also to Indian Languages and to Indian History, Economics and Philosophy. But the aims and objectives of University education still remain largely the same as before, viz. the training of a body of public servants and professional men including teachers. We still have in our Universities the usual Faculties of Arts, Science and Law with the Faculty of Commerce thrown in though hardly flourishing and a handful of Engineering, Agricultural and Medical Colleges either affiliated to Universities or functioning independently. There is still the need and the desire for going out of the country to receive higher education and to qualify for lucrative employment. The figures reproduced in Appendix C from the Annual Reports of the High Commissioner for India will show that a very considerable number of Indian students receive higher education in Europe and America*. In England the largest group of foreign students is Indian. That this education acquired abroad is superior to that available in the country, would appear to be admitted by the people and Government who give preference to persons with such education and pay

*Indian students are known to have gone as far afield as Trinidad for the study of Tropical Agriculture and when in the year 1938 three scholarships were offered by the University of Sydney there was such a rush of Indian applicants that the Vice-Chancellor had to notify Indian Universities that facilities for higher study were not far superior to those available in India in more than a few subjects and that the scholarships offered would only cover a part of the expenses.

them higher salaries than they do to persons who have received similar training in this country. A glance at the History of the Public Services and any Directory of big business will serve to confirm the view that the higher ranks of the public service and of Industry and Commerce are still manned by persons trained abroad. There can be no two opinions that this state of things is unsatisfactory.

A radical change is now called for in the whole scheme and objectives of University studies. University Education should now serve a purpose very much wider if not entirely different from what it has done hitherto. It has to supply the educational needs of a people who are advancing from a position of tutelage and consequent dependence to a position of independence in which they must be able to stand on their own legs and to supply all the needs of their national life, including education and defence, themselves. No patriotic and self-respecting Indian will be content to draw intellectual wealth from foreign countries without having the means of making a return in kind or a contribution to the common pool. It is in the fitness of things that mankind should organize as one family in the common endeavour to advance knowledge and that national barriers should not stand in the way of mutual co-operations in this task. But in the circumstances of the modern world no country can afford to depend upon another for its higher education. For one thing, higher education is now so costly that no country will be prepared to impart it to students of another country in large numbers. That British Universities are finding it increasingly difficult to accommodate Indian students who seek admission to them will be borne out by the following extracts from the evidence tendered by Sir Charles Mallet and Sir Theodore Morison before the Lytton Committee :

“It is, I believe, in the development of education in India that the only permanent solution of our problem lies. Hitherto the tradition has been that only men trained in England were qualified for the prizes of their profession in Indian administration, medicine, law. We have readily encouraged Indian students to come here, fit and unfit, educated and uneducated, and have taught them that a smattering at least of English education was the best recommendation for professional success. Until we frankly abandon that tradition, Indian students will inevitably flock here, and probably, as time goes on, in numbers with which British institutions will refuse to cope. We are at present manufacturing the difficulties we deplore. May it not be well to consider whether this tradition should not be given up and a new tradition substituted, namely, that India must and can provide an adequate education even for the ablest of her sons? Instead of trying to make good Indians into indifferent Englishmen, to super-impose a superficial English training in a few years at Oxford or a few years in London at the Bar, might it not be possible to develop an Indian type, at least as highly educated and as competent even for administrative purposes—as any

hybrid ? Such an undertaking would be slow and difficult and costly ; but may it not be that the change has to come ? It would mean raising the standards of Indian Universities, and of Indian education generally to levels never yet attained. It would mean an Indian Bar and Judicature trained, organized and developed on their own lines. It would mean a highly trained Medical Service and opportunities for medical and industrial training far in advance of anything yet attempted. It would not of course mean, for many years at any rate, less intercourse with England or less intellectual stimulus from English sources ; quite the reverse. But it would be a natural instead of an unnatural system, and its home would be in India, not here. I do not under-rate the difficulties involved in adopting such a policy fully and frankly. But I submit that it may prove to be the only final remedy for the difficulties we find in the Indian student problem today." (*Sir Charles Mallet.*)

"I beg the Committee to realize that no University can absorb more than a limited, and rather small, number of foreign students. A University is a corporate body with traditions and a certain characteristic tone ; it has a personality which is distinctive, of which it is proud and which it desires to retain. This personality would be destroyed or distorted by the influx of a large number of strangers, and no University will tolerate this transformation. This is as true of Universities in India as in England. Neither Aligarh nor Benares, the two Indian Universities with the most distinct personality, would consent to be swamped by aliens. Either by official regulations or by unofficial ostracism they would react against the intrusion of strangers who could not participate in their aspirations. The English Universities are beginning to react against the invasion of Indian students because the latter have come to them in numbers greater than they can absorb. A similar thing was beginning to happen in France before the war. The French Universities were reacting against the invasion of Russian students in spite of the fact that there was, both politically and socially, the greatest friendship between France and Russia. If Indian students flock to one University either in the United Kingdom or America or Germany in numbers greater than that University can comfortably absorb, there will be friction and ill-feeling, and no recommendations which your Committee make can prevent it. The wise course is to limit the number of Indian students in one University and to distribute the total number as evenly as possible over all the Universities of the United Kingdom. The object for which all should work is the improvement of the Indian Universities to such a point that there would be no need to come to England for under-graduate study." (*Sir Theodore Morison.*)

Sir Harcourt Butler speaking at the Allahabad University Convocation of 1922 exhorted his audience to place before themselves the object of making

Indian higher education self-contained and Indian Universities as good as the best Universities of the West.

Apart from the reluctance of foreign Universities to accommodate our students there are other weighty considerations against the exodus of students from India. Besides being a drain on the meagre resources of the country it saps the efficiency of the home Universities by drawing away some of the most talented students and most of those who are able to pay for their education. Our Universities are left with students most of whom, even if they can pay the tuition fees cannot afford to buy all the books they should or to devote all their time to studies or to stay on to do advanced research. Above all in the words of Sir Thomas Holland (sometime member of the Viceroy's Executive Council) "the idea that a foreign University is necessarily superior to the one at home reacts unfavourably on the general estimation of the home institution and on national pride which is an asset worth cultivating in a healthy way in all academic institutions."

(2) Expansion of Studies

In order to visualize the magnitude of the task which the provision of a self-sufficient system of national education implies we have to form an idea of the deficiencies in our existing system which have to be made up.

The scheme of studies at the Universities with which we are concerned has hitherto included the basic Arts and Sciences but there has been no attempt as yet to incorporate a faculty of Technology beyond provision for ill-equipped schools of Commerce and of Agriculture. Engineering has in this province been taught by an independent College at Roorkee and at the Engineering College of the Benares Hindu University and Forestry at a Research Institute at Dehra Dun. There has till recently been only one Medical College* in the whole Province whose products, even though they may not succeed in finding sufficient employment for themselves, are not sufficient for serving the needs of the whole population and which does little in the way studying local conditions and devising remedies for diseases peculiar to the locality.† Veterinary Medicine and Surgery are in a backward state. Despite the enormous animal population there is not a single Veterinary college in the Province. The two institutions at present teaching Agriculture have small staffs barely sufficient to discharge the teaching duties assigned to them, and, therefore, incapable of co-ordinating

*The Agra Medical School has recently been transformed into a College providing a more advanced course.

†The Universities of Benares and Aligarh (which are outside the scope of our inquiries) have each a Faculty of Medicine teaching the Ayurvedic and Unani system respectively; Benares has a Faculty of Agriculture and several branches of Technology besides a strong College of Electrical Engineering. Aligarh too is making efforts to develop an Engineering Faculty.

much needed research into local conditions and potentialities. For the exploitation of the resources of the soil many more and much stronger agricultural institutions are necessary so that agricultural products which can be raised in the province on a commercial scale and their utilization may be thoroughly studied. The same applies to stock-rearing and dairying.

Law Colleges which are numerous similarly give vocational training for practice at the Bar. The intensive study of the Law as a reflex of the society in which it operates and for which it is intended has never yet been attempted here.

If this country is to fill the place assigned to it in the community of nations and to which it aspires it must qualify itself for intercourse on equal terms with other nations of the world. For this it will be necessary for its people to acquire a knowledge of the language, literature and culture of other countries and specially of those near its borders and of those which by virtue of their material or moral strength control the destinies of mankind.

When the administration of the country devolves more largely or exclusively upon Indians there will be a large demand for people qualified in Public Administration, Municipal Government, Finance and the like and when the country has a system of education providing knowledge for all, an army of teachers of all grades will be called for.

The old notion that Universities should pursue knowledge for its own sake and not seek to apply it for utilitarian purposes has now been abandoned for good. The Universities of Great Britain and particularly the ancient Universities of Oxford and Cambridge rendered invaluable services to the cause of the Allies during the last Great War and have no doubt been supplying large numbers of trained linguists and technicians for diverse purposes connected with the prosecution of the present war and the conduct of diplomatic negotiations. It is abundantly clear that all over the world the highly educated technician is much in demand. We are told that while during the last Great War the Ministry of Supply in Great Britain had 40 such technicians attached to it that single department had as many as 800 working in it in December 1939.

Our teaching Universities have made efforts towards expansion but these efforts have necessarily been halting and hesitating. Since their establishment or re-organization as teaching Universities they have started the study of Political Science including International Affairs in a small way and of the Modern Indian languages—Hindi and Urdu. The study of other Indian languages like Bengali and Marathi and of modern European languages—French, German and Italian—as well as of Military Science and Indian Music, though not taken up seriously has been encouraged by the institution of certificates of proficiency in these subjects. In the older existing branches of study they have carried specialization

further by sub-dividing individual subjects into branches thereby enabling a more detailed study of each branch to a higher standard. The Master's degree course is offered separately in different branches and higher research degrees have been instituted as an encouragement to research workers.

There is almost unlimited scope for the expansion of subjects of study in many directions but as expansion must always be conditioned by the financial resources available it should proceed on a sound plan. The lines of expansion may be grouped according as they are (1) necessary under the existing circumstances, or (2) likely to prove remunerative or (3) merely desirable for their cultural value. The introduction of Aesthetics (Music and Fine Art) for example, is desirable as a means of completing the education now available in the Universities for life; provision for the study of Geography and of Military, Naval and Aero-nautical Sciences is necessary for enabling the country to defend itself; the study of subjects like Mining, Metallurgy, Geology, Industrial Chemistry and numerous other branches of applied science would prove remunerative in the long run. The expansion of University studies should proceed in accordance with a plan of industrial development and a scheme of social organization which should be decided upon beforehand so that educational effort may not be wasted.

We are, however, anxious that expansion should not be held up indefinitely pending the completion of the plans and surveys which we recommend. In certain directions which we have indicated in the summary of our recommendations in Chapter VIII expansion is immediately desirable and should be taken in hand as soon as possible. It will be observed that the object underlying these recommendations is the creation of a series of Faculties and Departments at the teaching Universities to take up the study of new subjects. Where it is not possible for financial reasons immediately to establish a Faculty or set up a Department with a full complement of teachers, a beginning may be made by the institution of a Diploma or Certificate course.

We have been careful to anticipate the two major difficulties that may be advanced as reasons for delay in giving effect to our recommendations for the expansion of studies. One of these is the difficulty of finance and the other is the difficulty of securing an adequate supply of efficient teachers. So far as the former difficulty is concerned our answer is that if we are not prepared to find the funds necessary for establishing at an early date a self-sufficient system of higher education we must be prepared to see our existing system deteriorating and be content to remain a dependent nation. Expenditure on higher education should be looked upon as a means of developing the national wealth and as an investment which is bound to prove handsomely remunerative in the long run. By helping to build up industry it will help the increase of wealth in the country and thereby the revenues of the State. It will save to the province the large amount now spent by students going to foreign countries. Some of these savings will

come back to the Universities in the shape of increased fees and more may be given to them by way of donations by grateful alumni. The industries which are expected to be built up with the aid of the better education and research done at the Universities will, we contemplate, contribute towards the cost of their maintenance. It may also be expected that the cost of the Universities will progressively decrease with the growth of an efficient system of higher education within the country which will make it possible for the staff to consist of local graduates and the laboratories to be equipped with apparatus made in India. The following extract from Flexner's "Universities, American, English and German" (page 302) will serve to show that this reading of the probabilities of the case is not too optimistic :

"From the standpoint of ability to finance Universities and research, it is, however, well to remember that as a matter of fact the British debt at the close of the Napoleonic Wars bore the same relation to the national wealth as is borne by the present debt. The previous debt was not extinguished, but it was virtually reduced to insignificance by the expansion of English industry, by steam, coal, iron. Is it not conceivable that if England similarly developed Physics and Chemistry, a comparable phenomenon would occur? One thing however seems clear. Nations have recently been led to borrow billions for war; no nation has ever borrowed largely for education. We must make our choice; we cannot have both."

As to the recruitment of suitably qualified staff we recognize that for some time to come it will be necessary to recruit teachers, specially for some of the new subjects, from abroad so as to put the new studies and specially the technological ones upon a sound footing in the initial stages. To the staff so recruited adequate salaries must be paid, but after a time when the products of our Universities are available such recruitment will no longer be necessary.

(3) Co-ordination among Universities

Soon after the establishment of the Lucknow University in 1920 which raised the number of Universities in the province to four and made the Provincial Government responsible for financing two of them, the desire was expressed for co-ordinating the work of the two Universities with a view to preventing duplication and waste of effort. The Committee appointed by Government in 1924 under the chairmanship of Sir Edward Blunt was desired in its terms of reference to examine the budgets of the two Universities and to suggest means of co-ordination. With growing financial stringency the cry for co-ordination has gathered strength and questions on the subject were included in our questionnaire and have elicited a good response.

It is no longer possible for a University now to aspire to be a "place where everything may be learnt," The range of human knowledge has become so wide

and its complexity so great that no single centre of learning can afford to pursue every subject to the depth and intensity necessary for enabling teachers and students to make original contributions to it. A division of labour therefore is clearly indicated and each University should appropriate the subjects for which it has or can manage to have the most competent staff, the most ample library and laboratory facilities and the most favourable local conditions. Speaking at the Congress of the Universities of the British Empire at Cambridge in 1936 Lord Baldwin (then the Hon'ble Stanley Baldwin and Chancellor of the University) observed as follows :

"I doubt whether any University has or ever will have all the money that it wants, or indeed all the money that it could use beneficially; but may there not be some advantage in considering what I know is a difficult and a disputed point, namely the development of some degree of specialization in Universities? If the advance of knowledge, as it may well be in some places, is to any extent hampered by inadequate financial resources, it seems to me that the Universities must consider among themselves how best they can develop certain subjects and how they may be able possibly, to exchange students in the event of its being impossible for them to provide for complete instruction in every subject in every University."

Lord Macmillan observed as follows on the same occasion :

"We ought to see what particular studies each University is best adapted to develop; it should not be a question of each University seeking to provide for all requirements; each should rather endeavour to select certain types or branches of learning in which it would specialize and for which it should obtain a special fame."

The proper thing to aim at would, in the words of Professor Newton, be that "public money and private benefactions should be used to maintain a relatively small number of well-equipped Universities with a sufficient staff to relieve their teachers of drudgery and set them free for the work that they alone are capable of. The founding of a large number of colleges or weak university institutions that can only just reach the minimum standard is a frittering away of the very limited national resources that are likely to be available."*

We have considered the recommendations made in regard to Co-ordination by the two committees—the Blunt and Teyen-Harrop Committees—which considered the subject in 1924 and 1931 respectively and also the replies given to the questions on the subject in our questionnaire. We are satisfied that it is inevitable that certain subjects of study must continue to be studied at our Universities irrespective of the number of students which they attract. We cannot afford to close down the Departments of Sanskrit, Persian and Arabic

*Newton : *Universities and Educational Systems of the British Empire.*

even if the numbers coming to them become negligible, for these studies have a cultural value which is recognized in foreign countries and should not be underrated in ours. It is equally desirable that subjects of limited interest should, as a rule, be concentrated at one or other University in our province and not be allowed to be duplicated. Similarly specialized branches of the more popular subjects need not be established at each University but should be distributed among them.

It has been urged very strongly by the Executive Councils of the Universities and by some persons of high educational standing in their replies to our questionnaire that the problem of co-ordination in our Universities should be viewed from a standpoint somewhat different from that of other countries. The number of subjects studied at our Universities is still very small and the standard attained in them not very high, the standard attained at the Master's degree stage in some subjects being hardly comparable to that of the first degree in the more advanced universities. No university can dispense with the faculties and departments which deal with the basic arts and sciences* and it would not be in the interest of the University to restrict post-graduate work in these subjects and thereby make research and original contribution impossible. Opinion is practically unanimous that the subjects which are being at present taught in the Universities and Colleges of the province should continue to be taught up to the first degree and also if possible up to the Master's degree. It is urged by the Executive Council of the Agra University that 'a wide programme of both humane studies and of science should be available at every university centre so as to provide facilities for the exchange of ideas and development of cultural outlook'.

We have given due weight to these various considerations when formulating our recommendations on the subject of Co-ordination.† We have been anxious to preserve the distinctive personality of each University, to give it the fullest opportunity of drawing its students from the widest field and selecting the most competent for the particular branches in which it specializes. We have at the same time sought to limit the cost to the State which is heaviest in the case of subjects requiring specialized knowledge and laboratory equipment.

* "There could be no greater or more disastrous mistake than for the State to encourage or permit the development of Oxford as a 'Humanities' and Cambridge as a 'Science' University. Both Universities and both sets of studies would suffer intellectual and moral impoverishment. The great value of the Universities is the juxtaposition, intellectually and socially of the best minds in diverse subjects, and the constant interaction of the Humanities and Science on one another. In an age accused, not perhaps without reason, of being materialistic, and of looking too much for immediate and tangible returns the spirit of the two ancient Universities is of quite inestimable value both in Science and Letters." (*Report of the Royal Commission on Oxford and Cambridge Universities.*)

† These recommendations are set out in Section IV of Chapter VIII.

Besides the major questions of Expansion and Co-ordination we have given attention also to some other problems connected with the organization of University studies. These are :

- (1) the retention of Intermediate classes in the Degree Colleges,
- (2) the length of the course for the First University Degree and the Master's Degree,
- (3) the desirability of maintaining Honours courses separately from pass courses, and
- (4) the scheme of examinations for degrees.

(4) Combination of Intermediate and Degree Teaching

The Calcutta University Commission recommended as a cardinal feature of their scheme the separation of Intermediate classes from the jurisdiction of the University and the institution of a separate agency to control the pre-university stage of education. The object aimed at was twofold. It was necessary to free the pre-university stage of education from the domination of the universities which inevitably resulted in undue emphasis being laid on subjects leading to University studies to the detriment of subjects of vocational value. It was intended also that the University should concentrate its energies on its proper sphere of work and seek to raise the standards of higher learning.

This recommendation of the Commission was promptly acted on in these Provinces. The Board of High School and Intermediate Education was established in 1920; and provisions were included in the Lucknow University Act of 1920 and the Allahabad University Act of 1921 precluding the Universities from prescribing courses or undertaking teaching for the Intermediate Examination. An exception was however made in favour of affiliated colleges which were allowed to retain their Intermediate classes for a period of five years after which they were to either grow into teaching Universities or sink into Intermediate Colleges. Financial considerations, however, made it impossible for Government to encourage the formation of more teaching Universities while the colleges resented the idea of being degraded to the status of Intermediate Colleges. The difficulty so created coupled with the difficulty of reconciling the interests of the two unequal components of the University of Allahabad (with which the outlying Colleges of the United Provinces and the Colleges in Central India and Rajputana were associated under the Allahabad University Act of 1921) led to the compromise embodied in the Agra University Act, 1927. The Calcutta University Commission's recommendations were frankly thrown overboard. The Agra University was to affiliate the external Colleges of Allahabad University, and the prohibition against the maintenance of Intermediate classes was repealed, permission being expressly given to the Colleges to teach for the Intermediate examination.

The position now needs to be reconsidered in the light of the recommendations of the Primary and Secondary Education Re-organization Committee. Public opinion has veered round distinctly in favour of a strengthening and diversification of secondary education so as to provide a variety of vocational courses and to enable young men with a vocational aptitude to branch off to the vocational courses of their choice, leaving only young men with a distinct bias in favour of literary and scientific pursuits to come to the University. The combination of Intermediate teaching with instruction for University degrees in the affiliated Colleges is likely to defeat this object and perpetuate the blind influx of young men to Universities and the consequent waste and misery caused by a multiplication of unemployable graduates. Intermediate Colleges should function independently and separately and the Universities should be allowed ✓ to draw a supply of the kind of student fit for higher studies in various branches.

We have therefore recommended that the Degree Colleges which have at present Intermediate classes should give them up within a reasonable time, say within five years of the passage of the Act in which the recommendation is given legislative effect, and should strengthen their degree teaching by doing post-graduate work in at least some subjects. We have in Part III of this Report made other recommendations with a view to strengthening the affiliated Colleges and enabling them to improve the quality of this instruction for degrees and to undertake research work.

We realize that our recommendations will entail considerable extra expenditure on the Colleges. Intermediate classes, with their considerable enrolment and limited range of optional subjects, have been the mainstay of the finances of degree colleges. Several colleges of recent origin have managed to run degree classes and in some cases to start post-graduate work also, with comparatively small aid from Government by reason of having a large fee income from their Intermediate classes. It is inevitable that they should require larger grants when they give up the Intermediate classes.

(5) Length of Course for the First University Degree

The lengthening of the course for the first University degree (B.A., B.Sc., B. Com. etc.) follows as a corollary to the separation of Intermediate teaching from teaching for degrees. The experience of the Teaching Universities has led them to the conclusion that the present two years stay of the under-graduate "allows insufficient time for the growth of loyalty to the institution and for the establishment of real contact between teachers and students."* The suggestion thrown out in our questionnaire that the course should be extended to three years has received general support both in the replies received and in the course of our deliberations on the subject. We have, therefore, recommended that the

* Allahabad University Executive Council's reply to Questionnaire.

duration of the course for the first University degree should be three years and that of the course for the Master's degree one year. We recommend that Universities should have the option of making the Master's degree course two years, as at present, if they prefer it.

We have to note two difficulties in the adoption of the course recommended by us. In the first place it has been pointed out to us that serious practical difficulties will arise if it is decided to lengthen the degree course at our Provincial Universities while the all-India Universities situated in the Province (Benares and Aligarh) and the Universities of the neighbouring areas still keep the two years' course. There may possibly be an exodus from the Provincial Universities unless their degrees are accorded special recognition or preferential treatment, which in its turn is not an attractive prospect. It is obviously desirable that the Universities should take concerted action, after deliberation if necessary in the Inter-University Board.

The second difficulty pointed out to us is financial. The provision of instruction over three years, especially if it is to be accompanied by the provision of residential, supervisory and tutorial arrangements which we recommend, is bound to involve additional expense. In the case of the Affiliated Colleges which must under our recommendation part with their Intermediate classes, the lengthening of the degree course will come as a relief; it will enable them to retain the services of most of their present staff and the 50 per cent. addition to their fee income from degree classes will go some way to compensate them for the loss of fees from Intermediate classes. Still as we have said before they will require larger grants from Government than at present.

The financial implications of the proposed change in the case of the Teaching Universities have been worked out on two different bases and are exhibited in Appendix G(5) to this Report. We are of opinion that while the additional staff and accommodation needed to provide for the extra year of under-graduate study will entail additional expenditure, especially if our recommendations in regard to better supervisory and tutorial arrangements are given effect to, the extra cost is not likely to be prohibitive.

(6) Honours Courses

The nature and utility of Honours courses as distinct from Ordinary or Pass courses have been a subject of warm controversy in recent years and some illuminating discussions have taken place on the subject at the Congress of the Universities of the British Empire. The question has also been anxiously considered in our own Universities, in the light of experience gained in recent years.

An Honours course serves the purpose of enabling students with an aptitude for specialization to be segregated from the general body and put on to the

intensive study of the subject of their liking. The arrangement makes it possible for the Professor to devote special attention to a picked body of enthusiastic students and for them to derive stimulus from one another. If they are merged in the general body of students whose aptitudes and tastes are bound to differ widely their progress in their chosen studies is retarded, the pace being set by the average of the large body, and some waste of time and effort on the part of the teacher becomes inevitable.*

Theoretically therefore the institution of Honours courses is not only desirable but also necessary and vastly advantageous. In practice, however, its working presents serious difficulties and its value is largely discounted. In the first place it is not easy for a teacher to discover special aptitude for his subject in a student except after a period of work together in close contact. The results of examinations and the marks gained in a subject are not safe indications of ability to do advanced work and research in it. The teacher has to admit a large number and after a year or two of observation may pick out half a dozen specially fit for higher work in his subject. If selection for admission to Honours courses is made in this manner, they cannot start till the under-graduate is in his second or third year at the University. If on the other hand admissions are directly made those fit for specialization are swamped by the larger number who are unfit and the object for which the Honours course is intended is frustrated.

Secondly specialization to be successful should be based on a wide foundation of general knowledge.† The vastness and daily expansion of human knowledge makes it impossible for a student even in the advanced countries to be properly equipped at the pre-university stage and the need of providing courses of study made up of a variety of subjects at universities is being widely recognized. We had before us a detailed note by Dr. N. N. Sen-Gupta, Professor of Philosophy in the Lucknow University, explaining the scheme of study based on a system of Electives which prevails in certain American Universities including Harvard and is said to have achieved remarkable success. In this system a student is allowed to choose a combination of subjects from a very wide field. The Scottish Universities and some of the Canadian Universities which follow the Scottish model allow a free choice from a wide range of subjects. The newer Universities of England have successfully tried the experiment of offering 'General Courses' as distinct from specialized courses. Specialized Honours courses are found to succeed best in the special conditions of the ancient Universities, where the

*A nation's contribution to civilization depends upon a gifted, earnest and agglutinated minority. This minority needs be protected against the heating waves of mediocrity and humbug. (Flexner : Page 144.)

†" We are coming more and more to recognize that the best specialist can be produced only after a long training in general learning. The grasp of principle which makes detail easy can only come when innate capacity has been evoked and moulded by high training."—Lord Haldane.

admission and graduation tests are stringent and the alternative of a Pass course is frequently not available.

Thirdly, full advantage can be derived from Honours courses only if the course of instruction is entirely different from that prescribed for ordinary Pass students and if Honours graduates alone are made eligible for post-graduate studies. Such an arrangement besides being very costly raises difficulties of other kinds. As Professor A. R. Wadia observed in a speech at the Congress of the Universities of the British Empire in 1931, "We have found that the Honours course has fallen. There are two reasons. After all, most of the students are going to be teachers, and extreme specialization for teachers in the High Schools is very detrimental, and specially we find that the separation of the superior type of student from the ordinary type is somewhat disastrous to the latter. He loses the benefit of contact with the better type of men. From that standpoint it is worthy of consideration whether we could not make our students appreciate the value of the pass degree, or, rather, make the pass degree worthwhile for even the better type of students to take up and whether we may not diminish the specialization in Honours courses. . . ."

Compromise arrangements such as the one tried in the University of Allahabad by grafting an additional paper or two in the Honours subject on the papers prescribed for the pass degree have been found to be an utter failure.

There is a variety of 'honours' conferred in various universities like "distinction" in our High Schools and Intermediate examinations on students who obtain a certain minimum percentage of marks in a subject by way of recognition of special proficiency.

We have decided to recommend that there is no need for separate Honours courses at the under-graduate stage since our Universities provide regular instruction for a post-graduate degree which is taken in one subject after a period of special study. The object of University studies being to develop in the student a scientific outlook and a critical attitude towards problems with which he may be faced, courses of study for under-graduates should consist of groups of allied subjects and a higher standard should be attained than at present. As to the scheme of courses of study based on a system of Electives which offers an unrestricted choice of subjects we recognize that it has distinct advantages but it will require the employment of a much larger teaching staff than the Universities can afford to have at present.

*"The attraction of students to the Honours schools has had an unfortunate effect. The ordinary degree has come to be regarded as inferior, in so far as it is strewn with the wreck rejected by the Honours schools. Candidates for the teaching profession who have the ordinary degree find it difficult to obtain posts in secondary schools, and yet we are told by head masters and by the members of selection committees that Honours graduates are frequently so narrowly specialized and so lacking in resource that they make difficulties when asked to teach subjects outside their chosen field." (Professor Collinson at the Congress of Universities, 1931.)

(7) Holidays and Vacations

In the course of our discussion of this subject it was brought out that dislocation of the programme of work is caused by the frequent closing of educational institutions on account of denominational holidays which are spread over the whole year, and sometimes crowd into the winter months which are the best time for serious study as well. The inconvenience of the existing arrangement under which there is only one long vacation coinciding with the season of intense heat was also pointed out. This vacation cannot be utilized by students in going about for educational and other purposes because of the inclemency of the weather and no other vacation affords sufficient time for this purpose. The view most favoured was that the year should be divided into three terms of more or less equal duration separated by vacations sufficiently long to enable students to usefully spend them. The need for measures to ensure that students make good use of the vacations was also pointed out.

Our recommendations on this subject (summarised in section VII of Chapter VIII) seek to reduce the number of occasional holidays to a minimum and to secure a clear 200 working days in the year. We recommend that the present long vacation should be so reduced as to permit the Dasehra and Christmas holidays to be extended to as near one month as may be practical, so that the academic year will be divided into three terms of nearly equal duration separated by vacations each long enough to be usefully utilized.

(8) Extra-mural Teaching and other Activities

One remarkable development in the activities of Universities in Britain and other advanced countries in the world has been in the direction of providing extra-mural instruction for persons not qualified for admission to degree courses. Valuable results have been obtained from this activity in Great Britain and large sums of money are spent upon the departments engaged on the work which are separate from departments teaching for degrees.

It is no longer possible for Universities to lead an isolated life unconcerned with the condition of the people in whose midst they work. On the other hand a close contact with the life around gives a touch of reality to the students' studies and in the present age an intimate knowledge of the thoughts and feelings of the people at large should be an essential part of the education for leadership which the Universities are meant to provide.

Apart from providing education for non-regular students, Universities can undertake beneficent activities for the welfare of the people at large, such as the study of the social conditions with a view to making suggestions for improvement, a survey of the economic organization with a similar object, better living propaganda and the like.

Our Universities and Degree Colleges have made a beginning with such activities in a small way. Information supplied to us goes to show that series of extra-mural lectures have been organized at both the Teaching Universities and at some of the Degree Colleges and that social service activities are carried on through student-societies at many of the institutions.

We are strongly of opinion that Universities should recognize the provision of extra-mural instruction of a popular character for the benefit of the general public as a definite obligation. Each university should have a programme of public lectures on literary, scientific and cultural subjects open to the general public. These lectures should be given at the Teaching Universities and Colleges as well as outside and, so far as possible, in Hindustani.

In reply to our question on the subject the authorities of most of the institutions have expressed the opinion that extra-mural instruction through the medium of Hindustani is feasible though it is pointed out that for sometime to come the audience likely to be attracted to such lectures will consist of persons conversant with English and able to appreciate lectures in that language better than lectures in Hindustani. The idea of organized social service activities is also favoured with the important reservation that all social service activities should be organized on a voluntary basis. We consider it essential that a sense of civic duty and social obligation should be actively fostered among students by the efforts of the institutions which they attend.

We have received numerous suggestions as to the forms which the social service activities of University and College students may take. Many of these suggestions emanate from persons who have given the ideas they suggest a trial and we have no hesitation in recommending them to the Universities and Colleges. They are summarised in Section VI, Chapter VIII.

(9) Physical Education

We have noted the great advance made in western countries in the matter of physical education among students. This includes now not only the provision of games and sports for the sake of physical fitness but also the imparting of knowledge of a variety of subjects connected with health, nutrition and hygiene and research into these matters. We consider it desirable that a physical culture institute should be set up at one or other university centre and that better financial provision should be made for adequately organised physical training.

We understand that the Committee appointed by Government under the chairmanship of Sri Karan Singh Kane, one of our colleagues, has also recommended the establishment of an Institute of Physical Culture. We have also dealt with this subject separately in connexion with the Teaching Universities and the affiliated Colleges.

(10) Legal Education

One of the questions in our questionnaire was intended to elicit opinion as to whether it is desirable to allow Law classes to be maintained in all the places where they exist at present. It is common knowledge that the facilities for legal education are super-abundant and the supply of law graduates far in excess of the demand. The United Provinces Unemployment Committee, under the chairmanship of Sir Tej Bahadur Sapru, noted this fact and made certain suggestions in regard to legal training. They endorsed the following proposition of Dr. Kotschnig :

"In so far as certain courses in the Universities are primarily intended to prepare for the exercise of certain professions it is reasonable to demand that the number of people trained in these courses should more or less correspond to the available opportunities for work."

In the course of our discussion of the subject, we were informed of the recommendations of the Committee appointed by Government to inquire and make recommendations regarding legal education, by the Hon'ble Chaudhri Niamatullah and Pandit Iqbal Narain Gurtu, two of our colleagues, who were Chairman and member respectively of the Committee. In view of the detailed recommendations of this expert Committee we have contented ourselves with recommending that existing facilities for the teaching of law should continue but that post-graduate instruction in the subject should be undertaken by a well-equipped Department in one of the Universities only and should not be duplicated.

CHAPTER IV

ADMISSION TO COURSES AND EXAMINATIONS

(1) Admission to Courses of Study

In each of the University Acts the qualifications required in a candidate for admission to a course of study leading to a degree are laid down in practically identical terms [Section 37(1) of the Allahabad University Act, Section 34 (2), (3) and (4) of the Lucknow University Act and Section 30 of the Agra University Act.] It is obligatory for every candidate seeking admission to a course leading to a degree of the University, but not for candidates seeking admission to a course leading to a certificate or diploma, that he should have passed the Intermediate Examination of the Board of High School and Intermediate Education of the United Provinces or of an Indian University incorporated by law or an examination recognized by the University concerned as equivalent thereto. He should also possess such further qualifications as may be prescribed by the University concerned in its statutes or ordinances. Admission to post-graduate courses is open to graduates of the University or persons possessing qualifications recognized in the statutes and ordinances as equivalent to the degree of the University. It follows that the existing law empowers the University to lay down its own admission qualifications and only prescribes the minimum qualification that must be possessed in each case. In practice we find, however, that except for the P. Sc. Examination which the Lucknow University holds for the selection of candidates for admission to the Medical Faculty no University has prescribed any admission qualification beyond the minimum prescribed in the Acts.

In view of the impending re-organization of the system of secondary education in the process of which it is expected that the Intermediate examination will be replaced by a series of Secondary College examinations in a variety of courses, most of which will be vocational, the question arises whether it will be advisable for the Universities to accept the certificate of having passed this examination as a sufficient qualification for admission to University courses. It was pointed out in the course of our deliberations that the new scheme of secondary education involves a substantial departure from the present system in many directions. For one thing the Secondary Colleges are to offer a variety of vocational courses in addition to the literary and scientific courses which latter alone will afford a preparation for University studies. Secondly, English has been assigned a less important place in the new scheme than it has in the existing scheme and it may be assumed that the average student of the future who passes the Secondary College Examination will have a poorer knowledge of English than the average student who has passed the Intermediate Examination hitherto. This

deficiency in English may prove a serious handicap in the pursuit of University studies. We are, therefore, of the opinion that while the passing of the final examination of the Secondary College courses should be prescribed in the Acts as a necessary qualification for entry on University studies the present provision in the Acts by which the Universities are empowered to prescribe additional requirements should be retained. We consider it desirable that this power of prescribing additional requirements for admission to University courses should be exercised by means of statutes or ordinances as is the case at present under section 32(a) of the Allahabad University Act, section 29(a) of the Lucknow University Act, and section 26(k) of the Agra University Act so as to ensure a reasonably full consideration of this important matter, by the University Court and the Government.

(2) Admission to University Examinations

Except for minor variations the conditions of admission to examinations for degrees have been in a sense alike in all three Universities. As a rule no candidate is admitted to an examination for a degree unless he has put in the requisite percentage of attendance at the prescribed course of instruction for the degree. In the case of the Teaching Universities it is necessary that this instruction should be given by teachers employed and paid by the University. This requirement of compulsory attendance at lectures and other kinds of instruction given by University teachers is an important consideration in a Teaching University where the conferment of a degree should be a guarantee that the recipient has imbibed the spirit and the tradition of his *alma mater*. In this point of view the admission of what are generally called private candidates to examinations and the conferment of degrees upon persons who have not actually studied at the University should not be permissible at a Teaching University. In actual practice too the attendance requirement is rigidly enforced at both the Teaching Universities. The only exceptions made are in two directions :

(1) Honorary degrees and certain high degrees including the research degrees of D.Sc., D.Litt., LL.D. and the degrees of LL.M., M.D. and M.S. may be conferred on persons who have not resided or studied at the University.

(2) There is also a limited provision for the admission of private candidates. Lucknow University admits teachers in recognized educational institutions situated within its territorial jurisdiction to all its examinations in the Faculty of Arts, provided they have put in the prescribed minimum period of service. Allahabad University admits private candidates to its M.A. examination only and these must be teachers in recognized educational institutions within its territorial jurisdiction and must have taken their first degrees in the Allahabad University, besides having put in the prescribed minimum period of service.

There are ampler facilities for the admission of private candidates to the examinations of the Agra University where teachers of a certain standing serving in recognized educational institutions situated within the University's territorial jurisdiction are admitted as private candidates to degrees in the Faculties of Arts and Commerce and women candidates for examinations are exempted from the attendance requirement.

We have elsewhere recommended a further extension of the facilities for the admission of private candidates to the examinations of the Agra University and consider that no private candidates should be admitted to the examinations and degrees of the Teaching Universities. We are not opposed to the continuance of the existing facilities in the case of the LL.M. and Doctorate degrees

(3) Women Students

We do not favour any relaxation of the existing conditions of admission to courses of study and examinations in the case of women in the Teaching Universities. They should continue to be treated on a par with other students in the matter of admission and instruction and any distinction that may exist at present between them as regards courses of study should be abolished. We do not believe that a woman's intellectual capacity is, in any way, different from or inferior to man's and strongly deprecate the provision of special so-called women's subjects.

We are also opposed to the segregation of women for the purpose and instruction and consider it desirable that they should attend the same courses of lecture as other students. We are strongly of opinion that the present arrangement in the Allahabad University under which a separate but incomplete section is maintained for women students should be abolished as soon as it becomes feasible to do so.

We are, however, conscious that the number of women now receiving University education, though larger than in the past* is yet far too small to supply the requirements of the province. It is, therefore, necessary that every facility should be given to women to attend the Universities and nothing should be done which may possibly hinder them. More hostel accommodation should be provided where necessary, a more generous provision should be made of scholarships and stipends for poor and deserving women students and adequate arrangements should be made for their health and physical instruction.

We note with satisfaction that no disqualification is imposed on women as such by any provision of the University Acts, Statutes or Ordinances in regard to membership of University Authorities, appointment to the teaching staff or admission as students to any Faculty including that of Medicine. When we recall that it was not till 1878 that any British University admitted women to its degrees and that women there do not yet enjoy equal privileges with men in all matters,

*Appendix E(2)

their position in our Universities should be pronounced to be not discouraging. According to Kotschnig even in educationally far advanced countries like Germany and France only 5.5 and 9.3 per cent. respectively of the matriculated students in 1913 belonged to the weaker sex.

(4) Exchange of Teachers and Students

In another direction we find it necessary to recommend a relaxation of the existing condition of admission to examinations. We contemplate a large expansion of University studies and the concentration of subjects of limited interest and of specialized branches of subjects of post-graduate study at one or other University centre. It may be assumed that there will be a small demand for these subjects or branches of subjects at other University centres as well. One way of meeting it without requiring students to migrate to the other University for the sake of one subject would be to send the students to attend the course of lectures at the University where the subject is taught, and another would be to invite the teacher to deliver a course of lectures. Such an exchange of teachers and students has other advantages as well and we commend it for serious consideration to the Universities.* They may consider the feasibility of schemes under which students enrolled at one University may be allowed to count attendance at lectures at a sister University or by a teacher of a sister University as qualification for admission to examinations for degrees. The sections of the University Acts which at present make this impossible should be amended.

(5) Examinations and Examiners

It was revealed by replies to our questionnaire and by the information obtained from various examining bodies that in some cases teachers of the Universities and Colleges have accepted an amount of examination work which it is doubtful that they can do efficiently and without detriment to their regular duties. The teachers have in most cases hesitated to supply information as to the amount of such work undertaken by them on the ground that it could not be revealed without breach of confidence. But the figures confidentially supplied by various Universities and examining bodies establish beyond the shadow of a doubt the necessity of prescribing reasonable limits for the amount of such work.

We have recommended that teachers of the Universities should act as internal examiners for their own Universities without remuneration. Some of us think that this may affect the efficiency of the examinations as the work may not be done with as much care as it has been done in the past for the sake of the payment made for it. Another of us, speaking on the strength of his experience of the Benares Hindu University where payment is not made to internal examiners,

*Migration of students is allowed among the Scottish Universities on condition that two years of the course must be passed at the University where the student is enrolled. The Scottish Universities however do not attach importance to residence or tutorial instruction.

states that the work is not done any the less efficiently because it is unremunerated. We have taken care to guard against the possibility of the work being entrusted to persons not fully qualified for it, by requiring that examiners should be chosen out of a panel approved by the Faculty concerned. To further ensure the careful performance of this function on the part of our University men we recommend that the total amount of examination work which they may undertake should be limited, and if the limit is exceeded they should be liable to refund the amount earned in excess of the permissible limit. Our detailed recommendations on this subject are contained in section IX (c) of Chapter VIII.

CHAPTER V

THE MEDIUM OF UNIVERSITY EDUCATION

University education is at present imparted in all Colleges and Teaching Universities of this Province through the medium of English. Even in the teaching of Oriental and Indian languages, it is not unusual for teachers to lecture in English while question-papers are, as a rule, set in English and answers except when otherwise expressly stated must be written in English.

The use of English as the medium of instruction and examination at the High School and Intermediate stages has now been recognized as a serious handicap to education* and been well-nigh abandoned without, however, sacrificing the advantages of a knowledge of English which remains and is to remain an important, if not also a compulsory subject of study. The Primary and Secondary Education Re-organization Committee has recommended that all instruction and examinations in the pre-University stages of education should be conducted through the medium of the mother-tongue. These developments very naturally raise the question whether English should continue to be the medium of University instruction.

This question was not included among our original terms of reference but was raised at our very first meeting at Naini Tal on 6th June, 1938, when it was decided to request Government to include among our terms of reference the suggesting of measures for a speedy adoption of Hindustani as the medium of instruction. The desirability of adopting Hindustani as the medium of instruction and its suitability for the purpose were taken for granted and were apparently placed outside the scope of discussion.

*The following extracts from the recently published Report of Messrs. Wood and Abbott very aptly express opinions very widely held :

"44. It is not possible accurately to assess the mental dislocation and the inhibitions which boys of say 16 years of age suffer from being required to give and receive information, to formulate ideas, to record their experiences and to express their sense of values in a language other than that which they use and have always been in the habit of using in domestic and social life.

* * * * *

"Among other disadvantages the use of a foreign language as a medium of instruction for school boys both fetters the discretion of those who prescribe syllabuses and set and correct examination papers and forces undue reliance on text-books by teachers and pupils alike, even to the point of encouraging the latter to memorize whole passages from them."

* * * * *

"48. We cannot therefore too strongly urge that the teaching of English should be simplified and, if we may so describe it, made more domestic. The repetition and critical study of difficult English prose and subtle English poetry-works which would tax the appreciation of school boys in England—should not form so systematic a part of the instruction of boys in the higher secondary schools as it does at present in the high schools."

Before issuing our questionnaire we had occasion to discuss the feasibility of the Hindustani medium at a joint meeting with the members of the Primary and Secondary Education Re-organization Committee and in our questionnaire we sought to elicit opinion on the following points :

- (1) in what subjects Hindustani can be adopted as the medium of instruction immediately or within a short time ;
- (2) what measures should be adopted to make Hindustani fit to serve as the medium of University education ;
- (3) whether efficiency will be affected and whether the standard of knowledge especially in English can be maintained if the English medium is abandoned.

The answers given by our correspondents reveal a wide divergence of opinion as to the suitability of Hindustani as a medium of University education and as regards the time when it will be feasible to effect the change. Some of them think that Hindustani, if it connotes the speech of everyday life, as distinct from Hindi and Urdu, does not possess resources adequate "for any form of higher study." There is, as the Executive Council of the Lucknow University, among others, points out the difficulty of script which may be solved perhaps by the adoption of the Roman script.

Mahamahopadhyaya Dr. Ganganatha Jha says : " The introduction of this political ' Amritdhara ' will be most detrimental to all higher work. In dealing with this question, we should forget all politics. The present system should be retained. "

The number of those who think like Dr. Jha that Hindustani will at no time be fit to be the medium of higher University work is small. Most of our correspondents think that Hindustani can be immediately adopted as the medium of instruction in Law and a large majority of them think that in the course of 10 to 15 years when the Indian languages have been suitably adapted for higher work by pooling together their resources and absorbing words from foreign languages, it should be possible to carry on University instruction in Law, Politics, History, Oriental languages, Commerce and indeed in all subjects including Science through the medium of Hindi, Urdu or Hindustani if a mixture of English words is permitted. It is pointed out that the Indian languages will not attain full stature and develop the capacity for the expression of higher thought so long as the alternative medium of English is available and so long as its use is demanded in Universities, Government departments and competitive examinations for the services. If a decision is taken that after the lapse of a certain period of time—fixed with due regard to the time needed for the change to be established in the earlier stages of education—Hindustani will be the language for these purposes, and meanwhile measures are taken, with the co-operation of

the Governments and Universities of all the provinces and States where kindred languages are spoken, to evolve a vocabulary of scientific and philosophical terms and to have books written on all subjects, Hindustani will become fit to serve as a medium of University instruction.

Certain correspondents also suggest means of resolving the rivalry of Urdu and Hindi. For a while teachers and students may be made to acquire a competent knowledge of both languages and the hope may be entertained that the exigencies of the situation and the demand of daily intercourse will, in the words of Mr. Mohammad Mahmud Rizvi, "create a dual taste and in the course of 10 to 15 years large numbers of graduates will be available to carry on the work in Hindustani."

Among the disadvantages of such a course it has been pointed out that it will deprive the Province of the services as teachers and examiners, of eminent scholars who may not be versed in Hindustani and thereby lower the standard of attainment. We have considered this aspect of the question and dealt with it in a later paragraph.

The conflict of opinion reflected in the replies to our questionnaire was reproduced in our discussion of the subject. On the one hand it was pointed out that the language of University education should be a language of ideas, rich in literary treasures of the past and capable of assimilating new ideas and giving expression to thought in all branches; that languages of common intercourse in domestic and ordinary social relations, such as Hindustani is, may serve as media of instruction in schools as Welsh and Irish do, but not in Universities—and that the use of a foreign language of the standing and resources of English, which is already well established in our Universities would be preferable to that of a mixed language in which any leaning towards either over Sanskritized Hindi or over Persianized Urdu would be objected to by one or other of the dominant communities of the province; that it had not been found possible to evolve a satisfactory common vocabulary for language readers intended for the lower school classes; that the difficulties of script were considerable and that Hindustani would require a century to develop into a language fit to be the medium of University work. It was argued that there are distinct advantages in going slow not only because by doing so we escape the risk of deterioration in the quality of education when the services of teachers and examiners from other parts of India and the world unacquainted with Hindustani are no longer available but also because by going slow we allow time for prejudices to die down and a genuine desire for evolving a common language to grow.

On the other hand it was held that the terms of reference pre-suppose the existence of Hindustani as a language capable in due course of time of being employed as a medium of University education and that in any case it

would be illogical to discard Hindustani in Universities after adopting it in schools; that Hindustani is not a new language needing to be created but is the common measure of Urdu and Hindi which have a common grammar and 80 per cent. common words ; that literature in Hindustani was quite common at one time and a fairly rich philosophical vocabulary exists in the Hindustani literature of the Kabir Panth ; that the use of words taken from Sanskrit, Persian and other languages is inevitable for the expression of higher thought and that the contest between rivals seeking to introduce into Hindustani the largest proportion of words of their favoured language will be decided by the battles of the words themselves among which the fittest will survive. The case of the native language of Ireland, it was explained, differs from that of Hindustani because that language was deliberately suppressed which Hindustani has not been. It was pointed out that in Transvaal the desire to make the native language the medium of higher education has been expressed.

From a larger standpoint it was urged that a common vehicle of expression is necessary in order to foster a common outlook among the people and in this respect delay is detrimental. Difficulties should be faced with courage; narrow communalism should be shed. Difficulties such as those arising from the absence of books are unreal, as books will spring up as soon as the Universities decide to adopt Hindustani as the medium of instruction.

In our recommendations which are set forth in section V of Chapter VIII we have included the immediate adoption of Hindustani as the medium of instruction in certain subjects and its progressive adoption as the medium of instruction and examination in all subjects as the new scheme of Secondary Education comes into full operation and the measures we recommend for the enrichment of Hindustani bear fruit. We contemplate a co-operative effort on the part of the Governments, Universities and learned bodies of the Provinces and States where Hindustani is spoken for ascertaining and speedily supplying the deficiencies of Hindustani in the matter of literature on different subjects. While we consider it essential that all students and teachers should possess a competent knowledge of Hindustani and have made suggestions for ensuring this, we consider it equally necessary for the maintenance of the standards of higher education that knowledge of English through which access is had to the richest store of knowledge in all subjects and the latest additions to it, should not suffer.

It appears necessary to explain more fully our reason for laying emphasis on the acquisition by our teachers and students, of a competent knowledge of English while recommending at the same time the abandonment of English and the adoption of Hindustani as the medium of instruction and examination at the

University stage. In the ultimate analysis the explanation will be found to lie in the following comparatively simple propositions :

(1) that a comparatively small command of a language is sufficient to enable a person to read books and gather knowledge through it ; while a much more thorough command is required if he is to express his ideas and communicate knowledge through it ;

(2) that English is rich in literature on all subjects and a knowledge of English enables a person to have access to the highest knowledge in every subject and the latest additions to it ;

(3) that English being the language of the largest section of literate mankind, books and journals can be produced in it more cheaply than in a language with a smaller vogue, not only because there is an abundance of competent writers but also because the number of readers is sufficiently large to make their production at a reasonably low cost practicable. It is impossible, for instance, to run a learned journal dealing with advanced research in Physics, Chemistry or Medicine in a small language as the number of subscribers is bound to be small ;

(4) that the use of English as the medium of instruction and examination by requiring the teacher and student to express themselves in a foreign language compels them to concentrate their energies on acquiring proficiency in the language, to the detriment of general education. They have to choose between speech and knowledge ; between linguistic and educational efficiency ;

(5) that the deficiency of educated persons in the power of expressing themselves in the language of the people disqualifies them for leadership and creates a cleavage between them and the masses.

In a book entitled *Bilingualism* issued by the Bureau of Education, Government of India, as No. 13 of the series of Occasional Reports, Mr. Michael West of the Indian Educational Service, Principal of the Teachers' Training College, Dacca University, has given a learned exposition of the problem of the medium of instruction.*

He divides the languages of the world into two categories—the large and the small—and says that “no small language, that is no language spoken by one people only forming only a small fraction of the total of literate mankind can keep pace with the vast variety and complexity of modern knowledge.” “Man needs two kinds of language ; he needs an expression of the ‘ dear and intimate things, ’ a language of the home, the fire-side, the motherland,—a language of

*Sir Michael Sedler who has contributed an Introduction speaks highly of it as “ a book of creative power . . . scientific, compassionate, practical . . . which will touch the imagination and colour the judgment of all who read it.”

emotion and of unexpressed associations. He needs also language of fact, knowledge, exact argument, scientific truth,—a language in which words are world-current and steadfast in their meanings. The small languages of the world fulfil the first purpose, but as time goes on they prove more and more insufficient for the second, insufficient for the complexity, the variety, the international 'teamwork' of modern knowledge.*

In a country where one of the small languages is spoken every child is under the necessity of acquiring one of the large languages. "It follows therefore that in the course of time the majority of the nations of the world must become bilingual." Nor is this, we are told, a serious prospect for "if a child's education is bilingual in its Receptive aspect, but unilingual in its Expressive aspect bilingualism is not necessarily a handicap."†

India's need of a large language was expressed by Sir Ramaswami Mudaliar in a discussion before the East India Association in 1938, in these words: "India has need of a world-language to give her contact with western thought. I would say that she needs it to give her access to the additions to knowledge published every day, to the new books on new subjects, the scientific journals containing abstracts of discoveries in every science all over the world."‡ Sir Ramaswami said that he would be contented with French; but there are obvious arguments in favour of English which besides being already well established in the Universities and in administrative and commercial circles, has a larger vogue than French or any other language. The following quotation from a Report on the Teaching of English in England issued in 1921 shows that English has advantage over all rivals in the linguistic field :

"At the request of the Northern Peace Congress which met in Stockholm in 1919 the Northern Peace Union addressed an inquiry to representatives of countries where none of three great languages (English, German and French) are spoken, as to which was in their opinion the most suitable language for universal use. Fifty-four replies were received. Of these one was in favour of German, eight of French, one Latin or Spanish, 5 Ido or Esperanto. No less than 29, a majority of the whole, were in favour of English."

* Page v.

† Page 3.

‡ "No country can afford to rely on its domestic stores of knowledge. In science, technical and pure, in history antiquities, law, politics, economics, philosophy, new researches are constantly leading to new discoveries, new and fruitful ideas are giving new pointers to thought, new applications of the old principles are being made, old stores are being re-arranged, classified and made available for new purposes. In this work all the civilized countries of the world collaborate, and in no branch of knowledge, abstract or concrete, disinterested or applied to the uses of man, can the specialist neglect the work of foreign students."

The strongest argument in favour of learning the English language is and has always been since its introduction in this country, the wealth of its contents. There are the other arguments based on its value as the language of commerce, of inter-provincial and international communication and as a bond of unity in India. We are hopeful that in course of time as the movement now in progress for the use of Hindustani as the language of inter-provincial intercourse all over India attains success and higher education improves in quality and becomes more widely diffused, Hindustani will take rank as one of the large languages of the world, spoken by 400 millions of Indians and valued for the sake of its contents by the rest of the world. Till this is realized the means afforded by English of exploiting the treasures of human knowledge should be properly appreciated and utilized.

Mr. West traces historically how English came to be adopted as the medium of instruction in India and how gradually in more recent times its use for this purpose has been restricted. When Government undertook to advance education, though in a small way, in 1813, it was felt that with the limited amount which could be devoted to the purpose, they could educate a few people who should carry enlightenment to the rest. It was obviously useless to give to such persons mere knowledge without the means of obtaining more and the poverty of Indian literature in scientific works made it imperative that they should have access to works in English. It would have been easy enough to translate books and provide a body of teachers versed in the Indian language and in English, but for the students the literature provided in translation, and the knowledge communicated in lectures would have marked the limits beyond which they could not go. The acquisition of English was thus clearly indicated as the means of ensuring a good education. Soon after, the larger employment of Indians in the administration and the advantage of their knowing English, added fresh argument. Still the decision to make English the medium of instruction was not taken till a much later date. In the official correspondence up to 1854 the Indian languages are thought of along with English as media of instruction. ~~Teachers it was felt could learn in English and teach in the Vernacular.~~

When Universities were established in 1857, and were given control over high school education by their power of prescribing courses and holding examinations for matriculation, the requirements of higher education came to dominate their policy. English was made the medium of instruction in the high school classes and in all post-matriculation classes and the Vernaculars were eliminated from the curriculum even as subjects of study.

The disadvantages of the arrangement began soon to show themselves and the process was slowly reversed—the vernacular being restored as a subject of study and at a later date as a medium of instruction and examination. The Calcutta University Commission recognized the harmful effect of teaching and examination in a foreign medium in the earlier stages of education and

recommended that English should be replaced by the Vernacular for the purpose up to the Intermediate stage. The change has been gradually effected and has produced marked improvement in the quality of education. In our Provinces, the process began later than in Bengal and is not yet complete. The Indian languages became optional media of examination for the High School Examination of the United Provinces Board in 1928, and for the Intermediate Examination with effect from 1941. In the Benares Hindu University, however, the use of Hindi has been permitted for some years in answering question papers in History, Logic, Economics, Civics and Sanskrit in the Intermediate Examination with happy results.

We are therefore hopeful that when in the ripeness of time Hindustani is fully established as the medium of instruction and examination at the Intermediate stage and when sufficient literature and an adequate vocabulary have grown up, it will be possible to carry on University work fully in Hindustani.

We consider this step important in a large national point of view. The educated class and the University graduate should be and are in all countries the natural leaders of the masses and in the complex conditions of modern life and politics, leadership demands wide knowledge and high culture. Our educated classes, largely by reason of their education in a foreign language and in outlandish environments, have lost touch with and forfeited the confidence of their countrymen who find little in common between their respective ways of living, hopes and sentiments. This is unfortunate in many ways. Not only does it result in talent, learning and patriotism going unemployed and in placing leadership in the dangerous hands of ill-educated or uneducated demagogues, it also prevents our educational system from receiving the financial assistance which it should from the people and thereby makes it dependent on Government and incapable of fulfilling its functions adequately.

CHAPTER VI

OFFICERS OF THE UNIVERSITIES

The Vice-Chancellor is in each of the three Universities the principal executive and academic officer. Though the manner of appointment differs slightly, the Vice-Chancellor in each case has a three years' term of office. In cases of temporary vacancy the Executive Council makes arrangements for carrying on his duties and the Registrar performs his current duties pending such arrangement. The Vice-Chancellor of the Agra University, unlike those of Allahabad and Lucknow is an honorary officer.

The Vice-Chancellors of the Teaching Universities have certain heavy duties connected with the organization of teaching, research and academic life generally, the recruitment of the teaching staff and the maintenance of discipline among staff and students. Apart from these there is a considerable range of powers and functions which they have in common with the Vice-Chancellor of the Agra University. Each is alike responsible for seeing that the University constitution is faithfully observed ; he convenes and presides over meetings of the principal University bodies and is responsible for seeing their decisions carried into effect. In emergencies, requiring immediate action (of which he is the judge) he is empowered to take action and subsequently to report to the authority whose function it is to take action in the matter.

Under the Vice-Chancellor the Registrar has a variety of important duties assigned to him. He is the only permanent whole-time officer responsible for carrying out the orders and resolutions of all University authorities with the help of the Assistant Registrar and the staff. He is the custodian of the records of the University. He is responsible for the entire conduct of examinations from the correspondence with examiners, the receiving, moderating, printing and distribution of question papers to the despatch of answer-books, the checking, announcement and scrutiny of results and the custody of all records connected with these. In Allahabad and Agra Universities he is entirely responsible also for accounts and disbursements.

In an institution working under a democratic constitution with a migratory head, it is essential to place the executive officer in a position of reasonable security so that he may discharge the heavy responsibilities assigned to him and be able to help in the proper observance of the constitution.

We consider it satisfactory that the Registrar and the Assistant Registrar as officers of the Universities are entitled to the protection afforded by sections 46 to 48 and 42 to 44, respectively, of the Allahabad and Lucknow University Acts to teachers and other University employees and we recommend that similar

protection should be extended to the Registrar of the Agra University. We further recommend that their appointment should be made by the Executive Council on the recommendation of an *ad hoc* Selection Committee constituted when necessary and that they should have a scale of pay uniform in all three Universities. We recommend a salary of Rs.500—25—750 for the Registrar and Rs.250—15—400 for the Assistant Registrar in each University.*

We have discussed the question whether teachers in Universities and Colleges should be permitted to seek election to and serve in Legislative bodies, with reference to all three Universities and our recommendation on this head is applicable alike to teachers, officers and other employees of all three Universities. The matter, however, being of greater importance to the Teaching Universities has been dealt with in Chapter XIV of this Report.

*Our recommendations under this head appear in section IX (a) of Chapter VIII.

CHAPTER VII

FINANCES (GENERAL)

The financial problems of an affiliating University, if not radically different, are so much simpler than those of Teaching Universities that we have decided to deal with each type separately. In this part we propose to confine ourselves to such of our recommendations as are applicable to both types. These relate to the following matters :

- (1) The constitution and functions of a University Grants Committee to advise Government about grants to Universities.
- (2) Suggestions as to other sources of income to Universities and Colleges including legislative provision for financial assistance from local bodies and from trades and industries.
- (3) Rates of remuneration payable to examiners and of travelling allowance admissible to members of University bodies, examiners, etc.
- (4) Exemption of poor students from payment of fees and other forms of aid to them.

(1) Government Grants and Grants Committee

All over the world University education depends on State aid. Even the most richly endowed institutions cannot meet without aid from the Government; the vastly increased cost of maintaining the numerous departments of teaching necessitated by the large range of subjects and the high degree of specialization now reached and of equipping up-to-date libraries and laboratories.

Our Teaching Universities depend more or less entirely upon Government aid, having little support from other sources. The Colleges are somewhat better placed. They were started by private effort and have usually a small income from an endowment or from a grant by a local body, as will appear from a comparative table in Appendix J(3) to this Report. Such a source of income originally belonging to the Canning College was transferred to Lucknow University by the Canning College and British Indian Association Act, 1922, and is still reserved by section 2 of the Act for the purposes of a "College" as defined in the Act. The tendency in recent years has been for the income from these sources to decline on account of the slump in agricultural prices and land rents, and the tendency of municipal bodies to withdraw grants from Degree Colleges.

Government's finances too have not been prosperous and the Report of the Blunt and Teyen-Harrop Committees show how Government has had to call on the Universities to curtail their expenditure and increase their fee income. In the interval since the establishment of Teaching Universities, the scales of salary for all classes of employees have been reduced more than once; the scales of

remuneration to examiners have been lowered and the rates of fee payable by students have been raised.

Despite measures of economy the expenditure has gone on increasing as a result of the increase in student-numbers and the introduction of new subjects of study, new degrees and closer specialization. As the increased income from fees could meet only a fraction of the increased expenditure the Universities have had to apply to Government for larger recurring grants which Government has been unable to meet in full. Owing to financial stringency Government has had to exercise close scrutiny over the budgets of the Universities, though out of regard for their autonomy Government has abstained from communicating to them the items for which it has been unable to make provision. This has given rise to mutual complaints, the Universities feeling aggrieved because they have not been taken into confidence by Government and the Government because the Universities have not shown proper appreciation of Government's financial difficulties and of the claims of other stages of education.

Financial relations between Government and Universities have therefore not been happy and the question of evolving a system by which the recurring controversy between them should be eliminated has been engaging Government's attention. The two *ad hoc* Committees, known as the Blunt Committee (1924) and the Teyen-Harrop Committee (1931) which were appointed to formulate principles on which Government grants should be based, both favoured Block Grants for a period of five years at a time and enunciated a set of principles. The recommendations of the earlier Committee were accepted and acted on by Government but those of the latter have been awaiting the arrival of more prosperous days. The procedure adopted by Government and the principles enunciated by the Committees however have not met with the full approval of the Universities.

We think that the plan of entrusting the determination of grants to a committee of officials appointed for the occasion with no permanent interest in the matter is not likely to give satisfaction to Universities while a Committee consisting of the Vice-Chancellors of Universities and University men alone cannot help looking at the question from a rather narrow and exclusive University point of view. The idea of setting up a standing committee, representative both of Government and the Universities has been repeatedly suggested and discussed as a means of securing contact between Government and the Universities and bringing about a better understanding. The difficulty of finding members to serve on such a committee who would be capable of giving authoritative advice as to the needs of the Universities while not ignoring the claims of other stages of education and the larger interests of the Province has held up the proposal hitherto.

We are strongly in favour of such a committee being established and we have recommended a composition for it which we hope will make it capable of adequately discharging the functions which we recommend for it. We expect it to serve in the largest sense the public interest of which the welfare of higher education is a vital part. Our recommendations are summarized in section VIII of Chapter VIII.

(2) Fresh Sources of Income

We have explored the possibility of securing income for the Universities from sources other than Government grants.

We have abstained from recommending an increase in the scale of fees because in the opinion of the Executive Councils of the Teaching Universities as well as of most of the other correspondents from whom we have received memoranda the existing scales of fee are high enough. Having been raised considerably in accordance with the recommendations of the Teyen-Harrop Committee they will not bear a further increase.* It has been suggested to us that an appeal for funds might be made to landed magnates, ruling princes, local bodies and moneyed men generally. We are of opinion that the Universities have the strongest claim on their own alumni and should appeal to them for more substantial financial assistance than has been forthcoming in the past.

We have considered at length the advisability of calling upon municipal and district boards to contribute to the funds of the Universities. Such help is received by the Universities in Great Britain where local bodies take keen interest and pride in their civic universities and make substantial contributions to their general funds besides awarding scholarships and stipends to poor students from their respective localities.

Unlike this even the Municipal Boards of Allahabad and Lucknow which derive the maximum benefit from the presence of the Universities in their midst and draw a handsome revenue from them in various taxes, do not contribute anything to their funds. We felt that it would be only fair to call upon them to help the Universities financially in proportion to the benefits they derive;

*See also Chapter XVII.

†Some idea of the income derived by Municipalities from the Universities may be formed from the following figures :

The Allahabad University pays directly as house and water tax to the Municipality a sum exceeding Rs.25,000 a year. Its staff of whom about 125 occupy houses of an average annual value of Rs.500 must be paying another Rs.10,000 or so in house and water-taxes. The University population which is one of the principal consumers of both imported commodities and the agricultural produce of the neighbouring country, must be contributing handsomely to the income from octroi duties. It must not be forgotten that students, in many cases, make large purchases in the cities to carry home for members of their families. They also make frequent journeys which bring revenue to the Allahabad Municipality in the shape of the terminal tax. It may be reasonably assumed that the income of the Allahabad Municipality would have been a lakh of rupees less but for the University.

but against this we had to consider the likelihood of their having to bear the bulk of the cost of basic education in their areas. It was also urged that with their present resources the municipal bodies were unable to maintain the present services in their charge efficiently. To meet this objection it was suggested that they should be empowered to levy an extra cess for the purpose of raising necessary funds but this suggestion was not accepted.

In order to meet all the different points of view we have decided to recommend that Municipalities should be required by law to forgo 25 per cent. of the house-tax and water rate and the whole of the octroi or terminal tax which they are entitled to receive directly from the Universities and that the amounts saved to the Universities by these means should be earmarked for aiding poor students. We have recommended further that each local body should be required by law to grant at least two scholarships, of a value not less than the tuition fee payable, to poor students from their areas reading in any of the Universities or Colleges of the Province the award of the scholarship being based upon a test of merit among candidates who satisfy the "means" test. We recommend also that local bodies should be approached with requests for the restoration of their grants to Degree Colleges where these have been either reduced or stopped.

We are of opinion that the Universities should be assisted in carrying out scientific research of practical utility by financial contributions from such industries and trades as are likely to benefit by these researches. We recommend, therefore, that when Government decide upon a programme of industrial development they should take necessary measures by legislation or otherwise to secure such aid.

In an earlier Chapter when advocating a wide expansion of University studies we have made out a case for financing the programme of expansion by a public loan, and cited Dr. Abraham Flexner in support of the contention that the establishment of a really adequate and efficient system of higher education will result in an expansion of industries and an increase in the national wealth and the revenues of Government, which will repay the outlay many times over. We may mention also that Mr. Mardy Jones, ex-Labour M.P., in a speech at the Tilak Hall, Bombay in March, 1939 in which he expounded the necessity of making primary education compulsory as an essential condition of the success of democracy, advocated the raising of a loan for the purpose as he thought it only fair that future generations who will profit by the measure should share the cost of it. The Committee appointed by the Government of Bihar for the reorganization of education has also recommended the raising of a loan to meet the heavy initial cost.

(3) Remuneration of Examiners

We have discussed this question separately in relation to the Teaching Universities and the University of Agra since the position of an examiner differs

in the two types. We have endorsed the suggestion made by the Teyen-Harrop Committee that teachers in Teaching Universities should not be paid for the work done by them as examiners in their own University. This is in keeping with the practice prevailing in other Teaching Universities. But we are unable to accept the further suggestion of the Committee that the Universities in the Province should enter into a kind of exchange arrangement by which the teachers of one may act as examiners for another without remuneration. Nor do we consider it fair and feasible to call on the teachers of the affiliated colleges of the Agra University to examine without remuneration all the candidates taking the examination of the University.

(4) Travelling Allowance

We find that the rules relating to travelling allowance admissible to members of University bodies and examiners differ considerably in the Universities. We think they should be uniform in all the Provincial Universities. We think also that travelling allowance should not be made a source of profit but should be regarded as a reimbursement of expenses actually incurred. Our recommendations on this head which are reproduced in paragraph 53 of Chapter VIII are based on this principle.

(5) Aid for Poor Students

The poor student has been a feature of Universities ever since they came into existence. Indeed poverty has been associated with learning no less in European countries than in our own.

Albert Mansbridge, one of the members of the Royal Commission on the Universities of Oxford and Cambridge in 1919-21, has in his book entitled *The Older Universities of England* traced the presence of poor students in the English Universities through the centuries and has advanced a powerful plea for helping the poor student to receive University education. The poor student, he says, was "never wholly absent from the Universities. . . . There is little need to stress the obvious truth that the great statesmen and ecclesiastics of mediaeval England were as a rule men who had been born in humble circumstances." If the poor student is eliminated, he argues, the Universities will become the preserve of the "idle rich" and University standards will inevitably fall.

The mounting cost of University education in the present age due to the growing demand for expensive libraries, laboratories, museums and for athletic and social activities gives fresh point to the question whether the poor man has a place in the Universities. It has been repeatedly stated in the course of our discussion that the influx of large numbers of students from the countryside with no cultural background and with hardly any access to books or other means

of acquiring knowledge and taste, threatens to lower the standards of the Universities, besides requiring a considerable sacrifice of income by way of provision of free tuition. As we have said elsewhere in this Report the exodus of large numbers of students to foreign countries deprives the home universities of a good many of those who could pay the full price of their education and leaves them with students who, even if they can pay their fees, cannot afford to buy all the books they should or to devote all their time to their studies. The proportion of poor students in our Universities (who cannot bear even the lower cost of education that obtains here) is consequently larger than elsewhere. An answer to the question whether the poor student should have a place at the University may be found in the following observations of the Rt. Hon. Oliver Stanley (then President of the Board of Education) speaking at the Congress of the Universities of the British Empire in 1936 :

" In a democratic country we are bound to have before us the aim that no suitable candidate shall be deprived, by lack of means, of receiving the education for which he is suitable and that the provision, made to enable him to obtain that education shall be sufficiently generous to enable him to take full advantage of it. It is inevitable therefore that there should be this large proportion of assisted students*. . . . Because of that inevitability it is all the more important that we should make sure that the candidates that we send are really suitable and that in fact Universities are not being used for candidates for whom other forms of training might well be more appropriate." No country can maintain its place in the intense intellectual competition of the present age unless it gives the fullest scope and encouragement to talent in whatever stratum of society it may be available.†

The existing provision of aid for poor students in our Universities is confined to free tuition for 5 per cent. of the total enrolment (besides the merit scholarships which are awarded irrespective of poverty, and a few stipends which are available for poor and meritorious students). It will be readily conceded that this is inadequate when it is recalled that the proportion of assisted students in the British Universities (excluding those receiving aid from private associations and individuals) is over 41 per cent. on the whole and 54 per cent. in the

*Proceedings, page 164.

†"After the (Great) War . . . the mobilized teachers who had begun to think about it at the Front, pointed out that the memory of the 'brotherhood of the trenches' demanded at the very least equality for the children in the educational system; also that at a time when the nation was bled white and needed to exploit rationally all her resources, it was in the national interest and not only a matter of social justice, to train the best minds, wherever they might be born, for posts of leadership." "Is it not a scandal that the deciding factor should be less the capacity of the child than the wealth of his parents?" (C. Bougle, in Kotschnig: *The University in a Changing World*, page 45.)

Provincial Universities and that the average amount of aid received works out £85 per head annually.*

In Scotland University education has been placed within the reach of every young man and woman of parts by the munificence of Andrew Carnegie who founded a Trust in 1901 for the benefit of the Universities of Scotland with an endowment of £2,000,000 yielding an annual income of £120,000. In 1921-22, 4,779 students or 42 per cent. of the total numbers of full-time students enrolled in the Scottish Universities received help from this fund, which amounted on an average to £12-16-2† per head. The donor had hoped that the fund would grow in amount by some of the beneficiaries, repaying what they had received for the benefit of others. The hope has not been entirely belied and we are told that such repayments amounted to about £12,000 during the first 20 years of the existence of the fund. By this and other means the amount of the fund which was initially 2 million pounds had grown in 1922 to about £2,900,000. Scotland has always been proud of her four Universities coming down from a period when England had no more than two and has always offered facilities to poor students seeking higher knowledge. A tribute to Scotland's wealth of graduates was paid at the Congress of the Universities of the British Empire in 1931 by Dr. A. C. Menzies of Southampton in the following words :

"I think the situation will be a little eased when degrees become more common. At the present time the percentage of graduates among our population is not very high ; when there are more it will be so common to have a degree that those who have them will not expect special posts but will be prepared, as they were in the old days in Scotland, to be cobblers and people who put their hands to the plough and so on."

"In Scottish Universities more emphasis is placed on learning and scholarship than on that fine art of living which the ancient English Universities sought to impart. In the Universities of the Scottish type" (which have grown up in Australia and Canada) "the residential element was not looked on as essential."

*The Royal Commission on the Universities of Oxford and Cambridge adverting to the subject of facilities for poor students at the older Universities observed that in recent times these Universities have admitted scholars of limited means in ever increasing numbers.

In Soviet Russia we are told that 75 to 80 per cent. of the students at the Universities in 1933 were assisted by the State, the average cost per head being 1,500 roubles and the total cost amounting to 16 per cent. of the Education budget. The proportion of students coming from the working class homes was 78 per cent. in 1934 as against 28 per cent. in 1914. In November, 1939, it was stated that there were 600,000 students of the working classes at Universities and Colleges in the U. S. S. R.

†Ellis : The Poor Student and the University, page 28.

Sir P. C. Ray tells us in his autobiography entitled '*The Experiences of a Bengali Chemist*' how some of his contemporaries at Edinburgh University received from their homes in the countryside, supplies of provisions and eatables instead of buying them for money.

In a book entitled *The Poor Student and the University* by G. S. M. Ellis, M.A. (to which Viscount Haldane of Cloan contributed a foreword) the various methods by which poor students have, during the present century, been helped to acquire University education in Britain are set forth and suggestions are made for further reforms of the system. It is pointed out that the comparatively low range of fees, and the economical standard of living which is becoming a tradition within the Provincial Universities of England have made them relatively more accessible to the children of poor parents. The industrial and technological bias of some of the Faculties has commended them to the sympathetic notice both of the working-class population and of such schools as have adopted an interest in science and its application. The fact that they are largely aided from municipal funds has meant that to some extent the University and the school have come under the same control.* Oxford and Cambridge too have opened their doors wide to the poor student. Besides the open-scholarships awarded by the Colleges at Oxford and Cambridge, scholarships have been instituted in considerable numbers since 1902 by Local Education Authorities all over the country. The number and value of scholarships maintained by different local authorities vary widely. But generally scholarships for research and professional studies are not granted by them. In some cases the scholarship is sufficient to cover the whole of the expenses of the student while in others it is not so. Some authorities grant flat-rate scholarships; some vary the flat-rate scholarship according to the University which the student joins or the subjects which he studies or his achievement. This variation in value with the subject of study seems reasonable, as does the increasing tendency to offer not a flat-rate award but a free place and maintenance. 'Local authorities which continue to make flat-rate awards should remember that a Science course is relatively more expensive than an Arts course and should allow for this factor in their awards. The equally large group of authorities which give maintenance allowances of indefinite value probably make sufficient provision for this and similar variations.'

In the course of our discussion we were informed by Pandit Govind Malaviya and Professor Habib of the means devised in the Benares Hindu University and the Aligarh Muslim University of assisting poor students whose numbers are larger in those Universities than in the Universities of Allahabad and Lucknow. We have included some of these measures in our recommendations.

*Ellis: *The Poor Student and the University*, page 6.

In making our recommendations on this subject we have had to keep in view the straitened condition of the finances of Government and the local bodies, as well as the claims of other branches of education and other beneficent purposes. While we would like to see a larger proportion of students (say 20 per cent.) receiving free tuition and the most promising of them being granted, in addition, maintenance allowances sufficient to meet all their expenses, so that they may be freed from the necessity of working to earn a living while studying for a degree, we feel that we shall not be justified in throwing the whole burden of these concessions on public funds. We, therefore, recommend that assistance for poor students should come also from other sources besides University funds, and the local bodies. The old alumni and present students can do a good deal in collecting funds for such assistance.

Provision by University—The Teaching Universities being financially autonomous are free to grant aid in any form to poor students but it would be obviously unwise to incur liabilities under this head without the approval of Government from whom the bulk of the funds are derived. Government allows for a proportion of 5 per cent. free scholars in calculating its grants to the Universities and it was found by the Teyen-Harrop Committee and appears to us also that, taking one Faculty with another the Universities have kept well within this limit. In Allahabad University another regular means of helping poor students has been devised by pooling all fines collected in the University on whatever account into a Poor Boys Fund out of which grants are made at the discretion of the Vice-Chancellor. The proportion of free-students in the outlying Colleges is regulated by the Educational Code which while allowing 10 per cent. of the students to receive free tuition in the school and intermediate classes, allows only 5 per cent. to be free in the degree classes on the ground that fees in these classes are levied for 10 months in the year only.

Increased provision by Government and local bodies—We recommend that the Universities and Colleges should raise the numbers of free and half-free students to at least 7 per cent. each. They should give further help out of the funds which are expected to be saved to them in consequence of our recommendation that they should be exempted from the payment of a part of the municipal dues. A reduction of 25 per cent. in the municipal house-tax and water rate and the total remission of octroi duty or terminal tax on material imported for educational purposes are expected to save the Universities of Allahabad and Lucknow a round sum of Rs.10,000 each which they may utilize in increasing the number of free students or in granting maintenance allowances to the more brilliant of them. Proportionately smaller savings are expected to accrue to degree colleges in the mufassil. We recommend that the award of at least two scholarships to students from their respective areas studying in the Universities and Colleges of the

Province should be made a statutory obligation for each local body (District, Municipal and Cantonment Board).

Help from old alumni—We look up to the Old Boys of the Universities and Colleges to give proof of their affection and gratitude for their *Alma Mater* not only by interesting themselves in its work and governance but also by actively helping struggling aspirants who have not the means to proceed with their studies. They may give away their used books and may contribute to funds that are or may be established under proper agencies for the help of poor students. This is a large potential source of help as the example of Aligarh shows. The Aligarh "Duty" Society founded in 1892 raises funds among resident students as well as old alumni. These latter are expected to contribute $\frac{1}{2}$ to 1 per cent. of their income annually and as much as Rs.4,000 has been collected by this means in a single year.

Mutual help among students—Some of the students reading in the Universities come from well-to-do families and a good proportion of these possess indifferent qualifications and are more after social amenities than scholarly pursuits. It was suggested in the course of our deliberations that such students may justifiably be asked to pay double fees and the extra income may be utilized in assisting poor students. We, however, prefer to recommend that students should raise funds for the purpose by voluntary subscriptions as has been done in Benares and Aligarh and is done by the students' unions and self-help societies in foreign countries.

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CHAPTER VIII
SUMMARY OF RECOMMENDATIONS

PART I

Recommendations applicable to all three Universities

[Figures in the margin indicate the number of the resolution of the plenary session of the Committee in which the recommendation is embodied.]

I—Admission to Courses of Study and Degree

1. Students should not be eligible for admission to a course of study for a degree unless they have passed the final examination of the Provincial Board of Education or an examination equivalent thereto and have passed such additional tests (if any) as may be prescribed by the Universities.
2. The Universities should consider the feasibility of a scheme under which—
- 21 (1) post-graduate and research students of one University may attend lectures and carry on work at another University and be entitled to count such attendance and work as qualifications for admission to examinations and degrees ;
- 22 (2) teachers on the staff of one University may be permitted to deliver at another University, lectures attendance at which should count as a qualification for admission to examinations and degrees.
- 24 3. No private candidate should be allowed to appear in any examination of the Allahabad and Lucknow Universities. The existing facilities for the LL.M. and doctorate degrees may, however, continue.
- and 4. There should be no restriction on enrolment in Teaching Universities.
18 The Committee is however conscious of the danger of Unitary Universities
C. I) reaching unwieldy proportions.

II—Affiliating and Teaching Universities

- 91 5. In the interest of higher education in these Provinces the affiliating as well as the unitary and teaching type of University are equally needed as each of these two types serves a definite purpose. During the short period of their existence the Unitary Universities have done useful work in raising the standards of teaching and have shown great potentialities for the development of research and advancement of learning. Their formative influence upon character has perhaps not been marked. The Committee hopes that with a more carefully considered scheme which would lay stress on better supervision and guidance of the activities of their resident and non-resident students and on closer contact

between teachers and students the Unitary Universities will be able to render a still better account of themselves by imparting education on sound lines which includes the development of character as much as the training of the mind. The colleges affiliated to the Agra University have the advantage of being comparatively more compact bodies and can, where they so choose, more easily organize the social life of their students. Their financial resources being small they cannot be expected to contribute towards advancement of higher learning and research to the same extent as the Unitary and Teaching Universities. The latter are no doubt more expensive but the advantages which the community is now deriving and is likely to derive in a much greater measure from them in future clearly point to the need of their continuance and development. At the same time regard being had to the provision of higher education in these Provinces there is, in the Committee's opinion, a need for a University of the affiliating type.

19 6. It is not desirable for a Teaching University to function as an affiliating university outside its territorial limits except in respect of a technical, agricultural or engineering institution. This precludes the affiliation of Queen's College, Benares, if raised to degree status, to the Allahabad or Lucknow University.

17 7. The degree colleges in the Province are serving a useful purpose and
and there should be provision for their affiliation to or association with some
18 University without prejudice to any of them growing into Universities.

26 8. Technological and Research institutions should be affiliated to a University, each case being considered on its merits.

79 9. University Colleges should not retain their Intermediate classes except as a transitional measure for a reasonable time. A period of five years after the Committee's recommendations have been incorporated in an Act of the Legislature would be a reasonable time in the opinion of the Committee.

80 ✓ 10. A University College should have post-graduate classes in some subjects
at least.

81 11. In regard to research in the Agra University and its Colleges the Committee recommends as follows :

(1) No University professors as such are needed, and the provisions in this respect in the Agra University Act and Statutes should be dropped. If the University can afford to do so, it should give grants for teaching posts to the Colleges, but the work of teachers appointed to such posts should be controlled by the Colleges.

(2) All the resources available should be placed at the disposal of the Colleges to enable them to develop according to a well-planned and co-ordinated scheme.

(3) It would not be wise to start a University Library as only a very small fraction of teachers and students would be able to benefit by it.

The money available should be given as grants to the Colleges for building up their own libraries in the subjects in which they specialize.

III—University Studies

- 12 12. The length of the course for the first University degree both in the teaching and affiliating Universities should be three years.
- 13 In view of this recommendation it is not necessary to retain the distinction between Pass and Honours courses as established at present.
- 14 13. The object of University studies being to develop in the student a scientific outlook and a critical attitude towards problems with which he may be faced, courses of study for under-graduates should consist of groups of allied subjects and a higher standard should be attained than at present.
- 15 14. The length of the course for the Master's degree should be one year but the Universities may make it two years if they consider it desirable.
(Recommendations regarding the scheme of examinations for a three-year degree course appear separately for Affiliating and Teaching Universities.)

IV—Expansion and Co-ordination of Studies

- 65 15. Efforts should be made to establish within a reasonable period of time a system of higher education capable of supplying the needs of the Province in all departments of life and enabling its people to develop its natural resources, industry, education and culture and to shoulder the responsibility for its administration and defence.
- 65 16. Government, with the co-operation of all available agencies including the Universities, should undertake a systematic survey of the natural resources and economic potentialities of the Province and determine in what directions further development is possible and desirable and then take steps to train the specialists and technicians necessary to take charge of them. Where the number of such specialists needed is small, arrangements for their training may be made in co-operation with other provinces or in other countries.
- 65 17. The range of studies at present prescribed at the Universities should be extended and the standard of the work done should be raised, higher work and research being emphasized. For this purpose a staff of teachers of the highest qualifications should be recruited from wherever the best men can be found and at salaries which will attract them; such recruitment should be for the transitional period necessary for a generation of specialists to grow up within the country after which it should cease.
- 65 18. The preference at present shown in recruitment for the public services to persons possessing foreign degrees should be restricted and should cease as soon as suitably qualified persons are trained in the Universities within the country.

- 55 19. Education should be closely related to the life of the people at large so that the educated class may assume the natural leadership of the people in all spheres of life and so that education may receive those benefactions which are the mainstay of institutions of higher learning all over the world but which in this country run into other channels.
- 65 20. The heavy initial cost of organizing this system of higher education should be met by raising funds by a public appeal to philanthropists, old alumni and local bodies, by contributions from flourishing industries and trades and by a public loan. It should be made capable of being financed from current revenues within a reasonable period of time.
- 66 21. Both under-graduate and post-graduate work should continue to be done at both the Teaching Universities in all the subjects at present (January, 1940) taught for degrees, subject to the arrangement suggested in the next paragraph in regard to post-graduate work. Under-graduate teaching should also continue in all existing subjects at such Colleges as are able to satisfy the University at a fresh inquiry that they have adequate staff, libraries and laboratories and have during the past five years maintained an average enrolment not below the minimum figure determined for each subject at a Conference of Universities to be convened by Government. The same principles should govern the continuance of post-graduate work in the future, in existing subjects as well as in newly started subjects.
- 65 22. The Committee looks forward to a much higher degree of specialization at the post-graduate stage in most subjects so that it may be assumed that the post-graduate work in a subject will consist of a number of courses in specialized branches of it. The number of students offering each course will, as a rule, be small. Duplication should in such cases be avoided and no branch should be permitted to be offered at more than one centre in the Province. To ensure this the higher posts in the departments dealing with it should be ear-marked for the speciality and should be filled by persons specializing in it.
- 65 23. The assignment of special branches to particular centres should be determined initially by agreement among the units concerned, at a conference which Government may convene. Cases of unreconciled disagreement may be decided by Government on the advice of a competent Committee which may be the same as the Committee constituted to advise about grants—as this Committee will in any case consist of persons of standing as educationists, financiers and publicists. The assignment of subjects once made at a conference of the units concerned may be revised from time to time, as need arises at similar conferences.

24. Facilities for research and advanced work should be available at the centre to which the branch of the subject under which the work falls is assigned.
- 53 25. The modern languages of the Province (Urdu and Hindi) should be made independent subjects of study for both the B. A. and M. A. degrees and should be placed under separate and independent departments of teaching in Lucknow University as they already are in the Allahabad University.
- 53 About one-third of the work in these languages at both the post-graduate and first degree stages should be on a classical language and another modern Indian Language or Prakrit provided that it is not the classical or modern language already taken by the student as a subject for his Intermediate or equivalent examination.
- 54 26. The Departments of Arabic and Persian in the Lucknow University should, when feasible, be combined under one head as they are in the Allahabad University. Allahabad which has at present at the head of the combined Department a specialist in Arabic should continue to have a Professorship of Arabic and Lucknow should, when a Professorship is created, appoint to it a specialist in Persian the other subject being in each case dealt with by teachers of other ranks.
- 55 27. While under-graduate work continues in all the places where it is being done at present higher studies in Commerce should be developed at Cawnpore, but not at a community college. (Messrs. Gurtu and Gupta dissent.)
28. The Committee recommends the institution of new Faculties and expansion of existing Faculties as follows :
- 57 (i) A Faculty of Fine Arts at Lucknow which has a nucleus for such a Faculty in the Marris College of Hindustani Music and the Government School of Arts. Under-graduate work in Music and Painting may be done at any place but post-graduate work should be confined to Lucknow.
- (ii) Faculties of Education in both Lucknow and Allahabad Universities for the training of teachers for the Secondary Schools recommended by the Education Re-organization Committee. These Faculties should provide a two-years' course open only to graduates.
- 58 and (iii) Faculties of Engineering and Technology in both Lucknow and
59 Allahabad Universities. Branches of Engineering such as Electrical, Mecha-
60 nical, Military, Naval and Mine Engineering should be developed.
- (a) The Civil Engineering College, Roorkee, should be affiliated to Lucknow University and should develop the study of Architecture.
- (b) The Technological Institute, Cawnpore, should be affiliated to Allahabad University.
- 61 (iv) A University should, in due course, be developed at Cawnpore to take over the Commercial and Technical Institutions.

(v) A Faculty of Agriculture in Allahabad University fully equipped for advanced work and research and with a wider range of studies than at present, including Forestry and Veterinary Science as well. The Government Agricultural College at Cawnpore should be affiliated to this Faculty.

(vi) The Faculty of Medicine in Lucknow University should be further developed so as to undertake advanced work and research.

The provision in section 24(1) of the Allahabad University Act relating to the institution of a Faculty of Medicine in that University should be deleted.

(vii) The Faculty of Law at Allahabad should be developed so as to provide post-graduate and advanced work.

16

29. The Committee is not in favour of curtailing the existing facilities for under-graduate teaching in Law and Commerce, but it is strongly of opinion that post-graduate studies in these subjects should be restricted to places where adequate facilities for teaching and research are available.

30. The Committee favours an early start with some subjects (which are indicated in the next paragraph) and with a view to minimise the cost involved it recommends as follows :

(i) Each of these new subjects should be introduced as a rule, at one centre in the Province which should be selected on the ground of its possessing, or being in a position to provide, the requisite staff, library and laboratories, having allied studies already established or having local advantages such as past associations, facilities for local study and investigation, etc. In some cases the place where the Committee thinks that a subject should be localized, is indicated.

(ii) In subjects whose introduction as full-fledged subjects for degree examinations requires a large expenditure, courses of a lower standard may be started and instruction may be provided for diplomas and certificates.

(It will be seen that many of the subjects suggested are special branches of subjects already studied in the Universities. These will need to be introduced only at the post-graduate stage entailing comparatively small expenditure.)

62

31. The following new subjects should be started at an early date :

Faculty of Arts

Archaeology (in Allahabad).

History of Oudh (Lucknow).

Sociology (including Anthropology) at Allahabad in addition to Lucknow where it is already studied.

Public Administration (Allahabad and Lucknow).

International Relations and the Languages, Literature, and culture of Asiatic Countries. (Strongly recommended for both Allahabad and Lucknow.)

Experimental Psychology	} as independent subjects.
Comparative Philology	
Comparative Religion	

Faculty of Commerce

Insurance and Actuarial work (Cawnpore). (Mr. Gurtu dissents.)

Journalism (to be taught for a diploma wherever provision can be made).

Faculty of Science

Mineralogy (Allahabad).

Astronomy (Allahabad, existing provision to be developed).

Statistics (Allahabad and Lucknow).

Applied Physics, particularly—

Radiology, Meteorology, Aeronautics.

Applied Chemistry, particularly—

Pharmaceutical Chemistry .. (Lucknow).

Biochemistry

Food Chemistry } (Allahabad).

Textile Chemistry.

Applied Zoology, particularly—

Helminthology; Entomology.

Applied Botany, particularly—

Economic Botany (Lucknow).

Faculty of Medicine

Dentistry.

Oto-Rhino-Pharyngology

Bacteriology	} for diploma course.
Dentistry	
Ophthalmology	

64P Geography should, for the present, be developed in Allahabad where a beginning has already been made. (Mr. Gupta strongly dissenting urges its introduction also in Lucknow.)

V—Medium of Instruction

2 32. The Committee recommends the immediate adoption of Hindustani as the medium of instruction in certain subjects such as Oriental Classics and modern Indian languages. Hindustani should become increasingly the medium of instruction as the scheme of secondary education recommended by the

Education Re-organization Committee comes into full operation and as vocabularies of technical terms and text-books become available.

33. The following measures of preparation for the adoption of Hindustani as the medium of instruction are recommended :

- 6 (1) A survey of the literature available in Hindi and Urdu on different subjects.
- 7 (2) Production of a dictionary of scientific and technical terms by co-operation among the Governments of the United Provinces and the neighbouring provinces or of all Hindustani-speaking provinces and with the assistance of Universities.
- 8 (3) Production of original works and translations of works on different subjects by the co-operative efforts of the Universities, the Hindustani Academy, the Hindi Sahitya Sammelan, the Anjuman-i-Taraqqi-i-Urdu, the Shibli Academy, the Vijnan Parishad, the Nagri Pracharini Sabha and other similar learned bodies.

For this purpose—

- (a) the creation of a Board to co-ordinate the labours of various agencies;
 - (b) provision of Government aid for these bodies.
34. Measures should be taken to ensure a competent knowledge of English among entrants to the Universities. In particular—
- 9 (1) students not already well-versed in Hindustani should be required to acquire a competent knowledge of it ; a paper in Hindustani during their degree course should be compulsory for students who have not taken the Secondary College course or passed a satisfactory examination in Hindustani ;
 - 10 (2) teachers not versed in Hindustani should be required to acquire a working knowledge of it ; individuals may be exempted for good reasons during the transitional stage ;
 - 11 (3) Hindustani should be made a compulsory subject at the Public Service examinations.

4 and 5. 35. Government should take stock of the situation after the lapse of ten years from the introduction of the new scheme.

VI—Extra-Mural Activities

39 (74 of S.C. I.) 36. The Universities should recognize the provision of extra-mural instruction of a popular character for the benefit of the general public as a definite obligation. Each University should have a programme of popular lectures on literary, scientific and cultural subjects, open to the general public, to be given at the Universities as well as outside. As far as possible such lectures should be in Hindustani,

37. The following means are suggested for fostering the sense of civic duty and social obligation among students :

- (1) formation of social service societies in colleges and hostels ;
- (2) organization of citizenship-lectures and lectures for cultural advancement ;
- 39 (3) social and economic surveys of slum areas in the University towns by students particularly of Economics and Sociology ;
- (4) starting of " University Settlements " in selected wards of the University town to give students training in civic work and social service ;
- (5) organization of literacy work ;
- (6) organization of rural camps with a body of students under the guidance of teachers going out into the country to do rural uplift work and to acquire first-hand knowledge of the condition and manner of life of the people. (This may be best done during the months of October, November and December. Batches of students may be taken into camp at different seasons of the year) ;
- (7) a course of lectures on rural uplift should be organized before students are taken into camp so that they may put the ideas imbibed from these lectures into practice ;
- (8) assignment of groups of villages to batches of students for the purpose of rural uplift work.

30 38. All social service activities should be organized on a voluntary basis.

304 39. It is desirable that a physical culture institute should be set up
S.C. at one or other University centre and better financial provision is needed
I. for adequately organizing physical training.

VII—Holidays and Vacations

33 40. There should be 200 working days in the year.

34 41. Denominational holidays should be reduced to the lowest minimum, in no case exceeding those in the Collector's list.

35 42. The present long vacation should be so reduced as to permit the Dasehra and Christmas vacations being extended to as near one month as may be practicable.

VIII—Finance (General)

(a) Sources of Income

50 43. Each University and College should have a block-grant for its " maintenance " and additional grants should be doled by Government on the recommendation of the University Grants Committee constituted for the purpose. (Detailed recommendations appear separately.)

287 44. Government should take necessary measures by legislation or other-
3.C.I wise to secure financial assistance for scientific and industrial research from
industries and trades likely to profit by such research. When Government
decide upon a programme of industrial development regular arrangements
33 should be made for such contribution.

45. The suggestion that the scales of fees should be graduated according
286 to the domicile of the student and the circumstances of his family is not
acceptable.

288 46. The Universities should appeal to their alumni for more substantial and
3.C. regular financial assistance than has been obtained from them in the past.
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99 47. Local bodies should be approached to restore their contributions to the
funds of Degree Colleges.

92 48. The Municipality where a University or a Degree College is situated
should (i) reduce by 25 per cent. its demand from the University or College on
93 account of house-tax and water-rate, and (ii) exempt from octroi or terminal
tax all material imported by the University or College for educational purposes.

96 49. Each Local Body (including District, Municipal or Cantonment Board)
and 47 should be required by law to grant at least two scholarships, of a value not less
than the tuition fee payable, to poor students from its area reading in any of the
Universities and Colleges of the Province, the award of the scholarship being
based upon a test of merit among candidates who satisfy the prescribed
"means" test.

94 50. The concessions enumerated in paragraphs 47 to 49 should be made
obligatory by an amendment of the law.

95 The savings made by the University or College in consequence of
these recommendations should be earmarked for aiding poor students.

(b) *Aid to poor Students*

97 51. The proportion of students receiving free and half-free tuition should
be 7 per cent. each as a minimum.

98 52. The following further means of helping poor students are suggested
Page to the Universities and Colleges :

27 (1) The proportion of free and half-free students may be raised to 20
per cent. of the enrolment.

(2) Maintenance scholarships of a value sufficient to defray all the
expenses of the recipient should be awarded, on the result of a "Means
test" and a competitive examination, to 5 per cent. of the students, who
should also receive free tuition.

(3) Students should raise a fund by voluntary subscription for assisting their poorer contemporaries. (Societies for this purpose have been functioning in Benares and Aligarh. The Aligarh "Duty" Society was founded in 1892 and raises its funds not only among students in residence but from outsiders by sending out deputations.)

(4) Students may be asked to give away their old books for the use of others.

(5) Old boys should contribute to a fund for assisting poor students. (In Aligarh old boys have been expected to contribute $\frac{1}{2}$ to 1 per cent. of their income and a sum of about Rs.4,000 has been raised in a year.)

(6) Local Bodies should contribute for the assistance of poor boys generally or of those from their local areas.

(c) *Travelling Allowance*

84 53. By way of travelling allowance only the actual expenses incurred on journeys and halts should be payable provided the total claim does not exceed the amount admissible under the following rules put in the form of Ordinances. (These rules are based on Ordinances in Chapter XLIX of the Allahabad University Calendar, 1939.)

263 S. C. I. "1. Members of Authorities, Boards and Committees shall be granted travelling and halting allowances for attending meetings, other than a Convocation of the University, at places at which they do not reside, the amount payable being equal to the amount of actual expenses incurred or the amount admissible under the following rules, whichever is less.

(i) For all journeys performed by rail, one and a half second class fare for the member, each way from his permanent place of residence :

Provided that in the case of a person who has his headquarters at the seat of the University but is away from it in the normal course of his duties and is obliged to travel to and from it solely for the purpose of a University meeting, the Executive Council, may allow travelling allowance.

(ii) For all journeys performed by road, four annas per mile from his permanent place of residence to the nearest railway station and back, provided the distance travelled is not less than five miles.

(iii) For each day on which a meeting is attended Rs.4-8.

2. When a member under Ordinance 1 has to attend two meetings of the University with an interval of less than four days between the meetings attended, he shall be entitled to charge only halting allowance for the intervening days.

3. The Vice-Chancellor will be granted travelling and halting allowances at the rate of a single first class fare and Rs.7 a day while halting on duty. He will be allowed to take an orderly with him when travelling on duty.

4. Travelling allowance to an Examiner shall be on the following scale, provided that in exceptional cases the Executive Council shall decide what allowances shall be given :

One and a half second class fare each way and an allowance of Rs.4-8 a day for halting.

For all journeys performed by road 4 annas per mile from his permanent place of residence to the nearest railway station and back provided the distance travelled is not less than 5 miles.

5. Other servants of the University will be given a single fare each way and halting allowance and mileage in accordance with the provisions of the Government Rules."

(d) University Grants Committee

100 54. The University Grants Committee should consist of the following members :

- (1) The Education Minister (Chairman).
- (2) The Director of Public Instruction.
- (3) Four educationists nominated by Government of whom two should be Scientists representing respectively the Physical and Biological Sciences.
- (4) Three members of the Legislative Assembly chosen by election.
- (5) One member of the Legislative Council chosen by election.
- (6) One Vice-Chancellor (being the Vice-Chancellor of the University whose requirements are for the time being, under the Committee's consideration.)

101 55. The following officers should help the University Grants Committee :

- (1) The Accountant General or the Examiner, Local Fund Accounts.
- (2) The Inspector General of Civil Hospitals.
- (3) A senior officer of the Public Works Department, Buildings and Roads Branch.

102 56. The University Grants Committee should have the following functions :

- (1) Advising Government as to a block-grant and as to additional recurring and non-recurring grants from Provincial Revenues.
- (2) Valuation of the assets in the possession of the Universities and reporting on their upkeep.
- (3) Considering schemes of expansion put up by Universities and making recommendation to Government in regard to them.
- (4) Reviewing the academic work of the Universities.

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IX—Miscellaneous

(a) Officers of Universities

87 57. For the Registrar and Assistant Registrar the scales of pay, conditions of service and provisions relating to security of tenure should be the same in all the Universities.

88 58. The pay of the Registrar should be Rs.500—25—750 and that of the Assistant Registrar Rs.250—15—400.

89 59. The security of tenure afforded by Section 47 of the Allahabad University Act and the corresponding section of the Lucknow University Act should be extended to the Registrar and Assistant Registrar of the Agra University as well.

(b) Teachers in Legislative Bodies

27 60. In the opinion of the Committee service in a University or College cannot be combined with membership of a Legislative Body; provided, however, that the Governing Body concerned may at its discretion grant leave without pay for a period not exceeding five years to a member of the staff who is elected

by a constituency or is nominated by Government to be a member of a Legislative Body.

(c) *Examinations and Examiners*

28 61. The following rules should be adopted in respect of the amount of examination work undertaken and remuneration received by teachers :

(1) The maximum number of answer-books which a teacher may examine in a year shall be 1,000 inclusive of answer-books examined as internal examiner for his own University but exclusive of any work done for a Public Service Commission ; provided that the amount of remuneration earned by him for any work connected with examinations of his own University or of any other University or examining body—other than a Public Service Commission—shall not exceed Rs.1,500 a year.

(2) If an examiner exceeds the limits laid down above he shall pay to the institution in which he is employed the amount of remuneration drawn in excess of Rs.1,500 or the amount of remuneration received for the number of answer-books examined in excess of 1,000. In each case the income-tax paid on the additional amount shall be re-imbursed to the teacher.

(3) Every teacher shall furnish to his University or College at the beginning of each session a certificate of the number of answer-books examined by him during the preceding academic year.

29 (4) Teachers in the Teaching Universities shall not be paid for the work done by them as examiners in their own University.

(Recommendations regarding the manner of appointment of examiners appear separately in paragraph 140 below.)

(d) *Women's education*

39 62. Though the number of women attending the Universities has increased it is still very far from satisfactory for supplying the needs of the country. The Committee is, therefore, unwilling to suggest any steps which would make it more difficult for women to attend University classes. It considers that every facility should be given to women to attend Universities.

40 63. The present arrangement in the Allahabad University under which a separate but incomplete section is maintained for women-students, should be abolished as soon as it becomes feasible to do so.

41 64. The Committee deprecates the provision of special so-called " women's subjects " as it does not believe that a woman's intellectual capacity is, in any way, different from or inferior to man's.

65. The Committee recommends the following measures for advancing higher education among women :

42 (1) More hostel accommodation where necessary.

43 (2) More scholarships and stipends for poor and deserving women-students.

44 (3) Adequate provision for their health and physical instruction.

CHAPTER VIII—(continued)

PART II

Recommendations Relating to the Teaching Universities

[Figures in the margin indicate the serial numbers of the resolutions of Sub-Committee I in which the recommendation is incorporated. The numbers of resolutions of Plenary meetings, where cited are followed by the letter 'P'.]

References to the Calendars of the Universities are to the latest issues—

Allahabad University	1939
Lucknow University	1939-41

X—Chancellor

41 (a) 66. The Chancellor should be a person appointed by the Governor, i.e. the Provincial Government, for a period of five years and should be eligible for re-appointment.

(S.C. II, Page 7) 67. The present functions of the Chancellor, which are of two descriptions, should be separated. The functions which he exercises as the highest officer of the University e.g. presiding over the Court and the Convocation, sanctioning the appointment of the Vice-Chancellor, acting as umpire in disputes between the University authorities, should continue to be exercised by the Chancellor.

68. Functions such as that of giving assent to or withholding assent from Statutes and considering and cancelling Ordinances, in the performance of which the Chancellor is responsible for maintaining uniformity of standards among the Universities of the Province, should be transferred to the Governor, i.e. the Provincial Government.

XI—Vice-Chancellor

170 69. The Vice-Chancellor should hold office for four years and should not be eligible for appointment at any future date.

168 70. The existing bar against the appointment of an Honorary Vice-Chancellor should be removed by the opening sentence of Section 12 of the Allahabad University Act and Section 11 of the Lucknow University Act being amended to read as follows :

“ There shall be a whole-time salaried or honorary Vice-Chancellor. ”

174 71. The Vice-Chancellor should be appointed by the Chancellor after considering the recommendation of the Executive Council.

175 72. The Vice-Chancellor should have a salary of Rs.1,000 per mensem without any other allowances. If he is honorary he should have an inclusive allowance of Rs.500 per mensem (apart from clerical assistance).

176 73. The Vice-Chancellor should not be subject to any rule prescribing the age of superannuation.

177 74. He should be entitled to the benefits of the Provident Fund on the new scale recommended by the Committee for University employees.

178 75. He should be entitled to vacation and leave in accordance with rules applicable to teachers of the University but no leave should be admissible after the expiry of his term of office.

179 76. It should not be permissible for the Vice-Chancellor or the Executive Council (even if the Vice-Chancellor is honorary) to appoint a Pro-Vice-Chancellor.

180 77. If a teacher of the University is appointed its Vice-Chancellor he should resign his post before assuming office as Vice-Chancellor and should not be eligible for further employment in the University after relinquishing the office.

171 78. The present incumbents of the office of Vice-Chancellor in the two Universities should not be eligible for appointment as Vice-Chancellor under the new constitution; but provision should be made in the new Acts to enable them to complete their current terms of office and the recommendation disqualifying a teacher who has held the office of Vice-Chancellor from further employment in the University, should not apply in their cases. They should, however, not be eligible for holding the office of Vice-Chancellor any longer.

[Mr. Gupta's amendment to this recommendation which the Committee decided to record is as follows :

173 "If the present incumbents of the office of Vice-Chancellor take advantage of the option to continue in office for the unexpired portion of their present terms, if any, after the coming into operation of the new Acts, they should not be eligible for further employment in the University after their retirement from the Vice-Chancellorship.]

XII—Treasurer

191 79. The Treasurer should be appointed in each University by the Chancellor after considering the recommendations of the Executive Council concerned.

192 80. He should hold office for six years; but this recommendation should not affect the present incumbents in the two Universities.

190 81. The existing provisions of the University Acts relating to the functions of the Treasurer should stand.

82. The Treasurer should continue to be a member of the Executive Council and Chairman of its Finance Committee.

XIII—The Court

Functions and powers

182 83. The functions and powers of the Court should be the same in the two Universities and should be expressed in the language of section 19 of the Allahabad University Act with modifications, as follows (changes are italicized) :

(i) The Court shall be the supreme governing body of the University and shall have power to review the acts of the Executive and Academic Councils (save when such Councils have acted in accordance with powers conferred upon them under the Act, the Statutes or the Ordinances).

(ii) Subject to the provisions of this Act the Court shall exercise the following powers and perform the following duties, viz.

(a) of making Statutes, and of amending or repealing the same ;

(b) of considering and cancelling Ordinances ;

(c) of considering and passing resolutions on the annual report, the annual accounts, the financial estimates *and on any matter of general policy connected with the University ; such resolutions shall be communicated to the Executive Council which shall take such action thereon as it thinks fit or inform the Court, when no action is taken, of its reasons therefor.*

(iii) The Court shall exercise such other powers and perform such other duties as may be conferred or imposed on it by this Act or the Statutes.

Meetings

183 84. There should ordinarily be one meeting of the Court in a year.

183 85. In order to enable the Court to exercise its power of legislation by Statute more expeditiously than is possible under the existing law, provision should be made so that a member of the Court desiring to propose the making of a Statute, may give notice of his proposal and send a draft of the proposed Statute to the Registrar sufficiently in advance of the date of the meeting to enable the Registrar to obtain the views of the Executive Council and other authorities concerned and submit them for consideration along with the proposed Statute at the same meeting.

Composition

187 86. The Court of the Allahabad University should be composed of the following classes of members, viz :

Class I—Ex officio members :

(a) The Chancellor.

The Vice-Chancellor.

The Treasurer.

The Proctor.

The Librarian.

(b) The Hon'ble Premier.

The Hon'ble Minister for Education.

The Vice-Chancellors of the other Universities in the United Provinces.

The Chief Justice of the Allahabad High Court.

The Director of Public Instruction or his Deputy.

The Director of Industries.

The Director of Agriculture.

The Chief Inspectress of Girls' Schools.

The Superintendent of Sanskrit Studies.

The Chairman, Public Service Commission.

The Chairman, Municipal Board, Allahabad.

(c) Members of the Executive and Academic Councils.

Class II—Life members including :

(1) Persons who donate a sum of Rs.20,000 or more.

(2) Persons appointed by the Chancellor to be life members on the ground that they have rendered eminent services to education :

Provided that not more than two such persons may be appointed during the life-time of a Court and there shall not be more than six at any time.

Class III—

(a) Two Wardens of Hostels, by rotation.

(b) A representative of each of the following activities or such of them as are recognized by Ordinances:

(1) Physical Education (to be represented by the Officer Commanding the University Training Corps, or the Superintendent of Physical Instruction).

(2) Social Service.

(3) Extra-mural instruction.

Class IV—Representatives (not exceeding six) of learned Societies and Institutions prescribed by the Statutes ; including such institutions as—

(1) The Academy of Science.

(2) The Hindustani Academy.

(3) The Nagri Pracharini Sabha.

(4) The Shibli Manzil.

(5) The Provincial Board of Scientific and Industrial Research.

Class V—Representatives (not exceeding two) of Scientific, Technical and Research Institutions prescribed in this behalf by the Statutes.

Class VI—Representatives (not exceeding five) of Industries and Commerce as prescribed by the Statutes.

Class VII—Representatives of donors and subscribers as follows :

194 (1) Every individual making a donation of Rs.10,000 and above should be entitled to be a member of the Court or to nominate a person to represent him on the Court, for a period of 10 years.

(2) Every Association making a donation of Rs.25,000 or more should be entitled to nominate a person to represent it on the Court for a period of 10 years.

195 (3) Every person making an annual contribution of Rs.2,000 or more to the funds of the University should be a member of the Court so long as his contribution continues. (This should supersede the relevant part of the existing Statute.)

196 (4) Persons making contributions of sums of less than Rs.2,000 but not less than Rs.100 a year to the funds of the University should be entitled to elect five persons to represent them on the Court provided that if the number of such persons is less than 50 or falls below 50, the number of their representatives should not exceed 10 per cent. of the number. (It follows that if the number of such persons is less than 10 they have no representation.)

Class VIII—Representatives of registered graduates (elected by all registered graduates of two years' standing), not exceeding 10 per cent. of the number of graduates on the Register, or 40, whichever is less, provided that no employee of the University and no registered graduate of less than three years' standing as a registered graduate should be eligible for election to the Court.

Class IX—Twelve persons nominated by Government, of whom two should be Judges of the High Court and two practising lawyers. In making its nomination Government will bear in mind the desirability of having some members of the Scheduled Castes in the Court.

Class X—Eight persons representing the Legislature, of whom six should be elected by the Legislative Assembly and two should be elected by the Legislative Council.

Class XI—One teacher from each Department of Teaching in the University who shall be a Reader and a Lecturer in alternate years, chosen by rotation in order of seniority, determined by the date of appointment, from among persons of his class, care being taken that there shall be as nearly as possible an equal number of Readers and Lecturers on the Court under this head.

188 87. The Court of the Lucknow University shall consist of the following classes of members :

Class I—Ex officio members—

(a) The Chancellor.

The Vice-Chancellor.

The Treasurer.

The Proctor.

The Librarian.

(b) The Hon'ble Premier.

The Hon'ble Minister for Education.

The Hon'ble Speaker of the Legislative Assembly.

The Hon'ble President of the Legislative Council.

The Vice-Chancellors of the other Universities in the United Provinces.

The Chief Judge of the Chief Court of Oudh.

The Director of Public Instruction or his Deputy.

The Director of Industries.

The Director of Public Health.

The Chairman of the Lucknow Municipality.

(c) All members of the Executive and Academic Councils.

Classes II to XI—Same as in the Allahabad University scheme except that in class IX only one Judge of the Chief Court of Oudh should be nominated by Government.

Registered graduates

184 88. Registered graduates should be encouraged to take greater interest in the affairs of the Universities.

185 89. A graduate should be eligible for registration directly after the conferment of his first degree.

186 90. Graduates should be registered for life only, on payment of Rs.15.

XIV—The Executive Council

161 91. The Executive Council of the Allahabad University should consist of :

(1) The Vice-Chancellor ;

(2) The Treasurer ;

(3) to (6) The Deans of Faculties ;

(7) One Principal of a College by rotation ;

(8) The Chairman of the Public Service Commission ;

(9) The Accountant General ;

(10) The Director of Public Instruction or, in his absence, the Deputy or Assistant Director ;

(11) and (12) Two Heads of Departments, other than the Deans, chosen from among the eligible Heads of Departments by rotation in order of seniority, determined by the date of appointment as Head of a Department.

(13) to (16) Four persons nominated by Government of whom one should be a woman in case no woman has been returned under any other category.

(17) to (23) Seven persons not engaged in teaching, of whom at least three should be registered graduates of 10 years' standing, elected by the Court on the basis of proportional representation by the single transferable vote.

162 92. The Executive Council of the Lucknow University should consist of :

(1) The Vice-Chancellor.

(2) The Treasurer ;

(3) One Principal by rotation ;

(4) to (8) The Deans of Faculties ;

(9) The Inspector General of Civil Hospitals ;

(10) The Parliamentary Secretary to the Hon'ble Minister for Education ;

(11) and (12) Two Heads of Departments other than the Deans, chosen from among the eligible Heads of Departments by rotation in order of seniority determined by the date of appointment as Head of a Department ;

(13) to (16) Four nominees of Government of whom one should be a woman in case no woman has been returned to the Council under any other category ;

(17) to (24) Eight persons not engaged in teaching elected by the Court on the principle of proportional representation by the single transferable vote, of whom three should be Registered Graduates of 10 years' standing as Registered graduates, and one should be a person elected to the Court by the donors.

181 93. In making its nominations Government will bear in mind the desirability of securing the presence of at least one member of the Scheduled Castes in the Executive Council of either University.

163 94. The functions and powers of the Executive Council in the two Universities should be brought in a line and in particular—

164 (1) Residuary powers should be vested in the Executive Council of the Allahabad University as is already the case in the Lucknow University.

165 (2) The Executive Council in Lucknow University should be subject to the superior authority of the Court as in the Allahabad University and within the limits at present prescribed.

166 95. The following changes are recommended in the existing law relating to the powers and functions of the Executive Council :

(1) Sub-section (1) of Section 19 of the Allahabad University Act should be amended by the omission of the concluding part, "and shall exercise all the powers of the University . . . and the Regulations", and should, as amended, replace the corresponding sub-section of Section 18 of the Lucknow University Act.

(2) Section 21 of the Allahabad University Act should be amended to the following extent and should, as amended, replace Section 20 of the Lucknow University Act—

(i) the proviso to sub-section (c) should read as follows :

'Provided that the Executive Council shall not take action in any matter relating to teaching and research and the number and emoluments of teachers and examiners, except after obtaining the views of the Faculties concerned, through the Academic Council.'

(ii) Sub-section (j) should read as follows :

'shall appoint examiners on the recommendation of the Faculties in the manner and subject to the restrictions prescribed in the Statutes.'

(iii) the word "teachers" should be omitted from the text of sub-clause (g) which should be numbered (h) the following sub-clauses being renumbered accordingly.

213 (iv) a new sub-clause numbered (g) should be inserted reading as follows :

213 "shall appoint teachers of the University on the nomination of Committees of Selection constituted by the Statutes for the purpose and in accordance with the procedure prescribed in the Statutes."

(v) A new sub-section (m) should be added reading as follows :

'(m) shall exercise all the other powers of the University not otherwise provided for by this Act or the Statutes.'

167 (3) Statute 2 in Chapter II of the Allahabad University Calendar relating to the powers of the Executive Council should be amended to the following extent and should, as amended, replace First Statute 4 of the Lucknow University (printed at page 172 of the Calendar) :

(i) Sub-clause (b) to read as follows :

"to abolish or suspend after consulting the Academic Council and the Faculty concerned any Professorship, Readership, Lectureship or other teaching post ;"

(ii) Sub-clause (d) to be deleted.

193

XV—The Finance Committee

96. The Finance Committee, of which the Treasurer should be Chairman, should consist of seven members of the Executive Council, appointed by the Council for a period of two years, of whom at least three should be persons elected to the Executive Council by the Court.

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XVI—The Academic Council*Composition*

97. Each University should have an Academic Council of smaller size than at present, consisting of the Heads of the Departments of teaching and the Principals of Colleges with the Vice-Chancellor as Chairman. (This recommendation was adopted by the casting vote of the Chairman, the rival recommendation being that the Academic Council should be abolished.)

Functions

98. The functions of the Academic Council should be modified by the amendments indicated below of the existing provisions of the University Acts and Statutes :

(1) In Section 21 of the Lucknow University Act and Section 22 of the Allahabad University Act which define in general terms the scope of the Council's functions, the words " Research and " should be added after the words " be responsible for." (It is intended that Research should be one of the most important concerns of this Council.)

(2) Sub-section (2) of Section 37 of the Allahabad University Act should be repealed. (This is intended to relieve the Academic Council of an impossible duty now imposed on it.)

(3) Sub-section 4 of Section 38 of the Allahabad University Act and of Section 35 of the Lucknow University Act should be amended to read as follows :

" Each Faculty shall appoint an Examination Committee for each subject comprised in the Faculty, consisting of members of its own body or of other persons or of both, as it thinks fit, to moderate question papers, to review the results of examinations and to report to the Faculty on the maintenance of standards."

(4) Clause 2 of Statutes in Chapter IV of the Allahabad University Calendar and First Statute 6 of the Lucknow University which set forth the powers and duties of the Academic Council in practically identical terms except for Sub-Clause (c), should be retained and amended to the following extent :

Sub-clause (a) should be amended so as to read as follows :

"to forward, with its own recommendations thereon, proposals from the Faculties to the Executive Council for the institution of Professorships, Readerships, Lectureships or other teaching posts and in regard to the duties thereof."

Sub-clause (b) should remain.

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139 Sub-clause (c) should be retained in an amended form as follows :
 " to make recommendations in connexion with the rosters of internal and external
 140 examiners submitted by the Faculties to the Executive Council."

141 Sub-clause (d) should be retained with the omission of the part after the words " their
 use" in line 3.

142 Sub-clause (e) should remain.

143 Sub-clause (g) should read as follows and should be placed first among the functions of the
 Academic Council, and numbered (a), the other sub-clauses being re-numbered accordingly:

144 "to promote research within the University and to require reports on such research
 from persons engaged thereon through the Faculties. The Academic Council shall
 145 submit a report annually to the Executive Council on the research work done in
 various Departments, with its own views thereon, for presentation to the Court."

146 (5) First Statute 22 of the Lucknow University (page 380 of the Calen-
 147 dar) and corresponding Statute 1 of Chapter XIX of the Allahabad
 University Calendar should be amended so as to read as follows :

148 " The Executive Council shall have power to confer degrees and
 149 academic distinctions, other than honorary degrees, on the recom-
 mendation of the Faculties."

(6) First Statute 1 of the Lucknow University (page 381 of the Calendar)
 and First Statute 18 of the Allahabad University (page 204 of the Calendar)
 should be replaced by the following :

150 " (i) All proposals for the conferment of honorary degrees shall
 be made to a Committee consisting of the Deans and the Vice-Chancel-
 151 lor and shall, if approved by the Committee, be considered by the
 Executive Council. Every such proposal accepted by the Executive
 Council shall require the assent of the Court before submission to the
 Chancellor for confirmation.

152 (ii) Any honorary degree conferred by the University may, with
 the previous approval of the Court and the sanction of the Chancellor,
 be withdrawn by the Executive Council."

153 (7) The Academic Council should not have power of dealing with indivi-
 dual cases such as those contemplated in Ordinance I of Chapter XXXII-B
 and Ordinance 1 of Chapter XXXIII, Allahabad University Calendar.

XVII—The Faculties

154 99. Provision relating to the creation of Faculties should be brought in a
 line in the two Universities. For this purpose Section 24(1) of the Allahabad
 University Act should be amended so as to read like Section 23(1) of the
 Lucknow University Act with the omission of the word " Medicine. "

155 100. Each Faculty other than that of Law should be composed of :

51 (1) All Professors and Readers in the various Departments comprised in
 the Faculty.

(2) One Lecturer from each Department comprised in the Faculty by rotation in order of seniority, determined by the date of appointment.

Provided :

(i) that where the number of Lecturers in a Department exceeds four, two of them shall be members of the Faculty for two years, in rotation in the manner indicated above.

(ii) that the Faculty shall invite such Lecturers as are in charge of important branches of subjects to be present at its meetings and to give opinion on particular questions relating to their subjects.

(3) One expert from each of the other Universities in the Province which have a corresponding Faculty, nominated by the Vice-Chancellor concerned. (The Vice-Chancellor of the University requiring the services of the expert will intimate to the Vice-Chancellor who is to nominate him, the subject in which the expert is needed.)

(4) Not more than five other experts co-opted by the Faculty.

152

101. The Faculty of Law should consist of :

(1) All teachers of the Department of Law in the University.

(2) Three experts, co-opted by the Faculty.

(3) Three Judges of the High Court at Allahabad nominated by the Chief Justice and two Judges of the Chief Court at Lucknow nominated by the Chief Judge.

(4) One member of the Bar Council nominated by the President.

(5) Four practising Lawyers of at least 15 years' standing, co-opted by the Faculty.

(6) The Advocate-General.

154

102. The functions of the Faculty should be defined in each University in terms of First Statute 9 of the Lucknow University which should replace Statute 4 of Chapter V of the Allahabad University.

Besides these functions the Faculty should have also the functions devolved upon it by recommendations no. (3), (4) and (5) of paragraph 99 under the head "Functions of the Academic Council" above.

These are :

(1) To appoint an examination committee for each subject comprised in the Faculty for the purpose of moderating question papers, reviewing the results of examinations and reporting on the maintenance of standards.

137

(2) To initiate proposals for the institution of Professorships, Readerships, Lectureships and other teaching posts and in regard to the duties thereof.

139

(3) To prepare rosters of eligible persons for appointment as internal and external examiners in subjects assigned to the Faculty.

143 (4) To forward to the Academic Council reports on research in subjects
assigned to the Faculty from persons engaged thereon.

144 (5) To recommend to the Executive Council the conferment of degrees
and academic distinctions other than honorary degrees.

(i) *Deans of Faculties*

103. The existing provisions of the University Acts and Statutes relating to
Deans of Faculties should be amended to the following extent :

156, (1) The Dean of each Faculty other than that of Law, should be one of
201 the Heads of Departments comprised in the Faculty taking office in
202 rotation according to seniority, determined by the date of appointment as
Head of a Department.

(2) The Dean of the Faculty of Law should be elected by the Faculty
from among its members, the appointment not being confined to the Head
of the Department of Law.

200, Provided that no whole-time teacher of the Department of Law,
201 other than the Head, and no part-time teacher holding a rank
203 below that of Reader, should be eligible for election as Dean.

(3) The length of time for which a person should hold office as Dean of
a Faculty should be prescribed in the Statutes and should be two years.

155 (4) The functions of the Dean should be defined in the Statutes as
under :

(i) The Dean of each Faculty shall be the executive officer of the
Faculty subject to the control of the Vice-Chancellor, and shall preside
at its meetings.

(ii) He shall issue the lecture-lists of the University in the Depart-
ments comprised in the Faculty and shall be responsible to the Vice-
Chancellor for the organization of teaching therein.

(iii) He shall have the right to be present and to speak at any
meeting of any Committee of the Faculty but not to vote unless he is
a member of the Committee.

(It has been sought in this recommendation to place the Dean
under the control of the Vice-Chancellor in respect of the organization
of teaching in the Departments comprised in the Faculty.)

157 (5) The existing provision in Section 24(4) of the Allahabad University
Act and Section 23 (3) of the Lucknow University Act by which the Dean
is responsible for the due observance of the Statutes and Regulations re-
lating to each Faculty should continue.

158 (6) Section 24(5) of the Allahabad University Act and Section 23(5) of
the Lucknow University Act which make provision for the payment of a
remuneration to the Dean should be repealed.

(ii) Heads of Departments

159 104. The existing provisions in Sections 24(6) of the Allahabad University Act and 23 (6) of the Lucknow University Act relating to Heads of Departments should be recast as follows :

(1) Each Faculty shall comprise such departments of teaching as may be prescribed by the ordinances. The Head of every such Department shall be the Professor of the Department or, if there is no Professor, the Reader.

198 (2) If there are more Professors or Readers in a Department, as the case may be, than one, the Vice-Chancellor shall appoint one of them] to be Head of the Department by rotation for a term of years; provided that no Professor or Reader in such a Department, other than the seniormost, shall be eligible for appointment as Head till he has completed five years service as Professor or Reader as the case may be.

199 (3) That persons on whom the honorary designations of Professor and Reader are conferred, shall not be eligible for appointment as Heads under these recommendations.

153 (4) The Head of a Department shall be responsible to the Dean for the organization of teaching in the Department.

XVIII—The Selection Committees

213 105. Selection Committees should be made "Authorities" of the University by being included as item (VI) in the list of 'Authorities' appearing in Section 16 of the Allahabad University Act and Section 15 of the Lucknow University Act.

214 106. The obligation of the Executive Council to consult the Selection Committees and give due weight to their recommendations should be embodied in the University Acts. For this purpose Section 21 of the Allahabad University Act should be amended as follows :

(1) The word "teachers" should be omitted from the text of sub-clause (g) which should be numbered (h), the following sub-clauses being renumbered accordingly.

(2) a new sub-clause numbered (g) should be inserted reading as follows:
"shall appoint teachers of the University on the nomination of Committees of Selection constituted by the Statutes for the purpose and in accordance with the procedure prescribed in the Statutes."

Corresponding amendments should be made in Section 20 of the Lucknow University Act.

60P 107. (a) All permanent appointments including the appointment of part-time teachers as well as temporary appointments for periods exceeding six months should be advertised and be made on the recommendation of the Selection Committee concerned the recommendation being made, so far as possible, after an interview with some selected candidates.

210 (b) Teachers in University Colleges should be recognized by the Execu-
 tive Council after obtaining the approval of the Selection Committee con-
 their qualification ;

211 (c) The power of the Executive Council in appointing teachers of subjects
 which are taught for Certificates and Diplomas only (and not for University
 degrees) should not be subject to these restrictions.

215 108. The procedure prescribed in Regulations no. 6 and 9 appearing in
 Chapter XIII of the Allahabad University Calendar should be prescribed in
 Statutes and be applicable to both Universities.

207 109. The procedure at present prescribed for making the appointment of
 Professors and Readers should be followed also in the case of appointments to
 Lectureship and the Selection Committee should recommend three names
 for each appointment in order of merit or preference, with reasons.

208 110. Provision should be made so that in cases where an appointment is
 referred to the Chancellor he will give his decision after taking suitable advice.

205 111. In each Faculty there should be a Committee of Selection composed of:

(i) The Vice-Chancellor of the University concerned (Chairman).

70P (ii) The Treasurer of the University concerned.

An alternative recommendation favoured by the Committee under this head is:

(ii) " The Chairman of the Public Service Commission or a member
 appointed by the Chairman, the Inspector General of Civil Hospitals taking
 the place when an appointment in the Medical Faculty is under consideration."

69P (iii) A member of the Executive Council (being one of the members
 elected to the Council by the Court) nominated by the Vice-Chancellor.

71P (iv) One member appointed by Government separately for each subject
 out of a panel composed of persons possessing expert knowledge of each
 subject comprised in the Faculty but not belonging to the staff of either
 University, the Panel being formed by the election of two persons by the
 Faculty of each University.

72P (v) One member appointed by the Government who is not a teacher
 of either of the two Universities concerned.

(vi) The Head of the Department in the University concerned except
 in cases where the appointment to be made belongs to a grade higher than
 the one to which the Head himself belongs, in which case the Dean shall
 take his place.

(vii) Another Head of a Department in the Faculty by rotation on the
 basis of seniority.

Members under heads (iv) and (v) should be common to the two Univer-
 sities and members under heads (iv) and (vi) will change with the subject

with which the teacher to be appointed, is to deal. [Thus the Committee recommended here will have a separate composition when dealing with different subjects and will contain two members who will function in respect of both the teaching Universities.]

206 112. The Selection Committees should be standing committees ; members other than *ex-officio* members should be appointed for three years and the member under (iv) should continue to function for as long after the expiry of his term of appointment as may be necessary to give the appointing authority an opportunity of appointing his successor.

204 113. Separate Committees are not needed to deal with higher and lower posts nor is a separate Selection Committee needed for recruiting a Professor abroad.

212 114. The appointment of administrative officers e.g. Registrar, Assistant Registrar, Wardens, Assistant Wardens or Superintendents of Hostels and the Superintendent of King George's Hospital, should be made on the advice of Selection Committees appointed by the Executive Council for the purpose.

XIX—Other University Bodies

Committee of Reference

160 115. The Committee of Reference should be abolished.

Co-ordination Board

349 116. The Board of Co-ordination serves no useful purpose and may be abolished.

Board of Residence, Health and Discipline

350 117. The Board of Residence, Health and Discipline in each University should consist of the following :

The Vice-Chancellor.

The Principals of Colleges.

The Wardens and Superintendent of Hostels.

The Medical Officer or Officers of the University.

The Proctor.

The President or Presidents of the Athletic Associations of the University.

The Officer Commanding the University Training Corps.

351 118. The senior Medical Officer of the University should be the Secretary of the Board of Residence, Health and Discipline.

352 119. The functions of the Board of Residence, Health and Discipline in Lucknow University should be adopted also in the Allahabad University.

XX—University Legislation

120. The existing provision by which the Universities are empowered and required to provide for a variety of matters by means of Statutes, Ordinances and Regulations made in a prescribed manner should continue with the modifications embodied in the following recommendations.

273 121. In consequence of the recommendation that the Chancellor should be a person appointed by the Government the power, hitherto vested in the Chancellor, of giving assent to Statutes and disallowing Ordinances should be transferred to the Governor, i.e., the Provincial Government.

274, 275 & 278 122. Section 30 of the Allahabad University Act and Section 27 of the Lucknow University Act should be amended to read as follows :

“ Subject to the provisions of this Act, the Statutes shall provide for the following matters, viz:

- (a) The conferment of honorary degrees.
- (b) The term of office and conditions of service of the Vice-Chancellor.
- (c) The designations and powers of the Officers of the University.
- (d) The constitution, powers and duties of the Authorities and Boards of the University.
- (e) The institution and maintenance of Colleges and Hostels.
- (f) The classification and the mode of appointment of the teachers of the University.
- (g) The constitution of a pension or provident fund for the benefit of the officers, teachers and other servants of the University.
- (h) The maintenance of a register of registered graduates.
- (i) The discipline of students.
- (j) All matters which by this Act are to be or may be prescribed by the Statutes.”

274, 277 & 278 123. Section 32 of the Allahabad University Act and section 29 of the Lucknow University Act should be amended so as to read as follows :

“ Subject to the provisions of this Act and the Statutes, ‘ Ordinances ’ shall provide for the following matters :

- (a) The admission of students to the University.
- (b) The conditions under which students shall be admitted to the degree or diploma courses and to the examinations of the University, and shall be eligible for degrees and diplomas.
- (c) The conditions of residence of the students of the University and the levying of fees for residence in colleges and hostels maintained by the University.

(d) The recognition of Colleges and Hostels not maintained by the University.

(e) The number, qualifications and emoluments of teachers of the University.

(f) The fees to be charged for courses of instruction in the University given by teachers of the University, for tutorial and supplementary instruction given by the University, for admission to the examinations, degrees and diplomas of the University and for the registration of graduates.

(g) The formation of Departments of Teaching in the Faculties.

(h) The conditions and mode of appointment and the duties of examiners.

(i) The conduct of examinations.

(j) All matters which by this Act or the Statutes are to be or may be provided for by the Ordinances.

XXI.—Teaching and Places of Instruction

(See also Section III of this Chapter)

- 2 124. (a) The character of formal instruction given in the Universities should be materially improved by reducing the amount of formal teaching in each subject to such a number of lectures as will give the student an authoritative exposition of the essentials of the subject and the results of the latest researches in it.
- 34 (b) The amount of tutorial instruction given at present being in the Committee's opinion inadequate, the amount of such work should be increased and
35 supplementary instruction, as envisaged in Statute 2 of Chapter XXII of the Allahabad University Calendar, should be introduced. With a view to emphasizing the importance of tutorial and supplementary instruction it is desirable that
236 attendance at both these forms of instruction should be made compulsory as it is at present in the case of formal lectures.
- 237 (c) Under the scheme of teaching envisaged in (a) and (b) above, colleges will have greater scope than at present for imparting supplementary instruction
238 besides the tutorial and these functions they may perform in respect of students residing under them and of as many more as may be permitted by the Statutes.
- 239 (d) It may be possible in course of time for hostels also to impart tutorial and supplementary instruction to the students residing in them.
- 240 (e) The Committee is not in favour of the formal teaching envisaged in (a) above, which is under the Act to be given exclusively by the University, being imparted by Colleges as well. The privileges at present enjoyed in Lucknow by the Isabella Thoburn and Mahila Vidyalaya Colleges may, however, be allowed to continue in view of the special circumstances of the case.

- 242 125. In the interest of the educational progress of the Province the establishment of new University Colleges by private enterprise should be encouraged.
- 243 126. Permission should be sparingly given to University teachers for taking up tutorial work in colleges, inasmuch as their services will be increasingly required for such work within the University and its hostels, as tutorial work is more and more emphasized.
- 276 127. Provision relating to religious instruction should be deleted from the University Acts. Clause (h) under Section 32 and the proviso appearing under Section 6 of the Allahabad University Act should be deleted. Corresponding provisions should be deleted from the Lucknow University Act also.
- 107 128. In case the Universities decide to have only one year's course for the Master's degree they should not allow the study of law to be combined with it.
- 216 129. The adoption of a system of Electives as prevalent in American Universities would require a much larger staff than the Universities can afford to have at present.

X XII—Research (Teaching Universities)

- 91 130. A Provincial Board of Industrial and Scientific Research should be established. It should be composed of :
- (1) the Hon'ble Ministers for Education and Industries ;
 - (2) representatives of Industries ;
 - (3) the Government Officer or Officers concerned, to be nominated by Government ;
 - (4) Scientists from Universities and technical institutions ;
 - (5) representatives of the United Provinces Academy of Sciences.
- 91 131. It should have the following functions :
- (1) to suggest and allocate practical problems of research to Universities and technical institutions, the allocation being made in each case with the concurrence of the institutions concerned ;
 - (2) to administer the funds provided by Government for the purposes of research.
- 92 132. The co-operation of Universities should be secured by Government departments in the solution of problems requiring expert knowledge and research.
- 287 133. Government should take necessary measures by legislation or otherwise to secure financial assistance for scientific and industrial research, from industries and trades likely to profit by such research. In the Committee's opinion, when Government decide upon a programme of industrial development regular arrangements should be made for such contribution.
- 9 134. Larger grants should be made for libraries and laboratories.

- 94 135. Facilities should be provided for the publication of research work done at Universities and in this connexion the advisability of setting up University Presses should be considered.
- 226 136. More emphasis should be laid on Research than has been the case hitherto.
- 95 137. A teacher who is keen on research should in special cases be exempted from teaching work for one term in a year on conditions to be laid down by the Executive Council in consultation with the Academic Council and the Faculty concerned.
- 1
(a) 138. Students in the appropriate departments of the Universities should carry out social and economic surveys of the University town and surrounding districts.

XXIII—Examinations and Examiners (Teaching Universities)

(See also paragraph 61 of this Chapter)

- 83 139. The two following schemes of examination for the First Degree are recommended for the consideration of the Universities :
- (1) A degree examination in the whole course at the end of three years with the result of which the marks obtained by the candidate in terminal examinations during his residence and (when considered feasible by Universities) the record of tutorial work also, should be considered in determining the success or failure of the candidate and the class of his degree.
- (2) Examination in two parts—one at the end of two years, the other at the end of the third year—in such subjects as the University may decide; success and class of degree to be determined by the combined marks of the two parts.
- 84 140. The following recommendations are made as regards the appointment of examiners :
- (i) There should be an equal number of internal and external examiners in each subject, except that if the number of examiners appointed is uneven, there may be one more of either category.
- (ii) Each Faculty, in consultation with the Committee of Courses and Studies concerned, should prepare a roster of the teachers qualified to be examiners in different subjects and branches of subjects, for the various examinations, and a similar roster of external examiners; after the rosters have been approved by the appropriate authorities appointments shall be made out of them by rotation, so far as possible. The rosters may be revised from time to time.
- (iii) External examiners should be paid.
- 77
29P. (iv) Teachers in the Teaching Universities should not be paid for the work done by them as examiners in their own University.

XXIV—Teachers

(i) Classification

53 141. There should be four classes of University teachers as at present, viz. Professors, Readers and Lecturers of A and B Grades (or Senior and Junior Lecturers).

48 142. The classification of teaching posts should be understood to be meant for the purpose of stimulating effort and should not lead to any such discrimination as would hamper the growth of comradeship in the academic and social life of the University. Facilities for work should be equally available to all.

(ii) Appointment

46 143. It is necessary for Universities to secure and retain the services of the most brilliant graduates in order that they (the Universities) may be in a position to give as good education as is available anywhere and conduct higher research comparable to that of advanced countries.

52 144. Only the best men with a capacity for original work should be recruited to University service and as far as possible work should be so divided as to give each teacher a branch or part of his subject, in which he can carry on higher study and investigation and teach the highest classes.

47 145. Scales of salary should be so devised that together with prospects of promotion, facilities for work and other attractions of academic life, they may enable the Universities to secure and retain the services of the most capable graduates. The initial salary should be sufficient to enable the young teacher to provide himself with books and other literature and to occupy a social position befitting his calling.

68 P. 146. All permanent appointments including the appointment of part-time teachers as well as temporary appointments for periods exceeding six months should be advertised and be made on the recommendation of the Selection Committee concerned, the recommendation being made, so far as possible, after an interview with some selected candidates.

219 147. Future appointments to Professorship and Readership in the Faculty of Medicine should be made for a period not exceeding seven years and the appointment of persons at present on the staff (e.g., Government servants) who are not employed on contracts of permanent service should also be subject to this limit.

(iii) Promotion

49 148. The number of posts of each class in a subject should be so fixed as to afford reasonable prospects of rise to a higher rank to every capable man who does good work. The conditions of promotion prescribed by the Allahabad University (and printed at pages 389-90 of the University Calendar for 1939) may be adopted as criteria of good work.

There is at present a preponderance of posts of the lower ranks in some departments.

50 149. When vacancies are not available in higher ranks a teacher who has reached the maximum of his grade and satisfies the conditions of promotion should be given the honorary designation of the next higher rank, provided that the appointment shall be subject to the procedure prescribed for permanent appointments being complied with and provided further that the acquisition of such honorary rank, shall not, in itself, constitute a claim to appointment in a permanent vacancy.

(iv) *Superannuation*

51 150. Extension of service should not be granted beyond the age of retire-
38 P. ment which should be fixed by Statute at 60 years in the case of persons in the service of the Universities and 55 years (or such other age as may be prescribed by Government) in the case of Government servants on deputation to the Universities. Eminent Professors may, after retirement, be appointed 'Emeritus Professors'.

(v) *Standard of Conduct*

85 151. The Committee looks forward to a closer association of teachers with students and to their manner of life working as a powerful character-building influence. It, therefore, regards a high standard of duty, conduct and dignity among teachers as a matter of vital importance and recommends that Universities should take measures to ensure it by all possible means. The Committee suggests that teachers who lead lives unworthy of their position or who notoriously evade the payment of their debts should, if a warning by the Vice-Chancellor proves ineffective, be served with notice of termination of their services.

(vi) *Conditions of service in the Medical Faculty*

152. The following conditions of service are recommended for application to teachers in the Medical Faculty :

219 (1) All future appointments to Professorship and Readership should be made for a period not exceeding seven years and the appointment of persons at present on the staff, e.g. Government servants, who are not employed on contracts of permanent service should also be subject to this limit.

220 (2) In the case of Professors and Readers (at present in service as well as those employed in future) consulting practice only should be permitted under conditions prescribed by the University and subject to the following maximum scale of fees :

(i) Consulting Fee—Rs.16.

(ii) Fee for Chemical and Pathological tests—Rs.5.

(iii) Fee for X-Ray and Light Therapy—Rs.4 to Rs.7, according to the nature of the work.

(iv) Radiologist's fee for Radiograms and Skiagrams—Rs.5 to Rs.15, according to the nature of the work.

221 (3) Fees under (ii), (iii) and (iv) above should be shared with the University.

222 (4) A Consultant should be defined as a person who can be consulted in a case by the medical attendant only and not directly.

223 (5) Lecturers should be allowed general private practice to the extent at present permitted, subject to the conditions and maximum rates of fees mentioned in sub-paragraph (2) above.

224 (6) Existing incumbents whose scale of salary carries with it a restriction on private practice should continue to be subject to the restriction.

227 (7) The Medical Officer of the Canning College should not be a member of the staff of the Medical Faculty.

(vii) Scales of pay

54 153. The following scales of pay are recommended for teachers in Faculties
37P other than Medicine :

Lecturer B Grade—Rs.170—10—250, with an efficiency bar at Rs.230.
Lecturer A Grade—Rs.250—10—350, with an efficiency bar at Rs.300.
Reader—Rs.350—15—560, with an efficiency bar at Rs.440.
Professor—Rs.600—20—800, with an efficiency bar at Rs.700.

Efficiency bar to be crossed in each case after reference to the Selection Committee.

229 154. The following scales of pay are recommended for teachers in the
66P Faculty of Medicine :

Professor not allowed consulting practice—Rs.1,000—40—1,200.
Reader not allowed consulting practice—Rs.550—35—760.
Professor allowed consulting practice—Rs.800—40—1,000.
Reader allowed consulting practice—Rs.450—35—660.
Lecturer—Rs.250—15—400.
Demonstrator—Rs. 200 (fixed).

Part-time teacher—Rs.100 and Rs.150 (in place of the present Rs.150 and Rs.200).

230 The allowance of Rs.70 per mensem now allowed to a Lecturer who is not permitted private practice should continue.

65 155. Provision should be made for the recruitment in special cases of teachers on special salaries from any part of the world.

56 156. There should be no bar to the appointment of honorary teachers provided they are appointed in the manner prescribed for regular posts and provided further that such honorary work should not constitute a claim to a paid appointment.

270 157. The scales of pay for women teachers should be approximately 20 per cent. below the scales prescribed for men in the corresponding posts.

318 158. The attention of Government is drawn to the fact that while Government servants on deputation to Allahabad University draw the personal pay to which they are entitled in their respective services, those in Lucknow University receive salaries considerably higher than their personal pay in their services.

XXV—Clerical Staff

117 159. The Chief Inspector of Offices should inspect the University Offices and report to Government as to the adequacy or otherwise of the clerical establishment. Action should be taken on the report after consultation with the Universities.

118 160. The existing scales of pay for the clerical establishment should not be further reduced.

119 161. The minimum salary of a clerk should be Rs.40 and the lowest grade should be Rs.40—3—70.

XXVI—Engineering Staff

130 162. The Committee considers the staff of the Engineering or Works Department of the Allahabad University inadequate and recommends that Government may depute an officer of the Public Works Department to recommend a suitable staff.

296 163. Government should allow the Allahabad University Engineer's pay to be raised and grant an additional sum of Rs.900 per annum for the purpose.

XXVII—Inferior Servants

Pay

281 164. (a) The scale of pay for inferior servants of the peon class in the Universities should be the scale prescribed by Government for peons employed in the Departmental Offices in Allahabad and Lucknow, viz. Rs.12— $\frac{1}{2}$ —16, and the Universities may prescribe suitable scales of pay for servants of classes inferior and superior to this class.

282 (b) Individual cases in which the adoption of the scales of pay recommended above does not result in an immediate increase of Rs.2 per month in pay, should be dealt with by the grant of a personal pay sufficient to make up this increase.

Leave

126 165. The rules [contained in G. O. no. G-281(4)/X-130-1939, dated the 1st April, 1939] allowing leave of three kinds (earned leave, medical leave and leave on

private affairs) to the inferior servants of Government should be adopted by the Universities with the modification that, so far as possible every inferior servant should be allowed to avail himself of half the University vacation and his leave account (including amount of leave accumulated and permitted to be accumulated) should be debited with 8 days' earned leave and 15 days' leave on private affairs for every half-vacation of which he is permitted to avail himself.

166. Inferior servants should be kept on duty during the whole vacation in very exceptional cases for reasons to be submitted to and accepted by the Vice-Chancellor concerned.

Gratuity

125 167. The rules of the Allahabad University in regard to the grant of gratuity printed in Chapter XLV of the Calendar, (pp. 346-9) should be adopted by both Universities with the following modification, viz. :

(a) the words "but shall not be bound to" appearing in brackets in Statute 3 should be omitted ;

(b) the following two provisos should be added, viz. :

(i) that no inferior servant shall be entitled to a gratuity whose services shall have been dispensed with for what, in the opinion of the Executive Council, is gross misconduct, and

(ii) that the University shall be entitled to recover as the first charge on the amount of gratuity earned, a sum equal to the amount of any loss or damage at any time sustained by the University by reason of his dishonesty or negligence. No such recovery shall, however, be made unless a decision to this effect has been taken, after proper enquiry, at the time of the occurrence of the loss.

XXVIII—Leave Rights

59 168. The two Universities should have a uniform set of Leave Rules.
(Leave Rules for inferior servants have been recommended in the preceding section.)

60 169. Leave Rules for whole-time University employees, other than rules relating to study leave, should be the same as those prescribed in the Fundamental Rules for Government servants of Indian domicile, provided that in cases of leave on medical grounds, the University concerned may constitute its own Medical Board where such a Board is required in the Fundamental Rules.

61 170. Part-time servants should not be entitled to any kind of leave with allowances except Casual-Leave.

61 171. The leave rights of whole-time employees appointed for a term of years on a contract should be governed by the following rules :

(a) Where the contract is for more than one year and less than three years leave on average pay up to 1/11th of the period spent on duty.

(b) Where the contract is for three years or over, leave on average pay up to 1/11th of the period spent on duty subject to a maximum of four months at a time.

(c) Leave may be granted after the expiry of contract only where it has been applied for during the period of the contract and refused owing to the exigencies of the public service.

(d) During their period of probation or apprenticeship, probationers and apprentices are entitled to leave on average pay up to 1/11th of the period spent on duty, provided that the total leave granted under this rule does not exceed three months reckoned in terms of leave on average pay.

If the University employee is entitled to the long vacation leave under (a), (b) and (d) may only be granted in case of urgent necessity and shall be subject to the deduction provided for in the Rules on this account.

62 172. The grant of study leave to teachers of the Universities should be governed by the following principles :

(i) the two Universities should have uniform rules ;

(ii) study leave should be available for study abroad up to a maximum of two years at a time (including the duration of any vacation falling within the period or prefixed or affixed to it, and for study in India up to a maximum of four months which should be permitted to be combined with a vacation, but should be exclusive of it ;

(iii) a teacher (irrespective of rank) should be eligible for study leave in India when he has completed three years' service and for study leave abroad when he has completed five years' service. In either case he should be recommended by the Head of the Department and the Dean of the Faculty concerned and by the Vice-Chancellor ;

(iv) a teacher should be entitled to full pay for one vacation at the commencement or termination of his leave, provided that in the latter case the maximum period of leave admissible (two years) is not exceeded. In case it is exceeded average pay may be drawn for the part of the vacation falling within the two years' limit ; for the remaining period of leave the teacher should receive half average salary; the period for which such half-average salary is received should be debited to his leave account. In case the period exceeds the period for which leave on half-average salary is due to him he shall earn it by duty after return from leave. In the event of his quitting the service of the University before earning the leave granted to him in advance, he shall refund the amount of the leave salary for the unearned period. There shall be an agreement to this effect between the University and the teacher before leave is granted ;

(v) not more than one teacher from any department of teaching and not more than 5 per cent. of the total number of teachers in the University may be absent on study leave at one time:

- 269 173. The new Leave Rules recommended by the Committee should be applicable to all employees of the Universities irrespective of their dates of appointment.
- 271 174. In addition to the leave admissible to them under the ordinary rules women teachers should be allowed Maternity leave on full pay for a period not exceeding four months on each occasion. Maternity leave shall not be combined with any kind of leave other than medical leave. In case medical leave is taken in continuation of maternity leave the whole period shall not be treated as medical leave.
- 90 P.

XXIX—Provident Fund

- 64 175. The employee should subscribe to the Provident Fund $6\frac{1}{2}$ per cent. of his salary and have option to subscribe more.
- 65 176. The University should contribute 10 per cent. of the salary in the case of employees drawing up to Rs.300 per mensem and $6\frac{1}{2}$ per cent. in other cases.
- 66 177. All employees receiving Rs.30 per mensem and above should subscribe to the Provident Fund.
- 67 & 110 178. Whole-time employees engaged on contract for a term of years as well as part-time employees, if appointed for at least five years at a time in either case, should be entitled to the benefits of the Provident Fund except so far that the University's contribution in the case of part-time employees should be 5 per cent.
- 268 179. University contribution to the Provident Fund of all employees irrespective of their date of appointment should be at the rates recommended by the Committee.
- 70 180. The assignment by a subscriber of his Provident Fund in a manner which totally excludes his immediate family from participation in the benefits thereof should be prevented by rule if it is not already prevented by the Provident Fund Act under which the fund is placed.
- 71 181. The present regulation no. 5 of Chapter XL of the Lucknow University (page 885 of the Calendar) requiring that a declaration should be made by the Executive Council before a person becomes entitled to receive the amount which has accumulated to his credit in the Provident Fund should be repealed and the provisions of clause (4) of the First Statute 26 of the Lucknow University appearing at page 882 of the Calendar should be replaced by clause 7 and the last proviso appearing under clause 6 of the Statute forming Chapter XLIII, page 336 of the Allahabad University Calendar. The object of these

changes is to entitle an employee to receive payment of the University's contribution to his Provident Fund without any formal declaration on the part of the Executive Council subject only to its being withheld or reduced in amount in certain circumstances specified in the Statute.

XXX—Residence and Care of Students

- 326 182. The Universities should explore the possibilities of establishing residential units less expensive than the existing hostels, in order to have the maximum proportion of students in residence.
- 31 183. The growth of cheaper hostels and "approved" lodging houses should be encouraged.
- 102 184. The present practice under which hostels and colleges maintained by private bodies receive grants-in-aid direct from Government should continue.
- 75 185. A system of assigning students to teachers should be introduced in order to ensure personal contact outside the class-room.
- 250 186. Each Hostel maintained by the Universities should have the following staff :
- (a) an Honorary Warden ;
 - (b) a Superintendent with a consolidated allowance of Rs.60 per mensem without any other perquisites ;
 - (c) a number of attached teachers at the rate of one teacher for every 30 students in residence (residue being ignored), each with an allowance of Rs.25 per mensem.
- 251 to 254 187. The Warden, Superintendent, and teachers should be appointed by the Executive Council from among the teachers of the University, the Superintendent being appointed on the recommendation of a Committee consisting of the Vice-Chancellor, the Warden concerned and two members of the Board of Residence, Health and Discipline. They should be appointed for three years at a time. Appointments may be renewed but no person should be appointed Warden or Superintendent for more than two terms.
- 255 & 256 (a) The Superintendent and the Attached Teachers should reside in quarters assigned to them by the University which should be near the Hostel, and, so far as possible, within its grounds. The students in residence should be equally divided among them. It is expected that this will give each of them between 25 and 30 students.
- 257 (b) Their duties should be to supervise the studies and the social and athletic activities of the students assigned to them and to see to their well-being generally. For this purpose it is expected that each of them will visit the hostel at least once every day and record his remarks on each student in a register once a fortnight,

258 (c) The Superintendent should in addition have the administrative duties
which he has at present.

259 (d) The Warden should have the position and duties now assigned to him
in the rules of the Allahabad University.

260 188. No rent-free quarters should be provided for any member of the
hostel staff (honorary or stipendiary). Rent and all other charges should be
payable in respect of residences, in assigning which the University should keep
in view the rent-paying capacity of the occupant.

261 189. The admission of students and allotment of rooms being in the hands
of the Superintendent and Warden, they should also make the assignment of
students to teachers.

XXXI—Denominational Hostels and Colleges

32 190. The Committee is opposed to denominational institutions in principle
and is of opinion that only such denominational institutions should be recognized
and given grants as do not restrict admission on communal grounds.

103 191. The Governing Bodies of denominational institutions may be asked to
amend their rules so far as they restrict admission to particular communities.

104 In the case of an existing institution, receiving a Government grant, which
may have legal difficulties in amending its rules as recommended above
the question of continuing the grant should be left to the discretion of
Government.

XXXII—Physical Training

192. In the opinion of the Committee —

33 (a) arrangements for physical training are inadequate ;

34 (b) such arrangements as exist are not efficiently worked ;

35 (c) no attention appears to have been paid to the question of nutrition
and the provision of a balanced diet.

304 193. It is desirable that a Physical Culture Institute should be set up at
one or other University centre and better financial provision is needed for
adequately organizing physical training.

XXXIII—Discipline

87 194. The Committee considers that a spirit of unrest has made its appearance
among University students as among other strata of society in this country and
in other parts of the world. In the case of Universities where this leads to
discreditable incidents the Committee considers that University authorities should
exercise the powers they have in restoring discipline and is convinced that in this
they will receive the support of Government. Further, the Committee considers
that a closer contact between University teachers and students would do much
to restore discipline to its former standard.

XXXIV—Student Bodies and Representative Council

195. There should be a representative body of students, constituted by Ordinance as the Students' Representative Council, and consisting of representatives (elected on a broad basis) of the Colleges and Hostels, the Delegacy, the Union, the Athletic Clubs or Association with the following functions and powers :

- (i) it should be the recognized channel of communication between the students and the University authorities ;
- (ii) it should have the right of making representations to the University authorities on any matter affecting the interests of students ;
- (iii) it may be consulted by the Vice-Chancellor on any matter at his discretion ;
- (iv) it should help the University authorities in maintaining discipline ;
- (v) it may run students' self-help activities (such as charities, help for poor students, organization of vacation employment, etc.) with funds raised from students.

90

196. The existing Students' Union and Athletic Association and Clubs should be re-organized on the following lines :

- (i) the Union should be an association of such students as voluntarily become members and pay the prescribed subscription (the University assisting in the collection of subscription and giving other help) ;
- (ii) the Athletic Association or Clubs should aim at maintaining and improving the standard of various games in the University. For this purpose it is necessary that the colours-men of the various games in the colleges, hostels and delegacy should co-operate in putting up the best teams for the University. The hostels and other institutions should be expected to organize athletic activities for the general mass of students.

XXXV—Medical Faculty

33 197. In view of the high cost of medical education it is necessary that students should make the best use of their time at the Medical College and with this end in view the Committee recommends that higher fees should be charged from students who stay longer at the College than a reasonable period which may be prescribed by the University.

333 198. With a view to improving the quality of practitioners of other systems of Medicine the Committee recommends that arrangements should be made in the Medical College for imparting instruction in the basic elements of the Medical Science (Anatomy, Physiology, etc.) to persons intending to pursue the study of the Ayurvedic, Unani and Homoeopathic systems of medicine, the University prescribing the requisite admission qualifications.

334 199. The Committee approves the existing rule regarding the admission of women students to the Faculty.

200. It is desirable that there should be provision for regular instruction for the post-graduate degrees of M. D. and M. S. for which an examination is prescribed, as this is necessary to satisfy the requirements of Section 4(2) of the Act.

(See also Section XXIV of this Chapter headed "Teachers")

XXXVI—Hospitals

201. The accommodation in King George's and Associated Hospitals should be increased by the construction of fresh wards (of which about a dozen should be cottages of the existing pattern), by the completion of unfinished portions of existing buildings and by the utilization of unoccupied space, to 500 beds immediately and 1,000 beds ultimately.

In the Committee's opinion the accommodation available in the Hospital is inadequate for the needs of a Provincial institution, being considerably less than that available in the Hospitals attached to the Medical Colleges in the smaller Provinces of Bihar and the Punjab and that the accommodation available to paying patients is entirely inadequate.

202. In view of the following recommendations it is desirable that in newly constructed wards, and where possible in existing wards, arrangements should be made for a reasonable degree of individual privacy.

203. Persons whose income is Rs.100 per mensem or less as well as their dependents strictly so called, should be admitted to the General Wards in the Hospital and provided with food, medical attendance, medicines and all services such as surgical operations, radiological examination and treatment and pathological and chemical tests, free of charge.

204. Persons with incomes of Rs.100 and over and their dependents should pay Hospital dues of which the following scale is suggested :

(a) For persons with incomes of over Rs.500 and their dependents--

(i) Rent at Rs.5 or Rs.3 per day according as they are accommodated in a Private Ward or a Cottage and Rs.2 a day so long as they are accommodated, for want of room, in a General Ward.

(ii) Full cost of food and extras and of expensive medicines, dressings, etc.

(iii) Charges for operations at the full rates prescribed by the University.

(iv) Charges for radiological examination and treatment and pathological and chemical tests at the full rates recommended by the Committee in paragraph 152 above.

341 (b) For persons with incomes above Rs.100 and up to Rs.500 per month and their dependents strictly so called—

(i) Rent at Rs.2 per day for accommodation in the new type of ward recommended by the Committee and in cases of emergency the General Ward.

(ii) Full cost of food and extras and expensive medicines, dressings, etc.

(iii) Charges for surgical and other services at half the prescribed rates.

Besides the above recommendation which was accepted by the majority of members present, two other suggestions were considered by the Committee and were required to be recorded, viz :

(1) that all services and facilities should be the same for every patient; no charge should be made from persons with incomes of Rs.100 per month or less and their dependents ; an inclusive charge of Rs.2 per day should be made from those with incomes of Rs.101-250 per month ; a charge of Rs.5 per day from those with incomes of Rs.251-500 and Rs.10 per day from those with incomes of over Rs.500 per month, dependents being in each case treated as belonging to the class of their supporters;

(2) that persons with incomes of Rs.100 and below should be entirely free ; persons with incomes from Rs.101 to Rs.500 should pay charges for accommodation, food, medicine, dressings, surgical and all other services at a basic rate to be fixed by the University ; persons with income from Rs.501 to Rs.1,000 per month should pay these charges at twice the basic rates ; those with incomes from Rs.1,001 to Rs.1,500 at three times the basic rates and so on, dependents being treated like their supporters.

423 205. The Managing Committee of the Hospital should have its existing functions and should be composed of the following 15 persons :

(a) the six heads of the sections concerned with the Hospital, viz. Surgery, Medicine, Radiology, Ophthalmology, Pathology and Pharmacology ;

(b) the Superintendent of the Hospital ;

(c) the Treasurer of the University ;

(d) three persons nominated by the Executive Council of whom one should be a local medical practitioner ;

(e) three persons nominated by Government of whom two should be members of the Legislature ;

(f) the Inspector General of Civil Hospitals (Chairman).

343 206. It is desirable that the services of honorary physicians and surgeons should be utilized to a much larger extent than has been the case hitherto.

XXXVII—Finance (Teaching Universities)

(See also Section IX of Part I)

Property

100 207. The conditions on which the Muir College buildings were transferred to the Allahabad University, viz., that they should remain in the use and custody of the University so long as they are used for educational purposes, should apply to all the buildings placed at the disposal of the Universities of Allahabad and Lucknow by Government.

99 208. It is necessary to allow a larger grant than hitherto for maintenance and repairs at the time the future block-grant is fixed by Government.

291 209. Suitable provision should be made for the maintenance and repairs of the buildings and roads in the possession of each of the Universities and for the repair and replacement of the furniture, fittings, apparatus and other equipment, the amount being determined by the University Grants Committee to the advice, if necessary, of experts.

Staff

294, 300 210. The following additional teaching staff should be given to the Allahabad University :

- 307 (1) a Lecturer B Grade for each of the departments of English, History, Politics, Commerce and Hindi ;
 (2) a Lecturer B Grade to teach Experimental Psychology in the Philosophy Department ;
 (3) a Wireless Operator for the Physics Department ;
 (4) an Artist for the Botany Department.

317 211. The following additional posts should be given to the Lucknow University :

- (a) a Lectureship of A Grade in Orthopaedic Surgery ;
 (b) two Fellowships of a value of Rs.150 per month each, the holders of which should assist the present Medical and Surgical Registrars in their work. (Mr. Gupta dissents. He insists on two whole-time Registrars on the scale of pay recommended by the Committee for Lecturers A Grade but without the right of private practice) ;
 (c) additional part-time Anaesthetist on a monthly allowance of Rs.100 ;
 (d) a part-time teacher in Oto-Rhino-Laryngology on Rs.150 per month ;
 (e) a Lecturer A Grade in Ophthalmology ;
 (f) a Fellowship on Rs.100 per month in the Department of Chemistry for Pharmaceutical Chemistry the work to be done in collaboration with the Department of Pharmacology ; the holder to receive the

results of the work of the Kanta Prasad scholars in the Laboratory of the Allahabad University for further investigation. (Mr. Gupta dissents. He presses for the acceptance of his own proposal that the holder of the Kanta Prasad Research Scholarship should, after a year's work in the Chemical Laboratory of the Allahabad University, devote the second year to work in the Pharmacology Department of Lucknow University);

(g) a Lectureship of B Grade in the Department of Chemistry for Bio-Chemistry;

(h) a Lectureship of B Grade in Mathematical Economics.

- 327 212. In the Committee's opinion additional teachers will be required for efficient tutorial instruction.

Fees

- 286 213. The Teaching Universities should be left free to prescribe their own scales of fees and the manner of their collection.

New sources of income

[As in Section VIII(a) of this Chapter.]

Scales of pay, Provident Fund, etc.

(As in the Sections XXIV, XXVIII and XXIX of this Chapter.)

Allowances

Duty allowance

- 262 214. An allowance of Rs.50 per mensem should be granted to such incumbents of the offices of Proctor and Librarian as are drawing a salary not exceeding Rs.600 per mensem in their substantive appointments.

- 264 215. When a teacher is appointed to officiate in a post of a higher class than the one he holds substantively, and the officiating period exceeds three months, he shall receive pay at the lowest rate admissible under any of the following formulae, provided that it is not less than his substantive pay :

(1) the minimum of the scale of pay recommended by the Committee for the higher class in which he officiates ;

(2) the next step of pay in the scale for the higher class, above his substantive pay ;

(3) an addition of Rs.25, Rs.50 and Rs.75 to his substantive pay according as he officiates as Lecturer A Grade, Reader or Professor.

- 265 216. No allowance shall be admissible to the Registrar for carrying on the current duties of the Vice-Chancellor as a temporary measure.

- 266 217. The Assistant Registrar shall receive an allowance of Rs.50 per mensem for officiating as Registrar provided he is appointed to officiate and the officiating period exceeds three months.

207 218. Those rules should apply to old employees of the Universities as well as new.

See Section VIII of this Chapter for recommendations about Travelling Allowances.

Allowance for hostel staff

(As in section XXX of this Chapter headed "Residence and care of Students.")

Government Grants to Universities

(1) Annual Block-Grants

219. The amount of the Government grant to the Universities of Allahabad and Lucknow should be specified in the University Acts but should be subject to revision every 10 years.

220. The amount of the Government Grant to each of the Universities of Allahabad and Lucknow should be the sum of the following :

(i) the actual amount of the salaries of the teaching staff (including officiating appointments) during the year 1930-40, but excluding temporary appointments ;

(ii) the amount of the University's contribution to the Provident Fund of all teachers included in (i) above at the new rates recommended by the Committee

(iii) the amount needed to finance the urgent needs recommended by this Committee as such and enumerated in the Appendix to this Section ;

(iv) the amount needed to enable the Universities to grant to their inferior servants the increment recommended by the Committee ;

(v) the amount needed to enable the Universities to give the benefit of the new scale of pay recommended by the Committee to Lecturers Grades A and B, both new entrants and existing incumbents.

[An alternative plan of calculating the Block-grant (suggested by Mr. Gupta) is reproduced in the Appendix to this Section.]

221. In order to maintain the autonomy of the Universities no conditions or restrictions should be imposed on them as to the purposes to which the Government grant should be devoted or as to the manner in which savings, if any, should be dealt with.

222. The Universities should be free to utilize at their discretion the income from their property and investments and any further income which they may derive from any source, and the Government should not treat any part of this income as part of the Government grant.

223. Additional financial provision should be made for arrangements to fill leave vacancies only if it is found that in the past extra expenditure has been

actually incurred by Universities in making these arrangements, over a period of five years.

(II) Non-recurring grants

224. The following non-recurring grants are recommended for Allahabad University :

- 290 (1) Rs.5,000 for a Commerce and Economics Museum.
 (2) Rs.5,000 for Mathematical appliances for the higher study of Astronomy.
 305 (3) A non-recurring grant for the purchase of necessary apparatus in order to place the teaching of Experimental Psychology on a satisfactory basis.
 309 (4) Government should, after an inquiry into the amount borrowed by the University for the acquisition of land for the Women's Hostel and the amounts granted by it formerly for the purpose, make a further grant now to liquidate the University's debt under this head by one or more instalments.

225. The following non-recurring grants are recommended for the Lucknow University :

- 320 (1) The unpaid balance of the grant sanctioned by Government for the Kailash Hostel.
 322 (2) A non-recurring grant for the purchase of necessary apparatus in order to place the teaching of Experimental Psychology on a satisfactory footing.
 323 (3) In view of the popularity of the Botany Department in this University and the research work being done there a non-recurring grant should be made for additional apparatus required for it.
 324 (4) In view of the desirability of further developing the teaching of Dentistry, a non-recurring grant should be made for the alterations desired by the University in the Dental Out-patients Department.

(III) Items for which better financial provision is needed

226. *In Allahabad University :*

- 360 (1) The expenditure on the laboratories has been much higher than the amount (Rs.25,000) recommended by the Teyen-Harrop Committee and Government grant for this purpose should be increased.
 308 (2) In view of the Committee's recommendation that a Faculty of Agriculture should be established at Allahabad, provision should be made for the development of agricultural studies and research.

227. *In Lucknow University :*

319 Expenditure on the Laboratories and Gas-Plant has been much higher
than the amount recommended by the Teyen-Harrop Committee and Government
grant for this purpose should be increased.

228. *In Both Universities :*

327 (1) In the Committee's opinion additional teachers will be required for
efficient tutorial instruction.

304 (2) Better financial provision should be made for organizing physical
training.

(iv) Grants not considered urgent by the Committee

325 229. The Committee resolved to recommend that the items of the state-
ment of needs submitted by the two Universities on which the Committee has
made no recommendation either because they are not urgent in its opinion or
because it has not the data for coming to a decision about them, should be
referred to the University Grants Committee.

(v) Grant not recommended

230. The Committee did not agree to the following demands of the
310 Allahabad University :

- (1) Additional grant of Rs.500 for the Academy of Sciences.
- (2) Linguistics.
- (3) Village Service League.

321 231. The Committee is not in a position to recommend any specific non-
recurring grant for the purchase of books, reports and back-numbers of
periodicals for Political Science and other departments, not being in
possession of full information about the present equipment of the libraries of
the Universities in these Departments.

(vi) Budget and Accounts

348 232. The existing provisions of the University Acts relating to the
Budget and Accounts of the Universities should continue in force and be
supplemented by provisions for the inspection and valuation of the assets in the
102P. possession of the Universities by the University Grants Committee.

103P. 233. The Universities of Allahabad and Lucknow should adopt the same
form for their Budget and accounts.

APPENDIX

APPENDIX REFERRED TO IN PARAGRAPH 220 OF THIS CHAPTER

(A) Urgent needs of the Universities accepted as such by the Committee

ALLAHABAD UNIVERSITY		Annual amount
		Rs.
Upkeep of Commerce Museum	.. .. .	200
Upkeep of Mathematical Appliances	.. .. .	200
Replacement of Apparatus	.. .. .	2,000
Replacement of Fittings	.. .. .	2,000
Music Department	.. .. .	1,000
Additional Staff :		
Lecturers B Grade in English, History, Politics, Hindi, Commerce and Experimental Psychology.		
Wireless Operator for Physics Department.		
Artist for Botany Department.		
Increment to Engineer	.. .. .	900
Provident Fund contribution in respect of new posts.		
Increased pay of Inferior Staff.		
Additions to Clerical Staff, if any, recommended by the Chief Inspector of Offices.		
Educational Excursions.		
Total amount for Libraries	.. .. .	20,000
Research	.. .. .	6,000
Additional Grant for Laboratories.		
LUCKNOW UNIVERSITY		
Total amount for Libraries	.. .. .	25,000
Research	.. .. .	7,000
Repair and Replacement of Fittings	.. .. .	2,500
Ditto Apparatus	.. .. .	2,500
Additional Expenditure on Provident Fund Contribution		
Ditto increased Clerical Staff	.. .. .	} if any.
Ditto increment to inferior servants	.. .. .
Educational Excursions.		
Medical College Laboratories (additional)	.. .. .	3,000
Other Laboratories (additional).	.. .. .
Museum, Anatomy Department	.. .. .	1,000
New posts :		
1 Lectureship A Grade in Orthopaedic Surgery.		
Ditto Ophthalmology.	.. .. .
1 Lectureship B Grade in Bio-Chemistry.		
Ditto Mathematical Economics.	.. .. .
1 Part-time Teacher in Oto-Rhino-Laryngology (Rs.150 per mensem).		
1 Part-time Anaesthetist (Rs.100 per mensem).		
2 Fellowships of Rs.150 per mensem each.		
1 Fellowship of Rs.100 per mensem.		
Recurring expenditure involved in the increase of accommodation in King George's Hospital to 500 beds.		

(B) Details of items comprised in Mr. Gurtu's proposal about Government grant

Item	Allahabad	Lucknow
	University	University
	Rs.	Rs.
HEAD I		
1. Block—grant recommended by the Teyen-Harrop Committee ..	7,66,300	9,46,200
2. Amount of expenditure since approved by Government ..	31,775	..
HEAD II		
1. Pay and Provident Fund contribution in respect of—		
(1) Six posts of Lecturers B Grade recommended by this Committee.	13,481	..
(2) Wireless Operator in Physics Department and Artist in Botany Department.	2,090	..
(3) Two Lectureships A Grade in Medical Faculty at Rs.250 per mensem+Provident Fund at 10 per cent.	..	6,000
(4) Two Lectureships B Grade at Rs.170 per mensem+Provident Fund at 10 per cent.	..	4,488
(5) Two Part-time teachers at Rs.100 and Rs.150 per mensem respectively+Provident Fund at 5 per cent.	..	3,150
(6) Two Fellowships at Rs.150 and 1 at Rs.100 per mensem ..	..	4,800
2. Increase in—		
(1) Salaries of Lecturers B Grade in consequence of increase in scale of pay.	2,734	2,000
(2) Pay of inferior servants	5,000	10,000
3. Allowances to Librarian and Proctor	1,200	1,200
4. Music	1,000	..
5. Research	6,000	7,000
6. Replacement of equipment	2,000	2,500
7. Ditto fittings	2,000	2,500
8. Upkeep of Mathematical Appliances	200	..
9. Do. Commerce Museum	200	..
10. Do. Anatomy Museum .. .. .	..	1,000
11. Library	10,000	12,500
HEAD III		
1. To make up for 10·5 per cent. freeships on the number of scholars in 1939-40.	20,000	20,000
2. For maintenance including salaries of Engineering Department and Provident Fund.	10,000	..
3. Additional Laboratory grant	5,000	8,000

Item	Allahabad University	Lucknow University
	Rs.	Rs.
HEAD III—(concluded)		
4. Two Lecturers B Grade to strengthen the Department of Agriculture + Provident Fund.	2,244	..
5. Additional clerks (2) in Registrar's office + Provident Fund ..	1,100	1,000
6. Allowances for trips of students	1,500	1,500
7. Increased grant for Physical Training	1,000	1,000
8. Allowance to Teachers attached to Hostels—18 x 25 x 12 ..	4,800	5,000
9. Leave allowances	6,000	7,000
HEAD IV		
Additional amount for normal growth of expenditure ..	10,000	10,000
HEAD V		
Additional recurring expenditure on account of 110 additional beds	..	1,00,000
<i>Headwise Total</i>		
	Allahabad University	Lucknow University
	Rs.	Rs.
Head I	7,98,075	9,46,200
" II	45,948	57,738
" III	51,844	43,500
" IV	10,000	10,000
" V .. .. .	..	1,00,000
GRAND TOTAL ..	9,05,867	11,57,438

A summary of the Recommendations relating to Agra University appears in Chapter XXVII.

PART II

The Teaching Universities

CHAPTER IX

CONSTITUTION OF THE TEACHING UNIVERSITIES

THE Universities of Lucknow and Allahabad have been incorporated by Acts of the local Legislature which embody certain essential provisions relating to each University, such as the territorial extent of its jurisdiction, the powers and duties of its officers, authorities and boards in outline, some essential conditions of admission to the courses of instruction and to the examinations for degrees and some provisions relating to the finances, and the conditions of tenure of officers and teachers and of the residence of students. The outlines are left to be filled by the Universities which have powers given to them of making 'statutes,' 'ordinances' and 'regulations' in connexion with these and other matters which are enumerated in the Acts and by the processes prescribed therein. The Constitution of each University is thus prescribed by an Act of the Legislature and the University takes a hand in the shaping of it so far as matters which may be provided for by statutes and ordinances go.

The business of each University is to be conducted by a set of authorities and officers named in the Act, to which additions may be made by "statutes." The constitution and powers of these authorities and officers are partly embodied in the Act and partly in statutes and ordinances. The rules of procedure to be followed in the transaction of business are allowed to be prescribed in regulations made by the authority concerned.

Each University has the following Authorities —

- (1) The Court,
- (2) The Executive Council,
- (3) The Academic Council,
- (4) The Committee of Reference,
- (5) The Faculties,

and the following officers, namely —

- (1) The Chancellor.
- (2) The Vice-Chancellor.
- (3) The Treasurer.
- (4) The Registrar.
- (5) The Deans of Faculties.
- (6) The Librarian.
- (7) The Proctor.

Barring minor differences in the composition and functions of the various authorities, their constitution follows roughly the plan recommended by the Calcutta University Commission and is based on that of the Provincial universities of England of which the University of Bristol was, at the date of incorporation of these Universities, the most recent.

The Court

The Court is made up of several elements. One group of members consists of certain high Government officials, *ex officio*, representatives of the Legislature, and nominees of the Chancellor. A second group is made up of representatives of persons who have made money gifts to the University, and of representatives of old alumni who have registered themselves as Graduates. The third and strongest element is drawn from the University itself and includes certain of its officers, the whole of its Executive Council and in the case of the Allahabad University its Academic Council and in the case of the Lucknow University all the Professors and Readers and 20 of the other teachers. Persons who have rendered conspicuous services to the cause of education may be appointed life members by the Chancellor.

The exact strength of the Court at any given time is not easy to ascertain as the same person may hold a seat in the Court in several different capacities. From the information supplied by the Universities it appears that the average strength of the Court in Lucknow University over the 12 years 1927-38 was 186 members and that of the Allahabad University 130 members. The average attendance at meetings held during the same period was 110 and 95 in the two Universities respectively. The teachers of each University occupied a fair proportion of the seats, their average number being 71 in the Lucknow University and 50 in Allahabad University and the number of them who attended meetings being 63 and 48 respectively. They were in fact the most regular in attending meetings.

The powers and functions of the Court in the two Universities differ fundamentally in one respect. While in the Allahabad University the Court is 'the Supreme Governing Body' with power to review the acts of the Executive and Academic Councils (except in so far as they have acted in accordance with powers conferred by the Act, the Statutes and the Ordinances), to elect the Vice-Chancellor and to exercise residuary authority, it is not so described in the Lucknow University Act. In the Lucknow University the Court does not elect the Vice-Chancellor and is not vested with residuary powers which belong there to the Executive Council. Its power to review the acts of the Executive and Academic Councils is defined and limited to passing resolutions on any matter of general policy relating to University administration and education and on any matter which has come up before any authority of the University since the last meeting of the Court. This last right, moreover, is subject to the Vice-Chancellor's

powers of disallowing any resolution which in his opinion is against the interest of the University.

In each University the Court has power to make, amend and repeal Statutes, to consider and cancel Ordinances, to consider the Annual Report, Accounts and financial estimates and to appoint its representatives on various authorities and bodies including a substantial proportion of the members of the Executive Council. It also constitutes the Committee of Reference (to serve as a Standing Committee of the Court) whose concurrence is necessary before an item of fresh expenditure of large amount can be included in the Budget by the Executive Council.

The Executive Council

The Executive Council of each University is composed of members of three categories. In the first category are the officers of the University (the Vice-Chancellor, the Treasurer and the Deans of Faculties), two representatives of the Academic Council, two Principals of colleges, and in the Allahabad University one representative of Wardens of Hostels. In a second category are representatives of Government of whom there are three in the Allahabad University, all nominated by the Chancellor and six in the Lucknow University four being nominees of the Chancellor, and two—the Inspector General of Civil Hospitals and the Chief Judge of the Chief Court—being members *ex officio*. Finally in the third category there are members elected by the Court of whom a proportion are required to belong to particular classes. The number of these is six in Allahabad two at least of whom should be members of the Court elected by registered Graduates and seven in Lucknow of whom two must be representatives of the British Indian Association and one of the registered Graduates. The Executive Council of Lucknow University has 25 members in all and that of the Allahabad University has 20.

The Executive Council is the most important authority in the University organization. It deals with the entire field of University administration including academic, administrative and financial matters. It is empowered to manage the finances of the University subject to review by the Court to which the accounts and estimates are annually submitted. In the matter of new expenditure exceeding certain prescribed amounts the Executive Council has to act in consultation with the Committee of Reference, and in case of difference the Court decides. In other financial matters the Court, while it may record its opinions and make suggestions, can alter nothing.

In the exercise of its financial powers the Executive Council has the assistance of a Finance Committee appointed by itself from among its own members with advisory functions.

The second important function of the Executive Council is that of making appointments of all officers, teachers and other employees and defining their duties and conditions of service. Under the present law it has the power also of creating posts. By first statute 4 in each University the power of instituting Professorships, Readerships and Lecturerships on the recommendation of the Academic Council and of suspending or abolishing any such post has also been given to the Executive Council although this is a matter which may under section 32 of the Allahabad University Act and section 29 of the Lucknow University Act be provided for by Ordinances instead of being dealt with by the Executive Council on its discretion. Under the law as it exists, therefore, the Executive Council is empowered to create, suspend or abolish teaching posts on the advice of the Academic Council and can make all appointments. So far as the provisions of the University Acts go the Executive Council's power in making appointments is unfettered ; but Statutes in Chapter XIII of the Allahabad University and first Statutes 17, 18 and 19 of the Lucknow University require the appointment of teachers to be made on the recommendation of various Selection Committees. The Executive Council in each case is also empowered to delegate this function of making appointments to such person or authority as it may determine. This delegation is, however, subject to the approval of the Court, in the Allahabad University.

Thirdly the Executive Council has the power of appointing examiners after considering the recommendations of the Academic Council. It has to make arrangements for examinations and for the publication of results.

A fourth category of the Executive Council's functions is to make arrangements for the educational work of the University and to provide lecture-rooms, furniture, laboratories, etc. In the Allahabad University the Council has the right also of arranging and directing the inspection of colleges and hostels, which is not needed in the Lucknow University for the present.

The Executive Council of Lucknow University possesses residuary powers which in the Allahabad University belong to the Court.

The Academic Council

The Academic Council is a body of about 64 persons in the Allahabad University and 61 in the Lucknow University of whom all but a handful are teachers of the University itself. The non-teacher members of the Allahabad University Academic Council are five persons appointed by the Court, a representative appointed by the Wardens of Hostels who, however, is not precluded from being a teacher and the Chairman of the Board of High School and Intermediate Education. In Lucknow University three nominees of the Chancellor are the only non-teacher members. It is the Academic Body of the University responsible for maintaining the standards of teaching and examination in the University and entitled to advise the Executive Council in all academic matters. (Its advice

is necessary in the matter of creation, abolition or suspension of a teaching post, in the determination of the emoluments of teaching posts and the remuneration of examiners as also in the appointment of examiners. So far as these matters go the Executive Council cannot act without consulting the Academic Council. Some of these matters may be provided for by Ordinances in which case the draft of the Ordinance must come from the Academic Council and must be either accepted or rejected. If amendments are desired they must be suggested to the Academic Council. The Academic Council also manages the University libraries and is empowered to award, according to rules made by itself, fellowships, scholarships, exhibitions, bursaries, medals and other rewards. In the Allahabad University the appointment of the Dean of a Faculty which is to be made by the Faculty itself is subject to confirmation by the Academic Council. Similarly the Academic Council appoints the head of a Department in which there happens to be more than one Professor or more than one Reader and no Professor. In the Lucknow University, however, the Vice-Chancellor exercises these last two functions.

Two other powers vested by "statute" in the Academic Council in each University, viz. (1) creation of Faculties, and (2) assignment of subjects to Faculties would appear to be contrary to the provisions of the Acts. By section 24 of the Allahabad University Act and section 23 of the Lucknow University Act the Constitution and powers of Faculties are to be prescribed by the "statutes" and the departments of teaching comprised in each Faculty are to be prescribed by the "ordinances."

The Committee of Reference

The Committee of Reference in the Allahabad University consists of the Vice-Chancellor, the Treasurer and 15 persons elected by the Court none of whom should be a member of the Executive Council. In the Lucknow University the Committee consists, besides the Vice-Chancellor and Treasurer, of 13 other members elected by the Court. It was obviously regarded as an important authority by the framers of the University Acts and elaborate rules are laid down in regard to the appointment of its members. It is vested with the power of considering and expressing an opinion on proposals for fresh expenditure of large amount. All items of non-recurring expenditure exceeding Rs.10,000 and of recurring expenditure exceeding Rs.3,000 per year need its approval before they can be included in the Budget. In this way the Committee of Reference is intended to be a check on the financial administration of the Executive Council. In case the Committee of Reference does not accept the proposal of the Executive Council there is provision for a joint meeting of the two authorities at which a decision may be taken by a majority of votes but in case the Committee does not ask for a joint session the question is decided finally by the Court.

The Committee has served a very limited purpose, partly because, owing to financial stringency, there have been few occasions for proposals involving large recurring and non-recurring expenditure and altogether the power vested in the Committee is insignificant. The Executive Council of the Lucknow University favours its abolition as do also a good many individuals who have submitted memoranda to the Committee. Allahabad University would retain it and those who support this course do it on the ground that the Committee is part of the elaborate system of safeguards which the University Acts provide against abuse of powers by the Executive Council.

The Faculties

The term "Faculty" is used in connexion with universities in two or three more or less distinct senses. In the first place it is used to denote the group of subjects of study which because of certain intrinsic affinities or historical association, are spoken of as Arts, Science, etc. In a teaching University the departments teaching each such group of subjects including the teachers engaged thereon may be spoken of as the "Faculty." As distinct from this the term stands also for that authority, created by the University Constitution, which is entrusted with the function of drawing up the courses of study and directing the examination in each of these groups of subjects. This body is not identical with the teacher body for it must include some outside element and, for that reason among others, exclude some of the local teachers. In the affiliating university the difference is wider. Thus while the Dean of a Faculty in a teaching university is the head of it in both senses, that is to say the head of all the departments of teaching dealing with the subjects comprised in the Faculty as well as the Chairman of the authority dealing with the courses and examinations, he is only the latter in the affiliating university. The confusion between these two meanings of the term is avoided in the British Universities by the use of the style "Board of Faculty" for the latter body. In the Allahabad and Lucknow University Acts, however, the term "Faculty" is used in both senses, in sections 24 and 23 respectively.

Under the existing constitution both Allahabad and Lucknow Universities have the Faculties of Arts, Science, Law and Commerce, and Lucknow has in addition the Faculty of Medicine. There is power given to the Universities to constitute new faculties either by sub-dividing existing faculties or instituting new ones by means of statutes. The assignment of Departments of study to faculties is required to be made by ordinances.

In the Lucknow University the number of members is limited to 30 in the case of the Faculties of Arts and Science, to 17 in the case of the Faculty of Medicine and to 15 in the remaining Faculties of Commerce and Law. No corresponding maxima have been prescribed by the Allahabad University.

The Faculties of Arts, Science and Medicine are composed mostly, and those of Commerce and Law largely, of teachers of the University concerned with a few experts taken from outside. All Professors and Readers in the departments comprised in a faculty are *ex officio* members and the Academic Council is empowered to appoint to the Faculty some teachers of other ranks within the Faculty and some teachers dealing with allied subjects in other Faculties.

The functions of a Faculty are akin to those of the Academic Council under whose control they are required to be performed. The only independent function assigned to it is that of constituting Committees of Courses and Studies in various subjects.

Each faculty elects its Dean but the appointment is subject to the approval of the Academic Council in the Allahabad University and of the Vice-Chancellor in the Lucknow University. In practice this has been a mere formality. The Dean holds office for a period of three years. He is the executive officer of the Faculty and presides over its meetings. He is also responsible for the conduct of teaching in the Faculty and is required to issue the lecture lists of the University in the departments comprised in the Faculty.

The Chancellor

Among the officers of the University the highest place is that of the Chancellor who is in both Universities the Governor of the Province *ex-officio*. Besides the formal function of presiding over the Court and Convocation the Chancellor has other functions which may be summarized as follows :

(a) He has the power of vetoing University legislation. No Statute made by the University Authorities can become operative without his sanction and he may suspend the operation of an ordinance made and enforced by the Universities or reject it altogether.

(b) He nominates a certain number of members to the Court, the Executive Council and the Committees of Selection for different Faculties.

(c) The appointment of the Vice-Chancellor is made by him in Lucknow University and is subject to his approval in Allahabad University.

(d) He decides cases of difference between the Executive Council and the Selection Committees in the matter of appointment to the posts of Professor and Reader.

(e) He decides cases of doubt in the election of members of the University bodies (sections 39 of the Lucknow University Act and 42 of the Allahabad University Act) and also appeals from the Authorities and Boards of the Universities in the matter of Regulations [under sections 34(3) of the Allahabad University Act and 31(3) of the Lucknow University Act], and cases of difference between the Academic Council and the Executive Council on the form of an Ordinance.

In the Lucknow University the Chancellor has two other minor powers which are exercised by the Court in the Allahabad University. These are the powers (1) of removing the name of any person from any of the University Bodies or from the register of registered Graduates (section 38 of the Lucknow University Act) and (2) of deciding appeals from the Academic Council in cases of difference with the Executive Council in the matter of Ordinances [section 30(6) of the Lucknow University Act].

The Vice-Chancellor

Under the existing law in both Universities the Vice-Chancellor is required to be a whole-time officer (sections 11 of the Lucknow University Act and 12 of the Allahabad University Act). In the Lucknow University he is appointed by the Chancellor after consideration of the recommendations of the Executive Council (section 10); in the Allahabad University he is elected by the Court from among persons recommended by the Executive Council subject to confirmation by the Chancellor (section 11). In either case the conditions of service applicable to him are prescribed in Statutes which differ materially in the two Universities. The relevant Statute of the Allahabad University provides that—

- (1) the Vice-Chancellor should hold office for three years "from the date of his election by the Court and till the election of his successor has been confirmed by the Chancellor";
- (2) "his salary shall be Rs.2,000 a month payable from the date of his election and he shall also be paid an allowance of Rs.200 a month in lieu of a residence";
- (3) "he shall be entitled to leave in accordance with the Ordinances governing the granting of leave to whole-time teachers and officers of the University."

The Statute of the Lucknow University on this subject runs as follows :

- " (1) The Vice-Chancellor shall hold office for a period of three years and shall ordinarily reside in Lucknow.
- (2) He shall receive such remuneration from the funds of the University as the Executive Council shall deem fit.
- (3) He shall be entitled to such leave and shall enjoy such other privileges as the Executive Council may determine.

The Vice-Chancellor shall have power to constitute such Committees as he may deem advisable to help him in his duties as the principal executive and academic officer of the University."

It will be noticed that the emoluments of the Vice-Chancellor as well as his leave and other rights are left to the discretion of the Executive Council in the Lucknow University. The Statute of the Allahabad University contains serious defects. Clause 1 of it opens the possibility of a conflict. It requires a Vice-Chancellor to continue to hold office after the election of his successor till the Chancellor has approved of the latter's appointment while at the same time it entitles the latter to assume office on the date of his election. Between the election in the Court and the receipt of the Chancellor's formal approval of it there is usually an interval of some weeks during which under this Statute both the

out-going and in-coming Vice-Chancellors may claim possession of office and by clause 2 of the Statute, both are entitled to salary.

The Vice-Chancellor exercises a wide range of functions conferred on him partly by the Acts and partly by Statutes and Ordinances. He is the principal executive and academic officer of the University and is responsible alike for the organization of teaching and research and for residential arrangements, social, literary and athletic activities and the entire discipline of the University. Above all he is responsible for the proper running of the constitutional machinery of the University having the duty specifically imposed on him by the University Acts of seeing that the Act, the Statutes and the Ordinances are faithfully observed. In an emergency which in his opinion requires that immediate action should be taken " he shall take such action as he deems necessary and shall at the earliest opportunity thereafter report his action to the officer, authority or other body which in the ordinary course would have dealt with the matter." He is entitled to attend and speak at any meeting of any authority or body of the University though not to vote unless he is a member.

In each University there is an identical provision for the filling of a temporary vacancy in the office of Vice-Chancellor. In such cases the Act lays down that "the Executive Council shall, as soon as possible, subject to the approval of the Chancellor, make such arrangements for carrying on the office of Vice-Chancellor as it may think fit." Until such arrangements are made the Registrar shall carry on the current duties of the office of Vice-Chancellor.

The Treasurer

The Treasurer is appointed in the same manner as the Vice-Chancellor, that is to say by the Chancellor on the recommendation of the Executive Council in the Lucknow University and by election in the Court from among persons recommended by the Executive Council, subject to the confirmation of the Chancellor, in the Allahabad University. Temporary vacancies are also filled in the same manner as in the case of the Vice-Chancellor. In the Lucknow University the Treasurer's term of office is three years; in the Allahabad University no term of office is prescribed. The Executive Council is empowered to fix the remuneration, if any, which he may receive from the University. His functions are the same in the two Universities.

His functions are to supervise the funds of the University, to manage its property and investment, to advise in regard to its financial policy and to see that the funds provided for particular purposes are applied to those purposes. He signs contracts on behalf of the University and may be vested with more powers by Statutes but so far this has not been done in either University except that in the Lucknow University he is empowered to appoint, suspend, dismiss or otherwise punish the clerical and menial staff of the Central Accounts Office,

The Registrar

The Registrar acts as the Secretary of the University Authorities and as the custodian of the records, documents and the Common Seal of the University. He arranges for and superintends the examinations of the University. He is empowered to appoint and exercise disciplinary powers, over the clerical and menial staff of the University office. His action in the exercise of this function has to be reported to the Executive Council for formal sanction and in the Allahabad University is subject to the control of the Vice-Chancellor. In the Lucknow University the Registrar is a member of the Court besides being its Secretary and conducts the election of the representatives of the Teaching Staff on University Bodies.

The Proctor .

The Proctor who is in each university appointed by the Executive Council from among teachers for a period of three years in the Allahabad University and five years in the Lucknow University is charged with the duty of maintaining general discipline in the University, deriving disciplinary powers by delegation from the Vice-Chancellor.

The Librarian

The Librarian who is appointed in the same manner and for the same period as the Proctor, is in charge of the Library and is vested with sundry powers under the Library Regulations.

CHAPTER X

WORKING OF THE CONSTITUTION AND RECOMMENDATIONS FOR CHANGE

The salient features of the Constitution of the Universities may be summarised as follows :

1. It seeks to enlist in the service of the Universities the co-operation of all classes of persons who may be helpful in any manner. Heads of Government departments, Judges of the High Court, the Lord Bishop, old alumni, donors and subscribers—all have seats in the Governing Bodies. In the composition of these bodies a judicious proportion was sought to be maintained between the teacher element, the lay element and the representatives of Government and the Legislature.

2. The teachers of the Universities have not only a dominant voice in the organization of academic work but also a very substantial share in the government of the University. They are strongly represented in the Court and the Executive Council and thus have a voice in the direction of policy and the appointment of the officers and authorities.

3. The Universities have functional autonomy subject to control in certain specified matters, exercised by Government, mainly, though not exclusively, through the Governor of the Province by virtue of his office as Chancellor of the Universities. The extent of authority so exercised is discussed in a subsequent section. Broadly speaking the Provincial Government has the right of receiving the Annual Report, Accounts and Budget Estimates of the Universities, and in exceptional cases it is empowered to cause an inspection of the Universities' work and assets and to require changes or improvements to be made. The Chancellor has a veto on legislative measures of the Universities (Statutes and Ordinances); he nominates a certain number of members to serve on the Court, the Executive Council and the Selection Committees and is an umpire in respect of disputes in certain matters.

Apart from freedom in carrying on academic work the Universities have considerable financial authority. They are empowered to acquire property, accept endowments and bequests and to levy fees. They are equally free to frame their budgets. Government having undertaken no specific responsibility to finance the Universities or to make any specified grant, the Constitution does not empower Government to exercise any budgetary control over them.

4. The members of the University Authorities are largely recruited and the highest of the officers are appointed by election.

At the outset we may remark that the existing Constitution and specially that of the Allahabad University represents the highest level of democratization and autonomy yet attained by any Indian University. It represents the model recommended by the Calcutta University Commission, and compares not unfavourably with the constitution of the English Provincial Universities on which it is based. In certain respects it goes further. It gives to teachers and old alumni more representation on the University Bodies than they have in English Provincial Universities. In a typical English Provincial University (Leeds for instance) the teachers constitute roughly about one-sixth of the total membership of the Court and about one-fifth of the total membership of the Executive Council while the Academic Council is composed of Professors alone with only three teachers of other ranks. In the University of Allahabad nearly half the members of the Court and practically half of the Executive Council are teachers, and the Academic Council and the Faculties have representatives of all classes of teachers on them and not the Professors only.

Similarly the representation of the alumni of the University is much more ample than is the case in the British Universities. In the Allahabad University there are 30 seats for registered graduates; in the Lucknow University the number of seats available for them is 20 to 30 according to the number of graduates on the register. In the University of Leeds old alumni come in as representatives of Convocation, one representative being allowed for every 100 members, subject to a maximum of five. When it is remembered that the Convocation includes besides the old alumni, the whole of the university staff as well, it will be seen that the representation of the registered graduates in the British Universities is negligible.

The British University has, however, large numbers of representatives of local bodies who contribute to their funds and of various classes of donors including industries and trades. Our Universities receive little financial assistance from these quarters and their representation on the Court is consequently small. The Lucknow University has 30 seats for donors; the Allahabad University has 10 seats. Besides there is provision for a life seat for each person donating a sum of Rs.20,000 or more.

Before proceeding to examine how the authorities and officers of the Universities have functioned during the past 12 years we may notice here some of the salient facts which to our mind have prevented the Constitution from achieving the success which it was intended to ensure.

In the first place it appears that members of the University Bodies representing the lay public as well as officers of Government, representatives of the Legislature and nominees of the Chancellor have not taken much interest in the work of the Universities. This is shown by their very irregular

attendance at meetings and by the small number of resolutions and questions tabled by them. The representatives of the registered graduates have been more active than the others but even in their case the record of attendance and work is not very encouraging. Some of them have stated in their memoranda to the Committee that the overwhelming strength of teachers in these bodies has been one of the causes of their lack of interest and enthusiasm.

The most deplorable feature of the working of the Constitution has been the wrong direction given to the energies of the teachers by its provisions which placed such ample power in their hands.

The predominance of teachers in the administration of Universities was a consummation long and fervently desired by well-wishers of Indian Universities. Before Lord Curzon's Universities Act of 1904 teachers as such had little voice in the management of Universities. The Faculties were composed mostly of members of the Senate who were Government nominees. It happened at times that Faculties did not have among their members sufficient men acquainted with all the subjects with which they were concerned. When the Act of 1904 gave representation to teachers in the Senates of the Universities and thereby ensured the presence of competent men on the Faculties the measure was hailed as a great boon.

From that small beginning it has been a large step to the important part which teachers now have not only in ordering the conduct of academic business but also in the direction of policy and administrative affairs.

Theoretically this is as it should be. No class can be more interested in maintaining the reputation of the University and promoting its welfare and none possesses more intimate knowledge of its needs and problems. "A University ought to be an autonomous self-governing corporation with a constitution of such a character that the influence of broadminded learning may be supreme. Its aim should be the creation of intellectual life and the promotion of the highest form of teaching side by side with original research and investigation." Yet the memoranda placed before us leave little room for doubt that the power placed in the hands of teachers has not been used to the best advantage of the Universities. This opinion is expressed not only by the great majority of non-teachers but also by many teachers of recognized eminence. The explanation suggested is that the constitution of the Universities under which the composition of important authorities hinges on election has placed an irresistible temptation in the way of University teachers who find it much more to their advantage to win a place of power in the University by the manipulation of elections than to devote themselves to the arduous work of scholarship in which recognition comes, if it comes at all, slowly and as a reward for long and patient industry. The Universities in their present form are of too recent origin

to possess any well-established traditions of scholarship or any strong public opinion that would demand from the teachers sustained application to scholarly pursuits. The University Bodies responsible for maintaining the standards of teaching and research are themselves composed of teachers. They become incapable of exercising any restraining influence when the most powerful of their members choose to divert their energies towards power politics.

The large place given to election in the scheme of the University Acts was perhaps due to the influence of the constitutional changes that were taking place simultaneously with the re-organization of the Universities. In certain particulars we think it was carried too far. Yet the abuses of which it has proved to be susceptible in actual practice could not have been foreseen by the framers of the constitution. Some of those who had taken a hand in the framing of these Constitutions have now expressed to us the opinion that the excessive use of election has produced "pernicious results." Its shortcomings are admitted by the Executive Council of the Allahabad University in its answer to our Questionnaire where it is stated that there were irregularities in the election of registered graduates on several occasions when the Court felt called upon to institute inquiries and to amend the rules relating to elections. In the Lucknow University the evil has been less in evidence than in the Allahabad University, possibly because election has a more limited vogue there. The Executive Council of this University has managed to send up a unanimous recommendation in regard to the appointment of the Vice-Chancellor. The election of the Dean too has never yet been contested in three of the Faculties (Medicine, Law and Commerce) and it has been contested in the remaining Faculties only on two out of seven occasions. The election, however, of teacher-members of the Academic Council and the Court and of the representatives of registered graduates on the Court has furnished opportunities of conflict such as similar elections have in the Allahabad University. The result has been to divide the teachers into hostile parties, vitiating the atmosphere of the Universities, endangering their discipline and lowering the moral influence of the staff over the students. Worst of all, it has a demoralizing effect upon the teachers themselves as the following passage in one of the memoranda before us would show :

"Ambitious and unscrupulous persons desirous to get power at any cost have tried in every election to seduce members of the staff by several kinds of temptation."

The elections held in the Allahabad University in the year 1937 when members of nearly all the University Bodies and the Deans were appointed afresh, attracted considerable public notice and were the subject of correspondence in the newspaper press. On the eve of these elections the number of registered graduates which had been a few hundred for many years rose suddenly to

3,876 of whom as many as 3,315 were registered for one year only. In the election that followed of 30 representatives of these registered graduates on the University Court, two lists of candidates were freely circulated and energetically canvassed for. In these circumstances independent candidates, whatever their quality and character, had a very poor chance. The same happened in regard to the other elections such as the election of six representatives of the Court on the Executive Council, the election of teachers by the Academic Council to serve on the Faculties and the election of the Deans. The state of affairs revealed by the memoranda placed before us corroborates the observations made by the Hon'ble Minister for Education in his speech at the first plenary session of the Committee at Naini Tal on June 6, 1938, in the following words :

"The spirit of research is wanting and adequate efforts are not made to develop such talents as are available in the Province. I am using these words with a full sense of responsibility Intrigues, nepotism and factional feelings have invaded those sacred precincts and some of the worst methods of political caucuses have in some cases been adopted in the sphere where scholarship and character alone should have counted . . . We must all set ourselves to the task of clearing the temple of learning of the unclean methods of the market place."

The desire expressed by the Hon'ble Minister in the concluding passage above quoted, finds expression also in many of the replies to our Questionnaire and we share it fully.

We do not subscribe to the view put forward in some of the memoranda before us, including that of the Allahabad University, that party politics are a necessary concomitant of election in a democratic institution. We are all for maintaining the democratic character of the Universities but we hold strongly that University men should not resort to the common methods of political parties in working the democratic machinery. Indeed there is no room for parties in a University because there are no rival policies or programmes to promote nor is there any need for educative propaganda in favour of rival policies. The only purpose which parties can serve in a University is the promotion of the personal ambitions of individuals and as such have no justification whatsoever. Even in politics where the party system serves a useful purpose by providing political education for the electorate, financial support for party candidates and propaganda in favour of rival policies, it is found to have given rise to many evils which are deplored by lovers of democracy and which are largely responsible for the breakdown of democratic Government in many States in recent years. In the words of one of our correspondents "Society has a right to look up to the Universities for purity and to expect that they will check any evils that may exist in political life and not imitate them. To think that faction and intrigues are inevitable and trouble in

education is perhaps a libel on human nature and certainly betrays a wrong sense of value."

Another weak point revealed by the working of the Constitution is that without an assured financial provision the autonomy conceded to the Universities loses much of its significance and value for without financial resources the Universities cannot use their freedom to any advantage. They can neither expand their studies nor undertake any large programme of research so long as their income is derived, as it is at present, almost exclusively from fees and Government Grants. Fees are not capable of much expansion. Indeed it is doubtful if they have not already been brought to a level beyond which they cannot be raised and Government Grants have depended upon the financial position of the province which has not been very strong in recent years and has little prospect of improving in the near future. The Teyen-Harrop Committee in 1932 gave the Universities the warning that till the financial position of Government improved the grants to the Universities would be just sufficient in amount to enable them to carry on their established activities with the number of students then on the rolls, and that the Universities must find the funds necessary for any expansion of their activities which they might desire. In the years since then although Government has not revealed the bases of the calculation by which the amount of the grant has been arrived at, it has been made to appear to us that all their income from whatever source has been taken into account by Government and a grant has been made just sufficient to cover the difference between this income and the approved expenditure.

The only independent source of income available to the Universities is a contribution imposed on the Taluqdars by the Canning College and British Indian Association Act, which yields an income of about Rs.50,000 a year to the Lucknow University.

We propose now to state the grounds for the principal changes recommended by us in the Constitutional machinery of the University against the background of the working of each part of it.

The Chancellor

The Chancellor functions in a dual capacity. As the highest officer of the University and part of its organization he presides over the Court and the Convocation, he appoints or sanctions the appointment of the Vice-Chancellor, and acts as an umpire when disputes arise between two or more authorities such as unreconciled difference between the Academic Council and the Executive Council over the form of an Ordinance or between the Executive Council and another University Body over "Regulations" relating to procedure or between the Executive Council and a Selection Committee in the matter of appointment to one of the higher teaching posts.

In a second capacity the Chancellor acts as a power outside the University charged with keeping the standards and regulations of the various Universities in the province on a par. In this capacity he is vested with the power of giving, assent to or withholding assent from Statutes and considering and cancelling Ordinances. The power of nominating a certain number of members on the University Bodies in each University should also be considered to belong to this category because these members virtually represent the Government.

In our opinion the two categories of the Chancellor's functions are quite distinct from each other and their combination in one and the same person is open to the objection that under it the highest officer of the University sits in judgment on its Statutes and Ordinances and is empowered to veto them. This power is exercised in British Universities by the Crown (or Government) and not by the Chancellor. We have, therefore, recommended that the functions included in the second category should be exercised by the Governor of the Province, that is the Provincial Government, who alone are in a position to ensure uniformity of standards and policy among the Universities. The remaining functions should continue to vest in the Chancellor who may be a person appointed by the Governor for a period of five years and eligible for re-appointment. During the years while the present Constitution has been in force we find from the information placed before us that the Chancellor has not withheld his assent from the choice of the Court or the recommendation of the Executive Council in the appointment of the Vice-Chancellor on any occasion. He has been referred to in a number of cases enumerated in Appendix E(7) of difference between the Executive Council and the Selection Committee over the appointment of a Reader or a Professor and in these cases he has helped the Universities with his decision. There have been a few instances in which the Chancellor's power of veto over Statutes and Ordinances has been exercised. No case has come to our notice of an appeal to him by a University Body.

The Vice-Chancellor

Among the officers of the Universities, the place of the Vice-Chancellor, if not the highest, is undoubtedly the most important. Being the principal Executive and Academic Officer of the University vested not only with large normal powers but also with the power of taking action in emergencies at his discretion and saddled with the responsibility of seeing that the Constitution is properly observed, the Vice-Chancellor is the very pivot of the entire constitutional machinery of the University. He is a member of all the most important University authorities and he is entitled to attend the meetings of other authorities and bodies of which he may not be a member and to speak at these meetings. Decision in all important matters as well as determination of policy are no doubt functions of the Executive Council and the Vice-Chancellor is required to report the action taken by him in an emergency to the Council or other authority which

is empowered to take action in normal circumstances. His orders imposing a punishment on an employee of the University are also appealable before the Executive Council. But despite these restrictions the Vice-Chancellor's authority and influence are very wide. The final authority which he has of deciding whether the Constitution of the University is being duly observed or not places an important discretionary power in his hands against the exercise of which there is no appeal. In virtue of this power it is possible for the Vice-Chancellor to withhold business from University Bodies or to condone the exercise of authority by persons or bodies not duly empowered.

His term of office is three years but there is no bar against the re-appointment of the same individual any number of times. As a matter of fact the first Vice-Chancellor appointed by the Allahabad University, Mahamahopadhyaya Dr. Ganganatha Jha, held office for over nine years, and his successor Pandit Iqbal Narain Gurtu held office for six years. In the Lucknow University the first Vice-Chancellor, Rai Bahadur Dr. G. N. Chakravarti originally appointed by the Chancellor under Section 48 of the Lucknow University Act, was re-appointed on the recommendation of the Executive Council and held office for a total period of six years. His immediate successor Dr. Cameron held office for four years. Dr. Jagat Narain who came next resigned before the expiry of his term of office. Dr. R. P. Paranjpye who succeeded held office for six years.

The manner in which the Vice-Chancellor is appointed is different in the two Universities. In Lucknow the appointment is recommended by the Executive Council and is made by the Chancellor. On each occasion the Executive Council has sent up a unanimous recommendation which has been invariably accepted by the Chancellor. In the Allahabad University the Vice-Chancellor is elected by the Court from among persons, usually three in practice, nominated by the Executive Council, the appointment being subject to confirmation by the Chancellor. Under this arrangement a selection from among a number of candidates appears to be inevitable, for the Court which is vested with the power of electing, might regard it as an infringement of its right if the Executive Council were to send up a single name for its acceptance. Consequently, on every occasion a number of persons have been recommended by the Executive Council one of whom has been elected by the Court. The Chancellor has in every case approved of the Court's choice. On one occasion when the election had taken place by the very narrow majority of one vote and an influential representation was made to the Chancellor to appoint the candidate who had lost the election by one vote on the ground that the successful candidate had already held office for more than six years and was superannuated, the Chancellor after thorough consideration of all the issues, decided to confirm the Court's choice making known to the University the reasons by which he was influenced in this action.

The contest for the office of Vice-Chancellor which the present provision of the Allahabad University Act renders inevitable has been avoided in some cases by the Executive Council making a judicious choice at the time of making its recommendation to the Court. To avoid a keen contest the Executive Council may send up the name of only one serious aspirant when two others may be found willing to help him to get elected without serious opposition. This was made clear on the occasion of the last election of the Vice-Chancellor in November, 1938, when Sir Saiyid Wazir Hasan, one of the candidates nominated by the Executive Council, in the course of his speech congratulating the successful candidate, Professor Amaranatha Jha, on his election, stated that he had allowed himself to be nominated only in order to help Mr. Jha's election. The congratulatory speech of the other unsuccessful nominee of the Executive Council would confirm this view as would also the number of votes secured by defeated candidates at most of the other elections.

The election of the principal Executive and Academic Officer by a body a large proportion of whose members are employees of the University is bound to produce undesirable results specially if the election is a contested one. According to Dr. R. P. Paranjpye a Vice-Chancellor so elected cannot command the moral authority and prestige which his position demands for efficiency. According to some others of our correspondents he would be more than human if he managed during his term of office to completely forget the sides taken by voters at his election. On the other hand if he desires election for a second term of office, as he probably would unless prevented by law, he would have good reason to reward his supporters or in other ways seek to retain their confidence and goodwill. An indication of displeasure with those who may have opposed him would scarcely be surprising.

Apart from these undesirable concomitants of the practice now prescribed by the law it appears to be constitutionally unsound also that the head of the University who is a salaried officer should owe his appointment to the votes of persons who would be subject to his authority.

The provisions of the Allahabad University Constitution in the matter of the appointment of the Vice-Chancellor resemble those prevailing in the more recently established British Universities such as Manchester, Leeds, Sheffield, Birmingham, Bristol and Reading. There also the Vice-Chancellor is appointed by the Court on the recommendation of the Executive Council and it may be reasonably asked why the inconveniences, actual and potential, which arise here are not felt there. The explanation is not far to seek. In the first place the Vice-Chancellor in the British Provincial Universities once elected holds office till his retirement. In other words he is the permanent Principal of the University. Secondly, before the Council makes its nomination a small Committee goes carefully into the qualifications and suitability of possible candidates in view of the

requirements of the institution and the Council is guided by its advice in making its nomination. Thirdly, the Council and the Court in those Universities have a far smaller number of teachers or other employees of the University concerned included among their members. The bulk of the members there are not persons over whom the Vice-Chancellor is to exercise authority on assuming office and he does not need to seek their suffrage for his continuance in office. These are very important differences and without the safeguards which they afford the adoption of the practice prevailing in the British Universities is particularly unsafe for our Universities.

Our Questionnaire included a number of questions relating to the office of Vice-Chancellor and these have elicited very diverse views and numerous suggestions. The three main questions were (1) whether the duties of the office can be entrusted to an honorary incumbent without loss of efficiency, with or without subsidiary arrangements for assisting him (2) whether the choice of an incumbent for the office should be restricted in any manner, and (3) whether the present term of office, three years, should be altered and whether it should be permissible for the same individual to be elected more than once.

Opinion was sharply divided among those who answered the question as to whether the office should be made honorary. The Allahabad University was emphatic that an honorary Vice-Chancellor would be unable to carry on the work and referred to a debate in the Court of the University in 1926 when a motion in favour of an honorary Vice-Chancellor was defeated by 13 votes to 1. Lucknow University expressed the opinion that it was possible but not practicable for an honorary Vice-Chancellor to cope with the duties of the office especially in the Lucknow University which has a Medical College to manage. Dr. Paranjpye an ex-Vice-Chancellor of the University felt that in case an honorary Vice-Chancellor was decided upon the choice would be confined to a local retired man and a great part of the work would not be done properly or would be done by the office in red tape fashion. Other reasons advanced in the memoranda against an honorary Vice-Chancellor were :

(1) that an honorary man would not feel the same responsibility or work with the same devotion as a paid man ;

(2) that an honorary incumbent would be unable to acquire the technical knowledge necessary for an efficient discharge of the duties of the office which whole time attention alone could give ;

(3) that the Universities are still in the stage of growth and would suffer by being deprived of the constant care and attention of a whole-time superior authority.

Those who favoured the idea of an honorary Vice-Chancellor advanced the following among other arguments ;

(1) That the University of Calcutta whose work is heavier than that of either Allahabad or Lucknow as well as the Universities of Benares and Aligarh are able to carry on with honorary Vice-Chancellors.

(2) An honorary worker can command greater respect from the staff, inspire more public confidence and enlist public support which paid Vice-Chancellors have conspicuously failed to secure. He can be a means of infusing a practical idea of simple living and high thinking.

(3) The salary at present attached to the office leads to a scramble for election to it which undermines the discipline of the University and the moral prestige of the Vice-Chancellor. He is moreover induced to seek re-election to the office and for that purpose to keep an influential body of teachers in good humour, encouraging directly or indirectly the formation of a party to support him.

(4) The creation of an honorary Vice-Chancellor would enable the division of the present functions of the office into two parts namely (1) routine administration and (2) maintenance of contact with the public and Government. The honorary Vice-Chancellor would be in a position to perform the latter function much more effectively than a paid one while the internal administration can be entrusted to a Pro-Vice-Chancellor who may be one of the heads of the departments of the University or the Dean of one of the Faculties taking office in rotation.

(5) The contest for the paid Vice-Chancellorship in the Allahabad University has disturbed the harmony and dislocated the legitimate work of the University and lowered its prestige in the public eye.

On the question whether the field of choice for the office of Vice-Chancellor should be restricted in any manner the suggestions received take broadly three lines :

(1) That there should be no restriction because the wider the field of choice the better are the chances of securing a suitable incumbent. It is not wise to disqualify University men for they have in many instances filled the office of Vice-Chancellor with success and distinction ; they know the traditions of the University and are likely to stand up for the maintenance of the University's reputation and prestige and their experience of teaching and research are useful qualifications in the holder of the office.

(2) A handful of answers suggested that the choice should be limited to persons with experience of the work of the University and that no one should be eligible unless he has been on the Executive Council for three consecutive years. By this means the services of an educationist of high academic distinction, broad outlook, character and experience may be secured.

(3) Quite a large number of persons including the great majority of non-teachers who answered the question were opposed to the appointment of an employee of a University as its Vice-Chancellor. The objection did not extend to an employee of another University being so appointed. The principal reasons advanced for this view are that the eligibility of teachers for the office of Vice-Chancellor is mainly responsible for the formation of cliques and parties which make it impossible for the successful candidate to have the co-operation of the whole of the staff. It vitiates the academic atmosphere and leads to neglect of teaching and research. In the words of Dr. Paranjpye "In Allahabad a large number of teachers who are members of the Court are voters and the position of the Vice-Chancellor elected in this way is sure to be uncomfortable vis-a-vis both his supporters and opponents. Ordinarily I should think it undesirable for an employee of the University to be nominated unless he is not to revert to his post after retirement from Vice-Chancellorship."

Suggestions regarding the term of office of the Vice-Chancellor had a wide range, the shortest term suggested being one year with no re-election and the longest, till retirement.

In our recommendations about this important office which are reproduced in section XI of Chapter VIII we have attempted to meet most of the points of view that have been urged in the memoranda submitted to us.

We are satisfied that the duties and responsibilities of the Vice-Chancellor in a teaching University require the attention and the energies of a whole-time man and that the device of the Vice-Chancellor sharing his functions with a Pro-Vice-Chancellor is likely to create difficulties and undermine efficiency. We are also impressed by the view that an honorary Vice-Chancellor may command greater influence both in the University and with the public and the Government. We, therefore, recommend that the Executive Council of the University should be free to take advantage of the services of an honorary Vice-Chancellor whenever a suitable person is available.

The emoluments of the office have been progressively reduced since the establishment of the teaching universities and the present scale of them is none too liberal, yet we are anxious that the office should be held by a person genuinely interested in education and capable of setting an example of sacrifice and of plain living and high thinking, and should not be a sinecure for adventurers. We have therefore recommended for it a scale of emoluments which, while it is open to the obvious objection that it is lower than the salary drawn by some of the professors in the Universities at present and lower also than the salary of officers holding far lower places than the Vice-Chancellor in the Warrant

of Precedence, is in keeping with the example set by the Congress Ministers and will, we venture to hope, enable the Vice-Chancellor to live in dignified simplicity. We recommend that the Vice-Chancellor should have a salary of Rs.1,000 per month without any other allowance and if he is honorary he should receive an allowance of Rs.500 per mensem (besides clerical assistance).

We have been anxious to devise a manner of appointment to this office which would not involve an election. The only suggestion in which an election does not come in at any stage is that the Vice-Chancellor should be appointed by Government as he is in various European Universities as well as in all the Scottish Universities. This, it is claimed, has the advantage of making the Vice-Chancellor the representative of the authority which provides the bulk of the funds and strengthens his position by placing him above internal factions and squabbles. In our opinion these advantages are more than counter-balanced by the fact that the Vice-Chancellor so appointed will not fit in with the idea of an autonomous University and unless he is armed with special powers of over-riding the Executive Council there will be endless possibilities of conflict between them.

The manner of appointment at present prescribed in the Lucknow University Act would appear to be the most acceptable in the circumstances, especially in view of our recommendations for the re-constitution of the Council which will bring into it more of the representatives of the lay public and Government and limit the number of employees of the Universities. The Executive Council of the Lucknow University has so far managed to make a unanimous recommendation to the Chancellor on every occasion and we are unwilling to disturb the conditions in which this is possible. We, therefore, have decided not to recommend certain modifications of this method which were suggested to us and which have some advantages to be urged in their favour. Thus, it was suggested that a panel of names should be submitted by the Academic Council out of whom the Executive Council should make a choice. This would ensure the appointment of a person of academic standing but it would make a contest inevitable. Another suggestion was that the Executive Council should be required to submit a panel of names (arrived at by an election on the principle of proportional representation by the single non-transferable vote) from among whom the Chancellor would select one on the advice of a committee of experts. Yet another suggestion, which is not ruled out by our recommendation, was that a committee of the Executive Council should examine the qualifications of available candidates before the Executive Council proceeds to select.

We recommend that a Vice-Chancellor should not be eligible for appointment a second time and we therefore also recommend that his term of office which is at present three years should be extended to four years. We would have been prepared to recommend a longer term of office but considering the heavy responsibilities which it carries and the fairly advanced age at which we would

expect a person to be called to such an office, we think four years a long enough period.

We are not in favour of restricting the field from which the Vice-Chancellor should be chosen but it is necessary to guard against undesirable practices to which the ambition of University teachers for appointment to the office has led. We have, therefore, recommended that if an employee of a University is elected he should be debarred from any further employment in the University. As regards the present incumbents of the office in the two Universities we recommend that they should not be eligible for appointment to it after the completion of their present terms. Mr. C. B. Gupta is of the opinion that they should be debarred from any further employment in the University.

The Treasurer

We do not consider any changes necessary in the functions of the Treasurer. These are undoubtedly of great importance and the Treasurer needs to be a person of experience if he is to efficiently discharge them. As he is likely to be a senior man we recommend that he should hold office for a period of six years, but we do not desire that this recommendation should apply in the case of the present incumbents of the office in the two Universities. The appointment of the Treasurer should be made by the same process as that of the Vice-Chancellor.

University Authorities

In making our recommendations as regards the Constitution of other University authorities we have kept the following considerations in view :

- (1) that there should be no superfluous bodies as the existence of such bodies only causes a loss of time of teachers and officers which could be more usefully employed;
- (2) that there should be no unnecessary duplication of functions;
- (3) that so far as possible members should be enlisted by methods other than election;
- (4) that the proportion of teacher-members in the various authorities should be fixed at a reasonable level so that there may not be room for the complaint that they swamp the representatives of the public.

The Court

Our detailed recommendations in regard to the functions and composition of the Court are contained in section XIII of Chapter VIII. They aim at placing the Court in the same position in the two Universities and making it the supreme governing body of the University with power to review the acts of the Executive and Academic Councils. In order to make the voice of the Court more effective than it is at present it is recommended that the resolutions

passed by it on the annual report, accounts and budget estimates or on any matter of general policy connected with the University should be duly considered by the Executive Council, who should report to the Court its reasons in case no action is taken.

We have made another recommendation enabling the Court to make a larger use of its power of passing Statutes. The recommendation is explained in detail in the section dealing with University Legislation.

Composition of the Court

Registered graduates—The most important of the lay elements that go to make up the Court in either University are the representatives of Registered Graduates. As has been explained already the Constitution of our teaching universities gives old alumni a far greater representation in the governing bodies than is permitted in the British Universities. There are 30 seats in the Allahabad University Court for them. In the Lucknow University the number of seats is 5 per cent. of the number of Graduates on the Register subject to a minimum of 20 and a maximum of 30. In the Allahabad University a graduate is entitled to be registered if he holds the degree of Doctor or Master of the University or is a graduate of at least two years' standing, on payment of an initial fee of Rs.5 and an annual fee of Rs.2 or a life composition fee of Rs.25. All graduates registered on the 1st July of a year are entitled to vote and to seek election to a seat on the Court. In the Lucknow University the rules now in force provide only for registration for life on payment of a fee of Rs.10 only. Graduates of three years' standing are eligible for registration. The election of their representatives on the Court must be held between the 1st of October and the 31st of December, and only those registered before October may vote at it. In either University elaborate rules are laid down in Statutes for the manner of conducting the election of the representatives of Registered Graduates on the Court.

In the Allahabad University it is necessary that at least two of the six persons whom the Court elects to serve on the Executive Council should be representatives of the Registered Graduates. In the Lucknow University one of the seven corresponding seats is similarly reserved.

Registered Graduates were thus expected by the framers of the constitution of these Universities to play an important part in their administration. There have, however, been serious complaints of abuses in the manner of their election. According to one correspondent at the very first election held under the new constitution of the Allahabad University in 1921-22 a pact was organized with the object of sending up a selected body of Registered Graduates to the Court. The University had to amend the Rules relating to the election and to introduce various safeguards against abuses. In 1934 the number of Registered Graduates in the Agra University suddenly rose on the eve of the election of the

Senate and in the course of the election irregularities were committed which led the Vice-Chancellor to declare the election null and void. A similar phenomenon took place on the last occasion of the election of the Court of the Allahabad University in 1937 and the irregularities then complained of in the Press and otherwise and which have been noticed also in the memoranda submitted to us, led the Executive Council to appoint a Committee to inquire into the matter and to recommend changes in the rules of election.

We desire that the alumni of the Universities should be encouraged to take greater interest in the affairs of their *Alma Mater*. To facilitate this we recommend that a graduate should be eligible for registration directly after the conferment of his first degree, that the registration should be for life on payment of Rs.15 there being no registration for any shorter period, that the representation of Registered Graduates on the Court should be more ample than at present and should be 10 per cent. of the number of graduates on the register subject to a maximum of 40. In order to guard against some of the abuses that have come to our notice we recommend that Registered Graduates of less than two years' standing should not take part in the election and no graduate who is employed by the University or who has not been at least three years on the register should be eligible for election to the Court. We also recommend that the minimum number of Registered Graduates returned by the Court to the Executive Council should be raised to three in each University but none of them should be a Registered Graduate of less than 10 years' standing. We trust that with the easier conditions of registration now recommended there will be no difficulty in securing the requisite number of eligible graduates.

Benefactors—Next in importance to the Registered Graduates among the lay elements composing the Court are the representatives of benefactors of the University. These fall into three or four classes. In the first place come the persons who have rendered conspicuous services to the cause of education, and who may under the Acts be appointed life members by the Chancellor. Secondly, persons who make large gifts (Rs.20,000 or more) to a University are entitled to become life members of the Court. Thirdly, there are donors who make smaller contributions in a lump sum and finally come persons who make annual recurring contributions to the funds of the University.

The existing provisions of the Acts and the Statutes in regard to these various classes of benefactors differ in detail in the two Universities and are incomplete. We recommend that they may be brought into a line and certain existing anomalies in them should be removed. In our opinion the Chancellor's power of appointing life members in recognition of eminent services to education should be limited to two such appointments during the life-time of a Court subject to there being not more than six such persons included in the Court at any time. As regards donors of amounts below Rs.20,000 we recommend that the existing Statutes of

the Allahabad University applicable to this class should be adopted by Lucknow University. Under this Statute an association which makes a donation of Rs.25,000 or more or an individual who makes a donation of Rs.10,000 or more is entitled to nominate one member of the Court for a period of five years and associations or individuals making smaller contributions than those above indicated are entitled to elect from among themselves not more than 10 members of the Court, the number of representatives so elected being one for every 10 associations or individuals entitled to representation. In case the number so entitled is less than 10 there need be no representation of them.

In regard to persons making recurring contributions to the funds of the Universities our recommendations are as follows :

(1) Every person making an annual contribution of Rs.2,000 or more to the funds of the University shall be a member of the Court so long as his contribution continues.

(2) Persons making contributions of sums of less than Rs.2,000 but not less than Rs.100 a year to the funds of the University shall be entitled to elect five persons to represent them on the Court provided that if the number of such persons is less than 50 or falls below 50, the number of their representatives shall not exceed 10 per cent. of their number. (It follows that if the number of such persons is less than 10 they have no representation.)

We note that Lucknow University derives a considerable income from the annual contribution payable by the Taluqdars under the Canning College and British Indian Association Act, 1922. The contribution of three Taluqdars exceeds Rs.2,000 a year and that of 120 others exceeds Rs.100 a year. According to our recommendation eight representatives of the Taluqdars will be entitled to seats on the Court under this head. One seat on the Executive Council of the Lucknow University is also under our recommendation to be reserved for a donor, that is to say a person who holds his seat on the Court in virtue of a contribution to the funds of the University.

Teachers—We have sought in these recommendations to limit the strength of teachers in the Court and to introduce three new elements, viz. (1) representatives of certain activities which in our opinion deserve to be encouraged (Physical Education, Social Service and Extra-Mural Instruction), (2) representatives of Learned Societies and Institutions and of Scientific, Technical and Research Institutions and (3) representatives of Industries and Commerce.

(Our recommendations are reproduced in paragraphs 87 to 91 of Chapter VIII.)

Executive Council

In answer to our Questionnaire those who are not satisfied with the composition and work of the Executive Councils have drawn attention to the following facts :

- (1) that there is a predominance of teachers ;
- (2) that sufficient attention has not been given to research ; and
- (3) that appointments have not always been made on merit.

There is wide divergence of opinion on all these questions. The Executive Councils themselves claim that their work will stand any scrutiny. We do not feel called upon to associate ourselves with either view. We have, however, in making our recommendations borne in mind the dissatisfaction which has been expressed.

So far as the strength of teachers in the Executive Council goes the figures supplied by the Universities show that in either case they have possessed an effective majority at the meetings of the Council. In the Executive Council of the Allahabad University the average total number of members during the 11 years 1927 to 1938 was 20 of whom 11 were teachers and nine non-teachers. The average attendance was 14.8 of whom 9.3 were teachers and 5.5 non-teachers. Teachers thus held an absolute majority in the Executive-Council and their effective strength was nearly twice as much as that of the rest.

The average total strength of the Lucknow University's Executive Council during the same period was 23 (9.7 teachers and 13.3 non-teachers). The average attendance of teachers was nearly 9.5 and of the non-teachers 7.4. This shows that while 98 per cent. of the teacher-members attended meetings of the Council, only 55.7 per cent. of the non-teacher members attended. The teachers though a minority in the Council were an effective majority at its meetings.

Our recommendations as to the composition of the Executive Council in the two Universities appear in Section XIV of Chapter VIII. It will be noticed that the teacher element under our recommendations is to consist of the Deans of Faculties, one of the Principals of the University colleges by rotation and two Heads of Departments of Teaching also by rotation. No teacher may under these recommendations be elected to the Executive Council by the Court nor is it open to a teacher to come in in any other manner.

Our recommendations as to the functions and powers of the Executive Council (appearing in Section XIV of Chapter VIII) involve very little departure from the existing conditions. They merely seek to bring the provisions of the two Universities into a line and to make certain minor changes consequential on our recommendations in regard to other Bodies

In view of the desirability of restricting the Executive Council to a small size which is necessary for a proper performance of its responsible functions we have been unable to entertain suggestions for providing seats for special interests such as women, depressed classes and the like. We hope that the claims of such interests will be borne in mind by Government at the time of making their nominations.

Academic Council

Dissatisfaction has been expressed with the existing composition of the Academic Council in the two Universities on various grounds. In the first place Allahabad University where the Academic Council is larger than in Lucknow University has found the size of the Council a hindrance to the free discussions of important questions, which have consequently had to be entrusted to *ad hoc* committees. The suggestion that it should be reduced to about one-third of its present size has many supporters. Secondly, it has been described as a superfluous body with no real powers, a mere talking machine whose resolutions have carried little weight. We notice that it has not taken the trouble to frame Ordinances in certain matters in which the initiative rests with it under section 33 of the Allahabad University Act.

Weighty reasons were adduced before us in favour of the total abolition of the Academic Council. It was stated that this Council merely serves as a Post Office between the Faculties and the Executive Council and that in neither University has it any resolutions of importance to its credit during the last 15 years. It takes up the time of teachers and rivalries arising from elections to it disturb the atmosphere of the University. There are strong Faculties, which may be left as in so many countries, to take care of academic matters concerning them. The only task for which the Academic Council is needed is the control and co-ordination of the teaching and research work of the various Faculties which could be done at joint meetings of the Faculties, if necessary.

After careful consideration we have decided by the casting vote of the Chairman to recommend that a small Academic Council (composed of the Heads of Departments of teaching and the Principals of Colleges with the Vice-Chancellor as Chairman) should be retained in each University.

We recommend changes in the functions of the Academic Council corresponding to the drastic changes recommended in its composition. These are set forth in Section XVI of Chapter VIII. The object of these recommendations is to equate the functions of the Council in the two Universities, to eliminate the duplication that now exists between the functions of the Council and the Faculties and to emphasize the two main functions of promoting research and maintaining uniformity of standard.

Faculties

The only matters relating to Faculties in regard to which dissatisfaction has been expressed are (1) the recruitment of some of the members and the appointment of the Dean by election, and (2) the absence of any satisfactory means by which the Faculty may discharge its function of organizing and controlling the teaching in the several departments of a Faculty.

Our attention has been drawn also to the existing disparity in the number of departments comprised in different Faculties, there being 8 in the Faculty of Arts, 5 in that of Science, 2 in Commerce, and one in Law in the Allahabad University. This results among other things, in the Head of the Law Department having a permanent seat on the Executive Council as Dean.

It has been suggested that it would be convenient to sub-divide the largest of the existing Faculties (those of Arts and Science) into smaller Faculties, so that the burdens and privileges of the Deans may be more equally distributed.

We recommend that the Universities should have the power to create new Faculties, to sub-divide the existing ones and to redistribute the departments of teaching among them. This power already exists in the Lucknow University. We recommend that it should be extended in the same terms to Allahabad University. We recommend further that the office of Dean should be filled by the heads of the departments of teaching in each Faculty by rotation, the order in which they take office being determined by the dates of their appointment as heads of departments substantively. We recommend that the term of office of a Dean should be reduced to two years.

Composition of Faculties.—Our recommendations as to the composition of the various Faculties and their functions are contained in Section XVII of Chapter VIII. It will be noted that we recommend a similar constitution for the Faculties of Arts, Science and Commerce and a separate one for the Faculty of Law. We have eliminated election entirely as a means of enlisting members and have vested the Faculties with fuller powers in academic matters.

Organization of Teaching in the Faculties.—Provisions relating to the organization of Teaching in the Universities are contained in the sections of the University Acts dealing with the Faculties. This function is entrusted to the "Head of each Department of Teaching under the control of the Dean." It appears to us that the Dean should in his turn be made responsible to the Vice-Chancellor in order to complete the circle of responsibility. There is provision also for the grant of an allowance to the Dean which we consider unnecessary. We, therefore, recommend its deletion.

Heads of Departments.—The key position in the field of the educational work of the Universities is occupied by the Heads of the Teaching Departments.

The law imposes on each Head the duty of organizing teaching in his Department but this is not the most important or the most onerous of his multifarious functions. He sits on various Committees and Authorities and besides being in a position to influence the general policy and administration of the University he is directly empowered to determine the character and quality of the students and staff in his Department as well as of the scheme of studies and research. He has a wide discretion in the admission of students especially in the post-graduate classes and the grant of scholarships and of aid to poor students. He has a voice in the appointment and promotion of teachers in his Department, and is in a position to give the lead in the framing of courses of study and the appointment of examiners. Above all it depends on him to provide the facilities, guidance and encouragement—we may say even the inspiration—necessary for research by students and staff. Our recommendations add further to the powers and responsibilities of Heads of Departments by reserving for them all the seats tenable by teachers on the Executive Council and virtually confining to them the membership of the Academic Council.

The responsibilities thus thrown on the Head of a Department are heavy and his power for good and evil very considerable. A great deal of the success of a University would, therefore, depend on a wise selection of the Heads of Departments and on their devotion to duty.

Under existing conditions, each Department has usually a Professor who becomes Head of it automatically. In the exceptional cases where there is more than one Professor or no Professor, a choice has to be made from among the available Professors or Readers, as the case may be. In the Allahabad University this choice rests with the Academic Council, in Lucknow University with the Vice-Chancellor. We recommend that both Universities should adopt the same practice and in our recommendation we have favoured the adoption of the Lucknow University practice with modifications.

Our recommendations are reproduced below :

(1) Section 24(6) of the Allahabad University Act and section 23(4) of the Lucknow University Act should remain with the following substituted for the part beginning with the words " If there are more Professors or Readers " and ending with the words " as it (he) thinks fit ":

" If there are more Professors or Readers in a Department, as the case may be than one, the Vice-Chancellor shall appoint one of them to be Head of the Department provided that no Professor or Reader in such a department, other than the seniormost, shall be eligible for appointment as Head unless he has completed 5 years' service as Professor or Reader as the case may be. "

(2) Persons on whom the honorary designations of Professor and Reader have been conferred, shall not be eligible for appointment as Heads under this recommendation.

University Legislation

The matters in which the Universities are empowered to legislate are divided according to their importance into three categories in respect of which "Statutes," "Ordinances" and "Regulations" respectively may be made by the processes prescribed in the Acts.

Statutes are made by the Court either on its own initiative or at the instance of the Executive Council. The Court may pass or reject the draft of a Statute proposed by the Executive Council but in case the Court desires an amendment the draft has to be sent back to the Executive Council for reconsideration together with such amendments as the Court desires, and it comes up to the Court a second time. Statutes initiated in the Court have to be referred to the Executive Council for its opinion and those proposed by the Executive Council have to be referred to all such Officers and Authorities of the University as may be affected by them. No Statute is operative without the approval of the Chancellor who also decides the form of the Statute in case the Court and the Executive Council fail to agree.

The matters with which the Statutes deal may be roughly stated to be (1) the constitution and functions of University Authorities and Boards, (2) term of office and conditions of service of the Vice-Chancellor, the Treasurer, the Deans and provision regarding the officers of the Universities generally, (3) the classification and manner of appointment of teachers and the institution of a pension or provident fund for them, (4) the discipline of students, (5) the conferment of honorary degrees, and (6) the maintenance of colleges and hostels.

Ordinances are made by the Executive Council but may be rejected by the Court and are subject to disallowance by the Chancellor.

Ordinances deal broadly with two classes of important matters, educational and financial, including such matters as courses of study and curricula, examinations, assignment of departments to Faculties, admission of students, recognition of colleges and hostels, rates of fees, conditions of residence, etc.

Ordinances relating to academic matters, e.g. the admission and residence of students, courses of study, examinations, degrees and the manner of appointing examiners, are initiated by the Academic Council and may be passed or rejected by the Executive Council. If amendments are desired they may be suggested to the Academic Council but in case agreement is not reached the dispute is settled by the Court and the Ordinance as it emerges from the Court goes to the Chancellor who possesses the power of disallowance in the case of any Ordinance. The Court is also empowered to cancel an Ordinance by a majority of two-thirds of the members present.

The third category of legislative measures which the Universities are entitled to pass are " Regulations." These may embody rules of procedure, and rules relating to minor matters which are not required to be provided for in Statutes and Ordinances such as changes in the courses of instruction, the working of the University Library, etc. Under the present law the power of making Regulations is vested in the Authority or Board to whose work they relate. The Executive Council has power to direct the amendment or annulment of any regulation so made but has no power to either make or direct the making of a regulation for any Authority other than itself. An Authority or Board which is dissatisfied with a direction given by the Executive Council in regard to the amendment or annulment of a Regulation may appeal to the Chancellor whose decision in the matter is final.

We do not consider it necessary to disturb the existing provision relating to University legislation except in certain particulars. We notice that at present sundry sections of the University Acts require provision to be made by Statute or Ordinance in respect of certain matters. In regard to other matters of which a list is given in the Sections dealing with Statutes and Ordinances respectively, the making of statutes and ordinances is optional, the language used being " Statutes (or Ordinance) may provide for all or any of the following matters, viz. . . ." The result is that in both Universities some matters which may be subjects of Statutes and Ordinances have been provided for by Regulations or by resolutions of the Executive Council. One such matter for instance " the number, qualifications and emoluments of teachers of the University "—undoubtedly a matter of great importance financially as well as academically—is regulated not by Ordinance as it should be but by the Executive Council in its discretion. If it were prescribed by Ordinances the Court and the Chancellor would have a say in determining it. As it is the Executive Council enjoys complete freedom in regard to it.

We recommend that the language of sections 30 and 32 of the Allahabad University Act and the corresponding sections of the Lucknow University Act should be amended so as to render it obligatory for the Universities to provide for the matters enumerated in them by Statutes and Ordinances respectively. Sub-clause (b) under each of these Sections deals with matters of relatively little importance, and we recommend its deletion in each case. We do not consider "the institution of Fellowships, Scholarships, Exhibitions, medals and prizes " a matter of sufficient importance to be provided for by a Statute nor do we consider it convenient or feasible to make Ordinances laying down courses of study for degrees and diplomas. Sub-clause (b) of section 32 and the proviso appearing under section 6 of the Allahabad University Act (and the corresponding parts of the Lucknow University Act) which relate to the provision of religions

instruction should also be deleted as we do not favour the continuance of any provision requiring or permitting the Universities to impart religious instruction.

In consequence of our recommendation that the Chancellor should be a person appointed by the Government the power hitherto vested in the Chancellor of giving assent to Statutes and disallowing Ordinances should be transferred to the Governor, i.e. the Provincial Government.

Our third recommendation in this connexion is that the period of time now required for the enactment of a Statute by the Court on its own initiative which at present is over a year at least should be shortened. The present requirement of the law is that a Statute proposed in the Court of which six weeks' notice must be given, should be referred for opinion to the Executive Council before it can be finally dealt with by the Court. As the Court meets only once a year the Executive Council's opinion can come before it at its next annual meeting. We recommend that it should be permissible for a member of the Court to send in his proposal for making or amending a Statute six months before the date of the meeting of the Court so that the report of the Executive Council as well as that of any officers and authorities that may be affected by the proposal may be considered by the Court and a final decision in regard to the proposal taken at its first ensuing meeting.

University Boards

Each University has a Board of Co-ordination and a Board of Residence, Health and Discipline. Allahabad University has in addition a Muslim Advisory Board and a Women's Advisory Board.

Of these Boards we observe that the Board of Co-ordination was intended to prevent conflicts in regard to the time-table and the allotment of lecture rooms. It consists of the Vice-Chancellor and the Deans of Faculties with the Registrar as Secretary. These are officers of the University duly empowered in respect of the functions which they are expected to perform as a Board. The retention of the Board, therefore, appears to be unnecessary, and we recommend its abolition.

The Board of Residence, Health and Discipline has important and useful functions assigned to it in both Universities which appear to us more clearly stated in the Statute of the Lucknow University.

We recommend that the functions of this Board should be defined in the same terms in both Universities ; that its composition should be altered in the manner set out in Section XIX of Chapter VIII and that it should have the senior Medical Officer of the University for its Secretary and Executive Officer.

Distribution of powers

Our recommendations in regard to the functions of the officers and authorities of the Universities involve a certain amount of redistribution of powers among

them of which an explanation may be conveniently given at this point. In the first place we have recommended that the Court should become the supreme governing body in each University as it is in the Allahabad University at present. It should have the power to discuss and pass resolutions on any matter connected with University administration and to review the acts of the Executive and Academic Councils, except so far as they are in accordance with the provisions of the Act, Statutes and Ordinances. While thus enlarging the power of the Court in the Lucknow University we have recommended that the power now possessed by the Court of the Allahabad University of electing the Vice-Chancellor should be taken away and the residuary authority now vested in it should be transferred to the Executive Council.

Our recommendation in favour of the abolition of the Committee of Reference also has a bearing upon the powers of the Court. This is a Standing Committee of members of the Court entrusted with the function of scrutinizing proposals made by the Executive Council for new expenditure exceeding certain amounts. In case the Committee of Reference does not agree to such a proposal it comes up before the Court for final decision. The abolition of the Committee would, therefore, appear to deprive the Court of an important power of controlling fresh expenditure. We have, however, been careful to provide an alternative means for the exercise of this control by the Court. The Finance Committee which helps the Executive Council in matters of finance will, according to our recommendations contain at least three of the members whom the Court elects to serve on the Executive Council. They will, thus, constitute half the strength of the Committee and may be trusted to strongly represent the views of the Court at the initial stages of the framing of financial proposals.

We have recommended a drastic reduction of the size of the Academic Council which is to consist of the heads of the teaching departments and Principals of the colleges with the Vice-Chancellor as Chairman. To this body we propose to entrust the function of seeing that the proposals which emanate from the Faculties below do not give rise to serious disparities between the standards of examination and the requirements for various degrees. The bulk of the academic work such as the framing of courses, recommending examiners, formulating schemes of research, recommending the creation or abolition of teaching posts as well as their emoluments will under our recommendations devolve on the Faculties. The Academic Council will have a say in these matters before the proposals go up to the Executive Council. We have sought in our recommendations to place the responsibility of planning, controlling and evaluating research work on the Academic Council and we intend this to be one of its vital functions.

The functions of the Executive Council are affected in one or two minor particulars by our recommendations. In the first place it acquires the power,

which it does not at present possess in the Allahabad University, of making recommendations direct to the Chancellor in regard to the appointment of the Vice-Chancellor. Secondly, its power in the matter of appointing teachers of the University is under our recommendations to be restricted by the requirement that the appointment shall be made on the advice of the Committee of Selection concerned and in accordance with a procedure laid down in Statutes. Thirdly, the Executive Council's power of appointing examiners, is restricted by the recommendations that these appointments should be made out of lists (rosters) furnished by the Faculties through the Academic Council and in a pre-determined order.

The present powers of the Chancellor will, under our recommendations, be split up so that the Chancellor will retain the formal powers of presiding over the Court and the Convocation and the power of appointing the Vice-Chancellor. He will also have the power of deciding disputes in certain cases. The power of nominating a number of members to serve on the University Authorities such as the Court, the Executive Council and the Selection Committees will under our recommendations devolve upon Government who will also exercise the power of giving assent to the Statutes made by the University and disallowing ordinances and deciding disputes relating to them.

We have made no recommendations that may affect the functions and powers of the Vice-Chancellor or the Treasurer. Our recommendations bear only upon the manner of their appointment and the conditions of their tenure of office. We have also not recommended any change in the existing position as regards the functions of the heads of departments and the Deans in respect of the organization of teaching work except that so far as the performance of this executive duty goes the Dean should act under the control of the Vice-Chancellor. In the capacity of Head of the " Faculty " the Dean is not under the Vice-Chancellor's direction but is himself (independently) responsible for the conduct of its work.

CHAPTER XI

THE MEDICAL FACULTY AND ATTACHED HOSPITALS

On the occasion of previous inquiries into the affairs of the Universities by the Blunt Committee in 1924 and the Teyen-Harrop Committee in 1931 the Medical College and attached hospitals were almost entirely left out of account. The latter Committee recommended that a separate Committee should be appointed to look into the affairs of the College and Hospitals as they were of a highly technical character and needed looking into. At the outset of our work and while framing the Questionnaire we too decided to exclude the Medical College and Hospitals from the scope of our inquiries because we felt that it was not possible to obtain any tangible results within the short time in which we had been asked to conclude our labours. Subsequently, however, when the Committee's proceedings became prolonged we felt that some attention should be given to the affairs of this important part of the Lucknow University's charge and the Government and the public be given some idea of its working.

The Faculty of Medicine provides an under-graduate course of five years for the degree of M. B. B. S., and a post-graduate course extending over one year for the Diploma in Public Health which is also available to persons not possessing the M. B. B. S., provided they possess a qualification in Medicine and Surgery registerable in the United Kingdom. Two post-graduate degrees, the M. D. and M. S. are awarded on the result of an examination by thesis to candidates who are medical graduates of the Lucknow University of at least three years' standing.

We note that there is no other Medical College in India directly under the administrative charge of a University. The position, therefore, of the Lucknow Medical College and the associated hospitals is unique. The Lucknow University states that it has experienced no serious difficulty in controlling the institution and claims that the standard of academic work done here is as good as, if not better than, in any other institution doing similar work. Unlike the other Faculties, but for very obvious reasons, the number of students in the Medical Faculty shows very little increase over the past 12 years. The same is true also of the staff but while the strength of the staff has remained practically the same its personnel has undergone considerable change. In 1923 the staff included four I. M. S. officers, ten officers of the Provincial Medical Service, nine teachers from the medical profession in India and one from abroad. The corresponding figures at present are one I. M. S. officer working part-time, seven P. M. S. officers, 17 members of the Indian medical profession and one medical practitioner from

abroad. As to the subjects of study we are informed that while their titles have remained practically what they were in 1923 there has been very considerable expansion of their scope in the intervening years. The establishment of the Queen Mary's Hospital, for example, has enabled the College to undertake a detailed study of the diseases of children and of the anté-natal care of the expectant mother in connexion with work in Obstetrics and Gynaecology. Similarly the establishment of the Leper Hospital has enabled intensive study of skin diseases ; and the opening of a Tuberculosis Hospital and clinique has greatly enhanced the facilities for the study of this disease.

The provision for research though far from adequate is not inconsiderable. Besides a University fellowship of the value of Rs.100 per mensem tenable for one year there are a number of scholarships of the same value available out of the Kunwar Indrajit Singh Scholarship Trust which yields an annual income of Rs.3,428. Besides these scholarships which are tenable at the Lucknow University there are two Kanta Prasad Research scholarships of about the same value which are tenable at the Allahabad University by scholars engaged on the chemical analysis of Indian medicinal plants. There are certain departments of the Faculty the staff of which has no hospital duties and is, therefore, free to devote its spare time to research. Similarly the holders of certain of the higher posts and one lectureship are debarred from private practice and have time to devote to research. The scope for research is also unlimited. In the opinion of the Dean the records of King George's Hospital consisting of the history of every case treated in it constitute a mine of valuable material for an investigation into local diseases and health conditions. These records have been accumulating for years and are kept in the custody of Medical and Surgical Registrars respectively who are lecturers entrusted with this additional duty.

The College is (or has hitherto been, to be more precise) the only institution of higher medical education in the United Provinces. It was intended to be the best College of its kind in the East as will appear from the following passage quoted in the University Calendar from a letter dated the 22nd March, 1906, from the Secretary to Government, United Provinces, to the Registrar, Allahabad University :—

“ It is the desire of the subscribers to the foundation of the King George's Medical College that this College should be the best in the East and it will be the aim of Government that the College shall give to its students the best education possible.”

The College has the unique distinction of being the only Medical College in India directly administered by a University. This last circumstance more than anything else should have led us to expect that in this institution research activity would receive greater attention than in corresponding

institutions in other provinces. The other Medical Colleges in the country may be described as Medical Schools attached to hospitals where the staff is primarily the staff of the hospital doing teaching work as an additional duty. Here the College is one of the Faculties of the University and the primary function of the staff should, therefore, be the investigation of problems and the instruction of students, hospital duties being a secondary concern. We are far from suggesting that the sick in the hospital should not receive the most careful attention. What is meant is that the Professor in the Medical Faculty should not be considered to be responsible for the care and treatment of the sick so much as for the more strictly academic work of studying problems, keeping abreast of literature and making his own contribution to the Science and training students. Responsibility for the care of the patients may be thrown on honorary staff or a separate clinical staff or on some of the members of the teaching staff but not all.

We find, however, that at present the teaching staff has to devote a large part of its time to hospital duties and although some of them have been doing research work, this is not considered to be a part of their duty. We are not in a position to pronounce any opinion as to the value of the work. Some of it would appear from the names of the journals in which it has been published to be of a high quality but the work of the Faculty as a whole figures rather inconspicuously in the statement of advances in Medicine and Physiology given in the symposium issued by the Indian Science Congress on the occasion of its Silver Jubilee in 1938.

The Dean of the Faculty has been good enough to give us his reading of the circumstances which at present stand in the way of a larger activity in research. In the first place, he says, there are and have been on the staff of the Faculty many distinguished men who would have made contributions to the knowledge of their subject if they had been required to do so as part of their duty. But as this has not been the case and only the posts of Junior Lecturer or Demonstrator are held on condition of research work being done by their incumbents while no such condition attaches to the tenure of higher posts, and since private practice is permitted subject to restrictions, which are not difficult to evade, it is natural that time saved from regular duties should be normally spent in private practice. No systematic investigation has consequently been attempted of the local conditions and of diseases peculiar to the region in which the Faculty is located. The only three problems so far taken up by research workers in the Faculty have been (1) the distribution of the disease of goitre (for which a sum of Rs.8,000 was obtained from the Manjhauli Raj in 1925), (2) the diagnosis of Tick-typus and (3) Seven Days' Fever which broke out in epidemic form in Lucknow in 1938. These exceptions only serve to emphasize the neglect of a

very large field of investigation for the study of which the records of the King George's Hospital furnish an invaluable mass of material. These records have been preserved over the years by part-time Registrars who have teaching and hospital duties and can afford to do no more than collect these records, get them bound and keep them safe. In other countries, the Dean tells us, the Registrar who normally would have no other regular duties would search these records for problems fit for investigation and see to it that they are studied. He, therefore, strongly recommends the creation of whole-time posts for the Medical and Surgical Registrars.

We have made recommendations with a view to removing the obstacles pointed out by the Dean in the way of an effective prosecution of research into local conditions. We consider it a serious anomaly that while a Junior Lecturership is held on condition of its incumbent engaging in research there should be no such condition attached to the higher posts and we, therefore, recommend that the same conditions should apply to the higher posts as well. In the matter of whole-time Registrars we have sought to meet the Dean half-way by recommending that each of the present part-time Registrars should have the assistance of a research fellow on Rs.150 per mensem and we hope that this assistance will enable the Registrars to discharge the functions which the Dean considers necessary for the promotion of research.

We recognize that the greatest hindrance in the way of research is the permission of private practice to the staff and we agree with the Dean that only such of the teachers in the Faculty as are not allowed private practice can be reasonably expected to attempt to advance knowledge in their subject. We have, however, been unable to recommend the withdrawal of this right. Our principal reason is that the public in Lucknow has become accustomed to the assistance of the staff of the Medical College which includes some of the best persons in their respective lines and it may be some hardship to the public if this facility is withdrawn. We are not impressed by the argument that the withdrawal of the right of private practice will diminish the attraction of appointment in the Medical College for the more gifted of our medical men. On the contrary we think that the advantages of holding a post on the teaching staff of the College are very considerable apart from the right of private practice. The King George's Hospital is the best equipped in the Province, and it would be natural to expect that even an honorary post on its staff would be valued by a young aspirant as a means of building up his reputation. Regularly paid posts on the teaching staff will always be worth the while of the best men.

While we are reluctant to take away the right of private practice entirely we are anxious that it should be suitably restricted so as not to seriously impede the proper performance of the regular duties of the staff which are teaching

and research. We have, therefore, recommended that the Professors and Readers when permitted private practice should confine themselves to consulting practice strictly so called that is to say they should be permitted to be called in for consultation by the medical man who is attending a case but should not be free to take up a case directly.

This restriction on the right of private practice has been prescribed by the Ordinances of the University ever since its re-organization* but seems to have remained a dead letter for we are told by the Registrar that restrictions were imposed on private practice by a resolution of the Executive Council, dated the 6th January, 1939, and that no restrictions existed before that date. We have not been furnished with information as to the amount earned by private practice and are, therefore, unable to form any opinion as to the extent to which the right is taken advantage of by individual members of the staff. In the course of our discussion, however, it has transpired that many of the members of the staff are regarded as leading men in their respective lines and that their services are much in demand and are availed of on payment of fairly high fees, considerably higher than the best private practitioner commands.

To ensure to the public the advantage for the sake of which we have thought it necessary to leave the staff in the enjoyment of the right of private practice we have also thought it necessary to recommend the maximum rates of fees which it should be permissible to charge for different kinds of services. We hope, though we cannot be sure, that our recommendations will result in some saving of time to the staff which may be devoted to research while the public is not deprived of medical assistance to which it has become accustomed.

One of the questions which particularly engaged our attention in connexion with research in this Faculty was the utilization of the results obtained by the holders of the Kanta Prasad Research Scholarship. This scholarship was created in 1925 with an endowment obtained from Mrs. H. S. Gupta, daughter of the late Lieutenant-Colonel Kanta Prasad, I.M.S. The endowment furnishes two scholarships of Rs.100 each, which under the terms of the endowment are tenable in the Science Department of the Allahabad University, their holders being required to carry out the chemical analysis of such of the Indian medicinal plants as have not so far been analysed. One of the conditions of the foundation is that if in the opinion of the Committee which makes the award the research work cannot for any reason be carried out satisfactorily in the Science Department of the Allahabad University the endowment shall be transferred to the Lucknow University with the consent of Mrs. H. S. Gupta or her representative.

According to information obtained from Allahabad University the scholarships have been regularly awarded ever since 1927 and good work has been done by

*Ordinances appearing at pages 909-11 of the Calendar of Lucknow University for 1939-41.

their holders several of whom have obtained Doctorate degrees. The active principles isolated by them in the course of their analysis of medicinal plants were forwarded between the years 1927 and 1934 to the Department of Pharmacology in the Medical Faculty at Lucknow to be further investigated as to their medicinal properties. After 1934, this practice was given up because the Pharmacology Department expressed its inability to deal with the results received from Allahabad University without the assistance of a chemist of higher qualifications than was available on the staff. Consequently the results have during the past several years been transmitted to the School of Tropical Medicine in Calcutta.

Holding the views on the importance of original work at this Medical College which we have expressed in the foregoing paragraphs we cannot help regretting the circumstances which have prevented the Pharmacology Department from making use of the work done by the holders of the scholarship. To supply the want of a qualified chemist to collaborate with the Pharmacology Department we have recommended that a research fellowship of the value of Rs.150 a month should be instituted in the Chemistry Department of the Lucknow University the holder being required to conduct investigations on the results of the work of the Kanta Prasad Research Scholars.

Scales of Pay and Conditions of Service in the Medical Faculty

Teachers in the Medical Faculty have under the Ordinances of the Lucknow University received pay on a scale higher than that prescribed for teachers in other Faculties. They have in addition been permitted private practice subject to restrictions laid down in the Ordinances and recently repeated in a resolution of the Executive Council, dated the 4th January, 1939. The staff of the Medical Faculty has always included a considerable number of Government servants whose services have been borrowed from Government for a term of years the deputation being renewed customarily after the expiry of the term. Under the Ordinances appearing in the Lucknow University Calendar, Government servants were excluded from the operation of the scales of pay there prescribed. Yet our inquiries go to show that Government servants have in fact received pay on the scales prescribed in those Ordinances. The holders of certain posts are not allowed private practice and have higher scales of pay prescribed for them as a compensation.

Our recommendations in regard to the scales of pay in the Medical Faculty and of compensation in lieu of the right of private practice are reproduced in Section XXIV (vii) of Chapter VIII.

We have in an earlier paragraph considered at length the question of private practice permitted to the staff in connexion with its bearing upon research work. Our recommendations, on the subject are reproduced in Section XXIV (vi) of Chapter VIII.

Students

Statistical information as to the numbers of students and teachers, as to the amount of teaching done and as to scholarships and other forms of aid available in the Faculty is exhibited in Appendix H.

We note that there has been a moderate increase in the number of students in the Faculty during the last 12 years. It was 258, 260 and 293 respectively in December, 1928, 1933 and 1938. In the special circumstances of the Faculty we would not expect any larger increase as both the accommodation available in the College and the demand for medical graduates in the Province impose a limitation on the growth of numbers. The only post-graduate students have been those preparing for the Diploma in Public Health and latterly officers of the Provincial Medical Service deputed to undergo refresher courses. Teaching for the Diploma in Public Health was stopped with effect from 1932-33 so that in recent years the only persons who may be counted as post-graduate students are the officers of the Provincial Medical Service taking refresher courses. Their number was 8 in 1928, 4 in 1933 and 10 in 1938. A handful of students have taken the M. D. and M. S. degrees, but they have not been counted among post-graduate students in the statement submitted by the University. Presumably they are included among research students.

Except for a small number of students who are permitted to reside with their parents and guardians in the city all the rest reside in the two hostels attached to the College. The standard of living and the scale of expenses among these students are, we are told by the Vice-Chancellor, considerably higher than among the students in the other Faculties. The number and value of stipends available for poor students are shown in Appendix H(6). A limited number of women-students are permitted in the Faculty, two fresh admissions being made each year, so that there may be 10-15 such students altogether studying in the College.

We have been struck by the very considerable proportion of students who fail to complete their studies in the Faculty within five years which is the duration of the course. In the years 1935-39 we find that fully two-thirds of the students who passed out had taken longer than five years to complete their course. We realize that the work of the students in a professional Faculty like this is heavy and there may be other circumstances which prevent them from passing their examinations always in the first attempt. We should be very reluctant to make any recommendation which may lead to a lowering of the standard of attainment by producing an anxiety or desire to pass out students within the prescribed period of the course. Yet we cannot ignore the fact that the cost of medical education both to the State and to the parent is very considerably higher than the cost of education in other Faculties and it is extremely desirable that the student should make the best use possible of his time in the College so as not to shut out another from its benefits,

Our recommendation, therefore, is that higher fees should be charged from students who stay longer at the College than a reasonable period which may be prescribed in the Statutes of the University.

Preliminary Instruction of students of other systems

We consulted the Dean of the Faculty as to the feasibility of giving to students intending to take to other systems of medicine the benefit of training in the basic elements of the Science (Anatomy, Physiology, etc.) with a view to improving the average quality of the practitioners of these systems by ensuring a knowledge of these basic subjects. The Dean, while expressing some diffidence about the Ayurvedic and Unani systems is favourably inclined as regards Homoeopathy. We are encouraged by his opinion to put forward the recommendation that arrangements should be made under the auspices of the Medical Faculty of the Luoknow University to impart instruction in the basic elements of the Medical Science to persons destined for careers in other systems of medicine prevalent in India, the University being empowered to prescribe suitable conditions of admission.

Hospitals associated with the Medical Faculty

There are three hospitals at present associated with the Medical Faculty, namely King George's Hospital, Queen Mary's Hospital and the Tuberculosis Hospital. Statistical information as to the number of beds and their distribution among different sections, as to the number of beds available for paying patients, and the scales of charges for accommodation and professional services will be found in Appendix H where corresponding information about some other hospitals in the country is also exhibited for purposes of comparison. We find that the accommodation available in the hospitals associated with this Faculty is very much less not only than that available in corresponding hospitals in the Presidencies of Madras, Bombay and Bengal but is also less than the accommodation provided in the Medical College at Lahore (which is one of the several institutions in the Punjab) and the Medical College at Patna, which serves a much smaller province. We, therefore, consider it to be inadequate and strongly recommend that it should be increased immediately to 500 beds and ultimately to 1,000 beds. This may be done partly by the completion of unfinished portions of certain existing buildings and by the utilization of unoccupied space, and ultimately by the erection of new buildings.

The accommodation available in these hospitals for paying patients is very inadequate. It amounts in all to 24 beds, 10 of which are in private wards and 14 in cottages. The scales of charges leviable for accommodation and professional services in the case of patients occupying these beds will be found in Appendix H. No charge whatsoever either for accommodation or professional services

is made from patients in the remaining beds. They are intended to be reserved for poor patients. The Hospitals, however, being the best equipped in the Province and possessing facilities not available elsewhere attract patients from all parts of it of whom a good proportion are very far from being indigent and would be prepared to pay if the accommodation available to them was of the paying description. We, therefore, feel strongly that the accommodation for paying patients should be considerably increased by the erection of more cottages and by the provision in the general wards of beds affording a reasonable degree of privacy. In making this recommendation we had in mind a type of ward in the Calcutta Medical College in which beds are placed in screened spaces of moderate size which afford a degree of privacy without taking up much more space than ordinary beds and the charges for which would be within the means of a middle class patient.

We notice that while the Hospital rules state repeatedly that the Hospital is meant primarily for the treatment of poor patients the Registrar informs us "that the up-to-date facilities available in the Hospital attract patients from all parts of the Province" and it may be reasonably assumed that many of these are in fairly easy circumstances and can afford to pay for the services rendered to them. We, therefore, recommend that only persons with incomes of Rs.100 or less and their dependants should be admitted to the general wards in the hospital and provided with food, medical attendance, medicines and all services such as surgical operations, radiological examination and treatment and pathological and chemical tests free of charge. From persons with incomes of over Rs.100 charges for accommodation and food and various services as well as for medicines and dressings should be made on a graduated scale, the details of which are given in our recommendations in Section XXXVI of Chapter VIII. The scales recommended are those accepted by the largest number of members present at the meetings. Messrs. Govind Malaviya and Karan Singh Kane have suggested alternative scales which are also printed along with our recommendations.

Hospital Managing Committee

The Hospitals attached to the Medical Faculty being a public utility service, besides being a part of the educational machinery of the University, are a matter of considerable interest to the general public which is affected by the manner of their administration. In order to give to representatives of the public and of the local medical profession outside the University a voice in the management of the Hospitals there has been a Managing Committee constituted by Regulations in which its powers and duties are enumerated as follows :

- (1) To look after the general administration and upkeep of the Hospitals ;
- (2) to appoint, subject to the control of the Executive Council, persons to the clerical and menial staff of the Hospitals ;

(3) to appoint House Surgeons, Physicians, and members of the Nursing Staff, subject to confirmation by the Executive Council ;

(4) to allocate the functions of the Hospitals and to distribute beds to the charge of Physicians and Surgeons ;

(5) to make recommendations to the Executive Council regarding the general requirements of the Hospitals ;

(6) to prepare the draft Annual Budget for the Hospitals.

We do not recommend any changes in these functions but in view of the desirability of including a larger number of outsiders and thereby obviating any complaint that the Committee of Management is dominated by teachers of the University or by the staff and the Executive Council together we recommend that it should in future consist of the following 15 members, namely—

(a) the six heads of the sections concerned with the Hospitals, Surgery, Medicine, Radiology, Ophthalmology, Pathology and Pharmacology ;

(b) the Superintendent of the Hospital ;

(c) the Treasurer of the University ;

(d) three persons nominated by the Executive Council of whom one should be a local medical practitioner ;

(e) three persons nominated by Government of whom two should be members of the Legislature ;

(f) the Inspector General of Civil Hospitals (Chairman).

In the course of our discussion on this subject it was suggested that there should be a larger representation of the Legislature on it and that medical practitioners should also be included. We have sought in our recommendation to meet all points of view so far as it was possible to do so without making the Committee too large for effective work.

CHAPTER XII

RESEARCH

"Originally," says Mr. H. G. Wells, "the Universities knew no more of Research than of athleticism." Now, however, in a world where knowledge is rapidly growing Research has become a vital necessity in an institution of higher learning and a university which is content to deal in knowledge gathered by others without striving to add to it by its own efforts, is not considered worthy of the name.*

The Royal Commission on the Universities of Oxford and Cambridge defined Research in their Report issued in 1922 in the following terms :

"The word 'research' is used to include not only the actual study and collation of new material, or the working out of scientific problems, but also the promotion of thought and learning in the widest sense, including (a) the self-education, study and thought, necessary before a student can decide on the particular branch of a subject for original work best suited to his powers ; (b) a constantly renewed familiarity with the discoveries and views of others, both living and dead ; (c) travel for purposes of study."

Cardinal Newman in the Preface to his "Idea of a University" expressed the opinion that "to discover and to teach are distinct functions ; they are also distinct gifts and are not commonly found united in the same person." While this dictum is now generally acknowledged to be an over-statement, the fact remains that not all graduates are capable of doing research and the capacity for it cannot be judged by the results of examinations taken for ordinary degrees. It has to be ascertained by a trial. "A certain attitude of mind or originality of mind is essential for a pucca researcher. There is no way of telling beforehand whether a young and distinguished graduate who may appear keen on research will prove a successful experimenter. It is desirable to provide facilities of training for large numbers in the hope that you may get a few men of outstanding calibre and these are the men who count in the future. After all, if this country can produce any one of a calibre even of a minor Faraday once in 20 years, the universities would have justified themselves."†

*Research is the logical outcome of true education at the highest stage and its organization is one of the obvious functions of a university. Organized research sustains a vigorous intellectual life in the University and improves the quality of teaching. It assists the union of large knowledge with creative power—the supreme test of scholarship. It establishes the relations of colleagues and of fellow-workers in the cause of truth between the Professors of all ranks and the advanced students. (Extracted from Dr. Beni Prasad's memorandum.)

†Lord Rutherford at the Congress of the Universities of the British Empire, 1936.

What has just been said about the difficulty of discovering talent for and obtaining results in research among students holds good also in the case of teachers. Not all of them can be expected to make striking original contributions to knowledge in their subjects and insistence on the production of a certain amount of literary or scientific work as the condition of tenure of a teaching post can at best produce indifferent research. The University Grants Committee of Great Britain has as usual made valuable observations on this subject in its Report for the quinquennium 1929-30 to 1934-35 from which we extract the following :

“ It is obvious that the value of University teaching must largely depend upon the depth of the teacher's knowledge, and that for him constant refreshment at the fountain heads is essential. It has been well said : ‘ He who learns from one occupied in learning, drinks of a running stream. He who learns from one who has learned all he is to teach, drinks the green mantle of the stagnant pool.’ At the same time it is also true that much of what is now generally called research does not necessarily advance knowledge and that there is consequently some danger lest the word itself may lose the dignity which ought to attach to it. It would be a great misfortune if the term were to be given a too narrow significance, and if it came to be interpreted solely in terms of output of written or unwritten work—of what is already known. The number of persons who are capable of the pioneering discoveries which definitely advance the frontiers of knowledge is limited, and there is no danger that their exceptional merits will not be rewarded in our Universities. On the other hand, the number who are capable of delving into some abstruse but not necessarily very significant aspect of learning is considerable, and we think it would be singularly unfortunate if research of this latter character, of which perhaps there is already too much being done all over the world were to be rewarded in preference to work which bears fruit, not in an accumulation of publications, but in the inspiration of teaching.”

Flexner in his “Universities, American, English and German” has expressed a similar opinion :

“ The important thing is not that a few persons doze or loaf or are ineffectual; the important thing is that a Hertz, a Maxwell, a Mommsen and a Gildersleeve find within the university the conditions that suit them as individuals—conditions, favourable to their own development and to the development of a varied group of co-workers.”

The pursuit and organization of Research present certain problems and difficulties apart from the discovery of talent for research which we have alluded of above.

One of these problems is presented by the heavy cost of Research. The provision of the requisite literature and expert guidance besides laboratory facilities in the case of scientific subjects, requires a huge expenditure of money. The researcher has to be given access to all published and unpublished material bearing on his subject, if he is to make an original contribution. Lord Rutherford speaking at the Congress of the Universities of the British Empire at Cambridge in 1936, estimated the annual cost of a research student in his subject at £ 25 to £ 100 and expressed the opinion that a teacher could supervise 10 but was sure to neglect 20.

Another difficulty in the way of Research may be expressed in the words of Lord Meston of Agra who made the following observations at the Congress of Universities held at Edinburgh in 1931 as Lord Rector of the University of Glasgow :—

“ We are familiar with the demand for research by University teachers, as an essential to vitality in teaching. But if as so often happens in a University, he has to turn the daily mill which grinds out intellectual food for masses of ordinary undergraduates, what leisure or energy is left to him for the higher things ? And yet that is the position of the majority of competent and even eminent University teachers with us. They are expected to shepherd crowds of mediocre learners along a series of routine courses, to pick, encourage and guide the more promising into higher paths, and at the same time they are always having it drummed into them that they cannot be inspiring, or even good teachers unless they also do original work of their own.”

The Royal Commission on the Universities of Oxford and Cambridge expressed a similar opinion. At page 28 of their Report we read :

“ On the other hand the staffs of the Colleges are overworked in many cases and research is suffering. Either (1) the number of students must be decreased, or (2) the staffs must be increased or (3) the standards of learning and education must be allowed to go down.”

Yet another difficulty in the way of the promotion of research in our universities has been the lack of practical problems. In the absence of such problems students and teachers have had to devote their time to academic research which does not rouse the same enthusiasm or command the same appreciation in the general public as practical research. The Government of India does maintain and finance a large number of Research Departments some of which deal with practical problems ; but hitherto except at learned Conferences there has been no touch between these Departments and the Universities.

It would appear from the annual reports of the Universities that a number of teachers have worked for Doctor's degrees, have specialized in various branches of Science and learning and produced books and contributed articles to learned

journals some of which at least have obtained commendation within the country and abroad. Yet the total output falls far below expectation. The Universities themselves are not satisfied with the output as appears from their reply to our Questionnaire in which they state that much more and better work could have been achieved had it not been for various handicaps for which financial stringency is stated to be mainly responsible.

We may safely assume that despite financial difficulties it would have still been possible for the universities to achieve better results if there had been either some kind of machinery to take stock of their work or anything like those deep-rooted traditions of scholarship which make it impossible for the teacher in one of the advanced universities of the world to rest on his oars. There is no sufficiently developed public opinion in this country capable of evaluating scholarly researches and in university circles themselves no scale of values has yet been established by which a man of scholarly worth would receive appreciation and the shirker meet with deserved disapproval.

Government Departments such as the Archaeological Survey, the Zoological Survey, the Geological Survey, the Forest Research Institute, the Harcourt Butler Technological Institute, the Council of Agricultural Research have carried on researches and published results which have received recognition far and wide but in the words of the Hartog Committee "the number of workers in these departments is necessarily limited and it is on the Universities and Research Institutes like the Indian Science Institute, Bangalore and the Bose Institute, Calcutta and the recently established Bhandarkar Institute at Poona that India must largely depend for an extension of research work which would in future make Indian contribution to the advancement of knowledge comparable in amount to that of other countries with an equal number of university teachers and students."

In another work Sir Phillip Hartog sounds a note of warning against the neglect of research. "If research is checked," says he, "in Indian Universities, they will undergo a risk of emasculation. They have begun to take their place in the ranks of the universities of the World. I foresee that if the present policy is changed they may become degraded to a lower level."

We shall now trace the history of the growth of Research activities in our own Universities and notice the hinderances that have obstructed their further growth.

Before the establishment of universities of the unitary teaching type research activities were necessarily very meagre; yet a beginning had been made in the Allahabad University. Apart from the institution of Doctorate degrees in various Faculties which had latterly been made obtainable on the result of original investigation or interpretation the Allahabad University had obtained at least one valuable endowment for research in Science. In 1909 a sum of Rs.75,000 had been handed over to the University for the foundation of a Reader-

ship to be called the Empress Victoria Readership of the value of Rs.100 per mensem to be awarded to an M. Sc. of the University on condition of carrying on his studies and researches in Science at a college approved by the Syndicate and translating into Hindi and Urdu a work on Science approved by the Syndicate or preparing an original book in his particular subject. Subsequently, with the establishment, in 1915 of the University Departments of Economics, History, and Post-Vedic Studies, a number of Research scholarships had been instituted in them and the Professors as well as their Readers and Assistants were expected to carry on research and publish the results. The establishment at the same time of a University Library at Allahabad to supply books to scholars throughout the area of the University's jurisdiction was another step in the same direction.

Facilities for research were admittedly scanty for the staff and students of the colleges affiliated to the University as the requisite leisure and means were wanting. Still some of them managed to publish original contributions.

The establishment of the teaching universities at Lucknow and Allahabad created much more favourable conditions. By a concentration of the university teaching formerly done by a number of colleges in the same place, it became possible for the university to employ a larger staff in each department of study so that each individual teacher was able to specialize in a particular branch of it. The amount of lecture work was also initially small, and the scales of salary fairly liberal so that teachers who were so minded could utilize their leisure in the pursuit of their own particular inquiries unhampered by financial worries. The libraries and the laboratories were also improved and the university was able by virtue of its financial autonomy to institute a series of research scholarships. These favourable conditions, however, proved to be transitory and, even while they lasted, were not fully exploited.

Conditions changed rapidly as student numbers grew. Teaching work tended to grow in volume and encroached more and more on the teacher's leisure. Financial conditions have brought about other changes. The original scales of pay have by a series of revisions been brought down to a level about one-third below their original pitch. A new class of teacher called junior lecturer has been created with a scale of pay which is not sufficient to place them above anxiety. The gradation of ranks among teachers aggravated by large differences in pay has tended to produce a stratification which has proved inimical to the growth of intellectual comradeship and common effort. The financial provision for the libraries and the laboratories as well as for scholarships has tended to decrease.

The tenure of teaching appointments in the Universities which was originally limited to three years was made permanent in 1924. The change had its advantages in other spheres but was bound to prove prejudicial to research as it

took away the incentive for it from teachers of the higher and lower ranks alike. Teachers in the higher ranks were no longer in danger of losing their posts or having to prove their worth when seeking re-employment. Those in lower ranks found the avenues of promotion blocked by higher posts being permanently occupied by men not much older than themselves and saw not much material advantage in improving their qualifications.

Nothing, however, has done more to discount research in the eyes of university men than the existing constitution of the Universities which enables a teacher far more easily and effectively to ensure his position and prospects by a careful management of elections than by a steady and laborious pursuit of scholarship. This matter has been dealt with at length in another part of this Report and it is only necessary here to draw attention to its bearing on Research.

We have been supplied with fairly detailed information about the facilities available and the work done in research by the staff and students in the two Universities.

The provision for research is summarized below :

(1) *University scholarships*—Each University has instituted a number of research scholarships or fellowships which it grants out of its own funds. Allahabad University grants one scholarship of the value of Rs.50 per mensem annually in each department. Formerly there were more than one in some departments and the monthly value was Rs.100. Lucknow University grants five scholarships in the Faculty of Arts and five in the Faculty of Science of the monthly value of Rs.75 tenable for 21 months. There is one scholarship in Medicine of the value of Rs.100 tenable for 12 months. One more may be awarded as a special case.

(2) *Endowments*—Besides the University research scholarships there are certain endowed scholarships. In the Allahabad University there is an endowment out of the income from which one scholarship of the value of Rs.100 per mensem tenable for three years and known as the Empress Victoria Readership is awarded annually for research in Science. Out of another endowment called the Kanta Prasad Research Scholarship Endowment two scholarships of the value of Rs.100 per mensem tenable for two years are awarded for the chemical analysis of Indian medicinal plants. Lucknow University has an endowment—the Kunwar Indrajit Singh Scholarship Fund—out of which three scholarships of the value of Rs.100 per mensem are at present awarded for research in Medicine. The scholarships are tenable ordinarily for six months but may be extended up to two years.

(3) *Assistance from Government*—Grants have been received specially for research from time to time when Government has either entrusted a special problem for investigation to a University Professor or considered him deserving of assistance in the prosecution of his researches. The Imperial Council of

Agricultural Research made a grant in 1936-37 of a sum of Rs.9,300 for Dr. N. R. Dhar's researches into the utilization of molasses as manure over a period of three years. Similarly a grant of Rs.9,790 and the cost of a Research Assistant was made to Dr. Thapar of the Lucknow University for a period of five years for certain researches in Helminthology. The United Provinces Government made an annual grant of Rs.5,000 for Dr. Meghnad Saha's researches and Rs.1,000 for Dr. Dhar's researches. It grants Rs.4,000 annually and the cost of a Research Assistant for Dr. Birbal Sahni. It has made a grant of Rs.5,400 to Dr. A. N. Singh of the Lucknow University for his researches in the history of Hindu Mathematics over a period of three years.

(4) *Outside aid*—Apart from these grants from public funds the Universities have occasionally secured assistance for research from private sources as well. In 1934-35 the Allahabad University obtained a research scholarship in Chemistry from J. N. Tata and in 1932-33 two scholarships were obtained from His Exalted Highness the Nizam—one for research in English and the other in Physics tenable in the Allahabad University or abroad. Professor R. D. Ranade of the Allahabad University has received assistance in his research from time to time from the Universities of Calcutta, Bombay and Nagpur and also from the Raja of Jamkhandi. Similar assistance has also been obtained in some other cases.

(5) *Learned journals*—As another means of fostering research the Universities have maintained journals for the publication of research work done by their teachers and students. The Allahabad University's Journal for this purpose called the "Allahabad University Studies" was started in 1925 and is published once a year. The University, however, does not require all the research work done by the teachers and students to be submitted for publication in it, and the journal being published once a year, teachers and students very frequently prefer to send their researches to other journals for the sake of quicker publication or wider publicity. Lucknow University had a corresponding journal between 1922 and 1925, but stopped its publication as a result of financial stringency on the recommendation of the Blunt Committee. The University, however, has published abstracts of research work done within it in three volumes covering the periods 1921 to 1927, 1928 to 1932 and 1933 to 1937 and has issued eight small volumes of Studies all of which are monographs produced by research workers.

(6) *Co-ordinating agency*—There is at present no agency to organize research in either University or to co-ordinate the efforts of various departments in them, except a Research Degree Committee in each Faculty of the Allahabad University which does not supply this want to any appreciable extent. Neither is there any appreciable co-operation between departments of teaching in the matter of research though its potentialities are undoubtedly great.

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Research actually done—We have been supplied with detailed information about the research work done by the staff and students of the two Universities. This information is too detailed and bulky to be reproduced in this Report.

On a consideration of the measures summarized above which have been taken for the advancement of research we have no doubt that the institution of unitary universities has marked a distinct advance in the direction of research. We are, however, unable to express any opinion as to the value of the actual research work done by the two Universities, and as to whether the work produced in the various departments has been commensurate with the staff and facilities available. It appears to us that there is a great disparity in the volume and value of the research work done in different departments and that under more favourable conditions much more work and of a higher standard could have been achieved.

Our recommendations in regard to research are summarized in Section XXII of Chapter VIII. Our aim in making them has been to ensure not only academic but also practical research activity at the Universities. We recommend the establishment of a Provincial Board of Industrial and Scientific Research with a view to ensuring that research will proceed on a plan so that there may be no duplication or waste of effort and adequate results may be obtained with the limited resources available. We contemplate further that there will be closer co-operation in future between the universities and the research departments and institutes maintained by Government and that Government will avail itself of the services of University men in connection with problems requiring expert knowledge and research.

Besides the Government grants which will be necessary for this work we recommend that funds for research should be obtained also by requiring contributions to be made by industries and trades likely to profit by such research. When our recommendation that a programme of industrial and scientific research should be drawn up in accordance with a plan of industrial development in the Province, is accepted such contributions may be regularly provided for by legislation. We have recommended the provision and extension of library, laboratory, publication and other facilities which the Universities and others of our correspondents had suggested to be necessary for the fostering of research.

CHAPTER XIII

TEACHING AND PLACES OF INSTRUCTION

Teaching is one of the main functions of the Universities of Allahabad and Lucknow and we have had to give our attention to the question whether the existing provision for it is adequate or otherwise. We find on the one hand that in the Statutes and Ordinances of the Universities, teaching is given a place subordinate to examinations and no scheme for the conduct of it is formulated as a whole in any part of the University Code. This is obviously a legacy from the affiliating university which preceded these Teaching Universities. On the other hand our discussions have led us to the conclusion that the amount of formal teaching now imparted is excessive and can be advantageously curtailed. On the analogy of the universities of the more advanced countries it could be urged that regular instruction is not essential for the university student and that the more he is left to shift for himself the better.

Carlyle defined a modern university as a collection of books. "All that a University or final highest school can do for us is still but what the first school began—teach us to read. The place where we are to get knowledge even theoretic knowledge is the books themselves. It depends on what we read, after all manner of Professors have done their best for us."

Cardinal Newman wrote as follows in his "Idea of a University" :

"If I had to choose between a so-called University which dispensed with residence and tutorial superintendence and gave its degrees to any person who passed an examination in a wide range of subjects, and a University which had no Professors or examinations at all, but merely brought together a number of young men for three or four years and then sent them away as the University of Oxford is said to have done some sixty years since, if I were asked which of these two was the better discipline of the intellect . . . which of the two courses was the more successful in training, moulding, enlarging the mind . . . I have no hesitation in giving the preference to that University which did nothing over that which exacted from its members an acquaintance with every science under the sun . . ."

This course, however, is neither feasible nor advisable in our universities because the conditions are so entirely different. In the first place the undergraduate joins the university with a preparation and equipment far inferior to that with which he joins the university in the more advanced countries. Secondly the proportion of students coming from poor families where books are scarce and facilities for reading practically non-existent is considerably larger here. Thirdly

the immense growth of literature even since Newman's time makes the guidance of a teacher indispensable if the student's reading is to achieve the maximum result. The teacher is there not only to expound the essentials of his subject but also to survey the literature which exists upon it, to advise what books the students should read and also to put them in possession of the results of recent researches. This is the minimum which the University teacher must do in order to help the students to take advantage of the library, laboratory and other facilities available in the University.

We have, therefore, in our recommendations summarized in Section XXI of Chapter VIII recommended that the amount of formal teaching given at the University by its Professors, Readers and Lecturers should be reduced and confined to the achievement of the purposes just mentioned. But we recognize that the student will require further intellectual stimulus in the proper appreciation of the subjects about which he reads, and in the formation of his views and this stimulus should be provided for him not merely in the shape of association with contemporary students—some of whom would be more advanced than he and from all of whom he learns in all manner of ways—but by regular discussions with teachers who may come into closer contact with him than the University Professor or Lecturer can by meeting him in small classes in colleges or hostels or in seminars in the University. Such supplementary instruction was rightly given an important place in the scheme of the Teaching Universities. It was contemplated that students as a rule would reside in colleges and hostels and the provision of supplementary instruction was made obligatory in colleges and optional in hostels. Other suitable arrangements were to be made for the tutorial instruction of the non-resident student.

The information supplied by the Universities in respect of the year 1937-38 goes to show that there were no tutorial arrangements in either of the two universities for Law classes and most of the post-graduate classes. In the Lucknow University tutorial instruction was provided for M. A. students in English only and in the Allahabad University for those in History and Politics only. Tutorial instruction was provided under the Ordinances for B. A. and B. Com. students in all subjects but the amount of it varied from subject to subject as did also the size of the seminar which the Ordinances in the Allahabad University fix at six students, but which in practice goes up to 12 and even to 20 students in some subjects. There is marked disparity in the amount of tutorial instruction in different subjects in both universities. There is no tutorial instruction in Science subjects. Allahabad University in October, 1937, considered the question of providing such instruction in Science but no further action has been taken.

The discussions which preceded the establishment of the Lucknow University—and paved the way for the establishment of the Teaching University at

Allahabad also—show that the authors of the idea were keen on the provision of tutorial instruction. Sir Claude de la Fosse who took a leading part in the shaping of the Universities looked forward to the University of Lucknow possessing its own buildings for libraries, laboratories and class-rooms on a site between the Canning and Medical Colleges leaving these Colleges to function as units of residence imparting supplementary and tutorial instruction and keeping their libraries, laboratories and staffs primarily for these purposes and co-operating with the University to a limited extent in the work of formal teaching. The two remaining degree colleges in Lucknow, the Christian College and the Isabella Thoburn College were to become Intermediate Colleges but it was contemplated that these colleges would be permitted to build class-rooms in the university area for their staff and students to carry on university work under the control of the University. The plan, however, was never given full effect. The Medical College passed to the University with all its staff of I. M. S. and P. M. S. Officers and became the Medical Faculty of the University. The Canning College was handed over to the University by the Committee of Management and its parent body, the British Indian Association, on the condition that the entire staff was taken into the service of the University and, although the condition attaching to the transfer of the buildings, property and endowments of the College to the University was that they should be utilized for the purpose of a "College" as defined in the Lucknow University Act, i.e. as a unit of residence providing supplementary and tutorial instruction, they were utilized for the general purposes of the University, which had no separate buildings, libraries, etc. of its own. The fact that two separate establishments and staffs for the University and its Colleges would be financially impracticable had been ignored and has resulted in Lucknow University possessing no College in the proper sense and having to go almost without any provision for tutorial instruction.

Allahabad University started under slightly more favourable auspices. This University had possessed some buildings—the University Library and the Law College—before its re-organization and Sir Claude de la Fosse who became its first Vice-Chancellor used his emergency powers to provide new buildings by buying up the adjoining property of the Indian Press and converting it into class-rooms for Arts and Commerce teaching speedily enough for the work to be started on the new lines from the outset. Only one of the then existing degree colleges in Allahabad, the Muir Central College, was handed over to the University with its staff and its buildings were turned into the Science Department of the University. The other Colleges, viz. the Kayastha Pathshala and the Christian College which became Intermediate Colleges, were permitted to and did set up a residential unit each at the University designated as a College with a staff of tutors. A number of their teachers who were thought competent to teach University classes, were given part-time appointment as University teachers. Allahabad had another

advantage over Lucknow in that it had a number of hostels run by denominational agencies—the Hindu Hostel, the Mohammadan Hostel, the Jain Hostel—which it was hoped would in course of time rise to the status of Colleges and make provision for tutorial instruction. The University from the very beginning saw to the organization of tutorial instruction for most of its students in the Arts and Commerce Faculties. In the Science Faculty, however, tutorial instruction has been haphazard and in the Faculty of Law it has only started in recent years and in a small way.

The organization of tutorial instruction on an adequate scale is acknowledged on all hands to be a *sine qua non* of good University education. The difficulty in the way of providing it in the University itself is the large number of students in comparison with the size of the staff. The average number of students per teacher in each University is about 17, the actual number in some departments being twice and even three times as large. It has been pointed out by many of our correspondents including the Executive Councils of the Universities that the unwieldy size of classes promotes indiscipline and makes tutorial instruction impossible. The remedy is to be sought in either limiting the enrolment so as to reduce the number of students per teacher to manageable limits or in helping the growth of Colleges with a tutorial staff and with disciplinary authority.

Limitation of enrolment

We considered at length the suggestion of limiting student-numbers by prescribing a maximum figure of enrolment in a Unitary Teaching University. In recent years, since the last Great War, the large influx of students to Universities has created a serious problem in most countries throwing a heavy strain on the resources of the Universities and making it impossible for them to maintain efficiency in Departments requiring laboratories and individual attention.* There are, indeed, universities in America whose enrolment runs into tens of thousands, but such numbers hardly accord with the conception of a University as "an *Alma mater* knowing her children one by one, not a foundry or a mint or a treadmill."† In a learned address to the Convocation of the Allahabad University in 1926 Professor S. G. Dunn pleaded for a small enrolment saying that a teaching University should not be "so crowded that its members cannot come into close association with one another". In his opinion the practical number should not rise above 1,500. The figures of enrolment in the newer Universities of England on which our Universities are modelled vary widely, but rarely exceed 2,000. According to the last Report of the University Grants Committee of Great Britain, the Universities of Birmingham, Bristol,

*Kotelnig: *Unemployment in the Learned Professions*.

†Newman.

Leeds and Liverpool had less than this number ; Manchester alone with its College of Technology had more. It follows that our teaching Universities with an enrolment bordering on 2,400 have reached, if they have not already exceeded, the limit of enrolment which they can effectively deal with. The unitary University is responsible for the maintenance of a high standard of cultural and intellectual attainment which it cannot do with large numbers.

Much, however, as we would like to help the Universities to maintain their efficiency and raise their standard by limiting their numbers, we are up against their desire to take a few hundred more than they have at present. In this we notice that they are like their British prototypes about whom the University Grants Committee wrote as follows in its last Report :

“In the course of our visits we made a point of asking the various authorities whether they had considered this question of appropriate numbers. In most cases we received the answer that the question had been considered but by a curious coincidence it seemed that the ideal number was always a little in excess of the existing number. While this answer may, of course, be the correct answer, we must confess to a certain measure of doubt as to whether the coincidence is always inevitable. That the ideal number should vary, as between one centre and another, is only to be expected, but we were unable to discover any principle of definition and, indeed, except in the case of some of the Medical Faculties, none of the Universities appear so far to have taken any serious steps to control their numbers, or even to have thought out very clearly the principles on which any attempt of the kind should be made.”

We had further before us the weighty consideration that higher education is still in its infancy in this country and its expansion should not be impeded by artificial restrictions. For aught we know the present pressure on the Universities may be due to the absence of alternative careers for youngmen and may be relieved when a new scheme of secondary education providing a variety of alternative vocational courses comes into being. While, therefore, we are conscious of the danger of unitary Universities reaching unwieldy proportions, we recommend that there should be no restriction on the number of students enrolled in them except what they may impose on themselves by reason of the limitations of space, equipment and financial resources.

We are thus forced to fall back on the alternative of recommending that the growth of University Colleges giving tutorial instruction should be encouraged with a view to maintaining that degree of contact between teacher and student which is desirable but not possible with the limited staff of the Universities and their mounting enrolment.

While discussing this alternative course we have had to deal with the thorny question of the status of a University College. This question has become acute by reason of the dissatisfaction of the existing Colleges at Allahabad with their present position and the desire shared by them with other Colleges at Lucknow to regain a share in regular University teaching.

We have already adverted to the circumstances in which these colleges were shorn of their degree classes and reduced to the status of intermediate colleges. We have noted also how provision was contemplated to associate them with the work of the Universities by (1) some of their teachers being appointed part-time teachers to impart formal instruction in the Universities, and (2) by their maintaining 'colleges' within the Universities as units of residence and supplementary instruction.*

*The following extracts from the Report of the Lindsay Commission bear on the subject:

"The setting up in recent years of the so-called unitary Universities has produced a new kind of college called "an internal college of the University." Within these teaching Universities there are colleges like the colleges of Oxford and Cambridge, but they have usually considerably less autonomy and responsibility than the Oxford and Cambridge Colleges have. At Allahabad, for example the teachers of the internal colleges have a right to give tutorial instruction to their students, but the students must for their lectures go to University teachers. These University teachers may, of course, be members of the staff of the internal college, but only if and for so long as the University appoints or recognizes them as such.

The powers given to these internal colleges by the Acts constituting the various Universities in which they exist vary, but they vary still more according to the way in which the University interprets them. The constitutional position given to the internal college is very much the same according to the Act at Allahabad and Lucknow. But the policy of Allahabad seems on the whole to have been governed by a rather doctrinaire unitarianism, whereas at Lucknow the Isabella Thoburn College, which is constitutionally in the same position as Holland Hall at Allahabad, has in practice almost all the freedom of a college within an affiliating University. The position of an internal college may therefore vary from something a little more than a hostel to something a little less than an independent college. It has, of course, to be remembered that these unitary Universities were set up when the reaction against the affiliating University was at its height, and that therefore the unitary character of the University, the centralizing of its control over teaching etc., has been carried much further than it need, and it is to be hoped that the Universities will themselves see this. It is for their real academic interest to develop the autonomy of the internal college very much more than has so far been done. While permitting the teachers in internal colleges only to do tutorial teaching they are not only making no use of men who could do important University lecturing work, but they are by this distinction between those who may lecture and those who may only do tutorial work showing that they have little conception of what tutorial work ought to be."—(Lindsay Report : pages 267-278.)

"The College will be what the University likes to make of it, and it seems hard to ask men to plan and work for a college whose powers may be taken away with a change of University policy."—(Lindsay Report : page 269.)

"At present the unitary Universities which have provision for internal colleges are working a system which they do not altogether understand, but if they are to be induced to give full possibilities to the combination of unity and variety which this kind of University makes possible they will have to be shown in practice what a college within a teaching University can be."—(Lindsay Report : page 271.)

This plan has been in operation in Allahabad where the Kayastha Pathshala and Christian Colleges have their University Colleges in which University students reside and are given tutorial instruction by a staff appointed by the management of the Kayastha Pathshala and Christian Colleges. These University Colleges have been permitted further to attach to themselves a number of non-resident students who also receive tutorial instruction and join athletic and social activities in them. Between them the two colleges can answer for about 400 resident and attached students. They are allowed a fourth of the tuition fee collected from the under-graduate students residing in or attached to them. Their staff of tutors consists mostly of teachers of the University working part-time for the Colleges.

This arrangement suffers from maladjustment and has failed to achieve all that was expected from it. The Colleges with a larger staff than hostels are no doubt in a better position to guide and influence the life and work of their resident students. It may be conceded also that they establish traditions of sportmanship, *esprit de corps*, and intellectual attainment and win the allegiance and attachment of their members in a larger measure, making them send their sons to the same college and thereby helping to carry on the cherished traditions. But with their limited numbers and financial resources it is impossible for them to employ a proper staff of tutors of their own. Entrusted as they are with the limited function of imparting tutorial instruction to which little importance is attached by the Universities and which hardly affects the class of the student's degree, they complain that their tutorships do not possess the academic standing necessary to attract good men and their tutors do not command that influence over the students which they would if they were engaged in formal instruction which counts for degrees. For this reason the Executive Council of the Allahabad University supports the idea of colleges being closely associated with University teaching.

We examined at length the question whether it is feasible to associate with Universities of Allahabad and Lucknow the colleges situated there as teaching units up to the first degree, the implication of the suggestion being that—

- (1) the Universities should be responsible for all post-graduate studies and research, for all teaching and work in Science, Law and Commerce and for a strictly limited number of students in under-graduate Arts classes;
- (2) the Colleges at Allahabad and Lucknow should be mainly responsible for providing formal teaching and tutorial instruction in Arts subjects for students preparing for the B. A. degree.

The proposition was supported by the following arguments :

(1) The present numbers of under-graduates in the Universities are so large as to endanger the quality of the teaching and research work of their Professors and Readers, a good deal of whose time is taken up with administrative routine work and attendance at meetings.

(2) Colleges are better ~~fitted to deal with under-graduates~~, because with small numbers they can provide for contact between the teacher and the taught and the Principals of the Colleges who do not change like Vice-Chancellors and Deans every three years are in a better position to inspire confidence and instil relations of personal loyalty between teachers and students.

(3) According to the Lindsay Commission, Allahabad University has made a fetish of the unitary idea. The doctrinaire conception of a college as a residential and tutorial unit has made it impossible for colleges to perform any useful function. No tutorial work is worth while unless it is related to formal lectures, in which college tutors are at present allowed no part.*

(4) The teaching universities are expensive and will require increased Government aid when our recommendation in favour of a three years' degree course is adopted.

The calculations exhibited in Appendix G(5) would show that Allahabad University alone will require an additional grant of about Rs.80,000 to Rs.90,000 on this account.† Already as a result of having adopted the recommendation of the Sadler Commission the United Provinces Government is spending on University education a higher percentage of revenue than any other Province in India.

(5) The restoration of teaching functions to colleges would put right a great wrong done to them in 1921 when first-grade colleges were reduced to glorified high schools and now stood in danger of being still further degraded under the recommendations of the Education Re-organization Committee. Already Lucknow University has allowed two Women's

*" It would be a loss to India if the healthy traditions of colleges were sacrificed by a too rigid adherence to the formula of a unitary University. . . . It would be preferable to retain the vigorous life and traditions of the colleges and to place on the University the duty of organizing the work of the colleges". (Hartog Committee).

" It has of course to be remembered that the unitary universities were set up when the reaction against the affiliating university was at its height and that therefore the unitary character of the university, the centralizing of its control over teaching etc. has been carried much further than it need." (Lindsay Commission Report : page 268.)

†On another basis of calculation the additional cost will be about Rs.43,000.

Colleges to do formal teaching and Allahabad University has been compelled to allow one, the Naini Agricultural Institute, to teach for the B. Sc. degree in Agriculture. The Universities will, by agreeing to this proposal, only relieve themselves of superfluous numbers which they cannot properly handle and some of the mediocre students in the Faculty of Arts whom they cannot perhaps much help.

The following arguments were advanced against the proposition :

(1) The acceptance of the proposal, would result in turning the unitary universities into Federal universities which would be a retrograde measure. Recent trend in India as elsewhere in the world has been strongly in the direction of unitary teaching universities. In England they decided against the Federal type when Victoria University was reorganized in 1906 giving place to a number of unitary universities. Since the beginning was made in India by the establishment of a teaching university at Benares in 1916 most of the universities that have been established—Aligarh, Dacca, Lucknow, Allahabad, Delhi and others—have been of the unitary type. Where, as in the case of Delhi, a federal character has been assumed, it has been against the letter of the law and under the influence of strong pre-existing colleges. It follows that the revival of colleges would kill the unitary universities.

(2) Of all the unitary teaching universities in India, Allahabad has been most considerate to pre-existing local colleges. While the Colleges in Benares, Dacca and Lucknow have been reduced to the status of Intermediate Colleges, Allahabad has allowed local colleges to retain a place in the University and should, therefore, not be charged with putting a too rigid or doctrinaire interpretation on the unitary idea.

(3) The position assigned to the Agricultural College in Allahabad University does not compromise its unitary character as it does not involve any duplication of formal teaching. Allahabad has also avoided the appearance of duplication in the arrangements for the formal teaching of women-students which exists in Lucknow.

(4) The colleges for which the function of formal teaching for the B.A. degree is sought, do not possess the requisite buildings, staff and resources. Most of the tutors employed in the University Colleges at Allahabad are teachers of the University working part-time for the colleges and it is doubtful if they will ever be in a position to maintain a staff comparable in quality to that of the university.

(5) As the Sadler Commission pointed out the University is not likely to retain any effective control over the quality of teaching in the Colleges, the only means of doing so being the extreme measures of disaffiliation

which could hardly be carried through a democratic university authority and would in any case inflict undeserved hardship on students and staff, who might be entirely free from blame.

(6) The homogeneity of purpose and effort which a unitary university stands for would be lost and friction would arise between the university and its colleges.

We feel strongly for the degree colleges which magnanimously agreed to accept the humbler position of intermediate colleges in order to give the unitary universities a chance; but we are unwilling to recommend any change which may endanger the efficiency, such as it is, which our universities have attained. We have, therefore, accepted the suggestion that it is possible within the framework of the existing University Acts to enlarge the field of activity of the colleges by limiting and clearly defining the scope of formal teaching (as we have already recommended) and leaving the colleges to provide that supplementary instruction by means of informal lecture courses, written work and discussion in seminars which was contemplated by the Acts, but has not hitherto been taken up fully by either University. It is necessary for the successful working of this plan that there should be more colleges, that hostels too should make arrangements to provide supplementary instruction and that the same importance should be attached to supplementary instruction as to formal instruction, attendance being equally obligatory at both. Our recommendations on the subject are set out in Section XXI of Chapter VIII.

CHAPTER XIV

TEACHERS AND OTHER EMPLOYEES OF THE UNIVERSITIES

The teachers of a university constitute perhaps the most important element in its composition and their quality reacts powerfully on its reputation. Despite the growth of printed books and libraries which afford facilities for self-education, the teacher still remains an essential necessity of education both in the higher and in the lower stages.

The Calcutta University Commission recognized this fact when it described a modern University as a corporation of teachers working in comradeship for the advancement and dissemination of knowledge. During our deliberations, when considering the means of bringing the quality of our higher education to the level attained in leading universities, of promoting research and of building the character and muscles of our students, we have been repeatedly led to the conclusion that real improvement is possible only with a strong staff of highly qualified teachers.

The importance of teachers is reflected also in the University Acts, Statutes and Ordinances which contain a variety of provisions as to their manner of recruitment, conditions of service, duties, rights and privileges and assign to them a considerable share in the governance of the Universities. We propose to examine the existing position and make recommendations under each head.

Adequacy of the Teaching Staff—The present position as to the strength of teachers in the two Universities and the amount of work done by them is given in the Appendices where an attempt has also been made to exhibit the proportion between the numbers of teachers and students in the University as a whole and in each department of teaching in different years. We are unable to draw any conclusion from these data as to the adequacy of the staff for the existing work of the Universities. The requirements of various subjects in the matter of staff would differ widely according to the intrinsic value and interest of the subject, the scope of advanced and research work in it and the degree of specialization to which it lends itself. A further consideration to be borne in mind in this connexion is the desirability of avoiding duplication of specialized studies of limited value. We would, therefore, leave the question of adequacy of the staff to be decided by discussion in a representative gathering of experts from the Universities and with due regard to the considerations just mentioned. We content ourselves with recommending in a later part of this Report* such additions to the staff as appear to us to be urgently required, and expressing the general opinion that for a proper organization of tutorial instruction and care of students additional staff will be inevitably needed.

*Chapter XVII.

Classification of Teaching Posts—Under the existing law University teachers are classified into four ranks—Professor, Reader, Lecturer Grade A and Lecturer Grade B—each with a separate scale of pay which has been altered from time to time but without adversely affecting existing incumbents. Promotion from a lower to a higher rank is not automatic on the occurrence of a vacancy or on the attainment of a certain standing in the service. Vacancies are filled by advertisement and selection on merits. A person already on the staff does receive favourable consideration as against persons of equal or nearly equal qualifications from outside but the procedure prescribed in the law does not allow or require any such preference to be shown. The higher ranks are still associated in some minds with foreign training and qualifications and are frequently filled accordingly.

In many of the replies to our questionnaire strong opposition has been voiced to the existing gradation of ranks which is said to produce a bureaucratic atmosphere and to be inimical to the establishment of that free intellectual communion without which a university is not worth the name.

We recognize the strength of this view. We are of opinion that the practice of recruiting for the lower and higher posts from different fields should now be definitely abandoned as no longer necessary. In the first place the supply of persons with European qualifications has increased to an extent which makes it possible for universities to secure their services even in the lowest ranks of their teaching staff. Secondly the quality of graduates produced by Indian Universities is improving and considerable research activity has also started in them. It is, therefore, possible to obtain comparable recruits to all ranks of the University service from among persons educated in India. Under these conditions it does not appear desirable that the higher ranks of teachers in the universities should be necessarily filled by direct recruitment. They may be filled by the promotion of capable and deserving men from the lower ranks.

Sir J. Alfred Ewing, Vice-Chancellor of the Edinburgh University, speaking at the first Congress of British Empire Universities in London, 1912, observed that "in the interest of the university the man who holds a lectureship should have qualifications (at least potentialities) not much short of those of Professors and the scales of stipend payable to lecturers should be such as will attract men of that calibre." The leading Universities of the world including those of pre-Nazi Germany—which attained the highest level of efficiency in University work—have recruited their Professors and Readers from among persons who have proved their worth and won their spurs in their chosen field of study during their probation as Fellows, Junior Lecturers and Lecturers.*

*In Germany the academic teacher begins his career modestly as a so-called *privat-docent*, and, if there is any good in him, by his capacity as a teacher and especially by his original research in the advancement of his Science, he is soon raised through the various stages to the highest position in academic teaching, either in his original university or in one of the other numerous academic centres of the German Empire, Austria, or Switzerland.—[Sir Charles Waldstein (Cambridge) at the Universities Congress, London, 1912]. Paulsen in his Work on German Universities writes approvingly of this practice.

We have discussed the following suggestions for minimizing the evils which are supposed to flow from the gradation of ranks :

- (1) That there should be no junior lecturers.
- (2) That there should be only two classes of teachers—Professors and Lecturers (or Assistant Professors).

We have, however, decided to recommend that the existing fourfold division should continue with certain safeguards. The experience of the Benares Hindu University affords an example of the disadvantage of having only two classes of teachers. That University has found it necessary in certain instances to recruit teachers in the lower rank on a salary higher than the initial salary, which amounts to instituting what is called a Readership in other Universities. There is much to be said for abolishing the junior lecturership but it now includes the time-honoured and indispensable class of Demonstrators in Science subjects whose duties furnish in some instances ideal conditions for research activities.

There is a distinct advantage in recruiting a teacher at an early age and affording him the facilities for work by which he can prove his worth and win his way up to the highest rank. In this way the Universities are placed in a position not only to select the best men for their highest posts on the basis of merit judged by actual achievement but also to eliminate the unfit and the shirker at an early stage.

With a view to creating in the Universities an atmosphere of genuine scholarship and to destroy or prevent any tendency towards a bureaucratic outlook which has been rightly described as a growing menace we have recommended that the classification of teachers into four ranks and the differences in their scales of pay should be interpreted as a means of encouraging the young scholar to put forth his best efforts in the certainty of rising to higher ranks and better pay and should not lead to any such discrimination as may hamper the growth of comradeship in the academic and social life of the university. In recommending new scales of pay for the different classes of teachers we have taken care to minimize the existing disproportion between the scales for the lower and higher grades. Whereas the present starting salary of the lowest grade of teacher (Rs. 125) is one-eighth of the maximum attainable by the highest class of teacher under the new scale, and one-twelfth of the maximum attainable under the old scale, it will under our recommendation be more than one-fifth.

We are also emphatic that so far as facilities for work are concerned they should be the same for all classes of teachers. Our recommendation that extension of service beyond the prescribed age of retirement should not be granted in any circumstances is also calculated to improve the prospects of promotion for teachers in the lower ranks.

While the improvements thus suggested in the salaries, prospects and conditions of work and service of the lower ranks of teachers are likely to arrest the tendency, which has been quite appreciable in the past, of the more capable of the junior teachers leaving these Universities for better pay or prospects elsewhere it is yet to be feared that the emolument of teaching posts by themselves do not constitute a sufficient attraction for the man of parts. In this respect he is likely to fare much better if he goes into other walks of life. It is, therefore, all the more necessary to draw attention to the need of constant vigilance that in actual working the universities show proper regard for the younger teacher and compensate him for his sacrifice of higher emoluments by studious attention to his needs in regard to his study and work and by creating a social atmosphere in which he may feel himself an equal partner with the more senior members of the staff in the common endeavour for the advancement of learning. Work should be so divided as to give each teacher a branch or part of his subject in which he can carry on higher studies and investigation and teach the highest classes. Facilities for work should be equally available to all ranks.

Social prestige of teaching profession—While on this question of means of attracting to and retaining in the service of higher education the best brains of the country we deem it necessary to point out that in addition to the provision of adequate salaries, prospects of promotion, facilities for work and amenities of social life it is necessary to secure for the position of the teacher the social prestige which unfortunately it does not possess at present. Sir Phillip Hartog quotes with approval from a recent book entitled “*Educational Policy in India*”: “In England teachers hold a position of respect in the community. India will not have democratic education until the middle classes give a far higher place in their esteem to the teacher than they do at present.” He expresses the hope that the reduction in salary recently imposed on themselves by Congress Ministers in various provinces may do something to reduce the present link between salaries and prestige.

Migration of teachers—How far talent is drawn away from the universities for want of proper conditions may be deduced from the rate of migration of teachers, cases of which are exhibited in Appendix E(6). It will be noticed that there has been until lately hardly any migration from the higher ranks of teachers in Allahabad and Lucknow Universities. On the contrary these Universities have recruited teachers in the higher grades from the staff of several other Universities. The same is however not true as regards the lower ranks. It will be seen from the information in the Appendix that quite a number of promising young men after joining these Universities as Lecturers or Junior Lecturers either left them to join the service of other Universities as teachers of higher rank or transferred their services to other departments of Government service. Such migrations

are particularly regrettable as they involve the loss to the Universities of the most promising members of the junior staff. We have in our recommendations made provision for the grant of honorary promotion of rank to such persons.

Importance of a high standard of conduct—We attach great importance to the character-building side of the functions of a University and have been conscious of the importance in this respect of a high standard of conduct in the teachers. “You cannot have a class of character or a class of morals,” observed Lord Rosebery speaking at the Universities Congress of 1912, “but you can imbue and infuse character and morals and energy and patriotism by the tone and atmosphere of your Universities and of your Professors.” The following resolution embodies our recommendation on this point :

“The Committee looks forward to a closer association of teachers with students and to their manner of life working as a powerful character-building influence. It, therefore, regards a high standard of duty, conduct and dignity among teachers as a matter of vital importance and recommends that Universities should take measures to ensure it by all possible means. The Committee suggests that teachers who lead lives unworthy of their position or who notoriously evade the payment of their debts, should, if a warning by the Vice-Chancellor proves ineffective, be served with notice of termination of their services.”

External contact—The emphasis laid in these paragraphs on the desirability of recruiting teachers so far as possible within the country or from among the alumni of the University itself and of keeping them so far as possible, throughout their active career in the service of one University, should not be understood to proceed from any desire to cut the University off from outside influences. We are fully aware that contact with other Universities and with the outside world is a great stimulus to intellectual advancement and that excessive in-breeding (which in the present case means the employment of its own products as teachers), is now looked upon as a potential menace to the healthy growth of a University. The leading Universities of the world could easily draw their whole staff from among their own alumni because it is difficult to find better men from elsewhere. These men trained and brought up in the traditions of their *Alma Mater* would, however, be prone to fall into an attitude of self-complacency and become wedded to tradition and impervious to other influences. The importation of some teachers from other Universities, who by infusing new blood may possibly help the adoption of new methods and new activities, should be welcomed.

Contacts with the outer world may be maintained in various other ways also. We recommend that there may be short term exchanges of teachers and students between Universities situated within the Province. Such exchanges

will obviate any inconveniences that may arise by the concentration of particular subjects of limited value and importance at one University centre. There are in addition large possibilities of social gatherings and learned conferences, of athletic meets and of military training and social service camps in which Universities may establish contacts with and learn from one another. The practice of teachers occasionally going on study leave or leave out of India to see for themselves the working of other Universities and acquire a knowledge of new development in their respective departments has much to commend it. As the quality of our Professoriate improves such visits will be welcomed by Universities in other lands, and will prove of mutual benefit.

Scales of pay—The scales of salary applicable to different classes of teachers in the Universities recruited at different dates are exhibited in Appendix E(5). These differ very considerably between different classes of teachers and between teachers of the same class recruited at different dates. They do not apply to Government servants on deputation to the Allahabad University.

The scales of pay recommended by us are as follows—(the efficiency bar is to be crossed in each case after reference to the Selection Committee) :

(a) For teachers in Faculties other than the Faculty of Medicine :

Lecturer B Grade, Rs.170—10—250, with an efficiency bar at Rs.230.

Lecturer A Grade, Rs.250—10—350, with an efficiency bar at Rs.300.

Reader, Rs.350—15—560, with an efficiency bar at Rs.440.

Professor, Rs.600—20—800, with an efficiency bar at Rs.700.

(b) For teachers in the Faculty of Medicine :

Professor not allowed Consulting Practice, Rs.1,000—40—1,200.

Reader not allowed Consulting Practice, Rs.550—35—760.

Professor allowed Consulting Practice, Rs.800—40—1,000.

Reader allowed Consulting Practice, Rs.450—35—660.

Lecturer, Rs.250—15—400.

Demonstrator, Rs.200 (fixed).

Part-time teacher, Rs.100 and Rs.150 (in place of the present Rs.150 and Rs.200).

(The allowance of Rs.70 per mensem now allowed to a Lecturer who is not permitted private practice should continue.)

In prescribing this fourfold classification of teaching posts and making provision for efficiency bars within each grade our object, as already explained, is to ensure that no member of the staff will relax his efforts in the direction of research and that his work will come up before the Selection Committee and Executive Council concerned periodically so that it may receive recognition in the shape of promotion when deserved.

We realize that in certain subjects, particularly subjects which are not yet taught in our Universities, it will not be possible to recruit teachers of the calibre needed for creating an efficient school of University study, on the salaries recommended by us. We, therefore, recommend that in special cases it should be permissible for the Universities to appoint teachers on salaries higher than those recommended and to recruit teachers from any part of the world.

The existing provisions of the University Acts virtually prevent the appointment of honorary teachers inasmuch as teaching given by such teachers does not count as qualification for admission to an examination or degree. In our opinion there should be no bar to the appointment of honorary teachers but in order to ensure that indifferently qualified persons shall not find their way into the teaching staff through an honorary appointment, we recommend that honorary teachers also should be appointed in the manner prescribed for regular posts and honorary service should not constitute a claim to a paid appointment.

In the case of women who may be appointed teachers in the Universities, we recommend that the scales of pay should be approximately 20 per cent. below the scales prescribed for men in the corresponding posts. We have elsewhere recommended additional leave rights for women teachers in lieu of this reduction in pay.

Government servants—We note that each University has on its teaching staff a number of Government servants on deputation. In the Allahabad University these Government servants are the remnants of the staff of the Muir Central College which was handed over *en bloc* to the University. They draw the salary to which they are entitled by their standing in the services to which they belong and are entitled to leave and pension in accordance with the Government rules applicable to their respective cases. They have to make no contribution on account of leave or pension and are accordingly not entitled to any deputation allowance. They are superannuated at the age of 55 and if the University continues to employ them it does so on the initial salary of the post in which they are employed. In the Lucknow University there are Government servants on the staff of the Medical Faculty, some of whom have come down from the time when the King George's Medical College was handed over to the University, but unlike Allahabad University there have been later recruitments to the staff of this Faculty from Government services. Unlike Allahabad University again Government servants on deputation to this University draw not the personal pay to which they are entitled in Government service but the pay of the posts which they hold in the University. There is only one officer of the Indian Educational Service on deputation to this University outside the Medical Faculty.

The Teyen-Harrop Committee recommended in regard to the Government servants who had been recruited to the staffs of the Universities after their reorganization, that they should not be allowed to continue their lien in Government service, but should transfer their services to the Universities and be governed entirely by University Rules and Regulations, with this reservation only that they should be entitled to avail themselves of the leave earned in Government service, and, after retirement from the service of the University, to receive the pension to which their service under Government would entitle them.

The Lucknow University which alone was concerned with this recommendation did not agree to act upon it on the ground that the acceptance of the recommendation would deprive the University of the services of some members of its existing staff who had become specialists in particular lines, but who might not agree to continue in the University on the terms suggested by the Committee. The adoption of the recommendation would further make it difficult for the University to obtain the services of competent men from Government service in future.

We make no specific recommendations in regard to Government servants except that the attention of Government should be drawn to the disparity referred to above between the two Universities in the matter of pay admissible to Government servants on deputation. We further recommend that Government servants should be governed by the rules of their respective services in the matter of leave and other rights and in the matter of superannuation and that they should not be re-employed in the University after their retirement from Government service.

Conditions of service—Teachers are normally appointed permanently. Sections 43, 44 and 45 of the Lucknow University Act and the corresponding sections 46 to 48 of the Allahabad University Act lay down in identical terms the fundamental conditions of service in the Universities. The Executive Council of the University in each case is entitled to prescribe further conditions of service (sections 20, Lucknow University Act and 21 of the Allahabad University Act).

Under the provisions of the Act and of the Statutes and Ordinances made in accordance with it, teachers in each University now hold their appointments on a written contract and, as a rule, retain their appointments till they attain the age of 60 which is the prescribed age of retirement. The contract provides for the termination of the agreement by three months' notice on either side but an abuse of this right by the University is guarded against by a provision in the Act* which enables the employee to claim arbitration by a Tribunal composed of a representative of the employee, one of the Executive Council and an umpire appointed by the Chancellor.

In our opinion the conditions of service outlined above are satisfactory and afford an adequate security of tenure. We also approve of the present provision as to the age of retirement, but recommend emphatically that no extension beyond this should be allowed to any employee. Eminent Professors who are still fit for work may, after their retirement, be appointed Emeritus Professors.

*Section 44 of the Lucknow University Act and section 48 of the Allahabad University Act,

We have given prolonged considerations to two questions bearing upon the conditions of service of teachers, viz. their right to participate in politics and the limits within which they should be permitted to engage in remunerative work such as examination work and private professional practice.

In regard to the entry of teachers into Legislatures, the present position is different in the two Universities. The Allahabad University permits teachers to seek election to the Legislative Bodies subject to certain conditions and prescribes the maximum number of teachers in a department and in the whole University who may be so permitted at one time. Lucknow University has now decided not to allow any of its whole-time teachers to seek election to Legislatures. Our members were sharply divided on this question. On the one hand it was felt that his own proper duties at the University would require the whole energies of the teacher so that if he entered politics his work at the University—teaching, research or both—would be bound to suffer. On the other hand it was felt that the participation of teachers in the work of Legislatures would be an advantage to them in widening their outlook and bringing them much needed experience of men and affairs which would enhance their value as teachers. It would in addition give the Legislature the benefit of the opinions of men of learning not wedded to any party and placed in a position to speak with freedom and authority. Some apprehension was felt that participation in politics would necessarily involve close association with a party and it was suggested that if such a thing happened the teacher should be asked to choose between the University and politics.*

Our recommendation on this head is embodied in a resolution which we reproduce below :

“In the opinion of the Committee service in a University or College cannot be combined with membership of a Legislative Body ; provided, however, that the Governing Body concerned may at its discretion grant leave without pay for a period not exceeding five years to a member of the staff who is elected by a constituency or is nominated by Government to be a member of a Legislative Body.”

As to remunerative examination work undertaken by teachers there are no rules as yet in either University to limit its amount. Figures collected from various examining bodies go to show that in certain cases the amount of work undertaken has been so large that it could not be efficiently done even if the normal duties of the teacher were completely ignored or suspended. It also appears from the replies to our Questionnaire that the distribution of remunerative examination work has been utilized by persons in positions of authority for rewarding their adherents and thereby forming and perpetuating factions detrimental to the best interests of education.

We have elsewhere made recommendations with a view to ensuring that examination work will be evenly distributed among those fit for it and its distribution shall not be made the means of forming pacts and factions.*

Leave rights—The existing leave rules of the two Universities differ considerably and contain some ambiguities and lacunae. Lucknow University has rules applicable to different categories of employees, e.g. whole-time permanent employees, whole-time employees appointed for a term of years and part-time employees. Allahabad University has rules applicable to whole-time permanent employees only. Another set of rules applicable to part-time teachers, printed in the Calendar, appear to be of doubtful authenticity. In respect of officers and teachers they correspond roughly to the leave rules prescribed by Government for their servants of European domicile. Inferior servants have practically no leave rights.

In our opinion the Universities should adopt the Fundamental Rules relating to leave in the case of employees of Indian domicile, and the rules recently adopted by the United Provinces Government as regards leave for inferior servants, with certain necessary modifications. In a University where the bulk of employees and the most important of them are teachers it is advisable to have provision for study leave and we have recommended a set of rules on this subject.

Our recommendations in regard to leave rights will be found reproduced in Sections XXVII and XXVIII of Chapter VIII.

We are aware that our recommendations do not appreciably reduce the complexity of the existing leave rules but we have been unable to devise anything simpler. Mr. Sri Prakasa advanced the suggestion that leave should be earned at the rate of three days for every month of duty performed or 36 days per year on full pay, in addition to vacation and holidays. The balance of leave not taken should be allowed to accumulate for ten years. This suggestion was, however, not taken up.

Provident fund—The Universities are required by their Acts of incorporation to establish a pension or provident fund for the benefit of their employees and have in either case established by Statutes provident funds for all superior employees including teachers. These funds have been recognized by the Government under the Provident Fund Acts. According to the Statutes governing these funds every employee drawing Rs.30 or more in the Lucknow University and Rs.40 or more in the Allahabad University, is required to contribute 8 per cent. of his salary to the provident fund. The University's contribution which was initially 12 per cent. in all cases has been progressively reduced in the case of employees appointed at later dates and is now on a sliding scale according to the salary

*See Recommendations summarized in Sections IX (c) and XXIII of Chapter VIII.

of the employee concerned. The rules of the two Universities in regard to the provident fund differ considerably.

We are of opinion that the Statutes relating to the provident fund in the two Universities should be brought into a line; that all employees drawing Rs.30 or more should be entitled to the benefits of the provident fund whether they are whole-time employees or part-time teachers and whether they are appointed permanently or for a fixed term provided that in the latter case the term of appointment is not less than five years. The employee's contribution to the fund should in all cases be $6\frac{1}{2}$ per cent. of his salary as a minimum and the University's contribution should be 10 per cent. in the case of whole-time permanent employees drawing Rs.300 or less; 5 per cent. in the case of part-time employees (provided they are appointed for not less than five years) and $6\frac{1}{2}$ per cent. in the case of all the rest. We recommend further that the University's contribution to the provident fund of all employees should be at the rates here recommended irrespective of their date of appointment.

In our opinion the provident fund being intended primarily as a provision for the family, safeguards should be provided in the Statutes of the Universities (if they are not contained in the Provident Fund Acts governing the Funds), to ensure that the immediate family of the employee may not in any circumstances be cut off from its benefits.

Under the present Statutes of the Lucknow University a resolution of the Executive Council is needed before the amount of provident fund becomes payable to the employee on his retirement. This provision should be dropped and the provision of the Allahabad University Statutes on the subject which requires payment to be made automatically should be adopted by the Lucknow University also.

Our recommendations on this head apply to all employees of the Universities including teachers. They are summarized in Section XXIX of Chapter VIII. For employees drawing salaries of less than Rs.30 per mensem we recommend a scheme of gratuity which is dealt with under the head of "Inferior Servants" below.

Other employees of Universities—Apart from teachers who constitute the most important category of University employees, they have a number of officers with administrative functions and a considerable body of clerks and inferior servants.

The administrative staff of Teaching Universities includes the Vice-Chancellor, the Deans, the Proctor, the Librarian, the Wardens and Superintendents of Hostels, the Superintendent of the King George's Hospital and the Registrar and Assistant Registrar. All but the last three of these officers have academic duties combined with their administrative functions and have

been dealt with in other parts of this Report. The offices of Registrar and Assistant Registrar are common to all three Universities and have been dealt with in Chapter VI of Part I. Our recommendations regarding these officers appear in Section IX(a) of Chapter VIII.

Clerical staff—The Teyen-Harrop Committee which inquired into the finances of the Universities in 1931 recommended that the Chief Inspector of Offices should visit the offices of the Universities and make recommendations as to the adequacy of their clerical staff. We are informed that the Chief Inspector inspected the Lucknow University office in 1935 and recommended certain additions to the clerical establishment which have been partially carried out. No such inspection has taken place in the case of the Allahabad University. We find on a comparison that the strength of the clerical staff is about equal in the two Universities if the Medical Faculty, the Medical College and Hospitals are left out of account; that the scales of pay and the proportion drawing them are fairly even; and that the Lucknow University unlike Allahabad University has no departmental offices or clerks attached to heads of departments of teaching.

We are not in a position to pronounce any opinion as to the adequacy of the clerical staff and, therefore, recommend that the Chief Inspector of Offices should inspect the offices and report to Government on this subject. We expect that before taking any action in the matter Government will consult the Universities. We are satisfied that the present salary scales will not bear any reduction and recommend that the minimum salary of a clerk in a University should be Rs.40 and the lowest scale of pay should be Rs.40—3—70*.

Inferior servants—The inferior servants employed in the Universities belong to a large number of categories and many of these like Laboratory bearers, compounders and ward attendants have duties assigned to them in which considerable specialized knowledge and experience are necessary. It is obvious that these various classes of servants cannot be treated on the same footing. Their scales of pay must differ considerably. At present there is no leave admissible to inferior servants except such leave as may be granted without entailing extra expenditure on the University. There is provision in each University for the grant of gratuity to superannuated or invalidated inferior servants but this is not obligatory and there are minor differences in the rules of the two Universities, those of Allahabad University being more liberal.

We leave it to the Universities to devise a suitable classification of their inferior servants and a suitable scale of salary for each class. We recommend that the scale of pay for servants of the peon class should be the scale prescribed by the United Provinces Government for peons employed in the Departmental offices in

* Our recommendations are summarized in Section XXV of Chapter VIII.

Allahabad and Lucknow, viz. Rs.12— $\frac{1}{2}$ —16. Classes of servants inferior and superior to the peon should have correspondingly lower and higher scale prescribed for them.

In the case of existing incumbents we recommend that if the application of the scale recommended by us does not result in an immediate addition of Rs.2 per mensem to the pay of an individual, he should be given a personal pay sufficient to make up this increase.

We recommend further the grant of leave rights to inferior servants on scale similar to those introduced by Government.

We recommend that University employees drawing salaries below Rs.30 per mensem should be entitled to a gratuity on terms similar to those now prescribed in the Statutes of the Allahabad University, with certain modifications.

Our detailed recommendations regarding inferior servants are reproduced in Section XXVII of Chapter VIII.

CHAPTER XV

SELECTION COMMITTEES AND APPOINTMENT OF TEACHERS

In other parts of this Report we have commented on the important part which teachers play in the work of a University. The importance of a proper selection of teachers cannot, therefore, be too much emphasized. It is however by no means easy to prescribe or even to suggest the qualities which should be looked for in a candidate for a University appointment. The authority responsible for the selection has to exercise its judgment and to keep a variety of considerations in view. In the words of President Eliot of Harvard, "In selecting University teachers, young or old, it is always a question what sort of qualification should have most influence on the selection, knowledge of a subject, capacity to expound it in an interesting manner, published works, success as an investigator, or the total personality, including manners and customs, temper, bearing, and quickness of sympathy. In every case there must be a balancing of these different qualities, which are rarely combined in a single individual, and a comparison with like balances in other candidates.*" Lord Haldane addressing his own

*"A University President, or a selecting committee, in search of a new professor, or of new professors, has means of forming a judgment which are fairly trustworthy, if patiently collected and sifted. In the first place, there is the candidate's record as a student at his college or university; secondly, his reputation as a teacher, wherever he may have been employed; thirdly, his activity in the learned societies with which he has been connected; fourthly, his productiveness as an investigator and author; and fifthly, his general repute as a man of character and influence. Experienced officials pay but scanty attention to testimonials and letters of recommendation, particularly if they have been forwarded through the candidate or procured by him. Americans are apt to be too charitable and good-natured when writing letters of recommendation. They are also fond of superlatives and are too apt to deal only with merits, omitting defects, when they write testimonials at the request of a candidate. The prudent selecting official or board will therefore be careful about giving weight to testimonials, and will greatly prefer to see and talk with the candidate himself face to face, except in the case of a man whose character and professional standing are well known and unquestionable." Eliot: *University Administration*.

" . . . Again, I may describe the procedure of the University of Birmingham. Normally, the appointment of all members of the staff rests with the Council; but what actually happens is this: the applications for a post are in the first instance referred to the Faculty to which the post belongs for a report. Sometimes the Faculty makes private inquiries, and induces some applicant to come forward who did not send in an application. The members of the Faculty make exhaustive inquiries about candidates from all sorts of people who have special knowledge of their qualifications and personal characteristics, a selected number are called up to be interviewed formally and informally, and ultimately a selection of two or three candidates is nominated to the Senate and Council. The Faculty used not nominate more than one candidate, or in nominating more than one they may express a strong opinion as to their order of merit. In appointing to a professorship the Council have the report of the Faculty and the Senate before them: they usually interview all the candidates nominated, and then proceed to make the appointment. But in no single instance that I remember has the Council's final decision conflicted with the recommendations of the Faculty and Senate." (Dr. H. S. Heath of Birmingham University, at the Universities Congress of the British Empire, 1912).

University of Bristol in 1912 observed: "The University is a place where the most valuable advantage the student has is contact with an inspiring personality. That is why nothing short of the best level among the Professors is enough for success. (The Professor must inspire) His labour must be one of love if he is to succeed. If he is a great teacher he will have moulded the lives and tastes of the best of his students for their existence.*"

In the Report of the University Grants Committee of Great Britain for the quinquennium ending 1933-34 we read as follows :

"It is generally recognized that teaching at the University level is not likely to possess or to retain the essential qualities of freshness and vitality unless it is given by teachers who are themselves engaged in original work in their subjects. He who learns from one occupied in learning 'drinks of a running stream.' He who learns from one who has learned all he is to teach 'drinks the green mantle of the stagnant pool.'"

The supreme importance of employing teachers with a capacity for research was emphasized also by the Calcutta University Commission and subsequently by the Auxiliary Committee of the Simon Commission which reported on the progress of education in India in 1928. The improvement which has taken place in the quality of University work in India since the days of the Calcutta University Commission is attributed by Sir Phillip Hortog, Chairman of the latter Committee, largely to the emphasis laid upon research since then. In his words : "The whole spirit of teaching of a University in which knowledge is only transmitted but not advanced is entirely different from that of a University where the teachers are expanding the limits of knowledge."

This consensus of weighty opinion suggests that the most important consideration to be borne in mind in selecting a person for employment as a teacher in a University is whether he is capable of doing original research work. It should, however, not be forgotten that (as Flexner in his work on Universities tells us) "original thinkers are not the only type of University professors. Another type is the teachers whose contribution to learning is of less importance than their influence in stimulating students or their resourcefulness in bringing together the researches of others." Of this latter class were Michael Foster and Frederick Paulsen."

We may conclude that when selecting a person to fill a teaching post it is necessary to take into account not merely his intellectual calibre and scholarly output but also his powers of exposition, his ability to inspire and his other interests on which will largely depend his usefulness in the general life of the University. The intelligent man of affairs can, no doubt, form a correct judgment by a personal interview of the other qualities ; but the individual's standing

*Lord Haldane's Address to the University of Bristol, 1912.

and achievement in his own subject, which are after all a matter of the greatest importance, can be judged only by experts, who have themselves specialized in the subject. It is, therefore, in the fitness of things that the power of making appointments to teaching posts, though vested by the existing University Acts in the Executive Council, is exercised under the Statutes after consultation with Committees of Selection which contain a fair proportion of members with knowledge of the subject which the teacher to be appointed is to deal with. With a view to ascertaining in what directions, if any, improvement is called for we had included a number of questions on the constitution and working of the Selection Committees in our Questionnaire. We find from the summary of the replies placed before us that there is considerable divergence of opinion as to the working of these Committees. While the Executive Councils of both Universities claim that appointments have generally been made on merit, various individuals have asserted that other considerations have prevailed specially in recent years. Cases of favouritism have been cited and offers to adduce evidence in support of the charge have been made. Some of those who have not found serious fault with the existing constitution, and working of the Selection Committees have yet made sundry suggestions for their improvement or endorsed the suggestions thrown out in the Questionnaire. Dissatisfaction has been expressed mainly with two existing features, viz.:

(1) The enlistment of a proportion of the members of the Selection Committees by the process of election which in recent years has been much abused, being conducted on party lines.

(2) The susceptibility of members to local pressure and influence.

The existing provisions in the University Acts and Statutes relating to Selection Committees are rather complicated and in certain respects defective. There is provision in each University for a multiplicity of Selection Committees. In the first place if the Executive Council desires to recruit a professor in the United Kingdom an *ad hoc* Selection Committee can be set up there for the purpose consisting of a nominee each of the Chancellor, the Academic Council and the Executive Council. (This arrangement is intended exclusively for appointment to Professorships and does not extend to the lower appointments.) Then there is provision for a Selection Committee in each Faculty which in Allahabad University makes recommendations for the appointment of Professors, Readers and Lecturers and in the Lucknow University of Professors and Readers only. Lucknow University has consequently a separate Selection Committee in each faculty to deal with the appointment of Lecturers. Allahabad University does not need such a Selection Committee for Lecturers but has one to recommend the appointment of part-time teachers, and teachers of subjects like French and German. It has also improvised a Selection Committee for the

appointment of teachers of Agriculture, whose position is exceptional in so far as they receive no pay from the University.

Despite this multiplicity of Committees it does not appear that any Selection Committee is empowered to deal with temporary appointments or with the appointment of teachers in University Colleges. It has transpired in the course of our discussion that in some instances teachers were promoted in the Lucknow University to higher rank, on the conversion of their posts, by the Executive Council, without reference to the Selection Committee and without the posts being advertised. Indeed when a post with a permanent incumbent is converted into a post of a higher grade it becomes necessary either to promote the incumbent or to dispense with his services and since usually the conversion of a post is intended for the benefit of its occupant the latter course is out of the question. Similarly officiating and temporary appointments in many cases lead to absorption in a permanent vacancy. Reference to the Selection Committee after a person has officiated in a post or held a temporary post for a period of time becomes more or less of a formality. It, therefore, appears desirable that clear provision should be made requiring the Executive Council to refer to the Selection Committee before making appointment to a temporary post or in an officiating vacancy which is likely to be lasting. We attach importance to every vacancy being advertised as it is only by this means that eligible candidates can come to know of the vacancy and the University can have the chance of selecting the best out of a wide field. We also consider it desirable that the Selection Committee should interview a picked number of candidates before making its recommendation.

The absence of any provision in either University requiring the appointment of teachers in University Colleges to pass through a Selection Committee may not be regarded as so serious in the case of the two colleges at Allahabad which impart tutorial instruction only. In the case, however, of the Colleges which impart regular instruction, viz. the Agricultural College, Naini, and the two Women's Colleges at Lucknow it is necessary in the interest of efficiency that the qualifications of their teaching staff should be scrutinized by competent Selection Committees, and the appointments should be subject to the approval of the Executive Council which should be given only if the reports of the Committee justify it.

Under the "Statutes" the Executive Council has to consult the Selection Committee concerned before making appointment to a regular post and the recommendation of the Committee is binding on the Council in the case of appointments to the posts of Professor and Reader. In the event of the Executive Council not accepting the Committee's recommendation it has to make a reference to the Chancellor who is empowered to decide finally. In the case of other appointments the Council is the final authority. The result in actual working is that

while the Executive Council has, except in a negligible number of cases, accepted the recommendation of the Selection Committees in regard to the appointment of Professors and Readers it has pretty frequently over-ruled the Committees' recommendations in regard to the appointment of Lecturers. We have in Appendix E(7) enumerated cases of difference between the Executive Council and Selection Committees in which reference has been necessary to the Chancellor.

For reasons already stated above we feel that the power of Selection Committees in connexion with appointments should be enlarged and we recommend that it should not be permissible for the Executive Council to appoint any teacher concerned with teaching for University degrees whether Professor, Reader, Lecturer, part-time teacher or temporary or officiating teacher for a period longer than six months without proper advertisement and reference to the relevant Selection Committee. To ensure this we have recommended an amendment of the relevant Sections of the University Acts and the making of Statutes prescribing the procedure to be followed in the matter of appointment. We recommend further that the Selection Committee should recommend three names for each appointment in order of merit or preference, with reasons and that its recommendations should be equally binding upon the Council in respect of all appointments. In every case when the Council is unable to accept the Committee's recommendation it should refer to the Chancellor who will take a final decision after obtaining suitable advice. Our detailed recommendations will be found in Section XVIII of Chapter VIII.

We are of opinion that in view of the important functions entrusted to the Selection Committees under the present constitution and the considerable addition to their power which we recommend, these Committees should be given a place among the "Authorities" of the Universities. At present the Court, the Academic Council, the Executive Council, the Faculties and the Committee of Reference are named in each of the University Acts as authorities of the University and although power is given to the Universities to create other "Authorities" by means of "Statutes," this power has not yet been exercised. The Selection Committees, therefore, do not figure among the University Authorities. We recommend that they should be included in this category in the University Acts.

Composition of Selection Committees

In the preceding paragraphs we have noticed the multiplicity of Committees for which provision exists at present in the two Universities. In our opinion separate Committees are not necessary to deal with higher and lower appointments, nor is a separate Committee needed for the recruitment of a Professor from abroad. We recommend that the same Selection Committee should function in respect of teachers of all ranks. It was suggested—and the suggestion has been carefully considered by us—that there should be common Selection Committees

to recommend appointments of teachers of University rank in all three Universities. One suggestion made in the course of our discussions was that a body of three experts in each subject should constitute the Provincial Selection Committee in respect of that subject. Another suggestion was that a standing Committee of three persons appointed for five years by agreement among the Vice-Chancellors of the three Universities, with power to co-opt one expert for each subject should deal with all appointments in the three Universities like the Public Service Commission. It was contended that if the Public Service Commission could make appointments to highly technical services like Medicine and Engineering a properly chosen Committee of the kind suggested could serve the purposes of the Universities equally well. Yet another suggestion was that while each University and College retained its arrangements for recruiting its teachers a Provincial Committee consisting of a small number of eminent men should be constituted to keep a watch on appointments and to see that there was no jobbery.

Our discussions revealed a sharp division of opinion on the question of Provincial Selection Committees. At the outset the idea of placing the Colleges of the Agra University within the purview of such Committees was rejected mainly on the ground that the managing bodies which maintain them and contribute in a larger or smaller measure towards their finances should be free to appoint their teachers, under the control of the University. Although common Selection Committees were accepted for the two Teaching Universities by the casting vote of the Chairman, it was felt that the presence of a local element was necessary to ensure a proper consideration of the needs and a proper regard for the traditions of each University. In the result we have recommended for each Faculty a Selection Committee a number of whose members will function in respect of both Universities while the rest will function in one University only.

In framing our recommendation about the personnel of the Selection Committees we have kept in view the existing composition of the principal Selection Committees in the two Universities and sought to eliminate some features (such as the recruitment of members by election) which have given rise to complaint and to strengthen the expert element which appears to us indispensable for the efficient discharge of the Committees' function of expert advisers to the Executive Council.

The most important of the many Selection Committees for which provision exists at present is that which deals with the appointment of Professors and Readers (and in Allahabad University Lecturers as well) in each Faculty. This Committee consists of—

- (1) the Vice-Chancellor,
- (2) the Head of the Department of teaching concerned in Allahabad, and the Dean of the Faculty concerned in Lucknow,

- (3) two members of the Executive Council elected by the Council,
- (4) two members of the Academic Council elected by that Council, and
- (5) one nominee of the Chancellor who should not be an officer or teacher of the University concerned.

In the Allahabad University this Committee is reinforced by the inclusion of an expert appointed by the Vice-Chancellor when the appointment of a Professor is under consideration. No such provision is made in the Lucknow University. The Committee which deals with the appointment of Lecturers in the Lucknow University differs in composition from the other Committee in having the Head of the Department concerned as a member instead of a nominee of the Chancellor. Further it is permissible for the Executive Council to appoint an expert to serve on this Committee if it thinks fit.

It will be observed that four elements enter into the present composition of the Selection Committees viz., (1) representatives of the Executive Council, (2) representatives of the Academic Council, (3) an independent element, consisting of nominees of the Chancellor, and (4) officers of the University, viz., the Vice-Chancellor and the Head of the Department or the Dean. We have sought to retain these elements with certain modifications which we explain below :

(a) *Representatives of the Executive Council* : There are at present two representatives of the Executive Council on the Selection Committee who are elected by the Council, the choice being free and not restricted to any particular class of members. We have discussed long and carefully whether there should be one representative of the Council or two on the Selection Committee, whether the representative should continue to be elected and whether the choice of the Council should continue to be unfettered as hitherto. In all three respects we have decided to recommend a change from the existing position.

In view of the fact that the Vice-Chancellor and the Treasurer who are both members of the Executive Council will, under our recommendations, be members of the Selection Committee we consider the presence of one more representative of the Council sufficient and recommend accordingly. We have been anxious to dispense with election wherever possible and we consider it more necessary to do so in the present case than anywhere else. We, therefore, recommend that the representatives of the Executive Council should be nominated by the Vice-Chancellor from among the members elected to the Council by the Court.

(b) *Representatives of the Academic Council* : The two representatives of the Academic Council were obviously intended to provide an expert element in the Selection Committee though this is not specifically laid down in the Statutes of the Lucknow University. The Statutes of the Allahabad University expressly require them to possess expert knowledge of the subject with which the teacher

to be appointed is to deal. This requirement has, however, remained, a dead letter and by a convenient interpretation of the Statute the same two representatives of the Academic Council have done duty in respect of appointments in all subjects comprised in the Faculty, and it has been found necessary to make separate provision for the importation of an expert.

It will thus appear that in the way of experts on the Selection Committee, Lucknow University has only the two representatives of the Academic Council and the Dean of the Faculty. It is conceivable that all these may be specialists in the same subject and even if they belong to three separate subjects the Committee remains without an expert in the remaining subjects comprised in the Faculty. Appointments of teachers of these subjects are thus recommended by a body without a single person possessing special knowledge of the subject concerned. This is highly unsatisfactory.

The state of things in Allahabad University is considerably better despite the disregard of the Statute relating to the representatives of the Academic Council. Here the Head of the Department is included in the Committee when it is to consider appointments of teachers in his subject and when a Professor (who is usually the Head of a Department) is to be appointed the Committee is reinforced by a separate expert appointed for the occasion.

With a view to strengthening the expert element in the Selection Committee we recommend that the Head of the Department concerned should be a member of the Committee. When, however, the Committee is considering the appointment of a teacher of a higher rank than that held by the Head, the Dean should come in his place.

It is necessary further to place on the Committee an independent expert in each subject and we recommend that such an expert should be nominated by Government out of a panel of four persons formed by the Faculty in each University nominating two persons with special knowledge of each subject and not belonging to the staff of either University. The expert so nominated by Government should serve on the Selection Committee in both Universities.

To further ensure due consideration of the needs of teaching from the teachers point of view we recommend that another Head of a Department in the Faculty should be included in the Committee by a suitable system of rotation.

(c) *Independent element:* A nominee of the Chancellor at present supplies the independent element in each Selection Committee. We recommend that he should continue. Among the suggestions for strengthening this element which we have discussed are the inclusion in the Committee of either (1) the Director of Public Instruction in Allahabad and the Inspector General of Civil Hospitals in Lucknow or (2) the Chairman or a Member of the Public Service Commission or a nominee of the Chairman. Ultimately we have decided to recommend that the Treasurer

who occupies an important place should be added to the Committee in each University.

The Selection Committees should in our opinion have a normal life of three years and members (other than *ex-officio* members) should be appointed for that period. To guard against the possibility of the Committee going without an outside expert by reason of the slow movement of the machinery of Government in whom his appointment is vested we recommend that he should continue to function after the expiry of his normal term till his place is taken by a successor.

We have already recommended that the rules of procedure prescribed in the Regulations of the Allahabad University for the Selection Committees should be embodied in Statutes in both Universities. They forbid the presence of any person who is a candidate for appointment, at a meeting of the Committee at which the appointment is to be considered.

Our colleague, Mr. C. B. Gupta, desires to record his dissent from the recommendations regarding the constitution of the Selection Committees. He thinks the present constitution as laid down in the Statutes of the Lucknow University should continue with the modification that the two representatives of the Academic Council should be replaced by two persons possessing special knowledge of each subject, elected by the Faculty.

Selection for non-teaching posts: To assist in the selection for appointment to administrative posts like those of Registrar, Assistant Registrar, Wardens and Superintendents of Hostels and the Superintendent of King George's Hospital we recommend that the Executive Council should constitute *ad hoc* Selection Committees of its own members.

CHAPTER XVI

STUDENTS AND THE PROBLEMS OF STUDENT LIFE

In the appendices to this Report will be found statistical tables exhibiting the numbers of students pursuing the study of different subjects at different stages ; the numbers passing different examinations ; the number of teachers of different ranks ; the proportion of students to teachers and that of resident to non-resident students.

An attempt has also been made in the statistical tables to bring out the rate and extent of the growth of student-numbers and studies. It will be noted that student numbers have been steadily increasing at both Universities and would have increased further had the Universities not refused admission because of their inability with their present resources to provide instruction for all who apply for admission. We could not obtain information as to the actual numbers who have been refused admission but these are likely to be considerable especially in the case of Science courses where the limitations of laboratory accommodation operate.

When it is remembered that the earlier stages of education have been considerably developed, that a system of popular Government requiring universal literacy has come into operation, that classes hitherto excluded from the benefits of education including women are being encouraged to receive it, a great increase in student numbers is inevitable and provision should be made to cope with it.

Allahabad University has attracted by far the largest share of the best student-material in the province. Out of the 79 and 108 students who passed the Intermediate Examination in the I Division in 1936 and 1937 respectively, 60 and 69 joined Allahabad University.

The comparative quality of students joining the Universities and Colleges may be inferred from the qualifications possessed by new entrants. It appears from the information supplied by the Universities that of the students admitted in 1937 to under-graduate courses at the Allahabad University 9·9 per cent. had passed their qualifying examination in the First Division, 39·5 per cent. in the Second Division and 50·5 per cent. in the Third Division. The corresponding percentages in the case of the Lucknow University were 3·1, 42·4 and 54·4 per cent. in the First, Second and Third Divisions respectively. Of those who were in the same year admitted to post-graduate courses in the Allahabad University 12·3 per cent. had First Class Degrees, 47·5 per cent. had Second Class Degrees, and 40·0 per cent. had Third Class Degrees, the corresponding figures of the

Lucknow University being 7·2, 38·7 and 54·0. The average quality of the students who joined the outlying colleges of the Agra University will appear to have been poorer.*

The proportion of post-graduate students to under-graduates has increased in both Universities in the Faculty of Arts but has slightly fallen in the Faculty of Science, apparently because of the limitation imposed by the necessity of providing laboratory accommodation and apparatus. The only Departments where post-graduate student numbers have declined are Arabic and Persian in the Lucknow University and Botany and Zoology in the Allahabad University.

There have been no post-graduate students in the Faculty of Medicine as there has been no post-graduate course. The only students pursuing higher studies in Medicine have been the holders of the various scholarships who have generally prepared for the degrees of M. D. and M. S. Provincial Service. Officers deputed by the Government to undergo a refresher course at the Medical College and students who till 1933 pursued studies for the Diploma of Public Health have been counted as post-graduate students in this Faculty. Strictly speaking, however, they should not be considered as belonging to this category. There have also been no post-graduate students in the Faculties of Law and Commerce.

No reliable conclusions can be drawn from the results of examinations in the two Universities, since the standards of examination are determined by the University concerned and need not be identical. The information contained in Appendix D(1) therefore, furnishes no clue as to the quality of the teaching imparted and the worth of the finished product turned out. The graduates of the Universities have opportunities, however, of competing with one another at competitive examinations for the public services and their merits are tested practically by the same class of examiners when they go up for doctorate degrees. Some idea, therefore, of their relative attainments can be formed by a consideration of the numbers of students passing into the services (of which lists are given by both Universities) and those obtaining research degrees.

Residence of students

It is evident from provisions of the Allahabad and Lucknow University Acts that their framers intended the bulk of students to reside in residential units, where they would be provided with tutorial instruction in addition to the ordinary amenities of hostel life. Three types of residential units were contemplated, viz.—

- (1) Colleges,
- (2) Hostels or Halls,
- (3) Approved lodgings.

*See Appendix D (5).

A college, hall or hostel could be established and maintained either by the University or by private agencies. In the latter case it would need to be recognized by the University. A College is defined in the Acts as "an institution in which tutorial and other supplementary instruction shall be provided and which shall be a unit of residence for students of the University". The definition of a hostel or hall differs from that of a college in so far as the provision of tutorial instruction which is compulsory in the case of a College is optional in the case of a hostel or hall. In each University there is provision by which students may be permitted to reside outside Colleges and halls under conditions prescribed by "Statutes" and "Ordinances". The Allahabad University Act, however, in section 37(ii), seems to require that the grant of such permission should be the exception rather than the rule and in section 37(iii) it distinguishes students so permitted as non-collegiate students. From information furnished to us by the Universities and set out in Appendix D(6) we find that in the Allahabad University residential accommodation was available in Colleges and Hostels for about 52 per cent. of the enrolment and in the Lucknow University for about 38 per cent. of the enrolment in 1937-38. Under the Ordinances of the Lucknow University all students, barring students of Law, are required to reside in a College or Hall or under conditions approved in each case by the Principal of a College or the Provost of a Hall unless specially exempted. Exemption is allowed in the case of students residing with their parents or with guardians recognized as such by the Principal or Provost. The lodgings of other non-resident students are thus subject to approval by the Principal. The non-resident students of the Allahabad University have the option of getting themselves attached to the Colleges and hostels in accordance with the conditions and up to the numerical limits prescribed in the Statutes. The remaining students are enrolled in the non-collegiate Delegacy which has been formed to look after them. Non-resident students must reside, either with their parents or guardians or choose their lodging or locality of residence with the approval of the Delegacy or the Principal of the College or Warden of the hostel to which they are attached. (Ordinance 6 of Chapter XIX.)

The whole of the residential accommodation available in the Lucknow University is provided by the University itself and is sufficient for about one-third of the total enrolment. In the Allahabad University denominational agencies maintain three colleges and three hostels and some of these receive Government grants. The University itself maintains five hostels and has a non-collegiate Delegacy to provide social and athletic activities for non-resident students. The Lucknow University has no corresponding arrangement. The Colleges in the Allahabad University have a comparatively large staff of Principal, Resident Tutors and other tutors to impart tutorial instruction and generally to look after the well-being of the students. The hostels which are the only other kind of residential unit

in either University have a very small staff to supervise and guide the life and activities of the students. Each hostel has a Warden and an Assistant Warden called Superintendent in the Allahabad University. These officers are teachers of the University, their hostel duties being an additional charge in return for which they have free residences in the Lucknow University. In the Allahabad University the Wardens have no such consideration but the Superintendents have an allowance in addition to free residences.

In a university situated in rural surroundings like the Universities of Oxford and Cambridge or the Welsh Universities residential arrangements are a necessity as most of the students are drawn from far-away places. This is not so in the case of "Civic" Universities. The large centres of population where these Universities are located can easily accommodate any number of students in lodgings while a considerable number of their students are local residents living with parents or guardians. In the case of these Universities the objects with which halls of residence or hostels are desired may be best stated in the words of the University Grants Committee of Great Britain in its Report for the period 1929—35 :

"For our part, though of course we recognize that a very large number of students can and do flourish under a non-residential system, and that the Universities play an invaluable part in meeting the needs of these students we nevertheless are convinced that the system of halls of residence is, when effectively developed, a system of great educational value, and that the results already achieved go far to vindicate the pioneers of this movement. As compared with lodgings or with many homes, a hall affords an environment where intellectual interests are strong. It offers students exceptionally favourable opportunities for the stimulating interplay of mind with mind, for the formation of friendships, and for learning the art of understanding and living with others of outlook and temperament unlike their own. It can be, and it often is, a great humanising force. Moreover in Universities where so many students disperse immediately after the working day is done, the halls, as continuous centres of corporate life, do something to stimulate that life in the University as a whole."

Great Britain where the residential system is better developed than in most other countries has only slowly provided hostel accommodation in its Universities and according to the Report of the University Grants Committee (1935) the residential accommodation was sufficient for only 16 per cent. of the total number of students in Universities outside Oxford and Cambridge. Reading University had 68·3 per cent. of its students in residence, Bristol which came next had only 37·2 per cent., Durham and Leeds which followed had 31 and 23 per cent. only. In the Scottish Universities the proportion of resident students was still smaller; Aberdeen had none at all, Glasgow had only 3·5 per cent.

In our teaching Universities the need for residential accommodation is greater than in most of the British Universities for although they are situated in cities

where lodgings can be found in abundance there are many considerations which make it undesirable that the student should be left free to choose his own residence. In the first place the number of universities in the province, being smaller compared with Great Britain the proportion of students of local domicile, is smaller. In other words the number of students who may reside with their parents is fairly small. The rest come from a distance and have to live by themselves in the city. They are younger in years at the time of coming to the University than the bulk of the British students. Sanitary conditions are by no means satisfactory and the danger to the physical health of the students by residence in the city is considerable. The danger to their moral well-being is greater. The University should, therefore, make suitable arrangements for helping these inexperienced young men to escape the dangers to which they are exposed if left to shift for themselves.

The provision of hostels and approved lodging houses cannot be expected by itself to serve the purpose for which the residential system stands—the inculcation of high ideals and development of character. This is to be attained partly by the help of the traditions associated with the institution (hostel or college) and partly by the influence of teachers or others in charge of them. The mere existence of rules of conduct, however well thought out and even properly administered, will not achieve this object. The greatest force which may raise and maintain the moral standard of these institutions is personal influence. This personal influence is partly the mutual influence exerted by the students upon one another but mainly it is the influence of teachers who if they are of the proper kind impress upon their pupils their own qualities of industry and virtue. Without a proper moral stimulus the massing of students together in hostels may hinder instead of helping the growth of those qualities which they should help the students to acquire. "A bad hall is far worse than none at all." "A noisy and unhappy hall wastes time, destroys peace of mind, intensifies temptation and gives scope to the few who are blatant, vulgar or vicious."*

It follows that for the success of residential arrangements what is most needed is that the University must have on its staff teachers actuated by high moral ideals. "The oriental is peculiarly responsive to personal influence and personal example. He needs must love the highest when he sees it but he requires to see it. He will be found to entertain an appreciation of moral qualities so high that it cannot fail to evoke something at least of an imitation of them in himself." A higher standard of conduct is expected in the teacher in India than in other countries and Indian Universities may hope to receive from the masses

* John Graham, Principal of Dalton Hall, Manchester, quoted at the Congress of Universities of the British Empire, 1912. (Proceedings, page 166.)

of the enlightened population the fullest appreciation in support of every effort to maintain this high standard among their staff.*

There is hardly any likelihood of difference of opinion as to the desirability of closer contact between the teacher and the student. But means of ensuring this and obtaining maximum results from it have to be devised in the light of prevailing conditions.

The University teacher, if he is to be an efficient professor of his subject, has to devote all his available time to the study of his subject and to thought and research. In our Universities where the staff is comparatively small and the range of the subject dealt with by each teacher necessarily wide this burden of maintaining touch with the latest developments in his own subject is particularly heavy. The calls made by social engagements and by social duties have increased considerably in recent times and so has the distraction caused by the increase in the forms of entertainment and recreation. He, therefore, cannot afford much time for meeting students whether at his own residence or in the student's hostel. If this is to be made a practical proposition the time spent by the teacher with the student should be spent in a manner advantageous to both of them. There is a further difficulty arising from difference in outlook which is now very marked between persons of different ages. The man in middle life is already considered to be a back number by the majority of the young men at the University and on this ground it will appear that only the younger members of the University staff should be placed in charge of their hostels. This, however, is open to the objection that it would deprive young men of that wiser counsel which comes from maturity of experience.

Attention may be called to certain disadvantages of the residential system which were discussed also by the Sadler Commission in their Report at pages 146 onward of Volume IV.

In the first place the hostels maintained by the Universities do not pay any return on the capital outlay on their buildings and grounds. The income from rent suffices to pay the establishment and the cost of maintenance of the building, fittings, furniture and grounds. If the staff is suitably strengthened so as to provide efficient supervision and guidance for the students it is possible that expenditure will exceed the income. There is thus no saving to cover depreciation or to provide funds for the replacement of worn out fittings, furniture, etc. This is not so in the halls of residences attached to British Universities which are stated not only to be self-supporting, but capable of producing revenue if properly administered†. The Teyen-Harrop Committee thought that hostels should be self-supporting except for the interest on the capital expenditure and the cost of the supervisory staff.

* Proceedings of the Congress of Universities of the British Empire, 1912, pages 141 and 157.

† Report of the University Grants Committee, 1934-35, page 18.

Besides being costly to the Universities the hostels are found to be too expensive for poor students many of whom, therefore, prefer to live in lodgings hired singly or collectively by a number of them, where they live in less comfort and cannot be properly looked after. They have also the further disadvantage of not having proper facilities for study and not being able to avail themselves of medical advice and assistance in time to escape illness or to shake it off.* Residential arrangements should have maximum utility for the poor student coming from a distance and it is a pity that he should be unable to take advantage of them because of the high cost. It was pointed out by the University Grants Committee, by the Sadler Commission as also during a discussion on this subject at the Congress of British Empire Universities in 1912 that there is no reason why the cost of residence in a hostel should exceed the cost of residence in independent lodgings. If anything, it should be less, provided only the residents follow a reasonable standard of living. The question for consideration, therefore, is whether the hostels have an extravagant standard of life, and, if so, whether they should change it. To the extent that students adopt expensive habits during their residence at the University they lower their own efficiency and usefulness. The life of the student community should correspond roughly to the life of the classes of people from whom they are drawn. It is then alone that they can become useful members of the society in which their subsequent life is to be spent. With the advance of education and in a democratic community there should be no bar to the spread of knowledge among all classes of the population. Students of the University will thus be drawn from all classes of the population, the poorer being necessarily more numerous. The social life of the University hostels should so far as possible be uniform and there should not be marked differences in the manner of life of students according to their worldly circumstances. It is up to the student-community, therefore, to evolve a rational standard of living which may be within the reach of the man of moderate means so that the primary purposes of hostels, those of promoting community life and providing a place of study and residence for the poor student from a distant home, may not be defeated.

Sir Gooroodass Banerji in his memorandum to the Sadler Commission expressed the view that the plentiful provision of conveniences and amenities in a university hostel was a hinderance to the development of such moral qualities as resourcefulness in emergency, patience, cheerfulness in adversity and readiness to mix with human beings as human beings and not merely as students. There is much force in this view. Excessive provision of amenities and any tendency towards a life of luxury and the acquisition of social habits out of keeping with the life of the community at large have a negative educational value. Such a tendency may be produced, as it has been produced in the past, by the assumption

*This latter disadvantage has been felt to be so serious in Great Britain that a Health Insurance Scheme has been started by the efforts of the National Union of Students.

that the University graduate is destined for a place in the Government of the country and must begin to lead the life of a ruler while reading in the University. With the spread of University education the University graduate will have to penetrate deeper into society than he has hitherto done.

Our recommendations—Taking into account the various considerations set forth above we are of opinion that existing residential arrangements are inadequate in both Universities, and that the machinery for the supervision and guidance of students living in hostels is not in all cases sufficient and does not function satisfactorily. The organization of a non-collegiate Delegacy is no doubt a step in the right direction but is inadequate for the purpose for which it is intended. We think that residential accommodation should be available for a much larger number of students and recommends that the universities should encourage the growth of cheaper hostels and consider the advisability of assisting approved lodging houses. We recognize that the colleges and hostels established and maintained by the denominational agencies in Allahabad are rendering distinct services to education and we recommend that they should continue to receive the recognition and financial support which they at present enjoy provided only that they do not restrict admission on communal grounds. In cases where this condition is not fulfilled at present the Governing Bodies may be asked to amend their rules so far as they restrict admission to a particular community. It is conceivable that in some cases there may be legal difficulty in the way of such amendment arising from the conditions of an endowment or something of the kind. In these cases we recommend that Government should consider whether their grants should continue or be stopped. We recommend no change in the present practice under which hostels and colleges maintained by private bodies receive grants-in-aid direct from Government.

With a view to improving the supervisory arrangements in hostels we recommend that their staff should be strengthened by the addition of a number of attached teachers, at the rate of one teacher for every 30 students in the hostel. The Superintendent and the attached teachers should be charged with the duty of supervising the studies and the social and athletic activities of the students and seeing to their well-being generally. Each of them should visit the hostel at least once every day and record his remarks on each student in a register maintained for the purpose, once a fortnight. We expect that under our recommendations each of them will have between 25 and 30 students in his charge and will be able to discharge his duties efficiently.

Health and Physical Training

One group of questions particularly inserted in our terms of reference related to the provision of Physical Education. Much advance has been made in various countries in the ideas of physical education and culture and it is recognized that

a knowledge of them could be a great help to the student in maintaining his bodily health and establishing an equilibrium between mental and physical activities. We, however, did not desire to go into this question in detail because a separate Committee has already gone into it and made recommendations which should be of general application.

So far as our inquiries go we find that the existing arrangements in the two Universities for Physical Training are inadequate and such arrangements as exist are not efficiently worked. In particular it appears that no attention has been paid to the question of nutrition and the provision of a balanced diet.

The Universities are, however, doing appreciably more in this Department now than was done a few years ago. They have introduced a system of medical examination of all new entrants. The Lucknow University goes further and prescribes an annual medical examination of all its students, giving particular attention to those in weaker health, who are examined more frequently. Each University has medical officers, dispensaries and beds for serious cases of illness. For obvious reasons this provision is more ample in Lucknow than in Allahabad. These arrangements, however, are mainly for the students residing in hostels. In the Lucknow University the non-resident student can take advantage of the College dispensary on payment of a fee of Re.1.

Arrangements for the organization of games and sports are made by athletic associations run by students under the guidance of teachers and financed, so far as current expenses go, by a special athletic fee. The University makes occasional grants-in-aid besides providing and maintaining the playgrounds. In addition to these associations which belong to the University as a whole, in Allahabad, and to the Canning and Medical Colleges in Lucknow, there are similar arrangements in each hostel run practically on the same lines.

A Department of Physical Training was established at the Allahabad University and has at present a staff of three instructors.* Lucknow has also started a similar department with a Director of Physical Training. Some form of physical exercise has been made compulsory for every under-graduate in the University of Allahabad and for every hosteller in the University of Lucknow. Every student must put in 60 hours' attendance at one form or another of physical exercise. Allahabad University makes this a condition for promotion but no penalty seems to be prescribed for shortage of attendance in the Lucknow University.

It will appear, however, that post-graduate and law students in the Allahabad University who constitute about half of the total number of students and non-resident students in the Lucknow University who constitute 65 per cent. of the total are outside the operation of the rule prescribing compulsory physical

* One on Rs.125 and two on Rs.50 each per mensem.

exercise. It is evident that a satisfactory organization of this activity for the whole body of students will require a considerable strengthening of the staff of physical instructors, the provision of better equipped gymnasia and more playgrounds all of which involve expenditure and are, therefore, not a practical proposition at the present stage.

The following figures will give an idea of the contributions made out of the Universities' funds to the cost of physical instruction. The Lucknow University provided Rs.1,500 during the year 1938-39 for Physical Instruction besides another Rs.1,500 contributed to the University Training Corps. The corresponding expenditure in Allahabad University during the same year was Rs.2,983-4 on physical training, Rs.1,500 on the Universities' Training Corps and Rs.100 on the Ambulance Corps. The Lucknow University spent in addition Rs.4,000 on the maintenance of playgrounds and made a contribution of Rs.330 to the Athletic Club. The corresponding figures of the Allahabad University are not available.

The main criticism that may be offered of these arrangements is that they cater for the few who because they are keen on games need little attention but actually receive most of it. The majority of students who are not keen on games and who, therefore, need to be encouraged or forced to participate in physical exercise practically go uncared for.

Literary and Social Service Activities

Each University has a Students' Union whose membership comprises practically all the students on the rolls in addition to such members of the staff as may join on payment of an annual fee. Old members of the Union who have maintained continuous membership for four years become life members in Allahabad University on payment of a composition fee of Rs.10 and in Lucknow University free of charge. The Union may elect honorary members from among persons of public eminence and associate members from other universities. The function of the Union in Allahabad University is to provide all the usual privileges and amenities of a University Club besides holding debates and arranging lectures. This corresponds roughly to the function of the Union in the Lucknow University also.

In each case the number of teachers who may hold office in the Union is limited and in the Lucknow University teacher members are excluded from voting at elections.

Besides the Union there are various other societies for the promotion of particular studies as also societies for the organization of social service activities. While appreciating the work that is being done by students through these societies we desire to recommend that the membership of the University Union should be confined to such students of the University as voluntarily join it for the sake of the amenities which it provides and that there should be greater

emphasis on social service activities in order to bring about a fair measure of contact between University students and the general population.

Discipline

We have given particular attention to the problem of discipline among students at the Universities in view of the recent deterioration in the standard of discipline throughout the country. Anxious thought was given to the possible causes which may be responsible for this state of things and our proceedings contain a more or less complete analysis of these contributory factors*. Our conclusions and recommendations are summed up in a resolution which while recognizing that the tendency towards indiscipline is due to forces which have practically a worldwide operation and may, therefore, not be susceptible to local control, expresses the opinion that the University authorities possess powers which if used to their full extent would enable them to maintain a fair degree of discipline among their students. The Universities have in their statements on this subject emphasized the necessity of an assurance from Government of support to the measures which they might find it necessary to take for the maintenance of discipline. It is implicit in our resolution that such support would be forthcoming.

Students' Representative Council

We have considered the desirability of establishing at the Universities a recognized body which could speak on behalf of the whole student body and serve as the channel of communication between the students and the authorities.

It was felt that while the students are conducting, largely with their own resources and enterprise, quite a number of societies both for social and literary purposes, with the co-operation of the staff in many cases, there is no organization entitled to speak on behalf of the entire student body. The Students' Union and the Athletic Associations represent only particular aspects of their activity. Moreover, while in the constitution of the Universities representation has been sought to be given to all classes of teachers and various interests, closely or even distantly connected with university education, no attempt has been made to provide students with the means of expressing their collective views in regard to matters which concern them. The establishment of such a body would have distinct advantages. Besides enabling the students, when occasion arose, to bring their needs and complaints direct to the notice of the responsible authorities, it could undertake also constructive work for the benefit of students and provide a training in responsibility and in particular it could help the authorities in maintaining discipline and in cutting short controversies.

The Allahabad University has had a Students' Advisory Council—a legacy from the Muir Central College—which consists of representatives of different classes of students and may be called by the Vice-Chancellor to meet him

*See Appendix B(4).

and give its opinion and suggestions on questions placed before it. It possesses no initiative and has not met frequently.

We may refer to some models of students' representative bodies which serve a useful purpose. By the Act of 1889 the Scottish Universities were given power to grant a constitution to the Students' Representative Council. The Students' Representative Council of the Edinburgh University, which may be taken to be typical of the rest, is made up of representatives of the various Faculties and of such student-bodies, academic and social, as have a membership of at least 50. Its functions are (1) to promote the general interests of students and to represent students in matters concerning them ; (2) to serve as the recognized channel of communication between the students and the authorities and (3) to promote social life and academic unity. It functions through committees which look after such matters as charities, amusements, etc.

The Civic Universities of England have provision for one or more Students' Representative Councils constituted according to Ordinances and empowered to approach or communicate with the Vice-Chancellor on any matter concerning the University.

It is noteworthy that the University Grants Committee of Great Britain states in its Report that in the course of its visits to Universities it met representative students as it met members of the Governing Bodies and the professorial and non-professorial staffs.

We, therefore, recommend that in each University a Students' Representative Council should be constituted by Ordinance. It should include representatives of the various Faculties and units of residence (including the Delegacy) as well as of the University Union and Athletic Clubs. The Council should have the following functions :

(1) It should be the recognized channel of communication between the students and the University authorities.

(2) It should have the right of making representation to the University authorities on any matter affecting the interests of students.

(3) It may be consulted by the Vice-Chancellor on any matter at his discretion.

(4) It should help the University authorities in maintaining discipline.

We wish to make it clear that in making this recommendation we do not desire to suggest any derogation from the authority of the officers and bodies responsible for the maintenance of discipline and the conduct of work in the Universities. We hope that the representations which the proposed student-body may make and the advice it may tender will receive the fullest consideration of the authorities concerned but their responsibility for the functions assigned to them remains unaffected and will, we trust, be discharged with the care and assiduity it demands.

CHAPTER XVII

FINANCES (TEACHING UNIVERSITIES)

We are required by our terms of reference to inquire into (1) the income and expenditure of the Universities, (2) the desirability of constituting a Provincial Board to regulate grants to Universities and (3) the administration of the Universities, of which the administration of finances is necessarily an important part.

Questions about the finances of the Universities and their administration figured largely in our questionnaire and it has been made abundantly clear during our discussion of the subject that this is a matter of vital importance for the Universities.

It has been pointed out in another part of this Report but will bear repetition here that the framers of the University Acts did not place any responsibility on Government for the financial solvency of the Universities. They gave power to the University Authorities to regulate financial matters by means of "Ordinances" over which Government as such has no control. The fact that the Governor as Chancellor has power to suspend the operation of an Ordinance and to cancel it does not materially alter the position. No power is vested in the Government as such in regard to University Finances, beyond what is implied in the provision which requires the annual accounts to be submitted to Government and the provision which vests in Government the power of visitation or enquiry into the administration of the Universities.

Constitutionally the plan is unexceptionable. The Acts neither provide for any regular Government assistance to the Universities* nor vest any financial control in Government. They leave the Universities free to regulate their expenditure, to prescribe their scales of salary and of remuneration to examiners and to make their rules regarding leave, Provident Fund, travelling allowance and other rights of their employees. The power is also given to them of creating new posts and instituting scholarships, fellowships, bursaries, medals, etc. They have corresponding powers of receiving incomes and endowments, and are empowered to fix by "ordinances" the rates of fee chargeable for various courses and examinations.

From the standpoint of University Autonomy this arrangement should be acceptable to the Universities and would have been so if in fact the public benefactions which it presupposes had been forthcoming. Our examination of the

*The Dacca, Madras, Andhra, Bombay and Annamalai University Acts provide for statutory grants.

income and expenditure of the two Universities reveals the fact that the only regular sources of income in the Allahabad University apart from Government Grants are fees of various kinds which contribute roughly about 33 per cent. of the total income and interest on certain investments from which a small sum, roughly 1 per cent. of the total income, is derived. The position in the Lucknow University is only slightly better. Here the income from property and investments is larger being 7 per cent. of the total income and there is an income of about Rs.50,000 per year from a contribution payable by the Taluqdars under the Canning College and British Indian Association Act. Government had, therefore, to contribute about 64 per cent. of the total expenditure of this University while it had to contribute 66 per cent. of the total expenditure of the Allahabad University in the year 1937-38. Some kind of assurance as to the amount and regularity of the Government grant is keenly desired by the Universities and appears to be necessary in order to give them that sense of security without which neither normal activities nor expansion can be effectively planned or conducted.

It will be seen from a statistical table given in Appendix G(2) that Government has in the past borne a higher proportion of the recurring cost of the Universities. In this state of things it is quite natural that the University authorities and the public should regard the Universities as Government institutions for the maintenance of which Government has a moral, if not a legal responsibility. Allahabad University says that this impression which is fairly widespread stands in the way of the University obtaining financial support from the public, though whenever the University has made an appeal it has obtained some response without making the slightest effort.

Lucknow University contends that considering the poor resources of the province of Oudh in which it is situated the amount of financial support obtained from the public is not inconsiderable. At the time of the establishment of the University a fairly large sum of about Rs.30,00,000 was collected by public subscription, part of which has been invested in buildings and part still remains invested in Government securities bearing interest. There is in addition the annual contribution from the Taluqdars referred to above. The University also has an endowment of about a lakh of rupees for a Readership in Sanskrit from the Sisendi Raj.

There are other endowments in both Universities earmarked for scholarships, stipends for poor students, medals, prizes, etc. The Universities have from time to time made appeals for funds for specific purposes and obtained donations. Such appeals have not usually met with a generous response but a sum collected on the occasion of the Golden Jubilee of the Allahabad University in 1937, has enabled the University to make two valuable additions to its buildings, one being

a Women's Hostel and the other a Reading Room attached to the Library, leaving a balance available for other purposes.

The bulk of the expenditure of the Universities is on salaries of which the teaching staff claims the lion's share—over 60 per cent.—the administrative staff receiving another 10 per cent. "Maintenance" of buildings accounts for about 6 per cent. in either case. We are not in a position to estimate precisely the expenditure upon libraries and laboratories because this is made up partly of the purchase price of books, apparatus and equipment and partly of the cost of the staff which latter is not easy to determine and has not been calculated on the same basis in the case of the two Universities. The same is true of other expenditure such as that on examinations, hostels and students' welfare. These heads, however, consume a very small portion of the total income of the Universities.

Financial Powers

The Authorities and officers of the Universities on whom the responsibility for the administration of finances devolves are the Vice-Chancellor and the Treasurer, the Executive Council, the Finance Committee, the Committee of Reference and the Court. The Executive Council is vested with wide powers both of securing income, entering into contracts, framing proposals for expenditure, prescribing the scale of expenditure on regular items in Ordinances and sanctioning other recurring and non-recurring expenditure. The Finance Committee consists of members of the Executive Council appointed by itself with advisory powers. The Committee of Reference, a standing Committee of the Court, has to be consulted when new recurring and non-recurring expenditure exceeding certain amounts is proposed to be incurred. The budget is framed in the first instance by the Finance Committee and is then passed by the Executive Council after consulting the Committee of Reference in cases where this is necessary. It is then placed formally before the Court which has no power to alter it but can express its opinion and make recommendations. It is only in cases, where the Committee of Reference has not agreed with the Executive Council that the Court has the positive power of dealing with the disputed item as it thinks fit.

The Treasurer, besides presiding over the Finance Committee and the Committee of Reference, is expected to supervise the financial operations of the University, to see that the funds allotted for particular purposes are properly applied to those purposes and to advise the Executive Council in regard to the investment of funds and the acceptance of endowments and bequests. He also signs contracts on behalf of the University. The Vice-Chancellor as Chairman of the Executive Council shares its financial authority. He is in addition empowered to sanction expenditure up to a prescribed limit and also to incur expenditure in an emergency.

The University Acts only require the submission to Government of the annual Accounts for purposes of audit and after they have been audited, for publication in the Government Gazette. They do not require the Universities to send to Government their financial estimates but we are informed by the Executive Councils that this too has been done regularly, obviously in view of the Grants which the Universities expect from Government.

University Property

We had called upon the Universities to furnish us with statements of the value of the property which they hold in various forms that is in buildings, roads, equipment, fittings, books, etc., and have received more or less detailed statements containing a rough valuation of these assets. From these we find that the value of the property held by the Allahabad University is roughly Rs.36,00,000 and that held by the Lucknow University is about Rs.57,00,000.

Each University has a number of Government buildings which were handed over to it at the time of its establishment or re-organization. The Muir College and connected buildings which are Government property were transferred "to the user and custody of the Allahabad University for so long as they are used for educational purposes." The buildings and property of the Canning College (together with all the endowments, rights and privileges of the College) were transferred by the Canning College Act, 1922 to the Lucknow University and were required to be "applied to the objects and purposes of the Canning College as a College maintained by the University." No condition appears to have been imposed in respect of the transfer of the remaining property which includes the King George's Medical College and Hospital in Lucknow and the Senate House and connected buildings in Allahabad nor has any condition been made with the Universities in regard to the fresh acquisitions made since their establishment or re-organization. It has been suggested in the course of our discussions that this may have been because a considerable part of the capital outlay in these cases was met out of funds collected by public subscription.

We are of opinion that the conditions on which the Muir College buildings were transferred to the Allahabad University should apply to all the buildings and property placed at the disposal of the Universities of Allahabad and Lucknow by Government and that the restriction placed by Section 2 of the Canning College Act on the purposes for which the Canning College buildings and property may be utilized should be removed so that the Lucknow University may be free to utilize them for general purposes and not for the purposes of a "College" only, which is defined in the Act as a unit for the residence and tutorial instruction of students.

From the observations made by the Vice-Chancellor and the Treasurer of the Allahabad University and a note sent to us by the Registrar in reply to our

inquiries it appears that the provision made in recent years for the maintenance and repair of buildings and fittings has not been adequate owing to financial stringency. In the note above referred to we are told that the provision for repairs and upkeep has been far below the Public Works Department standard ; and that the renewal of fittings like the electric wiring and fans, gas and water pipes, has been delayed beyond the limits of safety. We are also told that while in Government buildings fans and wiring are normally renewed once in 15 years these have been in use in Allahabad University for over 20 years without renewal.

We are of opinion that adequate provision should be made for the maintenance of buildings and roads and for the repair and renewal of the furniture, fittings, apparatus and other equipment. We are not in a position to recommend the amount that would be necessary for these purposes and leave it to be determined by the proposed University Grants Committee on the advice, if necessary, of experts.

We have considered the strength of the Engineering or Works establishment employed in the two Universities and have been helped in the consideration of this question by the Reports of the Blunt and the Teyen-Harrop Committees, they had noticed the disparity between the two Universities in this respect and had recommended that an Officer of the Public Works Department should examine the position and make recommendations in regard to the staff employed at the Lucknow University. We are informed that the Report of the officer who was deputed for the purpose has been submitted and is under the consideration of the Executive Council. Meanwhile Lucknow University has considerably reduced its staff though it still remains and must, from the larger extent of the property to be looked after, remain larger than that of the Allahabad University where a single Engineer, assisted occasionally by an overseer, is responsible for the whole of this Department.

In our opinion the Engineering staff of the University of Allahabad is inadequate and we recommend that an officer of the Public Works Department may be deputed by Government to recommend a suitable staff for this University also.

House Property

Each University has in its possession a number of houses intended initially to be residences for teachers. It has been brought to our notice in the course of our discussions that while many of the senior members of the staff have built houses of their own and vacated the University houses which they formerly occupied the newly appointed teachers who draw salaries on greatly reduced scales are not in a position to pay rent for these houses at the original rates. In some cases it has been found necessary to let the expensive residences to outsiders or to groups of students. We are of opinion that in view of the difficulty, which

will increase in the course of time, of finding suitable tenants, the Universities should not invest any more money in buildings for residential purposes.

Comparison of cost

In reply to our question whether expenditure on the teaching Universities has been out of proportion to the benefits secured by these institutions all our correspondents with a solitary exception, support the claim of the two Universities that expenditure on them has not been out of proportion to the benefits secured. From a study of the figures of cost per student [Appendix D(7)] it appears that it has fallen in the Allahabad University from Rs.644 in 1928-29 to Rs.545 in 1937-38. In the Lucknow University it has fallen from Rs.868 in 1929-30 to Rs.697 in 1937-38. In either case the lowest figure was reached in 1934-35 when the cost per student in Allahabad University was Rs.505 and in Lucknow University Rs.653 but this was because of the 10 per cent. cut in salaries which reduced the expenditure considerably. The figure is higher in the case of the Lucknow University because of the high cost of the Medical Faculty. Compared with the cost per head of student in the mofassil colleges [Appendix D(7)] the figures for the Universities are considerably higher but it has to be remembered that the Universities offer a far wider range of studies and maintain expensive post-graduate and research classes in Science which very few colleges have, besides making provision for work for Doctorate Degrees and research generally. For these purposes they have to maintain much larger libraries and laboratories and a much more qualified and, therefore, expensive staff. The average annual cost, according to the Quinquennial Report of the Educational Commissioner with the Government of India, of educating an Arts student in the United Provinces (Rs.233) compares favourably with the corresponding cost in Madras, Bihar, the Central Provinces, the North-West Frontier Province, Sind, Orissa, Ajmer-Merwara and is only slightly higher than in Bombay, the Punjab, Delhi and Assam. Only in Bengal is it substantially less, being Rs.146.

We may now proceed to examine the principal sources of Income.

Sources of Income

Government Grants—As we have already observed Government Grants are the largest source of income to both Universities. The proportion of the total recurring expenditure which has been covered by them in the Lucknow University has ranged between 60 per cent. (in 1934-35) and 79 per cent. (in 1926-27) and in Allahabad University it has ranged between 61.3 per cent. (in 1932-33) and 86.9 per cent. (in 1923-24). We find that while during the past few years increasing expenditure has been incurred by the Universities, Government has not increased its Grant proportionately. This failure of Government Grants to keep

pace with the increase of University expenditure has hampered the growth of University activities and has given rise to complaints.

When the teaching Universities were established the Government of the day appeared to be disposed to grant them generous financial assistance. The scales of salary originally prescribed under the ægis of Government, for all classes of employees were very generous as were also the rules relating to leave, provident fund and allowances of various kinds. Soon after, however, the need for retrenchment in expenditure began to be felt and Government appointed a committee under the chairmanship of the late Sir Edward Blunt in 1924, to examine the financial affairs of the Universities of Allahabad and Lucknow "with a view to the co-ordination of energies to prevent overlapping in special branches of study and the abolition of posts for which there was not sufficient work." It was also to recommend a block-grant for a period of years.

This Committee examined the Budgets of the two Universities in detail and with a view to checking expenditure enunciated certain principles as regards the Co-ordination of Studies and the proportion that should be borne by the staff to the number of students in a subject of study. It recommended that new subjects like Geography, Civics and Politics should be started only at one of the two teaching Universities ; that the higher study of specialized branches of subjects should be concentrated at one place ; that subjects in which the number of students was small should have a smaller staff. It also made recommendations as to the scales of fees to be levied from students and recommended considerably reduced scales of pay for all classes of teachers as well as for the Vice-Chancellor, Registrar and Assistant Registrar ; new and reduced rates of contribution by the University to the Provident Fund of employees ; abolition of certain allowances and limitation of expenditure on libraries, laboratories, scholarships, sizarships, and on the maintenance of buildings, fittings and equipment. It recommended, further that hostels and student activities as well as literary publications issued by the Universities should not make any demand on the general funds of the Universities. Government servants and employees already in service were however not to be adversely affected by any of its recommendations except in respect of allowances.

Two of its main recommendations were the following :

- (1) That each University should have a block-grant for a period of five years, additional grants being made from time to time during the currency of the block-grant, on the application of the Universities, subject to the usual procedure in the case of new expenditure, that is to say subject to inclusion in the Schedule of New Demands and approval of the Government, the Finance Department, the Finance Committee and the Legislature.

(2) That a special Co-ordinating and Advisory Committee on expenditure in the Universities consisting of the Vice-Chancellors of the Allahabad and Lucknow Universities, the Director of Public Instruction and two non-official members should be appointed by Government to advise them in regard to applications for fresh grants.

The block-grant which the Committee recommended for each of the Universities was calculated on the basis of the expected income and expenditure during the quinquennium for which it was recommended—income from donations and from subscriptions and expenditure on interest on loans being omitted from calculation. The block-grant was to be of a uniform annual amount over a period of five years and since at that stage of the Universities' development expenditure on salaries as well as on other items was annually increasing, it was expected that there would be a saving during the first two years and a deficit during the last two years of the grant. In the third year, the grant was expected to just equal the difference between the Universities income and expenditure. The annual grant included a sum of Rs.20,000 in addition to the amount needed to balance the expenditure and income. This amount was intended to meet the normal growth of expenditure. Savings were not to be resumed but were to be left with the Universities.

The block-grants thus introduced were due to expire in 1930-31 but continued for another three years pending the fixation of fresh block-grants. Another committee was meanwhile appointed in 1931 with Messrs. Teyen and Harrop as members. It went into the finances of the Universities including that of Agra which had been created in 1927 and made detailed recommendations as to measures for increasing the income and reducing the expenditure. It recommended block-grants again for a period of five years but on the assumption that the Universities would give effect to the Committee's recommendations as to the strength of the staff, revised scales of salary, rates of fee, etc. The principle was laid down that till Government's finances improved its grants to the Universities would be just sufficient to enable them to carry on their established activities with their existing numbers, and that the Universities must find the means for expansion by increasing the rates of fees, securing public benefactions and effecting economies. It recommended, however, that any income accruing to the Universities by increases in the rate of fees and any savings resulting from economies effected by themselves should be left to them for purposes of expansion and should not be taken into account in the calculation of the Government grant.

The block-grant recommended by this Committee was Rs.7,66,300 in the case of the Allahabad University and Rs.9,46,200 in the case of the Lucknow University. Allahabad University subsequently made representations to Government pointing out that certain economies suggested by the Committee were

impracticable and Government accepted the University's plea with the result that a sum of about Rs.31,775 should have been added to the amount of grant recommended by the Committee for that University, the total amount of grant becoming Rs.7,98,075. Financial stringency, however, prevented Government from giving effect to the block-grant so that from the year 1934 the practice of making annual grants after a scrutiny of the detailed budgets of the Universities was adopted, and has continued to the present day. Out of deference for the autonomy of the Universities, Government has abstained from making any comments on the Universities' budget proposals. Its grants have been roughly equal to the difference between the approved income and approved expenditure, the approved income being the amount which the University would receive in fees at the rates recommended by the Committee and in interest and income from property and investments already in existence and the approved expenditure being the expenditure upon salaries, maintenance and other heads on the scale recommended by the Committee.

The details of the calculation by which the amount in each case has been arrived at have not been communicated to the Universities nor have the items of expenditure for which provision has not been made. The grant moreover has been paid not in a lump sum in the beginning of the financial year as was the case formerly but in four instalments spread over the year, the last of which has been usually paid about the end of the financial year.

Under this arrangement the Universities complain that they labour under a serious handicap. They frame their budgets in complete ignorance of the amount which they may hope to receive from Government and although they submit their budget to Government well in advance and show in it the amount of Government grant needed to balance their income and expenditure, the Government gives them no hint of its intentions and contents itself with paying an amount determined by itself without reference to the Universities.

In this state of things it would be natural to expect deficits in the Universities' accounts. The Executive Council of the Lucknow University says that it has so far succeeded in avoiding actual deficit by the exercise of rigid economy which has involved some sacrifice of academic efficiency. In the Allahabad University a deficit started in 1932-33 and has regularly figured in the budget ever since. Its amount initially was Rs.19,000 in round figures in 1932-33. It rose to Rs.29,000 and Rs.42,000 in the two subsequent years. Later it fell to Rs.18,000 but rose again to Rs.75,000 in 1936-37 and Rs.50,000 in 1937-38. These deficits have necessitated borrowing from the University's bankers.

In the course of our discussions it was also brought to our notice by Pandit Iqbal Narain Gurtu, ex-Vice-Chancellor of the Allahabad University, who is one of our members, that the University had borrowed a sum of Rs.1,37,000 for acquiring

the property designated as 12, Church Road which included a pakka house of considerable dimensions and on which a Women's Hostel with accommodation for 40 students has since been built with funds obtained from the rulers of Hyderabad and Bhopal on the occasion of the University's jubilee. Government has made no grant for the acquisition of the property or the construction of the Women's Hostel and the University proposes to liquidate its debt on this account by establishing a sinking fund with an annual provision of Rs.30,800 in the budget. It was suggested that we should recommend the inclusion of this amount in the annual Government grant to the University for so long as it may be necessary.

The acceptance of this proposition would imply that Government undertakes responsibility for liquidating debts incurred by Universities. Such responsibility has not been undertaken by Government in the past and we do not recommend that it should be undertaken in the future. We think that Government should deal with the University's demand for a grant towards the acquisition of land for the Women's Hostel in the usual manner. After an enquiry as to the amount borrowed by the University for the acquisition of land for the hostel and after considering the amounts formerly granted by it for the purpose it may make a further grant now to liquidate the University's debt under this head by one or more instalments.

In Part I of this Report we have dealt in a general way with the question of Government's financial relations with the universities and recommended the constitution, functions and procedure of the University Grants Committee. While we do not agree that Government should undertake responsibility for the financial solvency of the Universities we yet think that some guarantee of financial assistance from Government should be given to the Universities in order that they may be in a position to plan their work and expansion with a fuller knowledge of their resources. We recommend that each of the teaching Universities should have a statutory Government grant of an amount fixed by an Act of the Legislature subject to revision every 10 years. Additional grants should be made on the recommendation of the University Grants Committee on the application of the University. The advantages of a statutory Government grant are obvious. It makes the Government contribution to the University's funds independent of the whims and caprices of the Government of the day, making it possible for the University to carry on its activities free from anxiety, while at the same time it makes the University feel the responsibility for finding funds for such expansion and development as it may desire to make. So far, therefore, as the desirability of a statutorily fixed grant is concerned there was no divergence of opinion among us. We have, however, had to discuss the amount of the grant and the manner of its calculation, in other words the principles on which it is to be based, at some length. Several proposals were placed before us of which the one which had

the largest measure of support is reproduced in the summary of our recommendations in Section XXXVII of Chapter VIII. It purports to secure for each of the Universities of Allahabad and Lucknow a grant for a period of 10 years equal to the aggregate of (1) the actual expenditure on salaries and provident fund charges of the permanent staff during the year 1938-40, (2) the amount needed to finance the urgent needs of the University as enumerated in Section XXXVII of Chapter VIII and to give the benefit of new scales of pay recommended by us to lecturers and to inferior servants.

We may note briefly the alternative plans of calculating the amount of the Universities' grants which were placed before us and which broadly speaking took two lines. One group of them purported to suggest that the Government should make to each University a grant equal to the actual expenditure upon the salaries and the Universities' contribution to the provident fund, of the teaching staff plus a lump sum thrown in. The other group of suggestions purported to secure for each University a grant based upon that recommended by the Teyen-Harrop Committee with such additions as were necessary on account of the increase of enrolment and staff made since then and by the additional burden likely to be thrown upon the University by our recommendations. Messrs. Gupta and Gurtu made one suggestion of each of these types and it was ultimately decided that their suggestions of the latter type for which they express preference, should be incorporated in our Report. The calculation of the Government grant according to their proposals is shown in Appendix A of Chapter VIII. Pandit Govind Malaviya suggested that the Government grant should be of an amount which would enable the Allahabad and Lucknow Universities to carry on their established activities efficiently; he would insist that they should not remain dependent upon Government but should exert themselves to obtain public benefactions to finance their expansion. He would only ensure that their present activities should not be hampered. Already he said there was a feeling in the public mind that part of the funds now spent on higher education should be diverted to primary and secondary education. Though personally he was all for supporting higher education and research, the feeling in the public could not be ignored. He hoped that in due course as the state of things generally improved in the country and industries developed, help would be forthcoming from them for work in both pure and applied science and people would come forward to assist research in Arts subjects as well. According to Mr. Malaviya the amount of the statutory grant to each university would be the sum of the following :

- (1) The actual amount of expenditure upon salaries of the teaching staff in the year 1938-39.
- (2) The actual amount of the University's contribution to the Provident Fund of teachers in 1938-39.

(3) The actual amount of the Government grant for the Library, 1938-39.

(4) An additional lump sum of Rs.50,000 in the case of the Allahabad University and Rs.80,000 in the case of Lucknow University.

This proposal had also the support of Mr. Gupta with the important variation that in place of items (3) and (4) he would substitute the following :

“An additional lump sum of Rs.1,00,000 a year to the Allahabad University and Rs.1,50,000 a year to the Lucknow University for the next 10 years.”

Our meeting at which these proposals were discussed was equally divided between Mr. Malaviya's proposal and Dr. Dhar's proposal which latter was ultimately adopted by the casting vote of the Chairman and is included in the summary of our recommendations.* Messrs. Govind Malaviya and Chandran Bhan Gupta desired their dissent from the resolution to be recorded.

We have considered the question whether any conditions or restrictions should be imposed on the Universities as to the manner in which they should utilize the statutory Government grant or any savings from it and have decided to recommend that the grant should be free from any conditions or restrictions. The Universities should be free to utilize the Government grant and savings made from it in the same manner as they have freedom to use at their discretion the income accruing from their property, investments and other sources. Government should not treat any part of this income as part of the Government grant.

Fees—Next in importance to Government grants as a source of income to the Universities are the tuition and other fees which are levied from students and candidates for degrees. Some of these fees are in the nature of rent or payment for specific services and do not, therefore, add to the general income of the Universities. Thus the hostel fee is rent for the room occupied by the student and is utilized in providing services and conveniences for him; games and union fees as well as examination fees are devoted to the purposes for which they are levied. The fees, therefore, which contribute to the University's funds are tuition fee, admission fee, enrolment fee, library fee, and fees for transfer and other certificates. Among these tuition fee is the only substantial item.

A mass of information collected by the Education Secretariat about the rates of tuition fee for different courses of study in the Universities and Degree Colleges throughout India was placed before us. From this it appeared that—

(1) the fees charged in Allahabad University are slightly higher than those charged in the Lucknow University and are considerably higher than those charged in the Universities of Benares and Aligarh and in the Degree Colleges affiliated to the Agra University ;

*Section XXXVII of Chapter VIII.

(2) there is a wide divergence of practice among the Universities and Colleges of other Provinces so that no general conclusions can be drawn from a comparison of their rates of fees with those of the Allahabad and Lucknow Universities. Thus in many cases fees for Science classes are higher than those for corresponding Arts classes; in some cases higher fees are charged from students coming from another Province or another University; the fees for post-graduate classes are lower than those charged for under-graduate classes in some institutions.

In the Universities of Allahabad and Lucknow tuition fee is charged at the same rate for Arts and Science courses (except that a laboratory fee is levied from Science students) and the fees paid by post-graduate students are higher than those charged from under-graduate students. No distinction is made between local students and students from other parts of the Province or from other Provinces.

(3) No institution in any part of the country charges higher fees for the M. A. courses than the Allahabad University. The fees charged for the M. Sc., LL. B. and B. Com. courses are higher than in the Allahabad University in a handful of institutions in South India; elsewhere they are lower.

(4) The fees for the B. A. and B. Sc. are generally lower elsewhere than in our teaching Universities but they are higher in certain leading colleges of the Bombay and Madras Presidencies as well as in some of the Colleges at Calcutta and Lahore. All fees are lower than those of our Universities in Colleges affiliated to the Universities of Patna, Nagpur and Dacca. Of the 41 Colleges affiliated to the Calcutta University only two (Presidency College and Loreto House, Calcutta) charge higher fees than the Allahabad University. Of 31 Colleges of the Punjab, 16 charge higher and 15 charge lower fees than the Allahabad University.

We considered the desirability of adopting the principle of varying the rate of fee according to the domicile of students and charging higher fees from students hailing from other parts of the country, but we decided against recommending it because our Province has always enjoyed a reputation for large-heartedness which should be maintained and differentiation on the basis of domicile goes against the very spirit of our culture. Another suggestion in favour of varying the rate of fee according to the monetary circumstances of the student's family, was ruled out by the difficulty of ascertaining the truth about the monetary resources of the student's parent. A third suggestion that the fees charged for Doctorate Degrees should be raised was rejected because it was felt that the income likely to accrue thereby would be inconsiderable and in any case it is

desirable, in the present state of higher education in the Province, that nothing should be done which would discourage research in our Universities.

Yet another suggestion which we discussed was that fees for the Law classes should be raised with a view to arresting the demoralization of the legal profession which is threatened by the growing number of Law graduates. While sympathizing with the object behind the suggestion we decided not to accept it because the object which it aimed at could only be attained by raising the fees to something like Rs.750 or Rs.1,000 per annum which would obviously cause hardship and keep at least some good men away from the profession.

We, however, recommend that students pursuing the professional course in Medicine should be made to pay a higher rate of fee in case they do not make the best use of their time and fail to complete their course within a reasonable period which should be fixed by the University with due regard to all relevant considerations. We have thought fit to make this recommendation as a result of information placed before us that about two-thirds of students take longer than the minimum prescribed period to complete their course.

Our attention has been called to the disparity which still persists in spite of the recommendation of the Teyen-Harrop Committee between the fees charged in the Lucknow University and the Allahabad University. In particular Allahabad University collects fees monthly for 10 months of the year while Lucknow University collects them in 3 instalments termwise which amounts to charging fees for 9 months only. We, however, abstain from making any recommendations as to rates of fees whether for tuition, examination or other heads. In our opinion the Universities should be left free to prescribe their own scales of fees.

Other sources—Among other sources of income the most important to notice is the taluqdari subscription of Rs.50,000 which the Lucknow University has under the Canning College and British Indian Association Act. We have recommended that the restriction placed by the Act on the utilization of this amount should be removed.

The rent derived from house property and the interest on funds invested in Government securities or placed in fixed deposit with banks constitute another small source of income. The face-value of such investments in the Lucknow University was stated to be Rs.14,87,936 and in Allahabad University Rs.7,31,000. A part of these sums represents donations obtained by the Universities from time to time and a part represents savings made. Each University has also invested in house property which brings in a small income in rent. Lucknow University states that it derives an income from 4 to 5 per cent. from its investments; the Allahabad University says it has no property that was intended to be paying. We have no recommendations to make in regard to the investments of the Universities beyond stating our view that it is

desirable that the Universities should have a cash balance at their command to meet emergencies.

We have considered in another part of this Report* what income may be secured by Universities and Colleges from fresh sources.

Expenditure

1. *Salaries, etc.*—The largest head of expenditure in the Universities is that of salaries and provident fund contributions. We have recommended revised scales of salary for all classes of teachers, for the Vice-Chancellor, Registrar, and Assistant Registrar and also for menial servants. In the majority of cases these scales are lower than the existing ones ; but they are higher in the case of Lecturers and inferior servants.

As we desire that the new scales should not operate to the detriment of any existing incumbent, it follows that they will be taken advantage of by such of the employees as stand to gain by them and will be applied to new entrants only in the case of posts for which existing scales are better. There will thus be an immediate increase in expenditure under this head and the saving anticipated from the revised scales where they are lower than the existing ones will materialize slowly and may not be fully realized for many years to come.

In regard to provident fund, however, we have recommended a reduction in the present rate of contribution by the University in the case of all employees irrespective of their date of appointment. This as well as the changes we have recommended in the leave rules may result in a small saving to the Universities. The slight amendments which we recommend in the rules relating to gratuity for inferior servants do not involve any appreciable extra expenditure.

2. *Allowances*—We have made recommendations in regard to allowances of three kinds, viz.—

- (1) Allowances for additional duties.
- (2) Allowances for acting in higher posts.
- (3) Travelling Allowance.

Additional duty allowance—The allowances received by teachers and officers of the Universities for the performance of duties not normally attached to their substantive appointments such as allowance to Deans, Wardens, Superintendents, Proctor and Librarian have already been abolished or substantially reduced in both Universities in accordance with the recommendations of the Teyen-Harrop Committee. The allowance formerly received by the Principal of the Canning College has been stopped. The allowance at one time paid to Deans in the Lucknow University was stopped a number of years ago. The Deans and Wardens in Allahabad University have never received any allowance or other

*Chapter VII ante

consideration. We recommend that wardens of hostels in the Lucknow University who at present occupy rent-free quarters should pay rent for them and that one of them who has an allowance of Rs.75 per mensem should cease to draw it.

The case of superintendents or assistant wardens as they are called in the Lucknow University, who have free residences in both Universities and an allowance in addition in Allahabad University, stands on a different footing. They have a considerable amount of regular administrative work and must reside in or near the premises of their hostels. We recommend that they should receive a consolidated monetary allowance of Rs.60 per mensem and should pay rent for their residences. Elsewhere* we have recommended the strengthening of the supervisory staff of hostels by the appointment of "attached" teachers with residences assigned to them in the vicinity of the hostel. For such teachers, most of whom we anticipate will be young men on small salaries, we recommend a concession in the rent of the quarters assigned to them by the University.

We recommend that an allowance of Rs.50 per mensem may be given to such incumbents of the offices of Librarian and Proctor as are drawing a salary not exceeding Rs.600 per mensem in their substantive appointments.

Our recommendations in regard to the scale of additional pay admissible to a person who is called upon to act in a higher post are set out in Section XXXVII of Chapter VIII and our recommendations in regard to travelling allowance appear in Section VIII of that Chapter. In either case we think the adoption of uniform rates by all universities concerned is desirable.

3. *Maintenance*—Next to salaries, allowances and provident fund contribution the largest heads of expenditure are the maintenance of buildings, roads and grounds and of Libraries and Laboratories :

(1) The maintenance of buildings and roads and the repair and replacement of fittings and furniture are necessary items of expenditure in which economy is inadvisable as it is fraught with the risk of deterioration. We have recommended earlier in this chapter that adequate provision should be made for these purposes by the University Grants Committee on the advice, if necessary, of experts. Pending such permanent provision we have recommended interim grants for these purposes.

(2) The possession of a well-equipped Library with an adequate supply of current literature is a vital necessity for a University. Both Universities and large numbers of our correspondents have stressed the need of better provision for it. We agree that the present financial provision is inadequate and recommend a substantial addition to it.

(3) The existing provision for laboratories too is inadequate and should in our opinion be substantially increased.

*Chapter XVI.

4. *Expenditure on examinations* is made up largely of remuneration and travelling allowance to examiners and includes an amount for stationery and printing.

The scale of remuneration to examiners was brought down to a uniform level under the recommendations of the Teyen-Harrop Committee and now stands at the lowest level formerly prevailing in any of the three provincial universities. The Universities are, of course, entitled to prescribe their rates of remuneration and in adopting uniform rates they have only accepted a suggestion from Government.

We recommend that teachers of the teaching Universities should not be paid any remuneration for acting as examiners for their own University. External examiners should, however, continue to be paid. This will enable the teaching Universities to save half their expenditure on this head since we have recommended also that there should be an equal number of internal and external examiners.

5. *Printing and stationery* constitute a considerable item of expenditure in the working of a University which functions through numerous "Authorities." The expenditure is inevitable though it may be capable of substantial reduction. We abstain from making any detailed suggestions on this and other heads because we think that the Universities know best where they can save without loss of efficiency.

6. *Aid to students**—We have elsewhere discussed the present provision for aiding poor students and recommended substantial increase in it by a considerable increase in the number of free and half-free students supplemented by substantial stipends in the case of brilliant students who may be poor.

Non-recurring expenditure—Besides the recurring expenditure which we have dealt with hitherto, non-recurring expenditure is frequently necessary for the construction of buildings, renewal of fittings, purchase of furniture and above all for the purchase of new equipment for laboratories. We consider it advisable and have elsewhere recommended that the renewal of fittings and furniture should be provided for by recurring provision in the budget. Buildings will inevitably be needed as new departments of study come into being and as the number of students increases. Laboratories are required for many scientific subjects and the equipment for them frequently requires replenishing by the purchase of newly invented apparatus either in addition to or in place of existing apparatus.

For such purposes financial assistance can be and has frequently been obtained from private sources.

*See Chapter VII.

In response to our request we were furnished by each University with a statement of its urgent requirements of the non-recurring type. After careful consideration in the light of existing financial conditions we have decided to recommend certain non-recurring grants which we consider urgent, to each University. These will be found summarized in paragraphs 224-225 under Section XXXVII (ii) of Chapter VIII. Not being in a position to devote that close scrutiny without which a judgment could not be formed about the other demands, we recommend that they may be considered by the University Grants Committee when it is constituted.

General Recommendations

We have already expressed the opinion that our Universities should be left free to order their expenditure in the manner they think best and no conditions or limitations should be imposed on them in this respect. They should be free to utilize at their discretion the income from their property and investments and any further income which they may derive from any source and Government should not treat any part of this income as part of the Government grant.

Budget and accounts—The existing Allahabad and Lucknow University Acts contain provisions relating to the preparation and submission of the Financial Estimates and Accounts of the University, their audit and publication. We recommend that these should continue in force and that provision should be made now for the periodical inspection and valuation of the assets in the possession of the Universities by the University Grants Committee.

We notice that the recommendation of the Blunt and Teyen-Harrop Committees requiring that the teaching Universities should adopt the same form for their budget has not yet been given effect to. The suggestion has obvious advantages and we would press it on the Universities for early acceptance.

PART III
THE AGRA UNIVERSITY

CHAPTER XVIII

OLD ALLAHABAD

I—The Jurisdiction of the Agra University

The present jurisdiction of the Agra University, by virtue of Section 4(5) of the Act of 1926, extends over the United Provinces (including three Indian States within the Province but excluding the cities of Aligarh, Allahabad, Benares and Lucknow), the twenty-three States of Rajputana, the twenty-eight States of Central India, the directly administered districts of Ajmer-Merwara, and the State of Gwalior. The territories mentioned cover an area of 209,734 square miles and are inhabited by over 71 million people.

Area and
population.

	Area	Population (1931)
	Square Miles	
1. United Provinces	112,191	49,614,833
2. Outside United Provinces—		
Rajputana States	129,059	11,225,712
Central India	51,597	6,632,700
Gwalior	26,367	3,523,070
Ajmer-Merwara	2,711	560,292
Total (item 2)	209,734	21,941,864

The political systems of the area, fifty-three in number, present a varied spectacle—the purely personal rule of the smaller princes, the comparatively impersonal administration of the durbars of the larger States and the provincial autonomy of the Act of 1935.

The non-United Provinces territory of the Agra University is comparable, both in area and population, to a British Indian province; it is larger in population than the Central Provinces and about equal to the Bombay Presidency; no Indian province equals it in area.

	Area (in square miles)	Population (1931)
Rajputana, Central India, Gwalior and Ajmer-Merwara ..	209,734	21,941,864
Assam	55,014	8,622,251
Bengal	77,521	50,114,002
Bihar and Orissa	83,054	37,677,576
Bombay Presidency (including Aden)	123,679	21,930,601
Burma	233,492	14,667,146
Central Provinces and Berar	99,920	15,507,723
Madras	142,277	40,740,107
North-West Frontier Province	18,518	2,425,078
Punjab	99,200	23,580,850

This extensive territory is at present served by nine colleges; the total enrolment in the University classes in 1936 was 1,137, or about one University student in 20,000 souls⁽¹⁾. Even by Indian standards this provision for higher education must be considered extremely meagre.

Affiliated Colleges.

The eighteen colleges affiliated to the University reflect the varying character of the areas served by the University as well as the planless, haphazard growth of higher educational institutions in India⁽²⁾. Five colleges in Rajputana—Maharaja's College, Jaipur; Holkar College, Indore; Victoria College, Gwalior; Jaswant College, Jodhpur; Dungar College, Bikaner—are managed by the Durbars; their teachers are members of the State services and the question of Managing Committees representing the public in some manner does not arise. Four Colleges—St. John's College, Agra; Indore Christian College, Indore; St. Andrew's College, Gorakhpur; Christ Church College, Cawnpore—are under Christian Governing Bodies in India of which three have Parent Committees in England. Government College, Ajmer, is managed by the Central Government, and Agricultural College, Cawnpore, by the Provincial Government, and the staff of the two Colleges is in Government service. Three Colleges in the United Provinces—Meerut College, Bareilly College and Agra College—are public institutions with an official Chairman and a Managing Committee. Lastly, there are two community Colleges—D. A. V. College, Cawnpore and S. D. College, Cawnpore—which follow the precedent set by Aligarh and Benares and by community institutions generally, and reserve places on the governing bodies to persons of their own denomination.

⁽¹⁾ University Annual Report, 1935-36. Mayo College students have not been counted.

⁽²⁾ Kamala Rāja Girls College, Gwalior, was affiliated in July, 1939. This raises the total to eighteen. Only seventeen colleges have been taken into consideration in the Report.

Had Rajputana, Central India and Gwalior been a British Indian province or a single Indian State, it would have obtained a University of its own suited to its needs and conserving and promoting its special culture in the post-war period (1916-23) when a number of new universities were established in India. But accident rather than design governed the matter. University education under the old regime was a subject for the Supreme Government; the provinces were merely agencies of control. The Universities of Calcutta, Bombay and Madras were incorporated in 1857; the Punjab University appeared in 1882, and the University of Allahabad in 1887⁽¹⁾. In 1904 came Lord Curzon's Indian Universities Act, and an order of the Government of India dated the 20th August, 1904, allotted to the Allahabad University jurisdiction over the United Provinces, Central Provinces and Berar, Ajmer-Merwara, and the States included in the Rajputana and Central India Agencies ⁽²⁾. The Order seems to assume that the universities, which then controlled the High School Examination also, are not only a Central but are Imperial subject, and neatly distributes the Indian States among the British Indian Universities.

Lord
Curzon's
plan of
territorial
jurisdiction

"Government of India—Home Department—Education. The 20th August, 1904. No. 717. In exercise of the powers conferred by Section 27 of the Indian Universities Act, 1904 (VIII of 1904), the Governor-General in Council is pleased to define the territorial limits hereinafter set forth below as those within or in relation to which the powers conferred upon the Universities respectively entered against them by or under the Act of Incorporation or the said Universities Act, 1904, shall be exercised.

"Territorial limits

Province (including any Native State under its political control and any foreign possession included within its boundaries)	Native State or Colony	University
Bengal, Burma and Assam		Calcutta.
Madras and Coorg	Hyderabad, Mysore and Ceylon	Madras.
Bombay and Sind	Baroda	Bombay.
United Provinces of Agra and Oudh, the Central Provinces (including Berar) and Ajmer-Merwara.	The States included in the Rajputana and Central India Agencies.	Allahabad.
Punjab, North-West Frontier Province and British Baluchistan.	Kashmir, Baluchistan	Punjab.

(1) An Act to establish a University at Allahabad, 1887, often referred to as the Act of Incorporation.

(2) Gwalior was separated from the Central India Agency in 1921.

There was a general conviction then that the expansion of education or, as the authorities said, the expansion of education on wrong lines, would lead to political trouble. So the Governor-General (Patron) and the Lieutenant-Governor of the United Provinces (Chancellor), through the nominated Senate of the Allahabad University, controlled University as well as High School education by controlling the syllabus, the examinations, the inspection of colleges and the recognition of schools both in British India and the States.

New Boards
and Universities.
1916—1928)

Lord Curzon's schemes were always neat and clear and the Universities Act of 1904 was no exception. But his plan of university territorial jurisdictions was badly disturbed by later growths. The Central Provinces got the University of Nagpur in 1923. Community Universities, all-India in their character but unitary in their organization, were established at Benares (in 1916) and Aligarh (in 1920). Lucknow became a university town in 1920. In accordance with the recommendations of the Calcutta University Commission, a unitary, residential and teaching university was established at Allahabad in 1921 with an external side for the mufassil or associated colleges. At the same time, the new university was relieved of the burden of its predecessor in the sphere of High School and Intermediate Education and the United Provinces Intermediate Board was set up in 1921. But the plan of having one organization to control High School and Intermediate Education in an Indian Province, two State Agencies, Gwalior and the directly administered areas did not work. A Rajputana High School and Intermediate Board was set up in 1928, and the authorities of this Province are now free to reorganize their primary and secondary education without having to keep in view the very different needs of outside areas.

The Agra University Act, which was passed in 1926, did not give effect to any new principle though it involved new adjustments; the traditions of the old Allahabad University and the Council of Associated Colleges were expected to give to the new institution the moral sustenance necessary. "It is not the intention of the Government to set up a new affiliating university," the Director of Public Instruction informed the Legislative Council, "The intention is to transfer the affiliating side of the Allahabad University from Allahabad to Agra (1)". To the Agra University thus brought into existence were assigned all the territories of the old Allahabad University left after this process of pinching and mauling—the United Provinces without its four centres of learning, the two State Agencies, Ajmer-Merwara and Gwalior. The great era of University reconstruction aroused no enthusiasm in Rajputana; even the establishment of the Mysore (1916) and Osmania (1919) Universities failed to evoke any spirit of rivalry or emulation. The reason is obvious. There are too many jurisdictions.

(1) Proceedings of the Legislative Council, Friday, June 25, 1926, page 63.

II—The Affiliating University of Allahabad

A distinguished educationist has declared : " Whenever we discuss the working of any University or of any Intermediate Board, we take the old Allahabad University as our ideal (1)". This sentiment is widespread, and the reasons for it will have to be examined. The old Allahabad University had a fairly long tenure of life from the Act of Incorporation of 1887 to the Act of 1921. In 1904 it was overhauled by Lord Curzon's Act and the Regulations made under that Act. Since not only the University bodies and the committee system but even the laws of 'old Allahabad' have come to the Agra University as a residuary legatee, we will begin our investigations with a review of its far-famed predecessor as it stood at the advent of the Minto-Morley Reforms in 1909.

The basis of the old Allahabad University was a nominated Senate. Subject to the control of the Government—a control both legal and moral—the members of the Senate, called " Fellows," exercised all powers, either directly or through University bodies in which they had an overwhelming majority. The highest authority of the University, the Syndicate, was composed exclusively of Fellows elected by Fellows. Only Fellows could be members of the Boards of Studies, and the Boards of Examiners (though outsiders were eligible) were appointed by the Syndicate. Among the Ordinary Fellows of the University, the elected element was negligible.

A nominated Senate.

The Governor-General was the Patron of the University and the Lieutenant-Governor was its Chancellor. The control of University legislation was a function of the Government and not of the Chancellor. But the Governor in the capacity of Chancellor appointed the Vics-Chancellor who held office for two years. The Registrar of the University, on whom fell the main burden of administration, was appointed by the Senate for a period of five years. The Fellows of the Senate were divided into two categories—" *Ex Officio* Fellows " and " Ordinary Fellows." Four "*Ex Officio* Fellows"—the Director of Public Instruction of the United Provinces, the Director of Public Instruction of the Central Provinces, the Chief Justice of Allahabad and the Bishop of Lucknow—were appointed by the First Schedule of the Act of 1904 and the Governor was given the power of appointing six more.

The Act declared that the number of Ordinary Fellows was not to exceed 75 or fall below 40 ; in practice the Senate was kept at its maximum strength. Fifteen Fellows were to be elected, 5 by the Faculties and 10 by the Registered Graduates. In consonance with the accepted custom of those days, the election of all Fellows was subject to the approval of the Chancellor and the procedure for the election of Registered Graduates was laid down in outline by the Act itself. The remaining Fellows, twenty-five to sixty in number, were to be " fit and proper

Meagre elected element in the Senate.

(1) Dr. Sir Ziauddin Ahmad, Speech in the Legislative Council, 1936, during the debate on the Agra University Bill, *Proceedings*, June 25, 1926, page 33.

persons" nominated by the Governor. All Ordinary Fellows, whether elected or nominated, held office for five years and the elections and nominations were so arranged that one-fifth of the Senate retired every year. (Section 12(l) of the Act of 1904.)

Teachers to be not less than two-fifths of the Senate.

The Senate was not planned, as is obvious, to represent public opinion. It represented the Government. Sixty out of the seventy-five Fellows were nominated by the Chancellor and the remaining fifteen had to obtain his approval. In the year, 1909, 42 out of 75 Ordinary Fellows were Europeans. Secondly, the Senate was designed to be a body of educational administrators and teachers—the Indian Educational Service, the Provincial Educational Service and their educational allies. Not less than two-fifths of the Ordinary Fellows had to be persons following the profession of education [Section 6(4) of the Act of 1904.]

Functions of the Senate: Power to make regulation.

The functions of the Senate were of two kinds. It was, as we shall see, an electorate for the University bodies. It was also, in due subordination to Government, the authority for University legislation. "The Senate shall have the entire management and superintendence over the affairs, concerns and property of the University, and shall provide for that management and exercise that superintendence in accordance with the rules for the time being in force under this Act (1)." The whole body of the University law was known as Regulations. The Act of 1904 did not, like the University Acts of these days, place the Senate in a position which makes it almost impossible for "the supreme governing body" to take initiative in anything, least of all in the making of laws. "The Senate, with the sanction of the Government, may from time to time, make regulations consistent with the Act of Incorporation and with this Act to provide for all matters relating to the University(2)". The Senate was required to submit to the Government "a revised body of regulations" within one year after the passing of the Act (3). "If any additions to, or alterations in, the draft submitted appear to the Government to be necessary, the Government after consulting the Senate, may sanction the proposed body of regulations with such additions and alteration as appear to the Government to be necessary (4)." The Government could extend the time allowed, but if the Senate failed to do its duty, "the Government may within one year after the expiry of such period, or of such further period, make regulations which shall have the same force as if they had been prepared (by the Senate) and sanctioned under section 26(1)." (5)

The Syndicate.

While the Senate was declared by the Act to be the "body corporate," of the University, the "Executive Government of the University" was vested in the

(1) Section 9(2) of the Act of 1887.

(2) Act of 1904, Section 26(1).

(3) Section 26(1).

(4) Section 26(2).

(5) Section 26(3).

Syndicate. The Syndicate was to consist of the Vice-Chancellor, the two Directors of Public Instruction, and of seven to fifteen Fellows elected by the Senate; and a minimum majority—a majority of at least one—was guaranteed to the principals and professors (1). All other matters were left to the Regulations (2). The Syndicate attended to its business with the help of regular committees which were constituted by the "rules" of the Syndicate, and the following committees were elected by the Syndicate every year:—(1) One or more Sub-Committees to bring out and declare the examination results; (2) a Sub-Committee for the scrutiny of applications for affiliation and recognition, returns from the colleges and inspection reports of colleges; (3) a Sub-Committee for the scrutiny of applications of private candidates and (4) a Sub-Committee for Finance. The tendency of later legislation has been to give some of these committees a statutory authority in the Universities of this Province.

The Act empowered the University to organize Faculties by assigning Fellows to them and permitted the co-optation of outsiders up to one-half of the assigned members. The co-opted members could take part in the business of the Faculty, they could vote at the election of the Ordinary Fellows by the Faculty but were debarred from having any part in the election of the Syndicate. The Faculties of Arts, Science and Law were established by University Regulations and the minimum number of their members was fixed at 20, 12 and 8. Every Fellow was assigned to one Faculty by the Senate or the Vice-Chancellor. The Dean of the Faculty was elected by the members of the Faculty for a period of one year only but was eligible for re-election. The members had also the right of co-opting outsiders to the extent of one-fourth of the assigned members. Co-opted members held office for one year only (i.e. they could, in practice, attend two meetings) but were eligible for re-election. The actual number of members was very much higher than the minimum prescribed. In the year 1909 there were, including co-opted members, 62 persons in the Faculty of Arts, 28 in the Faculty of Science and 20 in the Faculty of Law.

The Faculties.

The main function of the Faculties was to elect the Boards of Studies and their conveners and to scrutinize the syllabuses of study framed by the Boards. There

Boards of Studies.

(1) Section 15.

(2) Regulations, Chapter II, 5. Chapter II, 12; The powers specified are—(a) arrangement of examinations and fixing their dates; (b) appointment of Boards of Examiners and Moderators; (c) appointment of University servants other than the Registrar and their pay; (d) appointment of Inspectors for the affiliated colleges; (e) declaration of examination results; (f) scholarships, medals, prizes, etc.; (g) administration of trusts and endowments; (h) University accounts; (i) recommendations on matters sent up by the Senate; (j) syllabuses of study; (k) travelling allowance payable to Fellows; (l) preparation of forms and registers required by Regulation; (m) convening Boards of Study in cases of emergency; (n) and, generally, to keep things going in accordance with the law.

were ten Boards of Studies in the Faculty of Arts and five in the Faculty of Science. The Boards of Studies consisted of seven members elected for two years, except the Board of English literature which consisted of nine members.

Task of the
Faculty-
voter.

A member of the Faculty of Arts, it will be observed, was invited to select by his vote seventy-two persons for the Boards of Studies—nine persons for Board of English Literature and seven each for the other Boards. And after the voting papers had been counted and the result declared, he had to elect from among the successful candidates of each of the ten Boards the person most suited to be its convener. This meant casting ten votes more—or eighty-two votes in all. In the same way a member of the Science Faculty would have to cast thirty-five votes first and five votes later. The elections were held every alternate year. Did voting under these conditions express the voter's knowledge of the men in charge of the Boards and the character of their work? The extension of this system in later days has led to grave difficulties. But so far as the old Allahabad University is concerned, two things should be borne in mind. The voter's choice was restricted; only Fellows of the University were eligible to the Boards of Studies. Outsiders, whether members of the Faculty or not, could not be considered. Secondly, the Faculty voter then had a unity of spiritual direction from the Executive which helped him through this obstacle race.

The syllabus

The Faculties received the syllabus recommended by the Boards and were expected to revise and co-ordinate them. If the syllabus passed by the Faculty was not acceptable to the Syndicate, it could return it to the Faculty for reconsideration. But in case of continued disagreement—i.e. "after the second reference"—the matter was taken to the Senate whose decision was final. The University Senates of these days are not given this privilege. But it must be remembered that the Allahabad Senate had a strong and guaranteed minority of teachers and that in practice professional teachers were in a majority.

Affiliation
and inspection
of Col-
leges.

All colleges were required to furnish reports, returns and necessary information to the Syndicate; and the Syndicate had the colleges inspected from time to time. But the affiliation and disaffiliation⁽¹⁾ of colleges was a matter for Government, though the Senate and the Syndicate had the right of making preliminary investigations. On the receipt of an application for affiliation, the Syndicate was empowered to direct "local inquiry" by a competent person and to submit its recommendation to the Senate; the opinion of the Senate along with the recommendation of the Syndicate was forwarded to Government whose decision was final. The same procedure was followed in the case of colleges applying for recognition in new subjects. The Syndicate was required by the Act not to proceed with any

(1) By "affiliation" is meant the admission of an institution to the privileges of a constituent college and by "recognition" the permission granted to a constituent college to open classes and send up candidates in a new subject. This distinction is implied in the Regulations of the University.

motion for the disaffiliation of a college without giving the college an opportunity of submitting a representation in writing; the Government, after it had received the opinions of the Senate and the Syndicate, would make "such order as the circumstances may, in their opinion, require." The colleges had to satisfy the University about a number of important matters—the constitution of their governing bodies, the tenure of office of the teaching staff, buildings, libraries, laboratories, residences for the principal and teachers, finances, and absence of undesirable competition with other colleges. The recognition of educational institutions is a serious matter; it implies a permanent mortgage not only of public revenues but also of public policy, and such a power cannot, obviously, be delegated to "an examining machine," even if it is composed of nominated members.

A school desiring affiliation had to send its application through the Inspector of Schools who forwarded it to the Registrar with his note. The Syndicate, if satisfied, would direct the Registrar to include the school in the list kept for the purpose and to inform the school of the Syndicate's decision through the Head of the Education Department of that area. The same procedure was to be followed if an affiliated school applied for recognition in new subjects. Similarly the Syndicate could, on the report of the Education Department or otherwise, disaffiliate a school after due warning, if in the opinion of the Syndicate it was no longer worthy of affiliation. The University had 161 schools on the affiliated list in 1909.

Schools.

The Allahabad University had a larger examination machine than any authority in our Province possesses today. The distribution of examination-work was arranged in the following manner. The Syndicate elected from among the Fellows and members of the Faculties three persons to act as a Board of Examiners for each subject and these three members then elected one of themselves as Convener. The Board of Examiners appointed examiners for all papers in that subject, but the Syndicate had the power of withholding confirmation and appointing examiners of its own choice. At least one of the examiners for each examination in that subject at the University stage had to be a person not engaged in teaching in an affiliated college. The Board of Examination for Law was elected by the Faculty direct; and at least one Judge of the High Court had to be put on the Board. The Board of Examiners moderated all papers set by the examiners in their subject.

Board of Examiners.

III—The Educational Heritage

The storm created by Lord Curzon's multifarious reforms is now over and the old Allahabad University has vanished from the scene. As a constituency of the Legislature, in which nominated members were required to elect a representative of the people, it could not survive the Reforms of 1919. As an educational

Character of the University. Examinations dominate Education.

institution it could not combat the "ideas" set afloat by the Calcutta University Commission. We have not, in any quarter, found a serious desire for reinstating that University, though some aspects of its work are still regarded with great respect. Still an institution that dominated the educational system of the province for thirty-five years could not vanish without leaving many traditions behind.

If the institution we have described is to be called a University, then the word University is used in a very peculiar sense. The Allahabad University did not teach or educate; it merely tested, in a way not necessarily commendable, the education imparted by the colleges. It did not, as its constitution shows, affiliate or disaffiliate, but merely advised the Government on the matter. It was, properly speaking, a Government Board of nominated members for prescribing the syllabus for the colleges and schools and conducting the examinations of their candidates. It was wholly external and alien to the colleges and schools it controlled. Educational institutions, as such, had no hand in the running of the University. The syllabus was prescribed for them and they were told to prepare their boys for the written work in the examination-hall by which the candidates and the institutions were both judged. This accentuated, if it did not create, the tendency to cramming. This tendency, to be sure, is not confined to the United Provinces or to India. And in point of time it goes back to the pre-Vedic age. But the tendency becomes tragic when the livelihood of the teachers and the careers of their pupils are made to depend entirely on its cultivation to the exclusion of everything else. The examination-test took the place of the natural life-test. A European institution points out with pride to the later career of its boys and to their achievements in life. Here immediate results were demanded and, so far as possible, the colleges tried to prove that they were worthy of their salt. Schoolmasters and college-teachers did their very best to enable their pupils to jump the stile. The weaker boys were withheld from the examination so that the college result may not be spoilt. The exclusive object of all teaching, in fact, the object of life itself, was the examination.

The Government depended upon the University to test the candidates and through them their institutions. The University—a mere examination board—could have no other test but examinations. And so the examination-system dominated the whole educational system of the province. In England a high-grade educational institution never cares to notice the examination results, except perhaps as to first divisions. In India the attitude was exactly opposite. The immediate test alone mattered. The institutions advertised, and even now advertise, their examination results, and many teachers, when applying for promotion or higher appointment, claim that the pass-percentage of their pupils should be taken into consideration.

The infection inevitably spread to the University itself, and has vitiated public outlook in the whole sphere of education. If the efficiency of the colleges as teaching institutions was to be measured by the pass-percentage of their students, then inevitably and by a resistless logic, the efficiency of the University as an examination machine—and it was nothing else—had to be judged by the fail-percentage of the examinees. Government appointments were the monopoly of degree holders. The desire for livelihood—and for good livelihood with some authority; if possible—is an irrepressible demand of human nature, and we can safely calculate on its being equal to any strain that may be reasonably put upon it. Given these two conditions, the conclusion follows. If the University failed a large number of college boys, it was obvious that they would not give up the struggle of their young lives in despair. They would put in the hardest work of which they were capable. And if the University, year after year maintained the same high fail-percentage, regardless of the merits of the candidates, individually or collectively, then we could confidently expect that the competition of the colleges and their candidates would gradually raise the standard of work. The University, to fulfil such a function, had to be an authority unrelated to the colleges and in effect hostile to their boys. This idea is consciously or sub-consciously present in the minds of many educated men today. It has become a prejudice hard to remove. "The misleading notion," Sir Ziauddin said in the Legislative Council in 1926, 'is present everywhere that the efficiency of an institution is judged by the number of failures in the examination. If you go to any other country, you will find that efficiency is not measured by the number of failures. I think that is an ideal peculiar to India alone.'⁽¹⁾

The high fail-percentage test of University efficiency was an inevitable result of the 1904 scheme. The supervision of the affiliating universities over the colleges by inspection was superficial; they could only control the education of the colleges by controlling the pass-percentage, and it was necessary, for this purpose, to prevent the colleges from having any part in the administration of the University. A thick veil of impenetrable mist surrounded the examination arrangements of the University. Nobody was allowed to find out how the Boards of Examinations worked. The instructions to paper-setters and moderators were never published. The suggestion of the names of examiners should, in good reason, have been left to the Boards of Studies, who were the competent authorities, and

(1) *Legislative Council Proceedings, June 25, 1926, pp. 31-32.*

And as to the demand for a high fail-percentage from the teaching universities, the learned speaker added: "This thing becomes exceedingly difficult in the case of the teaching university when you are deliberately going to say that efficiency will be judged by the number of failures which you will show in the results. If you succeed in failing 80 per cent. of your pupils whom you have taught for two years, then you are an efficient examiner and an efficient university. But if you happen to teach them very efficiently with the result that only 20 per cent. of the students fail, then you are an inefficient examiner and an inefficient University." (*Ibid, p. 30.*)

not entrusted to the Boards of Examinations with a direct and (so the public thought) confidential mandate from the Syndicate. The examiner, who is a public servant performing a delicate public duty, was treated as the agent of an Inquisition. That the Allahabad University insisted on maintaining a high percentage of failures is undeniable. It is equally undeniable that during the last twenty years the quality of education (including the quality of examination answer-books) has been improved by universities who leave the examiners absolutely free to determine the result by their impression of the work of the candidates.

The respect paid to the old Allahabad University is really due to its high percentage of failures, against which public opinion then protested and which it now pretends to admire. The policy of the University, directed by the Indian Educational Service steel-frame, was reactionary and often terroristic. An atmosphere of cringing fear enveloped the colleges, the managing bodies, the staff and the students. Originality in any shape or form was frowned upon; individuality of character was interpreted to mean self-will and ruthlessly crushed wherever it appeared. The degree classes were cram-shops; post-graduate education was mostly a sham. Even the effort to cultivate scholarship was conspicuous by its absence in educational circles though dilettantish interest in serious subjects was not considered bad form. No group of educated men so well supplied with all necessary requisites have contributed so little to the advancement of literature and learning as the Indian Educational Service. The pre-war educationist was essentially an administrator, with his wooden yardstick of administrative efficiency. The one undeniable blessing which we have inherited from old Allahabad are its "Revised Regulations." The conditions under which they were framed have been already described. In the arrangement of the subject-matter, appropriateness of language and detailed practical provisions for practical difficulties, nothing done by our present-day universities can compare with the Revised Regulations, and the only portions of our present Statutes and Ordinances which read well are the parts taken bodily from the Regulations of old Allahabad (1).

(1) The following is offered as a specimen of comparative achievements in drafting :

(a) *Old Allahabad : Revised Regulations*, Chapter V, Board of Examiners, Clause 8: "Among the Examiners nominated to examine for the B. A., M. A., L. T., B. Sc., M. Sc. and D. Sc. degrees in each subject, the Board shall nominate at least one Examiner who is a person not engaged in teaching in an affiliated college."

(b) *New Allahabad : Executive Council Resolution no. 133, dated the 30th July, 1927*, "That at least half of the examiners in any subject shall be external examiners, except where the number of papers in any subject is an uneven number, in which case the number of internal examiners may be one, but not more than one, more than the number of external examiners."

"This rule should apply to all examinations."

IV—The " Ideas " of the Calcutta University Commission

In 1919 while the Reform Scheme was being inaugurated, and the public mind was burdened with many troubles, the Report of the Calcutta University Commission was published. No document on Indian education, with the exception of Macaulay's Minute of 1835, has had a greater influence on the educational system of India. The scope of the Commission's report was confined to the University of Calcutta, which then had jurisdiction over Burma, Bengal and Assam, and the proposed University of Dacca. But the Commission discussed the problems of education as an all-India issue and its " ideas " were available for immediate export to other provinces. The Indian Universities Act, 1904, had, on the whole, created similar difficulties everywhere. The educational eminence of the members of the Commission—Dr. M. E. Sadler (President), The Hon'ble Sir Asotosh Mukerji, The Hon'ble Mr. W. H. Hornell, Dr. Ziauddin Ahmad, Mr. P. J. Hartog, Mr. Ramsey Muir (the English historian), Dr. J. W. Gregory and Mr. George Anderson (Secretary)—secured its recommendations an immediate hearing. Their breadth of outlook and clarity of vision, now that the institutions established on the basis of their Report have put in twenty years of work, cannot be denied. The chapter of the Report on Female Education is very weak and barely touches the surface of the problem ; on the question of reforming the examination system it contented itself with pointing out the defects of the existing system and recommending the establishment of examination commissions by the Universities to investigate the matter. But on the question of University organization their views were clear and decisive. They condemned the whole system which the Act of 1904 had brought into existence.

Defects of
the system
of 1904.

" The Calcutta University Commission find that the present system of university education in Bengal is wholly inadequate to the modern needs of the Presidency. They have ascertained that experienced opinion, both Indian and European, is almost unanimous in criticising unfavourably the quality of the training which is usually given, and in deploring its failure adequately to develop the intelligence and practical capacity of the students. The constitution of the University is obsolete. It hampers academic freedom and impedes reform. At the same time, it is not sufficiently representative of the interests involved. The financial resources of the University and the colleges are insufficient ; the courses of study are uninspiring ; the conditions under which many thousands of students live in Calcutta and the mofussil are injurious to their health and character. If the present state of things is allowed to continue, the results will be unhappy for the social welfare, the political progress and the material development of Bengal. The Commission have, therefore, reached the

conclusion that a drastic reconstruction of the present university system should be undertaken without delay."

And further: "The methods of instruction are far too mechanical, depending mainly upon mass-lectures, and giving a quite insufficient place to individual guidance and advice, nor do they allow for variation of method to meet the needs of different students. This is due in part to the enormous numbers which have to be dealt with; in part to the influence of a bad tradition; but mainly, perhaps, to the fact that since the University is (in regard to undergraduate work) almost exclusively an examining body external to the colleges, the colleges tend to regard themselves as mere coaching institutions, and the influence of the examinations exercises an undue domination over the minds of teachers and students alike. The great majority of the teachers are grossly underpaid, and have no legal security of tenure and next to no freedom in their work, while most of them have no prospect of attaining to positions of dignity and importance such as would form a stimulus to good work; the result is that the profession of a college teacher has no prestige and attracts few men of the highest ability."⁽¹⁾

The principal "ideas" or recommendations of the Commission should be carefully borne in mind in any attempt to readjust the present Indian system of education:

(1) Inter-
mediate Col-
leges.

Some members of the Commission were convinced that the examination system tested nothing except luck. Others seem to have thought that examination-luck ought, in that case, to be more equitably and generously distributed. The only remedy was to replace the thoughtless system of mass examinations by a sound system of education. The Commission recommended the separation of Intermediate classes from the affiliated colleges and the institution of Intermediate Colleges co-ordinated by a Board of High School and Intermediate Education.

(2) Unitary
Universi-
ties.

The Commission stood forth as an uncompromising advocate of residential, teaching and unitary universities. Except as a temporary compromise (as we shall see presently), it had no tolerance for a university of any other kind. The scheme of the Dacca University was remodelled by the Commission on what it considered to be a "bold and generous plan."

(3) Teaching
staff.

The teaching staff hitherto kept outside the charmed portals was allowed to enter. "In the case of both Universities we shall recommend that, in respect of the great bulk of ordinary academic business connected with the teaching and courses of study, the direction of policy should be chiefly in the hands of the teaching body."⁽²⁾

⁽¹⁾ Volume V, pp. 302-303.

⁽²⁾ Volume IV, p. 18.

The fear that the universities, owing to competition, would give cheap degrees was groundless. "The same fear was expressed in Great Britain when the modern universities were created from 1880 onwards. But those fears have not been realized; on the contrary, the standards have steadily risen. We may point out that if it becomes known that a university gives cheap degrees, the holders of these degrees will soon find that they stand less chance in competitions for an appointment than graduates of more scrupulous universities and that the university itself will lose in popularity except with the weakest candidates; the best students will, in their own interests, both intellectual and worldly, go to the university which maintains not the lowest but the highest standards of teaching and of examination."⁽¹⁾

(4) No fear of cheap degrees.

The nominated Senates and the committees of Fellows elected by them were to be replaced by more representative and specialized bodies. "Our proposals for the university of Dacca and for the university of Calcutta though necessarily differing in detail are based on the same broad principle, viz. that the University should include (1) a large body, which we call the Court, as widely representative of general interests as possible, of which the main functions would be legislative, but with supervisory powers and a certain control of the financial and executive policy which we shall define; (2) an Executive Council, on which the Court, and the teachers should both be represented, together with other elements; (3) an Academic Council consisting almost entirely of teachers, for dealing with general academic matters; and (4) Faculties and Boards of Studies, also composed almost entirely of teachers, for dealing with more specialized academic matters."⁽²⁾

(5) University bodies—Court, Executive Council, Faculties and Boards.

The Government services then existing were not suitable for the work of higher education. A government servant is put to such work as may be required by the administration; university teachers, on the other hand, should be appointed for their suitability to particular posts. Government service was, therefore, to be replaced by University service, but with all necessary safeguards as to security of tenure.

(6) University services: its condition and security.

"We now come to the question of safeguards; we think that they should be as great for specific university posts as those now existing in government service. We have sketched elsewhere the conditions of tenure which we regard as suitable. We think that, as in government service, there will be posts for which a period of probation will be necessary, but that after the lapse of that period the appointment should be renewed (except for short period appointments) until the age of retirement, under a legal contract which the university could not break, subject of course to its annulment owing to gross personal misconduct or mental or physical incapacity,

⁽¹⁾ Volume IV, p. 138.

⁽²⁾ Volume IV, p. 214.

of which cases an independent tribunal should be judge. No member of the staff under these conditions could either be summarily dismissed by the university or have resignation forced on him unjustly. Legal contracts between a teacher and the body employing him, though common in Great Britain, are so rare in India that in unexpected quarters we have found ignorance of their value. We think that the contract on its financial side might be guaranteed by Government. In asking for such a guarantee we are only asking for what is given by government under the service system proposed by the Dacca Committee; and under the system which we shall recommend they would be simply covered by their general control of university funds. We are inclined to think that no person could regard the security of a university post held under such conditions as less than the security of a post held under the service system.⁽¹⁾

(7) University laws : Statutes, Ordinances and Regulations.

To lessen the evil of State control the Commission recommended the replacement of the "University Regulations," which required the assent of Government, by laws of various grades, some of which dealing with internal matters would need no reference to Government. The various kinds of university laws—Statutes, Ordinances and Regulations—which the Commission suggested have been adopted by the University Acts of this Province.

Statutes, Regulations and Ordinances—(1) We now come to the question of regulations. We have elsewhere discussed more fully the view that it is inadvisable for the University to be obliged to submit every detail of its regulations for Government approval. On the other hand, it is clear that certain wide changes in them may affect matters of public importance, including the relations of the University (of Dacca) with other universities and especially the University of Calcutta. As in the case of the University of Calcutta, we propose to draw a distinction between the various kinds of rules necessary for the governance of a university, in the order of their importance, and to classify them as Statutes, Ordinances and Regulations. (a) *Statutes* should be rules dealing with the more fundamental matters, and in accordance with the precedent adopted in modern English universities, should be only subject to change with the consent of public authority. In the case of most modern English universities that authority is the Privy Council; for the universities in Bengal we propose the Local Government.

The *First* statutes should form a schedule to the University of Dacca Act. But the Act itself should include a clause permitting the statutes to be added to or amended by the Court of the University, consistently

(1) Volume IV, p. 155.

with the provisions of the Act, and subject in each case to the approval of the Governor of Bengal in Council.

“(b) *Ordinances*.—The ordinary routine of the University, academic and administrative, should be prescribed by ordinances in regard to main outlines, by regulations in regard to details. The ordinances should be made by the Executive Council, whose powers, however, should be limited by certain checks.

“In the first place, ordinances dealing with purely academic matters, such as degree courses, examinations, and the discipline of students, should require the assent of the Academic Council and in general be initiated by that body.

“Secondly, every proposed ordinance should be subject to the veto of the Chancellor. This provision would enable any communal grievance, raised or supposed to be raised by a proposed ordinance, to be brought to the notice of the Chancellor before it came into effect.

“Thirdly, all ordinances made during the academic year should be submitted to the Court at a statutory meeting, and the Court should have power by a majority of not less than two-thirds of those present and voting to cancel any such ordinance, but not to amend it. Action taken by the University under any ordinance in the course of the session and affecting the future of individual students should not be invalidated by such cancellation. Power should be reserved to the Vice-Chancellor to deal with such cases, and with any other cases of difficulty arising out of the invalidation by the Court of any ordinance. We anticipate that such cases would be extremely rare.

“(c) *Regulations*.—An ordinance should in many cases confer upon the various university bodies concerned the power to settle details of the matters within the sphere of the ordinance by means of regulations bearing upon such details. Thus an ordinance might in matters relating to courses give the Academic Council the right to prescribe regulations relating to attendance, and to the relevant Faculty or Board of Studies regulations relating to particular text-book, or it might confer the right to prescribe the whole of such regulations either on the Academic Council or on the relevant Faculty. We purposely refrain from laying down in any hard and fast way which matters should be prescribed by ordinance and which by regulation.

“The scheme which we propose is an elastic one enabling delegation to be from time to time either widened or restricted as may seem desirable to the relevant authorities in regard to any particular matter. While neither the Government nor the Court would be able to interfere unduly or in

detail with the everyday working of the University, the ultimate control in regard to statutes would lie with the Government, in regard to ordinances, with the Court. The 'autonomy' of the University and of the academic bodies within the University would therefore be limited in this way, as well as, in the case of ordinances, by the veto of the Chancellor."

(5) Council of Mofussil Colleges. . . It was probably owing to its conviction of the dangers to the system of higher education from an affiliating university of enormous size that the Commission was not prepared to visualize any institution for higher education except the unitary, teaching university. Within the university town and its suburbs, the university was to have a monopoly of formal instruction. Some arrangement, however, had to be made for the mofussil colleges of Bengal.

"In the long run the best thing for Bengal will be the establishment of a small number of efficiently organized universities in the mofussil, wherein training can be given which will not be less valuable in quality though possibly less wide in range than that offered in Calcutta and Dacca, the remainder of the colleges devoting themselves to the vitally important work of the intermediate stage⁽¹⁾." The plan of instituting a teaching and residential university of Calcutta and organizing an affiliating University of Bengal did not commend itself to the Commission. They preferred, so far as the immediate future was concerned, the organisation of a Council of Mofussil Colleges which was to be attached to the re-organized unitary and teaching University of Calcutta.

"After having weighed every practicable alternative, we have come to the conclusion that the only immediate solution of the problem is to be found in some form of association between the mofussil colleges and the university of Calcutta and for this purpose we shall propose the establishment of a Board of Mofussil Colleges. We have endeavoured to design it in such a way as to leave to the colleges under its jurisdiction the maximum degree of freedom consistent with the maintenance of adequate standards of attainments, while freeing the teaching university, as far as possible, from the entanglements of an affiliating system.

. . . *It is not without reluctance that we recommend the establishment of a Board dealing with affiliated colleges in the mofussil, because we strongly feel that the combination of affiliating functions with the work of a teaching university is in itself undesirable. . . . We strongly feel however, that the Mofussil Board should not be a permanent but a temporary organization though it is impossible to predict how long it may continue to be necessary. . . . We propose that every mofussil college which is affiliated up to the degree standard should be represented by at least one member on this Board, and the stronger colleges by more than one; that there should be a very strong representation upon it of the teachers of the Teaching University of Calcutta and its constituent colleges, appointed by the Academic Council; that the Board, subject to review by the Academic Council, should be*

(1) Volume IV, pp. 342-357.

responsible for the curricula and the examinations of the mofussil colleges; and that it should have a distinct system of finance. Thus, for the first time in the history of university education in Bengal every mofussil College would be able to make its voice heard in the determination of the courses of study which its students pursue. . . . We suggest that the Board should not meet very often, but that its main business should be concentrated in a single series of meetings, which might be confined within a single week, leaving routine business to be conducted by an Executive Committee, of which the Vice-Chancellor would be Chairman, and a paid Secretary, who would work in close association with the Registrar of the University.”⁽¹⁾

In order to develop centres for new teaching and unitary universities—^{(2) University Colleges.} “potential universities” or University Colleges—the Commission suggested special provision for the stronger mofussil institutions, which under the general control of the University would be allowed to give their own degrees⁽²⁾. In view of the recommendations we are making, the opinion of the Commission on the University Colleges deserves to be cited :

“There would be a Special Panel of the Mofussil Board, consisting of

(a) the Vice-Chancellor, who should be Chairman *ex officio*; (b) representatives (the number to be determined by Ordinance) of those colleges upon which the rank and status of University Colleges had been conferred by Statute; and (c) such number of representatives of the teachers in the University and constituent colleges in Calcutta (not being a majority of the whole panel) as Ordinances may define. The panel should meet separately for most of its business, and might appoint its own Executive Committee; but its members should continue to serve as members of the Board. It should appoint its own Vice-Chairman. The panel should be empowered to discuss, and to forward for the approval of the Academic Council, proposals for the establishment of special courses or parts of courses for any of the colleges represented on the panel, and also proposals for special examinations in any of these colleges, in which the teachers should participate along with external examiners. Proposals of this order should be reported to the Mofussil Board as a whole, and should be forwarded by them, with such comments as they may think fit to add, to the Academic Council, whose decision on any such proposals should be final.

“The object of these provisions is, as has been already explained in Chapter XXIV, to enable the stronger mofussil colleges, which show promise of developing into potential universities, and which are adequately staffed and equipped, to enjoy a higher degree of autonomy in the planning of their courses and the conduct of their examinations than they now enjoy.

⁽¹⁾Volume IV, pp. 342—357.

⁽²⁾Volume IV, pp. 354—356.

or than it would be possible to allow to the majority of mofussil colleges in their existing condition. At the same time the proposals are intended to secure that this autonomy shall not be used in such a way as to degrade the standards of attainments represented by Calcutta degrees."

V—The Council of Associated Colleges

The Mofussil Board scheme.

The Government of Sir Harcourt Butler, decided to accept the recommendations of the Commission. The control of the High School and Intermediate classes was transferred from the Allahabad University to the Intermediate Board. Canning College, Lucknow, was organized into a teaching and unitary university with a Faculty of Medicine. But the case of Allahabad was not so simple. What was to be done with the dozen affiliated degree colleges still left, some of them outside the Province? The plan suggested by the Commission for the Mofussil Colleges of Bengal was available; so the Allahabad University Act while establishing a unitary University, attached to it a Council of Associated Colleges. It was through this organization that the college staff and the representatives of managing committees first entered the portals of the University and exercised the right of voting.

Three types of Colleges.

In substance the recommendations of the Commission were accepted, but some adjustments were necessary when they were worked out in detail. Institutions of higher education were divided into three types—(a) Colleges or residential units for students at Allahabad which were allowed to give "tutorial or supplementary" but not formal instruction; (b) Associated Colleges; formerly known as affiliated colleges, situated outside Allahabad but within the territorial jurisdiction of the old University; (c) "University Colleges" or institutions with autonomous powers in framing their syllabuses and conducting their examinations under the supervision of the Academic Council of the University. The University Colleges suggested by the Commission were never established and their non-existence made provisions about the Panel superfluous. The idea of giving the Council of Associated Colleges its own paid Secretary was dropped. The Council had the power of recommending to the Executive Council of the University a different syllabus for the Associated Colleges and also a separate set of examiners, but this power was not in practice exercised. Lastly, though the University was given representation on the Council of Associated Colleges and its committees, and the Colleges and the Council were allowed to send some members to the University authorities, *final power remained in the hands of the University. The plan did not work and had to be given up.* But as the Associated Colleges' Council marks the advent of the election system, some account of the Council and its committees is necessary.

Council of Associated Colleges.

The composition of the Council was fixed by the First Statute as follows:—
(a) Vice-Chancellor of the Allahabad University; (b) Chairman of the Intermediate

Board ; (c) Principals of Associated Colleges ; (d) one person elected by the Managing Committee of every college ; (e) five Registered Graduate representatives ; (f) one person elected by the teachers of every Associated College (g) Nominees of the Chancellor up to ten ; (h) and teachers of the University and the Associated Colleges elected by the members of the University Academic Council in the proportion of one to two ; the last mentioned were not to be less than one-third or more than one-half of the whole Council, but the exact number, within these limits, was left to the discretion of the Academic Council. All elected members were to hold office for three years. In the year 1925, the year preceding the establishment of the Agra University, there were thirteen Associated Colleges and the total number of members was 77. No nominations were made by the Chancellor.

The Council had only one definite and exclusive power : "All draft Ordinances relating to courses, examinations and the conditions upon which students of Associated Colleges shall be admitted to examinations for the degree of the University" had to be proposed by the Council, and unless it took the initiative, the authorities of the University could not proceed with the matter ; the Academic Council could refer back such a draft Ordinance or forward it to the Executive Council, but it had no authority to amend the draft. Beyond this the Council had the power of making recommendations to the Executive and Academic Councils who were, generally speaking, directed not to proceed about any matter without availing themselves of its advice. Lastly, its members had the power of electing and being elected according to the following plan.

First, there was an Executive Committee of the Council consisting of the Vice-Chancellor (Chairman), and of one representative from each college and four other persons elected by the Members of the Council. The College representative had to be either the Principal of that College or a teacher whom the staff of that college had elected to the Council. The Executive Committee was empowered to conduct the examination of external students ; to recommend names of Examiners to the Academic Council ; to report to the Executive Council on applications for grants-in-aid made by any college and to administer the funds of the Council (including examination fee and government grant) which were to be kept separate from the University funds. The Council never held a separate examination for the Associated Colleges and the Executive Committee found itself in a blind alley.

Secondly, seventeen committees of Courses and Studies were established for the subjects taught by the Colleges. The Hindi-Urdu Committee consisted of ten members and the other sixteen committees of seven members each. Of these seven members, two members of each Committee were elected by the Academic Council and the remaining five for each Committee were elected by the Council of Associated Colleges from among the teachers of

Powers of
the Council.

The Execu-
tive Commit-
tee of the
Council

Committees
of Courses
for Asso-
ciated Col-
leges.

Associated Collèges. The Council, finally, elected a Convener for each Board from among the members elected to that Board. The duty of these Committees was to frame the syllabus for their subjects and to suggest the names of Examiners. But no separate syllabus for the Associated Collèges was framed.

Standing
Committee
for Arts,
Science, and
Commerce
and Econo-
mics.

Thirdly, to co-ordinate the recommendations of these Committees of Courses, three Standing Committees, being in the nature of skeleton Faculties, were elected for Arts, Science, and Commerce and Economics. From among the members already elected to Committees of Courses, the Council elected two persons from each Arts Committee to the Standing Committee for Arts, three from each Science Committee for the Standing Committee for Science, and for the Standing Committee of Economics and Commerce it elected two members from the Commerce and three from the Economics Committee.

Lastly, the special Panel for University Collèges was also constituted. It consisted of the Vice-Chancellor, three representatives of every University College (which were not in existence), five persons elected by the Council of Associated Collèges, and representatives of the Academic Council who were not to be less than one-third of the total members of the Panel⁽¹⁾. The Panel had nothing to do.

These provisions gave every member of the Council of Associated Collèges the opportunity of voting for about 170 persons on various Committees. Most of these votes, but not all, would have to be given at the annual meeting every third year.

Representa-
tion of the
Associated
Collèges on
University
authorities.

The Constitution also provided for the representation of the Associated Collèges on the authorities of the University. All members of the Council of Associated Collèges were members of the University Court, and every Collège Managing Committee was also allowed to elect one representative⁽²⁾. The Executive Council of the University consisted of 23 members out of whom three were representatives of the Council of Associated Collèges—two Principals and a member of the Council of Associated Collèges, who was connected with an Associated Collège but was not a Principal. The constitution of the Academic Council provided for the inclusion of all Principals, one representative of the staff of every collège and of three members of the Associated Collège Council co-opted by the Academic Council; these provisions secured for the Associated Collèges 29 places in a Council of 86 members.

VI—Establishment of the Agra University

The scheme
of 1921 fails
to work.

The experiment of tagging an affiliating to a teaching University did not work well. The Vice-Chancellor of the Allahabad University complained that "the hybrid constitution and the complicated machinery of the University was hampering its progress at every stage⁽³⁾." In November 1923 the Council of

(¹) Eight members were elected by the Academic Council in January, 1923.

(²) This would be in addition to the representatives elected by the Managing Committees to the Council of Associated Collèges; only eight collèges had Managing Committees in 1925.

(³) Annual Report, 1923-24.

Associated Colleges passed a resolution demanding that, in the best interest of University education both at Allahabad and throughout the province, the external colleges be separated from Allahabad and organised to form a separate University with its headquarters at Agra. The Executive Council of the University recommended the acceptance of this principle to Government. In February 1923 a resolution for the establishment of the Agra University moved by Sir Sita Ram was accepted by the Legislative Council but did not commend itself to the then Minister (Hon'ble Mr. C. Y. Chintamani). But next year the same motion brought forward by Dr. Ziauddin was accepted by the Government, and the Minister (Hon'ble Rai Rajeshwar Bali) placed the draft bill before the Council on the 25th June, 1926, and moved for its reference to a Committee.

The Minister was unduly apologetic and tried to minimise the character and the extent of the change. A new name was being added to the Universities of the Province but in effect it only meant the transfer of an office from Allahabad to Agra. There would be no fresh burden on the tax-payer. The cost for the first year was estimated at Rs.10,476 and thereafter the University would be self-supporting. The prevailing opinion, of course, condemned affiliating universities "Considerable emphasis has been laid by some critics on the fact that we are giving a new lease of life to the affiliating type of University which was supposed to be given a ceremonial burial by the educational reforms of 1921." India was a country of vast distances with a population of limited means. It is not possible to confine higher education to Aligarh, Benares, Allahabad and Lucknow. "The outlying colleges must continue to live till at least such time as the province is ripe for the transformation of these colleges into teaching Universities." He claimed, nevertheless, that the Agra University would not be an affiliating University of the old type but of a reformed type. "*Effort has been made to avoid the narrowness and officialism that characterised the old purely examining universities of India. The principal governing bodies have been organized on a thoroughly representative basis; where public opinion could find its fullest expression.*" Attention was drawn by the Minister to some new provisions in the Bill—the Board of Inspection was to be provided for in the Act itself as a safeguard against any deterioration of standards⁽¹⁾; the Academic Board was made responsible for the maintenance of proper standards of teaching and examination⁽²⁾; there was to be at least one external examiner in every subject; the Vice-Chancellor was to be an honorary officer elected by the Senate; the Executive Council was to include representatives of affiliated colleges both in the United Provinces and outside; power was

Rai
Rajeshwar
Bali on the
Agra Univer-
sity plan.

(¹) The Board of Inspection, whatever the intentions of the Minister, is merely a recommending authority. Final decision lies with the Executive Council. (Section 20 of the Act.)

(²) Here, again, the effect of the words of the Act—Section 19(2) and Section 19(3) seem to conflict—has been to reduce the Board to the position of an authority which can merely recommend. Final power, in all matters, lies with the Executive Council.

given to the University to employ teachers for supplementing the work of teaching and research at affiliated colleges⁽¹⁾. "This will enable the University to combine the functions of a teaching and affiliating University in one corporate body in a manner likely to be productive of good to the affiliated institutions."

Apart from these improvements, which will be discussed in due course, all sides of the House (the Congress opposition was absent) united in asserting that they were not guilty of anything original, that they were merely putting in two different cities two organizations which were already separate—that, in effect, there was nothing new in the Agra University except the name.

The following declarations made in the Legislative Council on the 25th June, 1926, are significant :

Declarations
in the
Provincial
Council.

Rai Rajeshwar Bali—"On the one hand we have heard the opinion that it is in the best interests of the unitary, teaching and residential University of Allahabad that there should be a separation between the internal and external sides, the forced union of which, it is said, has hampered progress and led to friction. There is a strong body of educationists in our province who consider that the external side of the Allahabad University is a dead weight which is impeding its development in the direction chalked out for it by its constitution. And the best testimony of this has come from those who may be said to constitute the Allahabad University itself. On the 21st November, 1924, a resolution asking for the postponement of the establishment of the Agra University was thrown out by the Allahabad University Court by an overwhelming majority. Thus it is evident that the consensus of opinion in the university circles is in favour of giving complete freedom to the Allahabad University to work out its own destiny unclogged and unfettered. Each of the four universities of this province stands for its own ideal which it endeavours to work up to; as they grow and develop into maturity their characteristic features will become more marked. The Agra University is not intended to enter into competition with them. It merely relieves the encumbered Allahabad University of a share of its burden and helps it to move freely along the lines laid down for it. It is true that a new name will be added to the list of Universities in these provinces, but there will be no multiplication of functions, for the establishment of a University at Agra will only mean in effect the transfer of the external side of the Allahabad University from Allahabad to Agra."

Dr. Ganesh Prasad—"You have got at present an affiliating University side by side with a teaching University. I mean the Allahabad University. All that you do is this, that you are cutting out the affiliating

(1) No teachers have, in fact, been appointed.

University from the teaching University, you are not creating a new institution."

Mr. A. H. Mackenzie—"As I understand his (Mr. Gavin Jones') attitude it was this that if the Government intended to set up a new University, which was to be simply a degree factory, then he, for one, regarded that as a wasteful effort and expenditure. I entirely agree with him. If that were the object of the Government, then I think that any money expended in the creation of the new University had much better be put in the Naini Tal lake. But I think that his statement was due to some misapprehension. It is not the intention of the Government to set up a new affiliating University. The intention is to transfer the affiliating side of the Allahabad University from Allahabad to Agra. The main question of principle in the Bill is simply whether it is desirable or not to have in one and the same University teaching and residential functions combined with affiliating functions."

Dr. Shafaat Ahmad Khan—"We are simply going to legalize a procedure which is laid down in the Allahabad University Act itself. All that we intend to do is that the headquarters of the external colleges will be formally established at Agra instead of at Allahabad. Of course, a Registrar and a number of clerks will be appointed but that need not entail a very large expenditure."

The Bill prepared by the Committee along with the First Statute was discussed by the Legislative Council on the 5th and 6th August, 1926, and passed after some ten amendments had been proposed and considered⁽¹⁾. The assent of the Governor and the Governor General was given in due course⁽²⁾. Section 41 of the Act (Transitory Provisions) provided for the appointment of a special officer by the Government of the United Provinces. He was commissioned to convene the meetings of the first Executive Council and the first Senate within six months of his appointment and to draft and place before them Statutes and Regulations of an urgent nature. He would remain in office till the University authorities were duly constituted and for such further time as the Executive Council might desire.

Special
officer.

(1) Legislative Council Proceedings, the 25th June, 1926, p. 47.

(2) On the 11th September, 1926, and the 30th October, 1926. The Bill had been proposed in the Legislature with the previous sanction of the Governor-General.

CHAPTER XIX

THE UNIVERSITY OF AGRA
ORGANISATIONI—*The Constitution of the Senate*

The Executive Council and the bodies of the University.

The Senate is the 'supreme governing' body of the university, but in view of the actual provisions of the law this must be considered a courtesy title. The real authority of the University is the Executive Council; the bodies merely recommend while the Executive Council decides.

The Boards of Studies recommend the syllabus of their subjects and the names of examiners. The names of examiners are kept confidential and taken directly to the Executive Council. The draft syllabus prepared by the Boards of Studies is placed for revision and co-ordination before the appropriate Faculty. There are eleven Boards in the Faculty of Arts and six in the Faculty of Science and one each in the Faculties of Commerce, Law and Agriculture. The proceedings of the Faculties are placed, apparently for further though not final revision and co-ordination, before the Academic Board, which *ex-hypothese* represents all branches of learning. The recommendations of the Academic Board are placed before the Executive Council whose decision is final. To advise the Executive Council in matters appertaining to the constituent colleges, a Board of Inspection has been established by the Act. Applications from the Colleges for affiliation and recognition are received by the Executive Council and sent on to the Board of Inspection, and the recommendations of the Board are submitted to the Executive Council for final orders.

A public service industry controlled by interests.

An affiliating University, viewed in the proper light, is not an educational institution but a public service industry, a chartered corporation, whose main function (to which all others are subsidiary) is to 'value' the answer-books of the college boys in return for the payment made by them through their colleges. The Act of 1904 assigned this very important task to a body of Fellows appointed by the Lieutenant-Governor (Chancellor) and presumably responsible to him. The Act of 1921 seemed to think that every interest (except that of the college boys) should have a say in the matter. A theory of representation was evolved. All interests, i.e. the teachers, managers of colleges, donors, public men and graduates who have proved their worth by passing the University examinations, were to be represented in the Senate and through the Senate on the other bodies⁽¹⁾.

(1) "As the supreme body for fundamental legislation there will be a large assembly, called the Court, which will serve to bring the University into relation with the general community. We hope that many of those members of the Court, who do not belong to the academic body, as well as the teachers, will assist the University by serving on the committees which it will be necessary to create from time to time. . . . To deal with executive and financial matters there will be a small but strong body, on which the teachers will have ample representation, called the Executive Council," (*Calcutta University Commission, Vol. IV, p. 166*).

The Act of 1921 organized the constituencies and gave votes to these interests. But power was withheld ; hence much trouble and agitation. The Act of 1926 did not, as the Minister thought, merely remove an office from one city to another. It also gave 'power' to those who merely had 'votes'. The Senate of old Allahabad was responsible to the Chancellor. The Agra Senate is responsible to the voters who elect its members.

The Senate has only two substantial powers—constituting the University bodies and considering statutes⁽¹⁾. It has no administrative jurisdiction. "Every resolution passed by the Senate", according to a ruling of the Vice-Chancellor, "regarding administrative matters is only a request to the Executive Council⁽²⁾." The Senate is not a forum where opinion clashes with opinion. It is a place where votes are cast. That is the main business. The constituencies elect the members of the Senate ; the members of the Senate by a process, which is complicated but discoverable, elect directly or indirectly, all the bodies of the University.

The composition of the Senate is prescribed by Section 74 of the Act and Statutes made under that Section :

Composition
of the
Senate.

Class I—Ex-Officio members

- (i) The Chancellor ;
- (ii) The Ministers of the Governor of the United Provinces ;
- (iii) The Vice-Chancellor ;
- (iv) The Director of Public Instruction ;
- (v) The Principals of affiliated colleges (*Seventeen*) ;
- (vi) The members of the Executive Council (*twenty-six*) ;
- (vii) The Vice-Chancellors of the Universities of Allahabad, Benares, Lucknow and Aligarh ;
- (viii) Such other *ex-officio* members as may be prescribed by the Statutes (*none*).

Class II—Life Members

- (ix) Such persons as may be appointed by the Chancellor to be life-members on the ground that they have rendered eminent services to education (*Rev. Dean A. W. Davies only*) ;
- (x) All persons who have made donations of not less than Rs.10,000 to or for the purposes of the University (*Dean Davies only*).

Class III—Other Members

- (xi) Four persons elected by the Legislative Assembly of the Province from among their own body ;

⁽¹⁾ For a discussion of the Statute-making and other functions of the Senate, see *infra*, Chapter XXII, Recommendations, Sections VII and VIII.

⁽²⁾ Minutes Vol. X—A, p. 149.

(xii) Two persons elected by the Legislative Council of the Province from among their own body ;

(xiii) Persons nominated by associations or individuals making to the University donations or annual contributions of an amount to be prescribed by the Statutes to or for the purposes of the University ; (*none*)

(xiv) Persons nominated by academic bodies prescribed in this behalf by the Statutes⁽¹⁾ ; (The United Provinces and Rajputana Boards elect one representative each under this head.)

(xv) A member of the staff, other than the Principal, of each affiliated college, elected from among their own body (*seventeen*) ;

(xvi) A member of the Managing Committee of each affiliated college or, where the college is financed by a Local Government or an Indian State, a member nominated by such Local Government or Indian State ; (Of the seventeen persons entitled to membership under this head, five are nominated by the Durbars, one by the Chief Commissioner of Ajmer, one by the Government of the United Provinces and the remaining ten are elected by the College Managing Committees.)

(xvii) Graduates elected by the registered graduates from among their own body ; provided that none of such elected graduates shall be teachers. (The First Statute fixed the number of registered graduates' representatives at fifteen. The term teacher, as used here, has been interpreted to mean persons in the service of constituent colleges as teachers. At present seven out of the fifteen registered graduates are teachers, including heads of educational institutions not affiliated to the University) ;

(xviii) Persons nominated by the Chancellor. (The number was fixed by the First Statutes at ten.)

Nominated and elected members hold office for three years, but are eligible for re-election or re-nomination as the case may be. In all provisions of the University constitution the following principle is accepted. If a person is elected by one University body to another, then if he ceases to be a member of the body that elected him, he also ceases to be its representative. The Senate, counting the Ministers as six and excluding the members of the Executive Council (who may be members of the Senate in other capacities also) may consist of as

(¹) *University Minutes, Vol. X—A, pages 109—123, and Vol. XI, p. 227.* The draft Statute proposed by the Executive Council in 1936 gave two representatives to each Board in place of the two representatives allotted to the United Provinces Board by the first Statute. The Statute was passed by the Senate in spite of the opposition of some members. But the Chancellor was unable to accept it. On 7th August, 1937 (*Minutes, Vol. XI—A, p. 9*) the Registrar informed the Executive Council that the Chancellor was of opinion that the Senate did not need two representatives from each Board and suggested that each Board may have one representative. This was accepted by the University and the necessary Statute was passed.

many as 98 persons. The average attendance for the last five annual meetings is 69.

Of the two open constituencies of the Senate, the Donors' constituency has not started functioning though the Statute required by Section 14 (xii) of the Act has been framed. "All persons who have made donations of not less than Rs.500 to the University shall be formed into an Association to be called the Association of the Registered Donors of the University. The Association shall elect not more than 10 per cent. of its members to be members of the Senate: provided, however, that this right of electing members to the Senate shall not be exercised by the Association unless the members of the Association exceed 50 in number and provided that the number to be elected shall not exceed 15. The procedure for the election shall be prescribed by Regulations."

Two open constituencies :
(1) Donors' constituency

The second open constituency, that of the Registered Graduates, has for some years fastened public attention to itself by the method of its functioning, and in 1933 the Vice-Chancellor considered it his duty, as the guardian of the University constitution, to cancel the election of the Registered Graduates (1).

(2) Registered graduates.

The Statutes made in 1927 are still in force so far as the maintenance of the Register is concerned (2). Any graduate of the University can, three years after the Convocation at which he got his degree, have his name entered on the Register by paying an initial fee of Rs.5 and an annual fee of Rs.2 or a life-membership fee of Rs.20. The annual fee covers the period from 1st April to 31st March.

Fee for registration.

(1) The Vice-Chancellor (Lala Diwan Chand Sahib) stated in the Senate: "I am the most helpless member of the Senate. It is my duty to see that the Statutes and Regulations are faithfully followed and I cannot escape that responsibility. You have probably read the *Communique* that was issued from the University, as notification no. 14, cancelling notification no. 13 of 1933-34, and declaring null and void the election of 15 representatives to the Senate by the Registered Graduates of the University. . . . It has been said in some of these communications (to the press) that my order means a slur or censure on the entire group of 15 graduates who were declared elected in notification no. 13. That is not a fair inference from my order. The voters who did not make a proper use of their votes did not all belong, on the basis of their sympathies, to one single group. They included the supporters as well as the opponents of the candidates who secured the largest number of votes. (*Minutes. Vol. VII—A, p. 100—101*).

(2) Transitional arrangements had also to be made. At the first election to the Agra University Senate, the University had no Registered Graduates of its own; the Allahabad University Register had to be used and all persons who had their name on the Allahabad University Register when the Act came into force were invited to vote; they were further entitled to become Registered Graduates of the University if they applied for it within a year and paid the necessary fee in accordance with the University Regulations. Secondly, any graduate of the Allahabad University of not less than three years standing could, if he so desired, become a Registered Graduate of the Agra University provided he applied for it within one year of the first election; if he failed to avail himself of this privilege within the time prescribed, his right expired. Lastly, graduates of three years standing, who had taken their degree from a constituent college of the Agra University, were treated on the same principle as the Agra University graduates, and no time limit was prescribed for them.

The Registrar's office sends a reminder to the Registered Graduates about their fee on 1st March, and the names of those who do not pay their fee are removed. But names removed for non-payment can be re-entered on the payment of all arrears and the fee for the current year. Persons who have accumulated arrears for a number of years can avail themselves of the provisions of Statute 10 of Chapter XXXVI: "Any Registered Graduate shall, at any time, be entitled to have his name placed on the register for life on payment to the Registrar of a composition fee of Rs.20 and all arrears of annual fees then due by him or, as he may elect, a composition fee of Rs.25."

Procedure of election.

The procedure for the elections of the Registered Graduates constituency is, in accordance with the provisions of the First Statute, prescribed by the Regulations. On 19th October, 1927, the Executive Council approved the Regulations prepared by Mr. K. P. Kichlu, the Special Officer (1). On 17th March, 1934, the Executive Council framed a new set of Regulations and also prescribed the form of the voting paper (2). The adoption of proportional representation was discussed but led to no concrete result (3). On 13th March, 1936, the Regulations of 1934 were revised and amended, and in that form they are in force today(4).

The Registrar, when an election is to be held informs every registered graduate by post of the vacancies to be filled up. Registered graduates who wish to seek election have to inform the Registrar of this within the time specified which may not be less than 15 days. The Registrar then sends by registered letter to every registered graduate (a) a statement informing him of the number of vacancies, (b) a list of the candidates and (c) a blank voting paper. The registered graduate is required to fill in the voting paper and to sign it in the presence of an Attesting Officer. "The filling in shall be done by the voter giving in his own handwriting the Registered Numbers and the full names of the candidate for whom he decides to vote." The voting paper has also to be signed by the Attesting Officer who is required to state the number of candidates for whom the registered graduate has voted. The voting paper must then be sent to the Registrar by registered post "in a cover sealed with sealing wax and superscribed, Voting Paper for Election to the Senate". Every voting paper must be sent in a separate envelope. The votes, on the day notified, are counted by the

(1) *Minutes, Volume I, pages 75-77.*

(2) *Minutes, Volume VII-B, pages 95-97* (7th March, the date given in the University Calendar footnote, page 91, is probably a printing mistake for 17th March).

(3) And the Vice-Chancellor (Dr. P. Basu) informed the Senate: "Yesterday when we passed that resolution in the Executive Council many members declared that they did not understand anything about proportional representation—all, excepting one, Mr. Bose Mullick, said that they did not understand the application of proportional representation." *Minutes Volume IX-A, page 321.*

(4) *Minutes, Volume IX-B, pages 67-68.*

Registrar in the presence of a committee of three persons appointed by the Vice-Chancellor, but all Registered Graduates, who so desire, are entitled to be present. The following persons are authorized to act as Attesting Officers—the Registrar of the University; the Chief Educational Officer of an Indian State; a First Class Magistrate or a judicial officer of a rank not lower than that of a Munsif; members of the all-India and Provincial Services; Principals of recognized Degree or Intermediate Colleges; and members of the Agra University Senate. Non-compliance with these regulations makes a voting-paper invalid. The conditions prescribed may be necessary but they are difficult to follow and a large proportion of the voting-papers is declared invalid.

It will be observed that while no graduate is entitled to get registered till three years after his graduation, a graduate fulfilling the conditions prescribed can get himself registered at any time, and if he has got himself registered before 1st August, he is entitled to vote in the election which may be held that year (1). Registration with a view to voting for a particular candidate (who will in his turn vote for a particular candidate in the Senate) is possible under the rules of all the universities of this Province (2).

II—Constitution of the Executive Council

The authority of the University in all matters, whether academic or administrative, is vested in the Executive Council. Its constitution is, consequently,

Composition
of the Executive
Council
prescribed
by section
17 (2).

(1) "Every graduate whose name is entered in the said Register shall be entitled to vote at the election of the members of the Senate under Section 14 (xiv) of the Act: provided that a graduate who is not registered or who owes any arrears on 1st August of any year shall not be entitled to vote or to be a candidate for election to the Senate as a registered graduate before 31st March of the year following. Applications for registration may be made at any time and shall be in such form as may be prescribed by Regulations. (Statutes 5 and 6 of Chapter XXXVI).

(2) This registration with an immediate view to voting was thus described at a Senate-meeting in 1935 by a senior teacher (Mr. Madan Mohan): "I shall draw before the mind's eye of the House a picture of what actually happens just before the election. A month or two before there is a feverish activity on the part of prospective candidates and their supporters in getting voters registered. This is a fact which shall be borne out by the Registrar's Office. Prospective candidates try to get as many of their own people registered as they can possibly do. Now, suppose 700 voters get registered and there are 200 of these belonging to a particular locality. Three or four candidates here, who hold sway over those voters, throw out a hint to two or three candidates at another place similarly commanding, say 100 votes, to combine with them. This mutually beneficial combination matures. The result is that these five or six persons are able to manipulate the elections to all the 16 seats, and nobody who does not join this group is able to secure his election, however eminent or prominent he may be. I do not think it is necessary for me to argue this point any further. Public memories are short, but I do not think they are really so short as not to remember what happened only so recently. Far be it for me to say that our institution is the only institution which is a sinner in this respect. Probably the same thing happens elsewhere too. But this is no justification for allowing such things to continue here.

"Some action, therefore, is called for to remedy this state of affairs and to ensure that people will not be forced to join pacts or anti-pacts. It will not do to say that such things are not expected in an enlightened constituency like ours. That they do happen and have happened is a hard solid fact, and facts have to be faced." (University Minutes, Volume IX—A, page 317).

a matter of great importance, specially to the so-called 'interests'. The constitution of the Executive Council, prescribed by Section 17(2) of the Act of 1926, amended by the Act of 1938, is as follows :—

The members of the Executive Council shall be—

Class I—Ex-Officio Members

- (i) The Vice-Chancellor ;
- (ii) The Deans of the Faculties ;

Class II—Other Members

(iii) Six members appointed by the Chancellor, of whom one shall represent affiliated colleges in Rajputana and one shall represent affiliated colleges in Central India and Gwalior;

(iv) Five Principals of affiliated Colleges in the United Provinces elected by the Senate ;

Provided that, if the Principal or a teacher of any such College is a Dean of a Faculty, the Principal of that College shall not be eligible for election under this head and, if the number of Principals so eligible be less than six, then all such Principals shall be members without election;

(v) Five members of the Managing Committees of affiliated Colleges, of whom one shall be the Director of Agriculture, United Provinces, and four shall be members of the Senate elected by the Senate at its annual meeting;

(vi) Four members of the Senate other than members of the Managing Committees, elected by the Senate at the annual meeting, of whom not more than two shall be teachers of affiliated Colleges other than Principals :

Provided that not less than three of the members described in heads (v) and (vi) shall be chosen from among members of the Senate elected by the Registered Graduates.

**Representa-
tion of Raj-
putana.**

Complaints have again and again been made on the ground that Section 17(2) overlooks the claims of the non-United Provinces Colleges. They have a guarantee of one-third among the nominated members, but their Principals are ignored under head (iv). Add to it, the Colleges maintained by the Durbars have no Managing Committees ; nominees of the Durbars find a place in the Senate but the constitution of the Executive Council ignores the non-United Provinces Colleges and only recognises the members of the Managing Committees of the United Provinces Colleges.

**Difficulties
of inter-
pretation.**

Difficulties have arisen in the interpretation of sub-section (iv). It was obviously the intention of the Legislature to give a representative to every

United Provinces College on the Executive Council; Colleges that were not represented by the Deans would be represented by the Principals. The words used have frustrated that intention. When the newly constituted Senate meets, there are no Deans, because the Faculties by whom the Deans are elected have not yet been constituted. Consequently, the Principals are elected first, and the Deans of the Faculties when elected may belong to Colleges which have already secured representation through their Principal. The matter was discussed by the Senate in 1936 (Proceedings Volume X-A). The 'proviso' of this subsection is ineffective.

Sub-sections (v) and (vi) also give rise to difficulties. What is the exact significance of the terms 'members of Managing Committees' and 'other than members of Managing Committees'? Does 'Managing Committee' mean the Executive Body of the college which is in immediate charge of the institution or does the term include the larger body, which is sometimes called the Society or Managing Board? Secondly, are places on the Executive Council reserved for the elected representatives of the Managing Committees on the Senate? It seems that Managing Committee includes the Managing Board as well as the Executive Committee of the college. Rai Bahadur Vikramajit Singh, M.L.A., raised the second question in the Senate in 1936 (Volume X-A, page 105). But the Vice-Chancellor did not agree with him. "I find this proviso: 'provided that not more than three of the members described in heads (v) and (vi) shall be chosen from among members of the Senate elected by the Registered Graduates.' Therefore it is wrong to say that under clause (v) only those can be returned who come from the Managing Committees. The clause does not make it clear anywhere that it has got any connection with that section in the Senate. Therefore I rule that any member of the Senate who is a member of the Managing Committee is eligible for election."⁽¹⁾

Members of
the Managing
Committees.

It is equally true, however, that the words used deprive the whole classification of any meaning. The term, "members of Managing Committees," is very indefinite; the term, "other than members of Managing Committees," is even more so. A person, elected as a Managing Committee member may cease to be a member of the Managing Committee on the day following, and he would still remain on the Executive Council. Also there is no law to prevent a person, who has been elected under head (vi) because he is not a member of a Managing Committee, acquiring that qualification afterwards. The term 'Managing Committee' has not yet been defined by the law of the University. The result has been to deprive the Managing Committees of any specific representation on the Executive Council. Whether this is fortunate, or otherwise, will be a matter of opinion.

(1) Minutes, Volume X-A, page 105.

III—Powers and Functions of the Executive Council

The Executive Council is supreme in Executive as well as academic matters.

In all affairs of the University, the Executive Council is the only power that counts. The academic bodies have merely the privilege of making recommendations. This privilege is secured to them in three cases by the provisions of the law; in all other cases it is due to the "grace" of the Executive Council. Section 19 of the Act declares that "the Executive Council shall be the executive body of the University"; but the term "executive" has been interpreted to include "academic." It may be stated without substantial inaccuracy that the Executive Council can exercise all the powers given to the University by Section IV of the Act subject to the following conditions:—(i) No College may be affiliated without the sanction of the Chancellor; (ii) the Statutes framed by the Executive Council have to be passed by the Senate and do not become operative without the assent of the Chancellor; (iii) it is the duty of the Vice-Chancellor to cancel a resolution of the Executive Council inconsistent with the Act and Statutes; (iv) the Executive Council is required by the Act to obtain the recommendations of three academic bodies before considering the matters assigned to them, but it is in no way bound by their recommendations: (a) Boards of Studies in the appointment of examiners, (b) Academic Board in framing courses of study and regulations on "classification of subjects," (c) Board of Inspection in matters appertaining to the affiliation and recognition of colleges.

Power of the Council under section 18.

Positively, the powers of the Council may, in accordance with the provisions of section 18, be enumerated as covering the following topics:—(a) University property and funds, (b) use of the University seal, (c) all matters concerning the University (subject to the restrictions explained in the preceding paragraphs), (d) the University budget, (e) any subscription or donation received by the University, (f) appointment etc. of all officers and servants of the University, (g) transfer of movable and immovable property, (h) affiliation and recognition of colleges, (i) inspection of affiliated colleges and hostels, (j) appointment of examiners, (k) appointment of a Committee to publish examination results, (l) appointment of a member of a University body to advise a college in making appointments, if the college so desires, (m) scholarships, etc., (n) any other function assigned to the Executive Council by the Act, Statutes or Regulations. To this long list must be added the power of making Regulations under sections 28 and 29 and framing Statutes under sections 26 and 27, which have been discussed elsewhere. For all practical purposes, alike of initiation, direction and control, the Executive Council has all the powers of the University.

Academic functions of the Executive Council.

The academic functions of the Council can only be described in brief. (1) It fixes the dates of the University examinations and issues the "Instructions to Examiners." (2) Private candidates are not allowed to appear at the University

examinations but certain types of non-regular candidates—teachers, ex-students, women, officers of the inspection departments of the Government and the States—are eligible with the permission of the Executive Council. The Regulations also allow candidates who are unable to sit at the examination (for specified reasons) to apply to the Executive Council for the withholding of their fee. These applications are scrutinized by a committee appointed by the Council and then placed before the Council for its orders. (3) The Regulations permit condonation of shortage of attendance within narrow limits.⁽¹⁾ The Principals can condone up to 3 per cent. and the Executive Council up to 4 per cent. but the matter is often left to the Vice-Chancellor, who acts on behalf of the Council and informs it in due course. (4) Representatives on behalf of the University to academic conferences and congresses are appointed by the Executive Council, but their travelling allowances are paid by their colleges. (5) The problem of student discipline is a problem for the colleges. The functions of the University are confined to two formal matters. The Principal of a college may expel a student, or rusticate him for one year or disqualify him for sitting at the next examination. The order for expulsion requires to be confirmed by the Executive Council; if the Principal's order is not confirmed, the student can join another college. Students using unfair means at the examinations are also reported to the Council for necessary orders. (6) The University permits the institution of private hostels provided they are run on approved lines. The Manager of the hostel has to apply to the Executive Council and submit to it a copy of the hostel rules. The Executive Council appoints one or two Principals to inspect the hostel and recognizes it if their report is satisfactory. There are only six recognized hostels at present; all of them are in Agra and are run as "community" institutions. (7) The Executive Council undertook to organize a series of annual inter-collegiate extension lectures on the suggestion of the Vice-Chancellor (Lala Diwan Chand). They have now been stopped for lack of funds. (8) Requesting a person of distinction to deliver the Convocation Address is the privilege of the Executive Council. The Council also controls the Convocation arrangements. The academic dress of the University is prescribed by the Council. (9) The merit scholarships of the University are given according to the Regulations. Students to whom research scholarships are given have to work under a professor whose report on their progress is considered by the Council. Formerly the Council also made recommendation to the United Provinces Government for the award of foreign scholarships after considering the report of a Committee that had interviewed the candidates and examined their qualifications. (10) The University has elaborate rules for the doctorates of Letters and Science. The Faculties have to approve the subject of the proposed thesis; but

(1) The maximum possible is 15 per cent.

when the thesis is ready, the Council appoints examiners to assess their value and decides, after considering their reports, whether the degree is to be awarded or not. (11) The annual report of the University is prepared, according to the orders of the Council, for submission to the Senate. (12) Lastly, since the Executive Council is the only 'authority' in the University, all other academic matters are referred to it—recognition of the degrees and diplomas of other institutions, communications from the Government and other Universities, applications from private individuals in all cases where the law is not clear, etc. The power of the Executive Council, as has already been explained, is co-extensive with the power of the University.

IV—The Faculties

Composition
of the
Faculties.

The University at present has five Faculties—Arts, Science, Law, Commerce and Agriculture—but the last three Faculties are in the nature of enlarged Boards of Studies. The Faculty of Agriculture was constituted for the Agriculture College, Cawnpore, in 1929; the constitution of the other three Faculties was required by the Act. The Faculties are large bodies.⁽¹⁾ Their organization is governed by the following provisions of the Statutes:

(1) Not more than ten members to each of the Faculties of Arts and Science, five members to the Faculties of Law and Commerce and three to the Faculty of Agriculture are to be elected by the Senate. They need not be members of the Senate and not more than half of them may be teachers of affiliated colleges.⁽²⁾ The Senate has always elected the full number of members permitted by law.

(2) The Executive Council nominates four persons to the Faculty of Law, four persons to the Faculty of Commerce and three persons to the Faculty of Agriculture.⁽³⁾

(3) The Vice-Chancellor assigns every Principal to one Faculty at least and may assign him to more.⁽⁴⁾

(4) Teachers employed by the University in the subjects comprised in the Faculty.⁽⁵⁾ (*Noné.*)

(1) Dr. S. A. Khan : "In my opinion the size of the Senate is too large. . . . We reduced the size of the Senate, we reduced the size of the Academic Board and we have also reduced the size of the Faculties. But I think in the case of the Faculties and also the Senate, the size could be reduced still more. . . . The Senate is too large and the Faculties are also in my opinion unwieldy, specially the Faculty of Arts. I have calculated the number of persons who will be members of the Faculty of Arts and I think it comes to about 45; this is too large a number for one Faculty. The other Faculties, specially that of Commerce, would not be less than 50. I think the size of these two bodies should be reduced". (Legislative Council Proceedings, 25th June, 1926). Recently a suggestion of the Vice-Chancellor for reducing the size of the Faculties was not accepted by the Faculties and was dropped by the Senate.

(2) First Statute 7(c).

(3) *Ibid* 7(2).

(4) *Ibid* 7(1)(a).

(5) *Ibid* 7(1)(b). No University teachers have been appointed.

(5) If a college has post-graduate classes in any subject, it is entitled to send one teacher-representative for that subject; this post-graduate teacher is elected by the teachers of all the subjects comprised in the Faculty, i.e. if there are two or more post-graduate teachers in the college for English, all teachers of the college arts departments will be entitled to vote. But if the Principal of the college, who has been assigned to the Faculty by the Vice-Chancellor, is a teacher of that subject, then a post-graduate teacher of the same subject in addition to the Principal may not be elected by the college, but the right of the college to send post-graduate teachers for other subjects comprised in the Faculty is not restricted by this provision. This rule naturally gives weightage in the Faculties to colleges with post-graduate classes. In the Faculty of Arts, for example, the number of post-graduate representatives for the various colleges is as follows : Agra College, 5 ; St. John's College, Agra, 5 ; Maharaja's College, Jaipur, 5 ; Meerut College, 5 ; Holkar College, Indore, 1 ; S.D. College, Cawnpore, 5 ; Bareilly College, 2 ; D.A.V. College, Cawnpore, 1. But only colleges which within three years preceding the election have sent up students to a post-graduate examination (Previous or Final) in that subject are entitled to this privilege.⁽¹⁾

Post-Graduate teacher-representatives on the Faculty.

(6) Teachers of Law are deemed to be post-graduate teachers. Though to the average student LL. B. is merely a subject like M. A. in Economics or M. A. in Philosophy, for the University Law is a Faculty consisting of four subjects. This naturally increases the members of the Law Faculty in a way which does not at all correspond with the amount of instruction given in the subject. The privilege of voting and standing for elections is extended to all honorary teachers of Law who teach six periods a week.⁽²⁾

Law teachers.

(7) All the teachers of an affiliated college engaged in teaching the subjects comprised in a Faculty elect one representative to that Faculty on behalf of the college. Thus all the science teachers of a college can elect one teacher to represent them in the Faculty of Science. But this privilege will not be extended to colleges already represented by two post-graduate teachers.

Ordinary teacher representatives.

Special provision had to be made for the Faculty of Agriculture, which is a one-college Faculty without any post-graduate classes. Teachers of the Cawnpore Agricultural College, the only institution concerned, elect

Faculty of Agriculture.

⁽¹⁾ First Statute 7 (1) (c).

⁽²⁾ First Statute 7(1)(c) and Regulations of the Executive Council (Chapter XIV, pages

three members to the Faculty of Agriculture; but only heads of the departments of teaching can be elected.

Co-opted
members.

(8) Lastly, the Faculties can co-opt a proportion of their total number—the Faculty of Arts to the extent of one-fifth, Faculty of Agriculture to the extent of one-third and the other Faculties to the extent of one-fourth. Co-opted members should be persons possessing special knowledge of the subjects of study represented by the Faculty, and teachers of affiliated colleges may not be more than half of the co-opted members.

The members of the Faculties hold office for three years. The Dean of the Faculty, who is its *ex officio* Chairman, is elected by the Faculty for the same period from among its members. His election is subject to the confirmation of the Executive Council, but confirmation has never yet been withheld.

The principal features of the Faculties are given in the two following tables. It will be noted that the Faculties of Agriculture and Commerce have no post-graduate classes and the Faculty of Law has no graduate classes; their teaching work has to be compared with the Boards of Studies rather than the Faculties of Arts and Science.

I—Present Composition of the Faculties

Faculty	Principals assigned by the Vice-Chancellor. Section 7 (1)(a)	Teachers employed by the University. Section 7 (1)(b)	Post-graduate teacher representatives. Section 7(1) (e)	Other teacher representatives. Section 7(1) (d)	Elected by the Senate. Section 7(1) (c)	Elected by the Executive Council. Section 2	Co-opted by the Faculty. Section 3	Total number of Faculty members	Total number of the members of the Boards who are elected by members of the Faculties, vide Table II
1. Faculty of Arts	12	None	39	10	10	None	15	81	71
2. Faculty of Science.	1	None	12	13	10	None	11	46	42
3. Faculty of Law	None	None	18	None. No graduate classes in the Faculty.	5	4	9	36	7
4. Faculty of Commerce.	None	None	None. No post-graduate classes in the Faculty.	3	5	4	4	16	7
5. Faculty of Agriculture.	1	None	None. No post-graduate classes.	3	3	3	5	12	7

II—Academic Organization of the Faculties

Faculty	Boards of Studies in the Faculty	Examinations and subjects for the examinations of the Faculties		Approximate number of papers set at the Faculty examinations	
		Examinations	Subject of study	Examinations	Number of papers set
1. Faculty of Arts.	(1) English, (2) Philosophy, (3) History, (4) Political Science, (5) Economics, (6) Sanskrit, (7) Persian and Arabic, (8) Hindi, (9) Urdu, (10) Marathi and (11) Geography.	B.A. . . .	Every candidate is required to show a competent knowledge of General English and any three of the following subjects : (a) English Literature, (b) Latin, Greek, Hebrew, Arabic, Persian or Sanskrit, (c) Hindi, Urdu, Marathi, Gujrati, Bengali, French, German or Italian, (d) Mathematics, (e) Philosophy, (f) Economics, (g) History, (h) Political Science and (i) Geography.	B.A. . . .	38
		M.A. (Previous and Final).	There are (for most subjects) four papers for the Previous and four papers for the Final examinations. The subject of examination may be one of the following : (1) a Language (English, Sanskrit, Arabic, Persian, Greek, Latin, Hebrew, Hindi, Urdu, French, German or Italian), (2) Mental and Moral Science, (3) History, (4) Mathematics, (5) Economics and (6) Political Science.	M.A. . . .	81
		Doctor of Letters. B.Sc. . . .	By thesis after M.A.	B.Sc. . . .	13
2. Faculty of Science.	(1) Physics, (2) Chemistry, (3) Mathematics, (4) Biology, (5) Zoology and (6) Military Science.	B.Sc. . . .	One of the following groups : (a) Physics, Chemistry and Mathematics, or (b) Chemistry, Botany and Zoology. General English and Military Science are optional subjects. Statutes also permit a degree in Pharmaceutical Chemistry (B.Sc. Pharm.) but no instruction is at present provided.	B.Sc. . . .	13
		M.Sc. (Previous and Final).	The subjects of examination shall be one of the following : (1) Mathematics, (2) Physics, (3) Chemistry, (4) Zoology, and (5) Botany.	M.Sc. (Previous and Final).	32
		Doctor of Science.	By thesis after M.Sc.		
3. Faculty of Law.	Board of Study in Law.	LL.B. (Previous and Final).	Candidates are required to take seven papers in the Previous and seven in the Final.	LL.B. (Previous and Final).	14
4. Faculty of Commerce.	Board of Study in Commerce.	B.Com. . . .	This course covers three years. The following subjects are prescribed : (1) English, (2) Commerce, (3) Economics and (4) a special subject. No post-graduate classes.	B.Com. . . .	11
5. Faculty of Agriculture.	Board of Study in Agriculture.	B.Sc. (Ag.)	The years course at the Agricultural College, Cawnpore. Candidates are required to pass in Agriculture, Agricultural Chemistry and one optional subject.	B.Sc. (Ag.)	11

V—Boards of Studies

The privilege of taking the initiative in the two most important functions of the University—the framing of the syllabus and the appointment of examiners—is given to the Boards of Studies. They may also make any recommendations they consider necessary about new courses of study and may express their opinion on any matter referred to them by the Faculties, the Academic Board or the Executive Council. The constitution, powers and duties of the Boards of Studies are prescribed by the Regulations of the Executive Council framed after consulting the Academic Board. But section 28 of the Act vests the power of “constituting” the Boards of Studies in the Faculties; the members of the Boards are, therefore, elected by the members of the Faculties. The Faculty of Arts elects eleven Boards of Studies—English, Philosophy, History, Political Science, Economics, Sanskrit, Persian and Arabic, Hindi, Urdu, Marathi and Geography; the Faculty of Science elects six Boards—Physics, Chemistry, Mathematics, Botany, Zoology and Military Science. The three one-subject Faculties—Law, Commerce and Agriculture—have only one Board each; for these Faculties the question of co-ordinating the syllabus of several Boards does not arise and their functions are only revisionary. The maximum of seven members is fixed for all Boards, but the Agriculture Board is allowed nine members while the maximum number of the Urdu and the Marathi Boards is fixed at five and three. Each Board must have at least one person who is not a teacher in an affiliated college and no college may have more than one representative on any Board.

The members of the Boards of Studies are elected by the members of the Faculties at the annual meeting for a period of three years. First, the Faculty elects the members of the Board, and then from among them it elects the Convener or Chairman of the Board. It will be observed that every member of the Faculty is invited for this purpose to cast a very large number of votes—82 in the Faculty of Arts, 48 in the Faculty of Science, 10 in the Faculty of Agriculture and 7 in the Faculties of Law and Commerce. The Boards meet in March but a second meeting may be held with the permission of the Vice-Chancellor. The Executive Council may, when necessary, appoint an acting Convener till the next meeting of the Faculty.

The powers of the Boards of Studies at Agra are substantially the same as at the unitary universities. But their character is entirely different. At the unitary universities, the teaching of the students, year after year, the framing of the syllabus, the appointment of examiners, moderation of the question-papers, and about one-half of the examination work is a function of the same persons—the teachers employed by the University to teach that subject. The teachers present with one or two outsiders have all the information necessary and the annual meeting tends to embody the year's experience in teaching, examination and the result of contacts with the students in the class-room and outside. There is

also a fixation of responsibility; the Executive Council not only controls the recommendations of the Board of Studies but also the work of the members as teachers of the University. The Chairman of the Department, who has exercised an immediate control over the teaching work of the year, also presides at the annual meeting; he may not be the best scholar or teacher in the Department but he has at least the highest official status. The conditions are not ideal; not seldom one hears of unfortunate friction between persons brought to work so closely together; but a few notorious cases should not blind us to the fact that the tendency in most teaching departments of the unitary universities is to form a happy family of teachers and students joining hands in a work in which all are interested. The growth of the residential side of the universities has further assisted in the work. And there is no lack of pupils responsive to the true teacher's influence.

At the democratic university of Agra all this is wanting. The Boards of Studies are constituted as the result of three elections—election by the college staff, election by the Senate and election by the Faculty. Some teachers of the University do manage to jump all the three hurdles in order to occupy a place which in a unitary university would have been assigned to them as a normal part of their duty. But other teachers, equally efficient, are not equally fortunate in the elections. There is a bitter complaint about the "intellectual equipment" of some of the members and our attention has been drawn to some cases in which the Conveners of the University Boards of Studies have had no experience of post-graduate teaching at all.

Boards constituted as the result of three elections.

VI—The Academic Board

The old Allahabad University had no Academic Council. The Calcutta University Commission, as we have seen, insisted on the consolidation of academic power and academic responsibility in a single academic authority. But since, at the same time, it put a majority of teachers on the Executive Council, the Executive Council inevitably remained supreme in academic matters. The Agra University Act makes the Academic Board "responsible for the maintenance of standards of teaching and examination", but since the Board has only been given the power of making recommendations to the Executive Council, its responsibility is unreal. The function of the Board is to review, for the benefit of the Executive Council, the recommendations of the Faculties and to co-ordinate their work in the same manner as the two larger Faculties have co-ordinated the work of the Boards of Studies. The Vice-Chancellor is the *ex officio* Chairman of the Academic Board and the five Deans of the Faculties and the twenty Conveners of the Boards of Studies are *ex officio* members. They can co-opt "not more than five persons possessing special knowledge of subjects not otherwise adequately represented on the Academic Board."

The Board has only advisory powers.

VII—The Syllabus and Classification of Subjects

The syllabus. The syllabus drawn up by the Board of Studies is taken to the next meeting of the appropriate Faculty in the winter months and thence to the Academic Board meeting next February. The March meeting of the Executive Council sanctions it finally and this enables the Registrar to have the syllabus printed in time. None of the three bodies to which the lists of books suggested by the Board of Studies are submitted really scrutinizes them. The books are prescribed three years ahead for courses of instruction which cover two years and two years ahead in the case of courses covering one year.

Faculty Regulations.

A different procedure is followed for regulations concerning the classification of subjects. The alternative subjects for the B.A. and B.Sc. examinations have, so far as possible, to be of equal value; the number of papers for M.A. and M.Sc. in various subjects have to be properly balanced; the maximum marks for various examination papers have to be fixed, etc. Regulations appertaining to these matters—the Regulations of the Faculties—are, as compared with the syllabus, of a permanent nature. The first Faculty Regulations were borrowed from the Allahabad University but they have been gradually amended. Every proposed amendment is circulated among the Boards of Studies and the Faculties. The importance of these Regulations must not be underrated; they co-ordinate the papers within a subject, the subjects within the Faculty, and the Faculties within the University; they are the organic academic laws of the University so far as the teachers and the students are concerned. The Academic Board was specially constituted to take charge of the work, but the Board has only advisory powers, and it is confessed on all hands that the Board is futile. It meets once a year and the only serious work it does, besides passing on suggestions from the Faculties to the Executive Council, is to appoint a Committee to tick off the abnormalities in the examination results of the preceding year, which have been tabulated for it by the Registrar.

The academic sovereignty of the Executive Council

As a result of all this maladjustment, responsibility not only for the Faculty regulations but for all academic work has been shifted on to the Executive Council. And the Executive Council in its four or five meetings every year has to dispose of between 220 and 250 items. The academic work of the University, consequently, never gets a careful consideration. (The people who discuss do not decide; the people who decide have little time to discuss.) In fact the whole academic organization of the University has failed. The Boards of Studies are out of touch with the teaching departments of the colleges; the Faculties are a miscellaneous crowd in which the most competent teachers of the colleges may not find a hearing, and in which, on the basis of democracy, everyone counts for one and nobody for more than one. The Academic Board can disappear without anyone feeling the

loss. The framers of the Act, having designed these large bodies for the representation of all 'interests', naturally refrained from giving them final authority. On any particular topic that is to be decided by votes, the number of persons acquainted with the matter will not probably be able to muster even a fifth of the total votes in the Faculties of Arts or Science or in the Academic Board. The result of all this maladjustment has been the academic sovereignty of the Executive Council, and as a necessary incident, the preponderance of the teachers in the Council itself. It is not, unless the work of the University is to be thrown into utter disorder, possible to give the non-academic element of public men the preponderating voice in the Executive Council to which they naturally think themselves entitled without radically reorganizing the academic bodies—without, that is, instituting an academic "authority" side by side with the Executive Council so that the latter may be relieved of its academic functions.

VIII—The Examination Machinery

The lists of examiners drawn up by the Boards of Studies are submitted to the Executive Council direct in November. The Council appoints a Committee of its own members to scrutinize the list. This Committee—the Examiners' Scrutiny Committee—submits to the Executive Council lists of persons who in its opinion ought to be scratched. To places thus left vacant appointments are made by the Vice-Chancellor in consultation with the Dean of the Faculty and the Convener of the Board of Studies in that subject. Many universities now publish the names of the examiners in their proceedings. At Agra the appointment of examiners is kept confidential. Complaint is made that the alteration in the list of examiners by the Executive Council is due to favouritism; on the other hand, it is also said that alteration of the examiner's list by the Executive Council is necessary owing to the canvassing for the appointment of examiners that takes place in the Boards of Studies. Dr. Ishwari Prasad, in the course of a debate in the Senate, estimated the alterations made by the Executive Council as about 15 per cent. Formerly the lists to which the Committee had objected used to be printed in the proceedings of the Executive Council, but this is not done now.

Appointment
of exami-
ners.

The appointment of examiners is governed by the following Regulations :

"In each examination at least one examiner, who is not a teacher in any affiliated College, shall be appointed for each subject in which there is more than one examiner. Wherever possible not more than one examiner shall be appointed from any one affiliated college in the same subject at any one examination. . . . No one shall be an examiner for any degree or post graduate examination other than the examination in Law unless he has had at least three years experience in teaching or examining for an examination of that or a higher standard. An exception may be made in the case of experts or others; possessing special knowledge of the subject

concerned (1)." The Registrar every year submits to the Executive Council a record of the payments made for examination work.

The machinery of examinations requires other appointments besides examiners. (1) The unitary universities have a *viva voce* Examination for M.A. candidates and apparently find no difficulty in conducting them; their regulations require that at least one of the examiners shall be an outside man. At Agra the M. A. *viva voce* examinations had to be stopped for reasons which had nothing to do with the academic desirability (or otherwise) of such examinations. The general atmosphere is too democratic. (2) The same difficulty has been felt in the appointment of moderators. At several unitary universities the Board of Studies appoints the Boards of Moderators also, and there is no complaint. At Agra the moderators were at first appointed by the Executive Council. But later on, the Council—apparently as a measure of security against itself—delegated this power of appointment to the Vice-Chancellor. But even this scheme failed and now, as an experimental measure, the Council has decided to proceed without any moderation of question-papers. In the present circumstances this is perhaps the best course; but it indicates an unfortunate moral atmosphere. (3) The tabulators and checkers are appointed by the Executive Council direct. There has been no complaint against their work. The tabulators submit their reports to the Executive Council and the Registrar also submits his report for all the examinations of the university. These reports, taken as a whole are admirable documents and almost every technical error of the examination-system is brought to light.

Inspection of
Examination
Centres.

In the appointment of Inspectors for examination centres, the University has once more been faced with similar difficulties. The Principals are responsible for the proper conduct of examinations, but they are allowed, with the permission of the Executive Council or the Vice-Chancellor, to delegate this whole-time duty to a member of the staff. The plan of the University was to have the examination centres properly and regularly inspected, so that obedience to the instructions of the University may be assured. The Executive Council framed a panel of Inspectors for examination centres and the Vice-Chancellor was to appoint the Inspectors for different centres from the panel (2). This plan worked for a time and then failed. In the reports they submitted to the Executive Council, the Inspectors could only point out technical errors. But the colleges had complaints against the Inspectors. It was said that the visits of these gentlemen were superfluous and that they really found nothing to do. The system has now been changed, and the Vice-Chancellor has been authorized to appoint Inspectors for surprise visits. There is an inevitable difficulty when the University sets out to supervise colleges

(1) Chapter XIX of the Calendar.

(2) Minutes, Volume II-B, p. 28; also Volume V-B, p. 100; and Volume X-B, p. 98.

who conduct their affairs better than the University. Add to it, the conduct of the examination is for the college concerned a public performance ; if there is anything wrong it will be immediately known throughout the land. There is no point in an academic officer being sent from another college for an hour or two to count the desks, examine the seals and judge the quality of the locks, etc.

Section 18(k) of the Act requires the Executive Council "to appoint a Committee to publish the results of the University examinations."

Canon Davies
on the re-
examination
of answer-
books.

The Allahabad University had begun the unfortunate experiment of 're-examination' of answer-books before the Agra University was founded and the Agra University borrowed the experiment. A student who failed in one subject only could, after the publication of the result, have his answer-books re-examined on payment of a fee of Rs.10. Canon Davies submitted a note on the matter to the Executive Council in February, 1929 :—

"We followed the practice of the Allahabad University last year. Out of the 70 candidates whose books were re-examined only one was declared successful and in returning the books which he had re-examined, the examiner himself expresses his uncertainty as to whether he was maintaining the same standard. The Universities of Agra and Allahabad stand alone in the country in the matter of indiscriminately allowing applications for re-examination. Whatever procedure we adopt seems open to objection. If the books are sent to the original examiner, it will be impossible to secure that attempts will not be made to influence his decision. Such attempts were in fact made last year. If the books are sent to a fresh examiner, there is no assurance that he will be in a position to maintain the proper standard, nor is it easy for any man to exercise sound judgment when he knows that the fate of a candidate is turning on his giving say 3 or 4 marks to a particular question. For these reasons I cannot feel that it is right that our University should adopt, without having discussed its desirability, a practice which has against it the overwhelming weight of the practice of all but one or—if we include the modification in use in the Aligarh University—two of the Universities in India. I, therefore, suggest to the Executive Council, that it recommend to the Senate the deletion of the Statute (1)."

This advice was not completely followed ; but after some experiments re-examination of scripts for post-graduate examinations was given up, and an automatic system of re-examination was instituted for the First Degree examinations (B.A., B.Com., B.Sc. and B.Sc. Ag.). The answer-books of students who have failed by 5 marks or less in a subject (or group of subjects) are re-valued by the original examiner : "provided that the Vice-Chancellor shall have the dis-

(1) Minutes, Volume II-B, pp. 27—29.

cretion to get the answer-books of a candidate re-valued by another examiner, if the original examiner is out of India or if there is any other sufficient reason, of which the Vice-Chancellor shall be the sole judge, for making a change in the original examiner (Chapter XXIX—A.)” The award of re-examination is placed before the Result Committee; the Committee decides every case on its individual merit after considering the examiner’s reasons for changing the original marks.

The Asthana
re-examina-
tion of 1930.

The rules about re-totalling and re-scrutiny (Chapter XXIX—A, 17) raise no question of principle. The marks awarded by the original examiner cannot be altered, but his mistakes (e.g. not giving marks to a question by oversight) may be rectified. Difficulties have, however, arisen when the whole award of the examiner has been unacceptable. In 1930 Mr. N. P. Asthana, the then Vice-Chancellor, cancelled the award of ‘certain examiners’ by orders, dated the 8th and 19th June, 1930, and directed the answer-books to be re-examined. His orders were confirmed by the Executive Council on 1st August, 1930; the Executive Council also confirmed his order withholding the letters of appointment to certain examinees⁽¹⁾. Two B.A. and 33 LL.B. candidates were declared successful on 1st August, 1930, and 5 B.A. and 33 LL.B. candidates on 23rd August, 1930, as the result of re-examination by another examiner. Of the 66 LL.B. candidates who passed owing to the Asthana re-examination, 6 were placed in the first division. There can be doubt, as the result showed, that the Vice-Chancellor was justified in ordering re-examination. But the legal position is not clear; perhaps it was in view of this difficulty that the Executive Council on 12th March, 1932, accepted by resolution a recommendation of the Academic Board: “That in view of the considerable disparity that sometimes occurs between the results in individual papers of the same subject for any examination . . . the Vice-Chancellor be authorized to get answer-books in a particular paper re-valued, if he thinks that there is sufficient reason for doing so. In such case the Results Committee will decide which of the awards is to be accepted before taking action.”

IX—Standard of University Examinations

The formal rules of the University are on the whole similar to those of other examining authorities. To the question, ‘Has the University maintained the standards of the Allahabad University as they were during the period of Association’?—no answer can be given on scientific lines. The syllabus of the University, it has been pointed out, is for most subjects the same as of other universities. To investigate the matter it would be necessary to compare the examination papers of the past years in various subjects and to have the answer-books, or at least specimen answer books, re-examined by experts. But it is doubtful whether even such an investigation would lead to any conclusive result; for, ultimately, it will mean one expert opinion against another.

(1) Volume IV-A, pp. 19 and 20; lists of students declared successful on pp. 26 and 69—70.

The tabulated results are prepared by the Registrar's Office and printed in the University Minutes. The value of these figures, for our purpose, is spoilt by the fact that the percentage is given not for individual B.A. and B.Sc. papers but for subjects, which means two or three papers. The average pass percentage is not always maintained and occasionally the abnormalities are very great. If there are a larger number of examinees, say about three hundred, and all of them pass, or when 40 per cent. or 50 per cent. of the candidates get first division marks, we have no alternative but to assume that the standard of the examiner of that paper is very different from the standard of all other examiners. But the proportion of these 'abnormalities' in the result is not very great and it is a well-known fact that similar 'abnormalities' are found in the tabulated results of other examining authorities also. Technical tests fail us entirely so far as the examination system of the University is concerned and we are thrown back on the personal impression left by the successful candidates of the University on the people whom they have come across. We are convinced that the following statement of Rev. Sully gives the impartial conclusion of an experienced teacher and Principal on which reliance may be placed: "Having had wide experience as an examiner both before and since the separation, I should judge that the standards have, on the whole, been maintained. This view is also supported by the subsequent successes of the students both in India and abroad. . . . There seems to have been a deterioration in the general capacity for following spoken English; boys will need more practice in this, particularly as Hindustani becomes the general medium of instruction in secondary education."

It must be remembered in this context that education is a function of the colleges and not of the University; and the records before us prove that the academic qualifications of the newly appointed teachers in the colleges of this Province are better than those of their predecessors, and that all the colleges of this Province have shown a gradual improvement in their traditions and methods of work. The expansion of higher education has, no doubt, brought to the colleges students from primary and secondary institutions of a very low type and they have to a considerable extent affected the general standard. On the other hand, it is undeniable that the standard of work of our better boys has gone up remarkably. Many of our senior men, who were educated in the days of the old Allahabad University, have an unfortunate habit of judging every man by his capacity to speak and write English, and this is probably at the bottom of much adverse opinion.

X—The System of Voting

The Senate of the Agra University meets only once a year. The meeting usually begins at noon. Some time is given to questions and then, after all the members expected have come, voting-papers for the elections on the agenda are

The Senate has not developed any traditions.

distributed and the votes taken. As the debate proceeds, the House becomes thinner and thinner, the main work of the day having been already finished. The University Convocation is held on the day following; it is very inconvenient, therefore, to adjourn the meeting if the business is not finished. The newly elected Senate every third year (at the beginning of its first meeting) votes for all members of the University bodies; this leaves very little time to outsiders (specially such as come by the morning trains) to make the acquaintance of their colleagues. The committee system, which might have contributed to the development of organic life and tradition has not developed in the Senate; only three or four committees have been appointed and they have dissolved into thin air and without submitting their reports. A healthy Senate with a healthy feeling of responsibility might have rectified the tendencies of the election-system. But the Senate has failed to develop any traditions and no internal checks to the election-system have been evolved.

Elimination
of the
minorities.

The ordinary system of voting is followed throughout, all efforts to institute proportional representation having failed. Every voter votes for as many candidates as there are vacancies and then the candidates who have secured the largest number of votes are declared elected. An example will make this clear. The Faculty of Arts consists of 80 members who have to elect 7 members to each of the ten Boards of Studies for ten different subjects. Supposing 50 members of the Faculty meet in a caucus a day or two before the election and decide upon a list of members for all the Boards; then if they stick to their decision and vote accordingly at the Faculty meeting, all persons whom they have chosen will be elected. Every caucus candidate will get 50 votes, while no person not on the caucus list will be able to get more than 30 votes. A bare majority of the Faculty may thus be able to monopolise all the 70 places on the ten Boards.

And this will happen in all similar circumstances. A majority of registered graduates will secure all the registered graduate seats on the Senate. A majority in the Senate will be able to find place for its leaders on all bodies to which the Senate elects—the Executive Council, the Faculties, the Inspection Board, etc. The majority on the Faculties will, in its turn, be able to control the election of co-opted members and of the members of the Boards of Studies. Proposals for proportional representation are opposed in University circles on the ground that it will encourage community and cast minorities. This may or may not be correct. But that the present system has tended to eliminate all minorities is undeniable.

The voter and
the caucus.

The Agra University constitution invites votes from people who in many cases have no opinion to express. In the unitary universities people have some knowledge of each other; the Agra voter is less informed and as a result more amenable to influence and suggestion. How is a Faculty of Arts voter, for example, to

discover the seven best men in ten different subjects and then the best man from among those seven? The caucus gives him the lead he requires. If not led by the caucus, he drops in at the meeting at the appointed time with no plan in his mind, and then, since he is not acquainted with the candidates whose names he hears for the first time, he votes according to the circular letters he has received, the whispered prompting of his neighbours, his trust in the person who has proposed the names, or, falling other things, according to the religion or caste indicated by the surname of the candidate.

CHAPTER XX

UNIVERSITY OF AGRA

TENDENCIES AND ATMOSPHERE

I—The Pact

Monopolisation of power

The constitution of the Senate, the Executive Council and the other University bodies described in the previous Chapter naturally suggests the question : " What are the tendencies of the system and, in particular, has there been a tendency on the part of any group to monopolise power ? "

" Some such tendency to the monopolisation of power," says the Rev. Canon Sully with the Christian restraint that becomes the Principal of St. John's College, " is very difficult to avoid in University bodies. Those who are outside the supposed party, like myself, are naturally tempted to exaggerate the tendency. It certainly becomes an evil when it involves party strife and any restrictions in the matter of appointment."

Statements in the Senate

Attention is invited to the following statements made by persons representing various interests on the floor of the University Senate in recent years

Rai Bahadur Babu Vikramajit Singh—I think the colleges outside the United Provinces have got a sufficient representation here. I also find that they have got a very large representation through the registered graduates. . . The honourable member who has just moved this resolution has appealed to our sense of generosity and our sense of justice. If he were to look to the announcement of elections today, he will find that most of the colleges in these provinces have not been receiving any generosity or any justice. The results that have been announced today were known to us days before, and we only wanted to see how far matters will go. (*Hear, hear*). We should not allow further injustice to be perpetrated on this Agra University. In fact, many of us feel that it would be better for the colleges in these provinces if the colleges outside the United Provinces are separated and they have a University of their own so that we may not be dominated by the outside element. . . After all we are called here but once during the year and what is the business that we have to conduct ? We have to register your decrees in regard to certain elections which are already a foregone conclusion⁽¹⁾. (*Applause.*)

Mr. Amaranatha Jha—If the Senate is dominated at present by members of the colleges outside the United Provinces, it is because they are much

(1) Minutes, Volume X-A, page 111, November 1936 : a Statute framed by the Executive Council giving the Rajputana Board two representatives on the Senate was being discussed.

better organized and I do not feel that we need apprehend that the situation will become worse than it is if two members representing the Rajputana Board are added to the Senate⁽¹⁾.

Mr. Madan Mohan—If you look at the Calendars of our University and the Rajputana Board, you will find that out of 41 members of the Rajputana Board 18 members already happen to be on the Senate; if you look at the Calendar of the United Provinces Board and the University Calendar, you will find that out of 39, not more than 9 members happen to be on the Senate. . . The object of giving representation should not be the distribution of jobs⁽²⁾.

Mr. L. C. Dhariwal—Under the constitution there is no bar to representatives of colleges in the United Provinces dominating any body in the University, as our (Rajputana) representatives do⁽³⁾.

Mr. P. D. Gupta—The argument of the domination of one part over the other is entirely beside the question. It is a question of organization, of strength, of so many other factors. Today one element dominates over another. Tomorrow another may dominate over the one that dominates today⁽⁴⁾.

Dr. Ishwari Prasad—Mr. Madan Mohan and other members referred to the dominance of the members of the affiliated colleges of Rajputana. *It was an eminent French statesman who once said that democracy was the aristocracy of blackguards. I do not think the Senate will endorse that opinion*⁽⁵⁾.

Mr. Chhail Behari Capoor—The spirit that pervades a British province is vitally different from the spirit which pervades the States. For my part I do feel, and I cannot help giving expression to my feeling, that the spirit which has been imported into the working of the University during the last few years from the States has been far from beneficial to us. If the resolution⁽⁶⁾ which I have moved is accepted, then the Agra University will be governed by its own traditions and will cease to be influenced by the spirit which I for my part, venture to regard as pernicious. I do not want to be more explicit for I hope that my real meaning will be understood without it⁽⁷⁾.

(1) Minutes, Volume X-A, page 111, 19th November, 1936.

(2) *Ibid*, page 112, 19th November, 1936.

(3) Minutes, Volume X-A page 114, 19th November, 1936.

(4) *Ibid*, page 119, 29th November, 1936.

(5) *Ibid*, page 120, 29th November, 1936.

(6) The resolution was to the effect that the jurisdiction of the University be restricted to the United Provinces.

(7) Minutes, Volume XI-A, page 243, 18th November, 1937.

Mr. Hira Lal Khanna—Nobody can deny that the funds of the University are not being properly spent. It is true that it has been a godsend that the Agra University cannot be touched by the Provincial Legislature. On account of this new enactment they are taking technical advantage of the Federal Legislature. All the same, however, we cannot console ourselves that these things can go on⁽¹⁾.

Mr. Madan Mohan—The administration of this University is being carried on in a partisan spirit which is highly detrimental to its reputation and growth. Statutes have been flouted, regulations have not been observed⁽²⁾.

Dr. Ishwari Prasad—There was another point that partisanship has made an inroad into the portals of the University and that the contagion has spread throughout the province. There is no institution that is free from this spirit of partisanship. Party spirit has become the breath of our nostrils in the universities. . . . Some of our veteran educationists have come to the view that the party system is inseparable from elections⁽³⁾.

Mr. L. C. Dhariwal—Grave allegations have been made by certain members. . . . It has been stated that Regulations and Statutes have been flouted by the Executive Council of the University. . . . I would beg of you gentlemen in all seriousness to consider as to whether the affairs of an institution may be said to be conducted in a partisan spirit when the administration of the institution has very nearly the support of 90 per cent. of the members of the Senate present. . . . *I stand before the House and ask in all seriousness whether there is an instance of a democratic institution which is not run on party lines.* . . . I hold that the administration of the University is as efficient as it can possibly be⁽⁴⁾.

Mr. Ishaq Khan—But having listened to the various speeches I have to reconsider my opinion. (*Hear, hear.*) An honourable gentleman who is sitting over there, Mr. Dhariwal, practically admitted a portion of the allegation. He said that after all in all democratic institutions there is a party system, and if I understood him aright he wanted to convey that impression. I think in an academic institution there will be no place for a party system and of anything savouring of partisan spirit⁽⁵⁾.

Mr. Kanhaiya Lal Varma—The evils that have been pointed out by my friend, Mr. Madan Mohan, are inherent in all democratic institutions.

(1) Minutes, Volume XII-A, page 226, 11th November, 1938.

(2) *Ibid* page 236, 11th November, 1938.

(3) Minutes, Volume XII-A, page 245, 11th November, 1938.

(4) Minutes, Volume XII-A, pages 245-247, 11th November, 1938.

(5) *Ibid* pages 250-251, 11th November, 1938.

There is no guarantee that if another party is in power, it will not do the same thing as the party in power at present. The difference is one of degree alone. There is no harm in admitting facts as they are. The party that is in power at present is conducting the affairs of the University according to the best of its lights. They think they are doing the right thing. Others think they are wrong. Where is, therefore, the guarantee that another party in power tomorrow will not do the same thing more or less (1).

These discussions in the Senate, it will be observed, proceed on the basis of certain facts which neither side questions, and concerning which further evidence will be forthcoming as we proceed.

Character
and aims of
the Pact.

(1) First, there is a permanent and organized majority, generally called 'the Pact,' in the Senate. *Its floor-leader puts it at nearly 90 per cent. of the members present.* We are inclined, on the basis of the very few election results the votes of which have been announced, to put it at 80 per cent. of the members present and voting. It is not large enough to stifle discussion, but of its effective voting power under the present system, there can be no doubt.

(2) Secondly, this party, unlike political parties, has no distinctive principles. It postulates nothing that others deny; it denies nothing that others affirm. The only distinctive feature its leaders claim is their desire for good administration, which incidentally necessitates keeping others out. A party, if we are to be fair to it, must be allowed to speak for itself. The able Principal of a non-United Provinces College says in his Memorandum :

"In all democratic bodies, if chaos is to be prevented, there are bound to be parties representative of certain interests and ideals. Roughly four types of interests can be distinguished. *There is the lawyer-politician class representing the Managing Committees of colleges; they aim at having the teachers under their autocratic rule and are opposed to any privileges regarding hours of work, emoluments, conditions of service leading to security of tenure, and the defending of teachers against victimisation on personal grounds.* They are also against any reform in education which would mean increase in the expenses of the affiliated colleges. They do not want the University Executive Council to interfere with their sovereignty over the colleges. Opposed to these gentlemen, and going to the opposite extreme, are *a few teachers who would like to exploit their colleges and are impatient of all discipline and control, and would be very grabbing, and would like the Executive Council to champion their interests and programmes against the managements and give them places of importance in the University bodies. These are the most agitated lot who would like to pull down any party in power to achieve their ends.* Much of the prejudiced

(1) *Minutes Volume XII—A, pages 263—264, 11th November, 1933.*

agitation against the University has been carried on by them. Thirdly, *there are the same politicians and principals, who by their sympathy would protect the teacher against sweating and personal tyranny of the managements of the colleges, but who realize also the difficulties of the managements in finding unlimited funds which the class of teachers mentioned above would require to be spent to keep them contented. The power in the University is in the hands of this group of politicians and principals of colleges. But for the same advice and guidance of the people in this party the University would be bound to suffer.* There is not a single mishap or miscarriage of justice and lack of square dealing in the University or vilification of the University which may not be attributed directly or indirectly to the first or second group of persons in the University.

“There is a defect in the constitution of the University, specially with reference, to the composition of the Executive Council, and that is the under-representation of the Principals and the Managing Committees of colleges outside the United Provinces. Under the present constitution no Principal of a non-United Provinces college is elected as an *ex officio* member from the Senate to the Executive Council whereas six out of eight Principals of the United Provinces colleges get elected. Similarly, no representative of the management of the non-United Provinces colleges can be elected to the Executive Council. The two areas, viz. Central India and Rajputana, get two nominated members on the Executive Council. This is unfair. *On this account the position of the non-United Provinces colleges is very weak and the moderate people among them combine with the same representatives from the United Provinces and they together form a majority party in the University.*

“*This party has never taken any undue advantage and has been responsible for checking the excesses of the other two classes of persons. The party has always exercised a moderating and healthy influence on the affairs of the University. I would be for proportional representation as between the United Provinces and the non-United Provinces areas on all bodies of the University so that the two wings of the University may work in co-ordination, and higher education may prosper in both the United Provinces and Rajputana and Central India. Proportional representation only on one body of the University (i.e. the Senate), and the scales tipped in favour of the United Provinces, would aggravate the trouble and would drive away the Rajputana and Central India Governments who have contributed not a little towards the Allahabad and Agra University funds. This would be most unfair to them, as they cannot easily form a University of their own and would be disastrous from the point of view of the country as a whole. In Rajputana and Central India education is now*

developing fast in the wake of education in the United Provinces. If left to themselves they will relapse into lethargy and continue to have the old bureaucratic outlook on education. The uneducated or wrongly educated areas will hang like a millstone on the neck of the advancing forces of nationalism in the country. It is, therefore, highly expedient to keep the higher education in Rajputana and Central India tacked on to the United Provinces so that progress in these areas is ensured and the only way to keep them is to treat them as friends and not as unwanted guests."

A senior college professor from the United Provinces naturally views the matter from a different angle :

"Some persons have, it appears, pooled their resources together to form a powerful party, and they dominate over the affairs of the University. It is well known to all those who attend the meetings of any University body that people from Rajputana and Central India always vote *en bloc* together with some people from the United Provinces colleges. Why? Probably they fear those in power or hope to get favours from them; otherwise differences of opinion would have been noticed among them in ordinary academic matters. The tendency towards party-formations in the Agra University was in evidence from before 1933, but the elections to the Senate from the Registered Graduates constituency in that year when 'party candidates' were returned encouraged the organisers."

The published Minutes of the University enunciate no ideals, record no programme, formulate no schemes. The Registrar's Office has conducted the examinations; it is difficult to say what the others have done besides supplying it with lists of examiners and lists of books.

(3) The party is territorial and professional. It is not a party in the correct sense of the word but a *bloc*, group or pact. Essentially it is a teacher's organization with its headquarters in Rajputana. The Rajputs, as such, have nothing to do with it. The mass of its voters are British Indian teachers employed by the Rajputana States. Where the interests of the *bloc* are not concerned, it advocates the interests of the teachers:

(4) The Pact believes itself to be democratic. "We are very much proud of this University," said a member of the Senate in 1933, "which is much more democratic than the other universities in this Province. (1)" Democracy is identified with the privilege of deciding everything by vote. This contention perplexes the opposition.

(5) The Pact has grown slowly and it promises to grow if left unchecked. Its power is based on the election-scheme planned by the University Act of 1926

Mr. C. B. Capoor on the growth of the Pact.

(1) Minutes, Volume VII-A, p. 142.

and expanded by the Statutes and Ordinances. So many hands have contributed to its growth that the fixation of credit or responsibility is impossible. In his memoranda to the Committee, Mr. Chhail Behari Capoor thus explains the chief causes of its growth :

"Almost since the inception of the Allahabad University Reorganization Scheme six years earlier, the feeling had begun to grow among the outlying colleges, if rather unjustifiably, that they should not expect anything better than a step-motherly treatment at the hands of the re-organized University (of Allahabad). This feeling produced an impulse for cohesion among their spokesmen on the Court of the University, with the result that such of them as posed as the defenders of the special interests of the Associated Colleges soon came to the front and secured positions of power and influence within the Councils of the Allahabad University. Having learnt the art of collecting votes, these gentlemen, naturally enough, felt impelled later, on the establishment of the Agra University, to turn to good account their knowledge and practice of this art in the new arena. For a time, however, owing to the presence in their midst of the elevating personality of its first Vice-Chancellor, Canon Davies, they found it difficult to stop low enough. But the capacity for organization and warfare, which they had developed at Allahabad, soon re-asserted itself and accordingly it was not long before they managed to push their way to the front here also, though less by force of their character or academic ability than by their ability to muster votes. (The writer then goes on to show how the extension of hospitality to outside members enabled the hosts at Agra to bring the voters into touch with each other.) In these elections the hosts necessarily became the connecting link between the rival aspirants and would obligingly arrange 'pacts', incidentally securing for themselves as a reward for their services the membership of a goodly number of the University bodies. This is the genesis of the notorious "pact system" which prevails in the Agra University. The latest list of the "registered graduates" of the Agra University is a long and dreary list of dry names—many of them unpronounceable. But it has one interesting feature, in that out of a total of 984 registered graduates more than 150 belong to one and the same place in the Central India Agency. Many of these graduates were "registered" just before the University called upon them last time (i.e. in 1936) to elect fifteen representatives to the Senate. How was it that this place suddenly took such a fancy to the process of "registration"? With apologies to everybody concerned, I affirm that it was a cool and calculated device to create a solid phalanx which, with the help of similar other phalanxes commanded by local captains, would return a strong contingent to the Senate. The object

aimed at was well achieved, for out of an aggregate of fifteen representatives as many as four were elected from this place alone, while the total of those professing allegiance to the pact was no less than thirteen.

"The Agra University has no such highly paid jobs in its gift as the unitary universities. But it pays about fifty thousand rupees a year in the shape of remuneration to its examiners and tabulators and about thirty-five thousand rupees a year in the shape of travelling allowance to the members of its various authorities and bodies. In 1936-37 the actual figures were Rs.48,915-2-2 (Budget item nos. 55 and 56) and Rs.36,330-3 (items nos. 46, 47, 48 and 54) respectively. The desire to get as large a share as possible out of these amounts is at the bottom of the pacts and alliances which are contaminating the atmosphere of the University. *The happenings of the last few years have so besmirched the name of the Agra University and so deeply shaken the confidence of the public in the capacity and integrity of those responsible for the conduct of its affairs that nothing short of radical measures can rehabilitate the credit of the University.*"

(6) The non-United Provinces colleges, as Mr. Amaranatha Jha remarked, are better organized. By this (if we understand him aright) he meant that they are better organized as voting blocs — not necessarily better organized as teaching institutions. A glance at the college constitutions summarised in the appendices to our Report will show that the staffs of the States colleges are in the immediate service of the States, and are subject to the same regulations as other State-services, the Police, for example, or the Revenue Department. The Princes and the Durbars do not take any interest in the Agra University affairs; nevertheless, there is an impression among the teachers and public men of this Province that the States votes are "controlled and managed."

The Principals of the United Provinces Colleges have remained outside all party organizations. And neither the Principals nor the Secretaries are in a position to control the votes of the staffs of the Colleges, even if they so desired. There is no United Provinces opposition party in the University.

(7) The Pact being an organization of voters in several grades, uses its voting power for the election of persons and for the making of laws. Its legislative power is limited but in the selection of persons it has a free hand. The charge of law-breaking has been brought against the Pact, but has not been definitely proved. But there has been an undeniable misuse of voting-power in all appointments, generally called "jobs"—examinerships, places on the University bodies, Inspection Committees, etc.

The qualifications prescribed for examiners are very low, and if the lists of examiners, which have been kept confidential are published, some names in it will be a revelation. For the other "jobs" no qualifications are prescribed.

Head Masters of Schools and Principals of Intermediate Colleges are put on the Executive Council of the University; persons with no experience of post-graduate teaching are elected Deans and Conveners; inspectors with no knowledge of a subject are sent to inspect colleges which apply for opening post-graduate classes in that subject. And in almost all cases members of the Pact from the remotest places are chosen. We could multiply instances and cite names, but this is not necessary. It is a well-known fact that the present system of voting has led to the academic bankruptcy of the institution. "The Agra University" says the memorandum of a distinguished professor, "is a bee-hive of intriguers". The manner in which the character of men degenerates under the strain of the election system is too well known to require a detailed comment.

We have no hesitation in stating that the affairs of the University, as revealed by the memoranda and the official records, show that the scheme of the Act of 1926 has completely failed and that it is necessary to construct for the colleges of our Province a new university on different lines.

We will explain our views by giving from our memoranda some extracts illustrative of the opinion of public men and teachers. It will be observed that the teachers, naturally more affected by the maladjustment of the system, are severer in their condemnation; they are also in a better position to explain to us the character of the atmosphere which the Pact has created.

II.—Representative Opinion—Public Men

1. *Rai Bahadur Vikramajit Singh, Secretary of Sanatan Dharma College, Cawnpore.*

I am one of the founders of the Sanatan Dharma College, Cawnpore. The College began functioning from 1920. From that time up till now I have been the Secretary of the Board of Management of this College and have been in close touch with the working of the Agra University. As long as the College remained affiliated to the Allahabad University, we had no trouble. But our troubles started after the formation of the Agra University. I am of opinion that unless radical changes are made in the Agra University Senate and Executive Council, the trouble of many of the affiliated colleges will not subside. It has been very detrimental to the interests of the affiliated colleges to have the Principal of a college as Vice-Chancellor. He, in order to retain his position as Vice-Chancellor, has to enter into a pact with some of the colleges to the detriment of others. It is, therefore, desirable to enact that no Principal of a college will be Vice-Chancellor. It is better to have a Vice-Chancellor from amongst men of outstanding personality who will deal with all the colleges impartially without favour to any particular college.

Some colleges in the United Provinces have also suffered on account of the representation given to the colleges outside the Province. It is enough concession to affiliate those colleges which are outside the Province, to hold their examinations and to grant degrees and diplomas to their students. But to allow the members of their staff, or people connected with their management, to have a hand in the administration has been found very detrimental to the interest of the colleges in the United Provinces. The registration of hundreds of graduates at the time of elections to serve one's own ends is quite fresh in the minds of those who are connected with the University.

The Agra University is at present teacher-ridden. The number of teachers is very large indeed, and they are the only people who have got an effective voice, while the members of the public or the members of the Boards of Management, who are not teachers, are very few. The members of the public have no confidence in such a University which is preponderated by teachers who frame rules, regulations and statutes for their own benefit and advantage. The number of teachers on the Senate ought to be considerably reduced and the number on the Executive Council should be limited.

It is a great waste of money to have as many as 117 members on the Senate. Such a large body is absolutely useless and a much smaller body will be more useful. The Senate practically does nothing besides meeting once a year and electing the teachers on various bodies to control the University.

A very small number of periods for teaching have been fixed by the University in affiliated colleges⁽¹⁾ and this is a reason why a present day graduate cannot compare favourably with the graduates of the olden days when the teachers gave much more of their time to teaching.

There is too much of interference with the discretion of the Boards of Management and their hands are unnecessarily forced in the matter of fixing salaries or even sometimes in the matter of retaining a particular individual.

Great bitterness prevails in the matter of distribution of examinerships. Some colleges, on account of their pact, control a large number of examinerships, moderators and tabulators while others get a very small share and are at the mercy of the majority party. The result is that the other colleges suffer in comparison. Instances are not wanting. It has been seen that on account of examinerships, moderators, and deanships in a particular college, students of another college have been attracted to leave the college, where they have received their initial education, and turned

⁽¹⁾ Statute 7, p. 134 of the Calendar.

to the rival college which controls various things in connexion with the examinations. This is very demoralising. Examinerships ought to be allotted rateably and proportionately to all the affiliated colleges and to all members of the staff in turn or by rotation. They should not be a monopoly of a particular group.

Deanships have been made monopolies not on account of merit but on account of majority. This is also not conducive to the good of the colleges.

There has been leakage of examination papers in various subjects in the University and the matter has not been satisfactorily and properly investigated. Only hole and corner inquiries have been made and this has created great dissatisfaction.

Examinerships are distributed not on merits but to the friends and teachers of the party which is in power.

Meetings of Tabulators or Results Committees are not properly held with a view to scrutinising the result carefully, but have been reported to have been held in waiting rooms of various railway stations to enable members to earn big travelling allowances.

Elections in the Senate are mere farce. They are pre-arranged by entering into pacts with certain colleges and keeping others out of it. It has created immense dissatisfaction and has kept out real educationists and sincere workers.

Elections of registered graduates have not been made on proper lines.

The teachers of the affiliated colleges spend too much time in canvassing and serving on various committees which is detrimental to the interest of the college which they are serving. Their time is also too much taken up in examining copies for their own benefit and the affiliated colleges get no return out of this.

In fact, on account of these and various other complaints some of the colleges connected with the Agra University feel that it would be better if the Agra University were abolished and the colleges affiliated to the Allahabad University, as they originally were when they were administered more equitably, justly and fairly.

Dr. N. P. Asthana, Ex-Vice-Chancellor—

In my opinion, the committees, canvassing for elections, party-forming and similar work take up a good deal of the time of the teachers. The calm and placid atmosphere of the University has been greatly disturbed by elections; this seriously affects the efficient discharge of duties. In my opinion the following steps should be taken :—(a) Eliminate, as far as possible,

the election element from the University bodies. (b) Award no remuneration for examining answer-books to the teachers of the Universities, whether residential or affiliating. This work should be considered their normal job. (c) Appoint Deans and Heads of Departments by means of rotation. (d) Limit the work of examination for teachers, e.g. no teacher to be allowed to examine more than 500 answer-books in a year. (e) Reduce the number of university committees and sub-committees as far as possible and limit the personnel of such committees to the minimum possible.

There is always an unseemly struggle for being appointed an examiner, as it brings money. If remuneration to internal teachers is stopped, this will cease. As pointed out above, a rule should be made limiting the number of answer-books to be examined by an internal examiner, and the examination fee for an external examiner should be reduced to the minimum possible.

Teachers are over-represented in the Executive Council and the Senate. The public at large should be represented in greater numbers. The number of members in the Executive Council should be reduced; functions should remain the same except that of overriding the Academic Board. The number of membership of the Senate should be considerably reduced. The Faculties are also large bodies and require reduction in number. The Faculties of Arts and Science are cumbrous bodies. All co-optation should be abolished and the number greatly reduced. As already suggested, no teacher should come to these bodies by election. He should come by rotation or by nomination. If possible, the election principle should be abolished altogether except in the case of registered graduates, where the system of proportional representation should be an adequate remedy. Only those graduates should be allowed to vote who get themselves registered for life on the payment of Rs.50. No graduate of less than five years' standing should be entitled to apply and no one who has not been on the rolls for 3 years should be entitled to vote.

A person in the service of the University or a college should be ineligible for appointment as Vice-Chancellor. The reason is obvious.

The arrangements for conducting the examinations are quite efficient and all possible precautions are taken to prevent leakage.

Travelling allowance rate should be reduced and no examiner belonging to an affiliated college should receive remuneration.

3. *Mr. Chhaji B hari Capoor, Advocate, Bareilly—*

I hold that both the constitution and the actual composition of the Senate as well as the Executive Council are not sufficiently representative of public

opinion, and that both these bodies are controlled by vested interests, i.e. by persons teaching in the affiliated colleges. At present the Senate consists of a little more than 90 members of whom more than 40 are teachers of affiliated colleges. Now while I am in favour of the teaching element being adequately represented on the Senate and the Executive Council, I am of opinion that it should not be so strong on either of these bodies as to be in a position to control its policy. I have profound respect for academic talent, but with due deference I cannot agree, on principle, that teachers should have control of the policy of the University. The normal function of a professional man is to advise and that of the layman to decide.

Out of the 24 members of the Executive Council, not less than 13 are teachers; four others are engaged in teaching in institutions other than associated colleges. The elections to the Executive Council, as to other University bodies, are controlled by a caucus. The elections to the present Executive Council were held in November, 1936. This caucus held a prolonged sitting (in one of the rooms of the University building) some eighteen hours before the commencement of the Senate meeting and drew up a complete list of persons to be supported in the elections of the Executive Council, the Board of Inspection and various bodies which were coming off on the following day. Copies of the list were distributed on the following morning among a majority of Senators with a mandate to vote for no one not included in the list.

There is within my knowledge not merely a tendency but a regular and systematic manoeuvring in certain quarters for monopoly of power within the University, and there is not the least doubt that such monopoly of power is damaging to the prestige of the University and is highly detrimental to the interest of education. I am not so pessimistic as to suppose that the evil is altogether incurable, though I am convinced that radical measures alone can cure it.

Teachers of affiliated colleges should not be allowed to be either an actual or a potential majority on the Senate or the Executive Council. At the present moment they are 45 per cent. on the former and 56 per cent. on the latter. On the former they are a potential and on the latter an actual majority. When describing them as a potential majority of the Senate, the idea I wish to convey is that though they do not constitute half the numerical strength of the body, they are an effective majority for practical purposes, partly because a good many members (about 25 per cent., mainly non-academic) never turn up at the Senate meetings and the academic elements are moreover in control of the loaves and fishes of

the University. I admit that some teachers of the affiliated colleges are far too honourable to identify themselves with pacts and alliances, but they are far too few to be able to affect the position. In fact the teacher-ridden Executive Council has allowed itself to become a mere labour-union of teachers.

4. *Dr. Sir Ziauddin Ahmad*—

Elections are always on party lines.

Election of the Vice-Chancellor by a big body like the Senate is undesirable. The Vice-Chancellor should be appointed by the Chancellor, i.e. by the Minister of Education, from among persons recommended by the Executive Council. This is the practice in the Dacca University.

The Agra University is run by cliques.

The spirit of election for political bodies creeps into all University elections. Non-party men have no chance of success. In my opinion the Executive Council should not have a single teacher.

III—Representative Opinion—Academic

1. *A distinguished University Professor* :—

The Agra University is a bee-hive of intriguers. At Allahabad one hears occasionally of scholarship but Agra is singularly free of all traces of scholarship. I found that the Agra University does nothing except copy the courses of the other two universities. The conduct of examinations leaves much to be desired. The University is ruled on the party system by a band of intriguers having no pretensions to scholarship. Elections in the University are not fought round principles. In politics we vote for one school or the other—for one set of interests or the other. There principles are decided. But here we vote for this person or that. Anyone of them would be equally good, or probably a third man, who has no chance of being elected, would have been even better. I see no point in having elections where they are not needed. Examinerships are a kind of bribe ; some of the university bosses owe their power because they control examinerships.

2. *Professor of a United Provinces College* :—

I am most emphatically of the opinion that the present system of elections for the recruitment of members of the various bodies, and of Deans and Vice-Chancellors, has proved very harmful to the interests of education and is positively demoralising. Its evil effects were first noticed perhaps at Agra, but they now exist in a far more aggravated form at Lucknow and Allahabad. I, therefore, desire to invite the most serious attention of the Committee to this question.

There was a time when it was generally believed that the teaching profession was free from bustle, bribery and corruption and that the teachers led a peaceful life devoted entirely to their academic work. But the elections have changed this entirely. There is now an ever-increasing struggle and strife for seats in the various bodies and this so dominates the life of many teachers that they have no time to devote to their proper work. Plans are made three years in advance, efforts for the formation of groups and parties are vigorously continued, bribes are offered in the form of examinerships, inspectorships, tabulatorships, convenerships of Boards and in other ways in exchange for the number of votes secured. Some persons are known to have spent large sums of money in trying to manipulate the elections. Graduates are registered in their hundreds by individuals and groups paying the registration fee out of their own pockets or from funds specially raised for the purpose. Heads of institutions and members of managing bodies are influenced to join these groups and through them helpless teachers are managed under dreadful threats. Even students are requisitioned for the purpose of canvassing. In fact all the dirt and filth which one can often see in political elections is freely imported into the universities. The meetings of the university bodies show no interest in discussing academic questions, but are all the time making plans and organising manoeuvres for the next election. Persons who get themselves elected to high positions, even Vice-Chancellorships, have to keep their supporters satisfied by distributing patronage and fulfilling promises made to them for securing votes.

The whole thing is demoralising and disgusting. What effect it produces on the student-community, with what feelings they view the activities of these teachers, what moral education they receive through them are matters too painful to discuss. *It is unfortunate but absolutely true that democracy has failed completely in what should have been the most enlightened electorate.* While not a single advantage can be pointed out, the catalogue of its baneful results is very large indeed. I have mentioned some general effects only, but if we go into details and examine individual cases, it will reveal a horrible state of affairs.

Not some but most elections are run on party lines in all the three Universities. It is sometimes said that for the proper working of democratic institutions, the party system is essential. Perhaps it is so. But then parties must be organised on *principles*. They should have *well-defined programmes* for the better management of the University. In the present case, however, the only principle which exists is "loot". The chiefs of the looting parties want opportunities to make money, they want power

to achieve that end; and they acquire and retain that power by promising and distributing money among their supporters who in their turn stoop to humiliating and even dishonest practices to win the favour of the chiefs. This, in short, is what binds these parties together.

And there are rival parties in every university; in some they are strong and equally matched; in others one party dominates. The members of the rival parties would fly at each other's throats if they could. They use abusive language towards each other. New appointments are made only after securing the consent of the applicant to join the dominant party. Elections of persons from other universities even are made when similar promises have been secured. It is unfortunate that these outsiders also take a very active part in the maintenance of these parties. This is done by the principle of exchange. In the words of one of the more frank members of an important party: "*There is a gang of inter-university crooks which helps and maintains the activities of these parties in every university.*"

The practice of issuing lists of candidates to be voted for is quite common. It began at one university, but it has now become quite common not only in the universities but also in the Intermediate Board at Allahabad. The fact is known to everybody connected with the universities.

It has already been mentioned that in the case of a large number of registered graduates the registration fee has not been paid by the graduates concerned but by the party to which they have agreed to belong. All these registered graduates surrender their voting papers to be filled in by the organizers of the party or, in cases where such a thing has been made impossible by the law, by writing names at the dictation of the party. In many cases coercion is also resorted to through heads of institutions, members of managing committees and other employers.

The result of all this is that far from being representative of public opinion, the university bodies—Courts, Senates, and Executive Councils—are completely dominated by cliques whose main purpose is monetary gain. All power is entirely monopolised by such groups.

3. *Professor of a United Provinces College:*

The Senate and the Executive Council represent neither public opinion nor the views of the teachers of the University. Reform of their powers and functions and of the method of election to them is very necessary.

The Senate is the most important body of the University. According to the present Act, it is the Senate which elects the Executive Council and the Board of Inspection, nominates members to the various Faculties and thus guides the policy of the University both on the administrative

and the academic side, directly or indirectly. If this body gets into the hands of some party, it is clear that they would dominate the University. This was clearly realized in 1933. The Registered Graduates send as many as fifteen representatives to this body, and if the persons who combine together for their mutual benefit control these votes, they dominate the University. In 1933 in the first elections from the Registered Graduates constituency so many malpractices were found and so much corruption discovered that they were annulled. The same thing was noticed in the elections held again in 1934 and 1936. Parties interested got hundreds of graduates registered. This sudden increase, at some places particularly, in the number of Registered Graduates cannot be attributed to the interest the graduates began to take in education or in the affairs of the University. Probably some people combined together and exerted all their influence to get as many graduates of their own views, or under their influence, registered as possible.

If the Senate has not the power of constituting the Executive Council and of influencing the elections of the Faculties by the nomination of a large number of members as it at present does, but only acts as "the supreme governing body of the University" and reviews "the acts of the Executive Council" as it should, corruption would decrease, if it did not altogether cease.

To make the Senate more representative in character, the elections of the registered graduates to it should be on the system of the single transferable vote. This will give a chance to the registered graduates, who are independent, to send real representatives of public opinion.

The members of the Executive Council at present are mostly elected by the Senate or by the Faculties (as Deans) where also the Senate nominates sufficient persons to make itself felt. The colleges do not send any representatives of theirs to this body. The result is that some colleges have no representative on this body, while others have even more than one. The Act should be so modified that teachers can be elected directly from their colleges to the Executive Council. The Legislative Council and the Assembly should also have their representatives on this body as also the representatives of managing bodies of the colleges, and none of these should depend on the Senate for election.

If the existence of well-organized parties is denied, it is difficult to account for the following :—(The writer draws attention to the fact that persons like Mr. Hirday Nath Kunzru and Dr. Sir Ziauddin have failed to get elected to the Executive Council but Head Masters and Principals of

Intermediate College have succeeded; that some Deans have not the experience and educational qualifications necessary, and that there are too many Conveners of the Boards of Studies from some colleges.)

If we look through the minutes of the Agra University we note that all important work of the University for which payment is made is divided between a few individuals only who are all-important in University matters, but not in any way on account of their academic distinction.

The result of the domination of a party is that their actions become uncontrolled and they do what suits them, whether proper or not, as will be clear from the following : (a) Persons are appointed as examiners who are not in direct touch with the subject ; (b) Persons have continued as examiners for long periods in contravention of the Statute ; (c) Inspectors are appointed for colleges probably on other than academic considerations. It is not uncommon to find in the panel of inspectors appointed for a college no science man when science subjects are taught in the college (*Bareilly Vol IX-A, p. 236*), or inspectors appointed for deciding about recognition in a subject who are not teachers of that subject nor have any academic qualifications in that subject (*Christian College, Indore, Vol. XI-A, p. 315*). In some cases the inspectors visited a college for a short time after travelling a long distance probably just to receive payment from the University ; in certain other cases inspectors were appointed to visit colleges whose competence for the job is questionable (*Vol. XI-B, p. 147*).

For some time past it has been felt by many that there was something wrong with the examinations. Reports were often heard about special facilities at some places for success in examinations. Hints were being received from some centres and in many cases were found to be quite reliable. Even more serious allegations were made. Then there was a climax in the examinations of 1937 ; serious allegations were made about paper-leakage and some of them were proved to the satisfaction of the University authorities. What about others ? What steps were taken soon after the 1937 leakage ? Principal S. C. Chatterji sent proposals to the Executive Council of the University (*Vol. XI-A, p. 12*) which, of course, were withdrawn as they would have hit some people hard.

The Boards of Studies should be so constituted that representatives of each college automatically become members of the same. It should be by rotation and there should be reservation of seats for post-graduate teachers. Continuity for some and no chance for others is not desirable.

The Faculties, as they are constituted at present, are much influenced by the nominations of the Senate.

4. *Professor of a United Provinces College* :—

The monopoly (of power) is a fact at Agra. It is very detrimental here, as the party has no academic, cultural or educational intentions. It is out for power, influence, money and the like. One thing that might do good is the removal of the Rajputana block which is now dominating, so that it may mind its own business in Rajputana. I know parties cannot be eliminated. But here there is only one party.

The teachers are the real workers of the University. The trouble is not due to them as is believed, there being too many teachers; it is due to the teachers who have got on to the University bodies being what they are. I should, however, protest against the University Executive Council giving so many seats to teachers of High Schools and Intermediate Colleges without any other distinction than that of being useful to a particular party.

IV—*Illustrative Tendencies—Election of the Vice-Chancellor.*

It is not necessary to examine every detail. Three illustrative examples—(a) Election of the Vice-Chancellor, (b) Finance, (c) Policy of Inspection—taken from the official records of the University should suffice to show the tendencies that are at work.

The five elections which have taken place show an atmosphere of increasing tension. Section 9 of the Act says: "(1) The Vice-Chancellor shall be an honorary officer elected by the Senate from among three persons each recommended by a majority of the members of the Executive Council present at the meeting subject to the confirmation of the Chancellor. (2) The term of his office shall be three years."

The word "honorary" has been interpreted to mean that the post is not a paid post, but that persons in the service of the affiliated colleges are eligible. The object of the Legislature was to give a real choice to the Executive Council; the Senate could only select one out of three persons acceptable to the majority of the Executive Council; a minority of the Executive Council had no right to forward the name of its candidate. The voting-machine has frustrated the intentions of the Legislature.

Elections
of the Vice-
Chancellor in
1927, 1929,
1931 and
1934.

Canon Davies was not what we should call "a normal Vice-Chancellor"; the Agra University, in a very real sense, was his creation⁽¹⁾. The names of two other gentlemen were sent up by the Executive Council in 1927 but they withdrew their names at the Senate meeting, and the Chancellor, after making sure that the Senate did not desire any other names to be recommended to them, confirmed the election on the spot⁽²⁾ (22nd October, 1927). It was unfortunate for the

(1) Minutes, Volume XII-A, p. 193.

(2) Minutes, Volume I, pp. 141-147.

University that the great educationist had to leave India before completing his term. Three names were sent up by the Executive Council—Mr. Narayan Prasad Asthana, Lala Diwan Chand and the late Dr. Ganesh Prasad—to the Senate meeting on the 7th November, 1929. The votes obtained by the candidates were not declared but it was announced that Mr. Asthana had obtained 21 votes more than the other candidates taken together, the total number of members present at the meeting being 51⁽¹⁾. It was, in other words, a "settled election". The votes announced at the next election on the 20th November, 1931, were as follows :—Lala Diwan Chand, 38 ; Mr. N. P. Asthana, 23 ; Col. O'Donnell, 4. It may be presumed, on the basis of the votes cast, that this time there was a real contest⁽²⁾. The votes cast at the election of the 16th November, 1934, the recommended names being Rev. J. C. Chatterji, Babu Brijendra Swarup, and Dr. P. Basu, were not announced, and Dr. P. Basu was declared elected by a majority⁽³⁾. But when the speakers of the Senate, as usual, were thanking the retiring Vice-Chancellor and welcoming his successor, a newly-elected member, Thakur Girraj Singh, spoke as follows : "Sir, I stand to give vent to feelings which I have got . . . I always heard that there was nothing objectionable in you (Lala Diwan Chand). It will not be out of place here if I say a few words about the newly-elected Vice-Chancellor. I know nothing about him. Two days ago I was informed that he was going to be elected as the Vice-Chancellor of the Agra University. I asked my friends, members of the Senate here, whether there is any other rival candidate or not and I was informed that there was none, though there were some nominations made, which were nominal⁽⁴⁾."

The atmosphere of the Senate on the 18th November, 1937, was tense and unpleasant, though the result could never have been in doubt. Item (2) of the Agenda was a recommendation of the Executive Council suggesting three names, Rev. J. C. Chatterji, Lieutenant-Colonel Rahman and Dr. P. Basu. Item (2) was a vote of no confidence. The Senate decided to take up item (2) first and this was interpreted to mean that item (20) dropped from the Agenda altogether. An objection to the list on the ground that the Executive Council had not obtained the sanction of Government before including the name of a Government officer in the list was ruled out of order. While the votes were being counted, the debate proceeded. The attention of the Senate was drawn to the fact that no inquiry had been made into the alleged leakage of Law papers and that no time had been given to interpellations at the beginning of the meeting. Lastly Mr. N. P. Asthana, in spite of a general ruling of th

Election of
1937.

(1) Minutes, Volume II-B, pp. 120-121.

(2) Minutes, Volume V-A, p. 238.

(3) Minutes, Volume VIII-A, p. 246.

(4) *Ibid* pp. 252-253.

Vice-Chancellor that the votes obtained by the candidates were not to be declared, announced the result as follows : Dr. P. Basu, 55; Colonel Rahman, 6; Rev. J. C. Chatterji, 2. At the same time votes were taken for three persons to represent the Senate on the United Provinces Intermediate Board and the votes obtained by the successful candidates were announced—Mr. Kalka Prasad Bhatnagar, 52 votes; Mr. Y. Prasad, 52 votes; and Khan Bahadur Syed Razā Husain, 49 votes. The Minutes record the attendance of 74 members.

Control of
the Pact.

At Aligarh and Benares the Vice-Chancellors are elected by the Court directly on the motion of one of the members. Whatever the defects of this system it keeps the door open for outsiders. It also enables the voter to separate issues. He votes for the persons whom he considers fittest for the post of Vice-Chancellor and at the same time he can choose the Executive Councillors with a free hand so that places can be found on the council for men of different view-points. At Agra the Pact, the voting strength of which we have seen, works the system in a manner not contemplated by the Act. The majority of the Executive Council has no choice in the matter; it works under a mandate from the Senate and sends up the name of the men the Senate wants along with the names of two other persons who in the parlance of the University are known as "dummies". But neither has the majority of the Senate a free hand. A mandate is given to the Senate also by a caucus. The Pact governs all. This means, in substance, that the Vice-Chancellor takes up his office as "the principal academic and executive officer of the University" and the guardian of its constitution under election pledges.

Sir S. A.
Khan on the
election of
the Vice-
Chancellor.

"After nearly seventeen years of the working of universities in the United Provinces" says Sir Shafa'at Ahmad Khan, "I have come to the conclusion that the greatest mistake of the Sadler Commission consisted in making the office of the Vice-Chancellor elective. The evils of this system were not visible at first, but as time went on, they were palpable and gross. Power politics was introduced in the universities and parties in these universities tried to have representatives in different bodies. On principle there is really nothing objectionable to a group of enlightened men, actuated by the highest motives and ideals, trying to mould the character of the pivot bodies of these universities. No human institution can be conducted without strong and burning faith sustained by the glow of idealism and nourished on the basic principles of sacrifice and energy. Had the working of these institutions been characterised by these principles, not the least objection could be taken to it. There is, unfortunately, reason to believe that it was found impossible for a substantial proportion to work on this high plane. Party spirit raised its head in these bodies. It became necessary to have a substantial representation in the Court (Senate)

because upon it depended the success or failure of various candidates for the Vice-Chancellorship. The Executive Council was important as it sent to the Court a list of three candidates out of whom the Court was to elect one as Vice-Chancellor. While it would be a gross exaggeration to assert that the work of the entire university revolved round the organization of parties in various bodies of the university, it is useless to deny that in November, when the elections to the bodies took place, the atmosphere in the university was laden with suspicion, canvassing and partisanship. One could see clearly the emergence of a cleavage between two sets of teachers—those who were anxious to concentrate power in their hands and those who, lacking the influence and organizing ability which could transmute their principles into practice, and deprived of their legitimate share in the administration of their university, devoted themselves to laborious researches and busied themselves with their main function—teaching. This does not, of course, imply that the other group completely neglected their main work. The difference was only of degree and this was inevitable, as the minority party had no other option but to go back to its ivory tomb of contemplation and scholarship. This is not said in depreciation of the activities of one party or the other, but is merely an analysis of the present situation. I feel, therefore, that the election of the Vice-Chancellor should be abolished, and that he should be appointed by the Governor on the advice of his Ministers.

V—Illustrative Tendencies—Economy

The Agra University has no Treasurer. The income and the expenditure of the University is almost entirely ear-marked; the accounts of the University are audited under the orders of the Provincial Government by the Examiner of Local Fund Accounts, and he has always expressed his satisfaction with the way in which the accounts are kept by the Registrar's Office.

Many educational institutions of our country get into financial difficulties, sometimes owing to factors beyond their control, sometimes owing to schemes of expansion and at other times owing to their own mistakes. The Agra University has not been an exception, but in view of the programme of the University to secure protection for the staff against the authority of the Managing Committees, the following extracts from the official records of the University do not make pleasant reading

(a) *Resolution of the Executive Council, no. 195, dated the 17th March, 1933—*

“Resolved that Pandit Shyam Sundar Sharma be re-appointed as Registrar of the University till he completes the 55th year of his age. The Council is gratified to place on record that his work has been very satisfactory.” (*Volum: VI-B, page 71.*)

(b) *Extract from the Auditors' Report for 1936-37.*

"5. The figures given in paragraph 3 above will show that the expenditure of the University fund exceeded the income during the year by Rs.18,178-15-9, thereby reducing the balance to a debit balance of Rs.7,644-14-10. This deficit was met in the current year by transferring a sum of Rs.12,000 from the general reserve fund of Rs.89,000 to the University fund under the orders of the Executive Council (*vide* resolution no. 133, dated the 3rd March, 1937). The finances of the University are, therefore, in an unsatisfactory condition and require to be set right. It may be also stated here that the present reserve fund which has now been reduced to Rs.77,000 from Rs.89,000 will be reduced further by Rs.20,703 and Rs.21,374 in the years 1937-38 and 1938-39 respectively, i.e., in all Rs.42,077, if the present rate of expenditure is continued as is evident from the figures of the revised budget of 1937-38 and the fair budget of 1938-39 prepared and passed by the Council. Thus the whole reserve balance will be exhausted within the course of a few years and it will be difficult for the University to function for want of funds as the bank, which at present allows overdraft of Rs.14,000 to Rs.20,000 every month on payment of interest for meeting the expenditure only against the security of this reserve balance in their custody, will not do so when this reserve balance is exhausted. In order to make the position sound it is, therefore, essential that the expenditure should be reduced to a reasonable extent, especially that of the travelling allowance which appears to be very excessive and disproportionate to the income, as it rose to Rs.36,848 in the audit year against Rs.15,431 of the year 1927-28 and has a further tendency to increase every year. This is apparently due to the rules of the travelling allowance of the University being very liberal, and they have been framed without any regard of the principle that the allowance is after all a compensatory allowance and it should not, on the whole, be a source of profit to the recipient; there is, however, no provision therein to preclude the possibility of this, as will appear from the remarks in the subsequent paragraphs of this note. The attention of the Senate and the Executive Council is specially invited to this matter with a view to their taking suitable steps to revise the travelling allowance rules on the lines of Government rules in order to reduce the expenditure of the fund."

(*Volume XI-A, pages 71-72*).

The Finance Committee of the University, which is a Sub-Committee of the Executive Council, criticised the Auditor for his calculations and members of the Senate in their turn criticised the calculations of the Finance Committee.

(c) *Resolutions of the Economy Committee, nos. 4 and 5, dated the 8th February, 1938 :*

"(4) The Committee think that in view of the increase in the income from examination fees, the above measures will be sufficient to balance the budget. If, however, the increase in income is not maintained, more drastic actions will have to be taken. If this is inevitable, although the Committee do not think that this will be necessary, then the Committee recommend that the existing posts of the Registrar and the Assistant Registrar should be abolished and in their place one new post should be created in the grade of Rs.500—25—750. This will yield a saving of Rs.9,000 a year.

"(5) If there is both fall in the fee incomes and any further reduction in the Government grant to the University, the Committee would recommend that, in order to cover that loss, there may be a small reduction in the rate of remuneration to examiners and, if necessary and as a last resource, an increase in the examination fees." (*Vol. XI-B, p. 128.*)

(d) *Resolution of the Finance Committee, no. 8, dated the 26th April, 1938 :*

"Resolved also that in view of the fact that the Agra University is an affiliating University, holding jurisdiction over a very wide area, it is necessary in the interest of efficiency that adequate attendance should be secured at the various committees and the Senate meetings. The Finance Committee are of opinion that substantial reduction in the scales of the travelling allowances now admissible is bound to adversely affect the attendance at such meetings and the consequent lowering of efficiency. However, the Finance Committee would be prepared to reconsider the question when action is taken in this direction by other universities in these Provinces.

"Resolved also that in the event of such a necessity arising, the incumbents of the existing posts should be given 3 months' notice and their claims should be duly considered in the filling up of any new post that may be created." (*Vol. XI-B, pp. 111-112.*)

VI—Illustrative Tendencies—The Board of Inspection.

The old Allahabad Syndicate appointed an annual sub-committee to scrutinize all papers about the affiliated colleges. During the transitional period (1921-26) the Executive Council of the Allahabad University was required to avail itself of the advice of the Council of Associated Colleges in exercising its supervision over the colleges. Similar powers, or rather privileges, have been extended to the Board of Inspection. The Board consists of the Vice-Chancellor (*ex officio*), the Director of Public Instruction (*ex officio*), the Deans (*ex officio*), two persons elected by the Senate and two persons elected by the Executive Council.

Lala Diwan Chand on the need of reports on the Inspection Committee.

In 1932 the Senate passed the following Statute : "The Board shall appoint a Panel of Inspectors consisting of not more than 10 persons who shall hold office to the end of the academic year in which they are appointed." (1) In explaining the Statute the Vice-Chancellor (Lala Diwan Chand) said : "The object of this Statute is to secure expert advice for the purpose of inspection. The practice in the University is that the Inspection Board meets about October or November and forecasts its requirements for the whole period. It is not possible to forecast its requirements for three years and the result of the present practice is that often we cannot utilize a member of the Panel for two out of the three years. Suppose we appoint a man for Hindi. There may be no need of the Hindi Inspector for the next two years and yet he keeps one post for himself for these two years. We may be in trouble as regards some other subject. The object of this change is to improve our inspection in regard to efficiency, and to fill up vacancies according to our needs from year to year." Asked by a member to explain how the difficulty had arisen, Lala Diwan Chand added : "I can just tell you now. A college had to be inspected in Marathi and we appointed a Mathematician. Another college had to be inspected in English and on account of lack of a suitable person, the Vice-Chancellor himself had to go for this. It would have been a distinct advantage to appoint some other man. Therefore the need is there." (2)

Only members of the Board and the Panel can inspect colleges on behalf of the University ; outsiders are not eligible for this purpose. Periodical inspection and inspection of colleges applying for recognition has to be conducted by at least two persons of whom at least one must be a member of the Board. But when an affiliated College applies for recognition in a new subject, the Board may appoint as many persons as it thinks necessary, either from the Board or the Panel or from both.

On 11th November, 1938, a member of the Senate complained : "I was just showing the partisan way in which the administration of the University is being carried on. I was only lodging a constitutional protest. Whenever any college applies for affiliation, the University deputes two inspectors to see if the college is sufficiently equipped for the task. The practice has been that one of the persons deputed is an expert on the subject. I have got here an instance of a college which applied for affiliation in Political Science and the two Inspectors that were appointed to go and inspect were one a Chemistry man and the other an Economics man." (3)

(1) Minutes, Vol. VI-A, p. 212.

(2) *Ibid.*, pp. 212-213.

(3) Minutes, Vol. XII-A, p. 240.

The present official policy of the University in the appointment of inspectors has been explained by the Vice-Chancellor (Dr. P. Basu) in a foot-note to this speech in the Senate proceedings. The present policy of the University.

"The object of the inspection of any college when it applies for recognition is not only to secure expert advice on the teaching of the subject by a particular individual but also to see that the work of the college would be properly co-ordinated when recognition is granted to the college. The Statute lays down that among the Inspectors there must be at least one member of the Board of Inspection. The idea is that the Board of Inspection should have first-hand knowledge of the merits of the case when it is considered by the Board. It was with this object in view that the late Dr. Ganesh Prasad was appointed to inspect Holkar College, Indore, when that College applied for recognition in Marathi up to the B.A. standard in the year 1930. Mr. F. J. Fielden inspected Holkar College, Indore, for recognition in Urdu. Christian College, Indore, was inspected by R. B. Hari Prasad and Mr. K. P. Bhatnagar when it applied for recognition in Political Science in the year 1937. When a college is inspected for recognition in a subject, the important part of the inspection is not that of the existing man and materials in the subject, for there are none. The important point is to see whether the resources of the college are sufficient for the expansion, whether there is a local scope for this expansion, and whether buildings and equipment are adequate. Therefore, on such occasions an expert in the subject unconnected with University administration, ignorant of its policy, and not member of the Board of Inspectors to explain to it what he saw at the inspection is not essential."⁽¹⁾

The clear contrast between the view-points of the two Vice-Chancellors can only lead to one conclusion : that the whole scheme of inspection (on the lines it has developed) is academically futile.

VII—Causes of Failure

We proceed next to state our views on the principal causes of the failure of the University :

(1) Alone among the universities of India, the Agra University is not subject to the control of any public authority. None of the areas which it serves (or which serve it) have any interest in its proper working. The grant of the United Provinces Government is an insignificant part of the public revenue, and the Government has not over the University the moral and legal control which it can exercise over the other two universities through the power of the purse. The University makes no appeal to public or patriotic sentiments. For the States it is a British Indian affair ; for the United Provinces it is an affair of the Central Government and the States.

(1) Minutes, vol. XII-A, page 240.

(2) Like the old Allahabad University it is external to the colleges and its constitution does not even now recognize the colleges except as units sending up boys for examination.

(3) While old Allahabad was respected because it embodied reactionary power, the Agra University is not respected because it is a voters' organization, and voters' organizations, when no issues of principle are involved, always lead to one result—the monopoly of power by an organized faction or *bloc*. No one founded this *bloc* or Pact; it is the inevitable result of the system of 1926. It is futile blaming individuals; we have no charge-sheet against anybody. But the charge-sheet against the system is definite and conclusive.

(4) The voting system has accentuated, if it has not created, the unfortunate friction between teachers and public men.

As remedy our Committee recommends the establishment of a Provincial University, to be called the University of the United Provinces, Agra, on the following principles which will be discussed in the next chapter:

(1) The University of the United Provinces should affiliate and recognize colleges of the United Provinces only. It should be subject to the exclusive control of the Provincial Executive and the Provincial Legislature, so that the higher education of the Province may be co-ordinated with its primary, secondary and technical education.

(2) The Provincial University should be a *function* of the colleges of the Province.

(3) If this principle is accepted, it will not be necessary to continue the present voting system or to find a substitute for it.

(4) The executive and academic functions of the University should be separated; the academic functions should be assigned to teachers exclusively and the executive functions to the Principals and public men.

CHAPTER XXI

RECOMMENDATIONS : PRINCIPLES OF RECONSTRUCTION

I—The University and the Provincial Government

When Lord Curzon's University Act of 1904 was passed, the Charter Act of 1833, as modified by the Indian Councils Act, 1861, regulated the exercise of all administrative and legislative authority in India. The Local Governments were merely agents of the Supreme Government and the Supreme Government controlled the States by virtue of the Royal Prerogative of the Crown. Whatever difficulties, political or juridical, the co-existence of treaty-rights and the Paramountcy of the Crown may have created in other fields, there was an apparent harmony in the sphere of University legislation. The Lieutenant-Governor, an officer directly responsible to the Supreme Government, controlled the Allahabad University through a nominated Senate; by an order of the Supreme Government, already quoted, ⁽¹⁾ he was directed to annex and keep in his charge the educational institutions of the neighbouring States.

Power of
visitation.

The Agra University Act, 1926, was passed with the previous sanction of the Governor-General; the University thus occupies an intermediate position between the all-India universities of Aligarh and Benares and the provincial universities. Its relation with the central and the provincial governments was regulated by sections 6 and 8 of the Act :

“ 6. (1) The Governor-General shall be the Visitor of the University.

“(2) The Visitor shall have the right to cause an inspection to be made by such person or persons as he may direct, of the University, and its buildings, and of any affiliated college or hostel, and also of the examinations, teaching, and other work conducted or done by the University, and to cause an inquiry to be made in like manner in respect of any matter connected with the University. The Visitor shall, in every case, give notice to the University of his intention to cause an inspection or inquiry to be made, and the University shall be entitled to be represented thereat.

“(3) The Visitor may address the Chancellor with reference to the results of such inspection or inquiry, and the Chancellor shall communicate to the Senate and to the Executive Council the views of the Visitor and shall, after ascertaining the opinion of the Senate and the Executive Council thereon, advise the University upon the action to be taken.

⁽¹⁾ Supra Chapter XVIII, Government order under the Universities Act, 1904.

“(4) The Executive Council shall report to the Chancellor for communication to the Visitor such action, if any, as it is proposed to take or has been taken upon the results of such inspection or inquiry. Such report shall be submitted, within such time as the Chancellor may direct, through the Senate, which may express its opinion thereon.

“(5) Where the Executive Council does not, within a reasonable time, take action to the satisfaction of the Chancellor, the Chancellor may, after considering any explanation furnished or representation made by the Senate and the Executive Council, issue such directions as he may think fit, and the Executive Council shall comply with such directions.”

“8. (1) The Governor of the United Provinces shall be the Chancellor. 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) Where power is conferred upon him by this Act or the Statutes to nominate persons to authorities and bodies, the Chancellor shall, to the extent necessary and without prejudice to such powers, nominate persons to represent minorities not otherwise adequately represented.

“(3) The Chancellor shall have such other powers as may be conferred on him by this Act or the Statutes.”

The Visitor's power of directing an inspection has never been exercised in any University, and it is not possible to say what procedure will be followed in case of need. The words of the Act are very comprehensive; all aspects of the University's work may be inspected or only some function of it, for example the conduct of examinations. The power extends to the colleges affiliated to the University and even to the hostels it recognizes. But in this respect the purport of the Act is not clear. The colleges are not administered by the Executive Council, but by the managing committees; the States, the Government of India and, in one case, by the Provincial Government. The utmost the Executive Council can do is to disaffiliate the college concerned, and this may or may not suffice to secure the object the Visitor has in view. The administration which maintains a college can, if it so desires, continue it on unapproved lines by permitting it to give diplomas recognized by that administration. The procedure is, in any case, circuitous; a direct inspection of the college would be very much better; also the Act while it gives the University a right of representation does not extend this right to the college that is being inspected. The right of directing an inspection (under section 6) has now been transferred to the Provincial Government and the procedure deserves to be re-examined. The Provincial Government should be able to order the direct inspection of a college which it subsidizes from the public purse without moving the machinery of the

University in matters with which that machinery has no concern. The power of visitation is a reserve power ; it was not planned to enable the administration to control the universities or colleges or to help them in their normal work. Recourse to the power of visitation is only permissible when all other means have proved futile, and the administration feels that it will be failing in its vital duties if it keeps its eyes closed any longer. The real virtue of such a power lies in the fact that its clear and definite enunciation makes its exercise unnecessary.

The Government of India Act, 1935, entailed a re-adjustment of the functions of the Central and Provincial administrations and this naturally affected the Agra University. First, the following amendments in the Agra University Act were made by the Government of India (Adaptation of Laws) Order of 1937 :

Adaptation
of Laws
Orders of
1937 and
1939 .

(i) Omit sub-section (1) of section 6 and substitute " Central Government " for " Visitor " in sub-section (2) of section 6

(ii) For the words, " The Governor of the United Provinces shall be the Chancellor " in section 8(1), substitute " such person as the Governor-General, exercising his individual judgment may nominate, shall be the Chancellor."

(iii) In the following sub-sections of section 33—(1) The budget of the University shall be framed by the Executive Council and submitted by it to the Local Government (2) The annual accounts of the University shall be prepared by the Executive Council and shall be subject to such examination as the Local Government may direct— substitute " Central Government " for " Local Government. "

(iv) In section 39 in the sentence—' all colleges associated with the Allahabad University immediately before the date upon which this Act came into force shall, with effect from that date or with effect from such other date as the ' Local Government ' may appoint be affiliated to the Agra University "—substitute " Central Government ' for " Local Government."

These changes were based on the view that all multi-unit universities were a central subject under paragraph 33 of the Federal Legislative List. This view has now been abandoned, and by the following Order of 1939 the University has been made a Provincial subject :

(i) Omit sub-section (1) of section 6 and substitute " Provincial Government " for " Visitor " in sub-section (2) of section 6.

(ii) Omit directions of 1937 in section 8(1).

(iii) Omit directions of 1937 in section 33(1) and (2).

(iv) Omit directions of 1937 in section 39,

In other words—the Orders of 1937 having been to a great extent cancelled by the Orders of 1939—the Act of 1926 is restored to its original form with three important changes—(1) The Governor-General is no longer the Visitor of the University; (2) The power of directing an inspection or visitation has been transferred from the Governor-General to the Provincial Government; (3) The previous sanction of the Governor-General is not now necessary for any legislation which the Provincial Legislature may contemplate; it has the same power over the Agra University as over the other items of the Provincial Legislative List.

The Order of 1939 does not remove all difficulties. The Governor-General as Visitor of the University could have ordered the "visitation" of a State college and (presumably) secured obedience to his orders. But how is the Provincial Government to direct the "visitation" of a State college? The following communication of the Indore State to the Executive Council of the University is significant and decisive:

"His Highness' Government would always be willing to give their earnest consideration and due weight to such resolutions as might be passed by the authorities of the Agra University. In matters which were purely of academic importance or concern the resolutions of the University would, as a matter of course, be given effect to. His Highness' Government, however, felt that the determination of the superannuation age of Government servants in the Education Department of the State or the remuneration payable to them were matters wholly and solely their concern and, consequently, the resolutions concerning these matters, they believed, were of a recommendatory nature and would be treated by them as such"⁽¹⁾.

One half of the Agra University, as at present constituted, lies outside this Province. The Governor-General could take responsibility for both halves in his capacity as Visitor. For the Provincial Government to do so would not be fair. The only remedy is for the Provincial Government to approach the Government of India with the request that it should, in fairness to itself and to the outside areas, be relieved of responsibilities inconsistent with the federal plan and permitted to organize a University for this Province exclusively.

II—Public Men and Teachers

It is impossible to reconstruct the higher education of this Province on any sane plan unless the civil war that has been provoked between the teachers and the non-academic element by the Act of 1926 in the Senate and its

Control of
University
policy by
teachers
not desirable

(1) The Executive Council's resolutions had laid down that—(a) No one should be allowed to teach degree classes unless he had an M. A. degree or five years' successful teaching experience; (b) that the age of superannuation for teachers of affiliated colleges should be 60; and (c) that no affiliated college should employ teachers on less than Rs.100 per month. *Minutes, Vol. VI-A, pp. 6-7 and p. 340.*

constituencies is brought to an end. The long-term success of an educational institution, as the late Lord Reading said once, depends upon 'a healthy and contented staff.' We feel that, as a pre-condition to the proper development of the higher education of this Province, the security of tenure of the teaching staff of the colleges should be guaranteed (to the same extent as at the Universities of Allahabad and Lucknow) by the State through a University constituted so as to fulfil this function. But this is only possible if the teachers and the public men remain within their proper sphere. With the present constitution of the Agra University this is quite impossible.

The claim of the teachers to control the University has been made again and again in the Senate. We find ourselves quite unable to admit such a claim as valid in the case of colleges and universities supported by the State. In view of the widespread misunderstanding on the question, and the general impression that the present system is democratic, we wish to clarify the theoretic position.

The 'unconditioned' right of voting in a democratic state, is the exclusive privilege of the 'unconditioned' voter. The right to vote, and with it all the primary rights of citizenship, are the privilege of the citizen who guarantees the state and its laws (ultimately with his life-blood) and whom the state does not guarantee. The ordinary citizen, living according to the general laws of the state, can exercise the 'rights of man' without restriction. But whenever the law invests the citizen with any power, function or privilege, it is compelled by the conditions of human life to restrict his freedom. And the higher the function, the lesser the freedom. The 'unconditioned' citizen can say what he likes; the Prime Minister has little freedom of speech; the King has none. To those who are in the service of the state, directly or indirectly, the state has no alternative but to deny that freedom which is inconsistent with the freedom of the state to direct its affairs as it deems fit. An extreme case is the best illustration. To no person does democratic England assign a higher constitutional function than to its King; simultaneously it deprives him of all the birth-rights of an Englishman. Where royalty comes, citizenship vanishes. The King cannot vote. The same principle is applicable to all persons chosen above their fellows. The legal profession and some other professions in England (to whom reference has been made in the Senate discussion) are subject to the general restraints of the law of the state; but as the state does not guarantee the livelihood of the members of the profession and they are not a burden to the tax-payer, the state allows these professions to manage their affairs. But it is not possible to extend this autonomy to a profession for which the state has to find the money.

The same principle, in a different form, has been explained to the Senate by Mr. C. B. Capoor. The only vote, properly so called, is the vote cast by the citizen-voter at a general election. By that vote the 'primitive layman' gives

his final verdict on all policies and programmes. All other votes—specially the votes given in some form or other to members of services and professions—are not votes at all; they are in the nature of professional advice. Whether it is a consultation of physicians round a patient's bed or a meeting of the Governor-General in Council, the character of the opinions expressed remains the same. The decision lies with the layman, with the patient and his relatives or with the Secretary of State. The only democratic vote is the vote of the citizen. All other votes—and they should not really be called by this name—are advisory opinions. Public men and politicians offer them advice gratis. But good tradition requires that technical men be paid for their advice. Democracy as such has nothing to do with the Agra University constitution. Professional opinion was collected but in the wrong manner. Opinion which should have remained advisory made itself final by the elimination of public men.

The 'Em-
ployer-
Complex'
of the
Managing
Committees

Secondly, the public men—whether members of the College Boards and Executive Committees or of the University authorities—should also be requested to adopt a proper attitude towards the staff and the institution.

It has been the policy of British Indian Governments to leave higher institutions of a non-technical character in private hands. Subsidy from the state has, of course, been given. In days past, which were not remarkable for their atmosphere of freedom, the Secretary of the college committee had to be a person acceptable to the higher officers. The Government, not being a responsible Government, 'owned' the country and controlled the budget of the land; its agent, the college Secretary, was naturally allowed to keep an autocratic control over all matters not assigned to the Principal and very often over the Principal himself. It was his duty to suppress undesirable elements and he was given all necessary powers for the purpose. Inevitably he began to look upon the college as his property, upon the staff as his servants, and upon the budget as his personal concern. Every attempt was made to convert the managing committees into closed rings into which no one not acceptable to the Secretary may enter. The Secretary, consequently, became 'an employer' of labour; and since the colleges were cram-shops and education in the larger sense was considered politically dangerous, the teachers, whose civic sense had been crushed by the machine, devoted themselves exclusively to book-teaching and were grateful for the day's bread. But slowly and slowly light has begun to filter through the thick clouds. The national movement could not leave the teachers untouched. The trade union spirit of the teachers, which so many public men deplore, is really a reaction against the 'employer-complex,' which the public men controlling the institutions have developed and which they are not prepared to lay aside.

We consider a proper co-ordination of the functions of public men and teachers as the necessary preliminary to all educational reform. Of course merely appealing to both parties is useless. The problem is to plan out things so that the teachers and public men may be able to work together with the minimum of friction.

III—The non-United Provinces Colleges

We believe that in the interest of the United Provinces as well as Rajputana, the colleges of the two areas should be re-organised into two separate Universities. The facts that have to be taken into consideration are—

(1) The Provincial Autonomy scheme makes a multi-unit University anomalous; it simply does not fit into the new order of things.

(2) The Order of 1939 gives to the Legislature of the United Provinces complete power of annulling or amending the Act of 1926. To the Government of this Province has also presumably been given the right of visitation under Section 6. But the authorities of this Province cannot, in consonance with the principles for which they stand, undertake the exercise of such powers.

(3) The relations of the United Provinces with the Rajputana princes in the sphere of education have been extremely cordial from the early middle ages. Century after century money from that extensive region has been poured into the hands of the educational, religious and eleemosynary institutions of this province with no ungenerous hand. We cannot, as a people, afford to be ungrateful. Benares and Aligarh and to a lesser extent other institutions in this province have received munificent donations from the Indian princes. The gifts have been always unconditioned. In no case has there been any complaint of the interference of the princes, or of anyone acting on their behalf, in the affairs of either university.

Policy of the
Princes

(4) The Princes and their Durbars have taken no interest in the Agra University; it has failed to win their affection. The only gift it has received is a conditional grant from the Gwalior Durbar. The State-administrations have allowed the University to function in their territory just as they have allowed the British Indian railways to run through their territory; it is the Imperial law.

(5) The political tension between the British Indian provinces and the States has hitherto had no repercussion in the sphere of higher education. The tension between the two groups of colleges must not be interpreted as tension between the administrations.

Complaints
of the
two groups
of Colleges

(6) But with reference to the colleges the following points have to be noted. There are complaints on both sides. The non-United Provinces colleges complain that they are not fairly treated by the constitution. The Amendment to the Act of 1926, they say, gives a weightage to the Principals of the United Provinces colleges. This is true. They also protest against the United Provinces Managing Committee members being given specified seats in the Executive Council while the non-United Provinces colleges have no equivalent representation. They have, of course, no Managing Committees but seats could be given in the Executive Council to persons nominated by the State Administrations in the same way as in the Senate. Lastly, merit scholarships of the amount of Rs. 8,600, the money being provided by the United Provinces Government, are only given to United Provinces students. On the other hand objection is raised that the United Provinces tax-payer is asked to pay Rs.27,500 a year for a multi-unit University, when the other areas have refused to contribute anything; and that members from outside the United Provinces get more travelling allowances (and travelling allowances for longer distances), examinerships and places in University bodies than the fee of non-United Provinces students, who are hardly a fourth of the total, justifies.

These complaints should be seen in their proper perspective. The complaint of the Rajputana colleges against the constitution is reasonable. But what is the remedy? How can the United Provinces Legislature be really expected to be scrupulous and fair about the claims of outside areas who have no means of making themselves heard in its deliberations? The complaints made on behalf of the United Provinces are preposterous. Our Minister at the time thought that he could run a University by a grant of Rs.10,476 in the first year with no obligation in future years; this calculation has not turned out correct. Are the Rajputana Colleges to blame? The University plan was thrashed out in the Lucknow Council Chamber. As a result of its provisions the staff of the Rajputana colleges gets an undue advantage in voting strength. This Province, if it so desires, may regret its own action, but it is estopped from making a complaint against others.

Different
Educational
administra-
tion of the
two areas

(7) The educational administration of the two areas is based on entirely different principles. All colleges of this Province are in the charge of Managing Committees. The teachers are in the service of the Committees and now sign a contract with the Secretary or the Principal. The Committees are entitled to expect that, with a limited variation, the Government grant will continue, and they have to balance their budget with the help of the fee realized from the students, the Government grant and their own resources. They may get occasional help from the Government for their schemes of expansion, but as

a rule help is given on condition that the college raises something from the public. There is no government guarantee either for the institution or the staff; they have to look after their affairs at their own risk.

The Durbars of the States, on the other hand, have not considered it necessary to assign the administration of the colleges into non-official hands. The Durbar college is administered like other departments of the State and the fee of the student is credited to the account of the Durbar exchequer like all other items of public revenue. The college has no separate budget of its own; its budget is a part of the State budget. The question of balancing the college income and expenditure does not, therefore, arise. The staff of the college is in the service of the Durbar and the conditions of its employment, leave rules, retirement, pension-claims, etc. are governed by the general service regulations of the State. The policy of the college is a matter for the State Cabinet. The Principal of the college is a State officer responsible to the Durbar through the Director of Public Instruction and the Minister of Education.

The difficulty of bringing together institutions so differently organized and working for different aims is obvious. Dr. Husain Zaheer in commenting upon the annual report of the University in the Senate said that his feeling was one of disappointment. Disappointment, in fact, is the one feeling shared by all sensible men who have been connected with the Agra University. Every constructive work undertaken by the University has failed. The savings of the Registrar's office with some generous subscriptions, that came to it unasked, have enabled the University to construct a building for the University office. But this is the only constructive work it can show. The attempt to establish a University Library has failed. The University Extension Lecture have failed; and the University bulletin in which they were to be printed was never brought out. The attempt to collect subscriptions has failed. And the controversy on security of tenure for the staff has ended in mere smoke.

Failure of
Constructive
Efforts

The failure of the Agra University in the constructive field has been due not to its officers but to its constitution and character. It is impossible to suggest anything that will not be more advantageous to one section than to another. The Extension lectures naturally worked to the advantage of the teachers in the bigger colleges and the unitary universities. The University Library would only have benefitted the Agra people. A university formed by the association of a few colleges of similar character within the same or similar jurisdictions would have known how to pool its resources and work out a scheme of constructive expansion equally fair and just to all. With an association of eighteen colleges of different character, and in different jurisdictions, this is not possible. The Rajputana colleges are State-financed and State-guaranteed; their life-principle is the fiat of the benevolent Durbar. Our colleges are the people's affair.

In consequence the University has had to confine itself to the only business that is common to all colleges. And that business is the conduct of examinations.

Need of a
Provincial
University
co-ordinated
with the
Educational
system of
the Province

(8) The Federal scheme of 1935 has inevitably fastened public opinion on the problems of primary education and plans for the establishment of compulsory primary education are being considered by all provinces. It is impossible to forecast what will happen, but one thing is certain. The colleges of this Province will have to co-operate with the educational plan of the Province, whatever that plan may be. And this is not possible so long as the academic authority controlling them is to the extent of 50 per cent. at least an outside authority. A specific example will make our meaning clear. Primary education means education in the language of the people; there is no alternative. In order to give good teachers to the schools and the newly planned colleges—and for other reasons also—Hindustani will have to be made the medium of instruction at the University stage. For the Agra University the acceptance of Hindustani as the medium of instruction is not really possible. “The (Executive) Council of the Agra University fully accepts the principle that the medium of instruction in a country should be the *lingua franca* of that country..... The Council is not quite clear as to the exact meaning of the term ‘Hindustani.’ It wishes to point out that in areas like Central India a language which is a combination of Urdu and Hindi is not generally understood and can hardly form the medium of instruction in Colleges situated in those areas⁽¹⁾.” Other problems of the same type have been discussed in Part I of our Report. Broadly speaking the position is this. Hitherto primary and secondary education has been dominated by the Universities; in future to a very great extent the University colleges will have to accept what the primary and secondary education of the Province can give them. Their work will, therefore, have to be co-ordinated with the institutions that feed them, and they will in their turn have to keep the needs of the Province in view.

In discussing the question of separation irrelevant matters should not be dragged in. Our relations as a Province have been very amicable with the Rajputana area since 1904. We have no cause of complaint and the association will leave happy memories. But it will not be a policy of wisdom to wait till a series of unhappy events or continued tension has convinced both sides that the maintenance of a common University for the two areas is no longer possible. We, therefore, earnestly recommend to the Government that the Government of India be approached with the request that, in order to enable the Provincial Legislature to establish a University for this Province, some arrangement be made for organising the non-United Provinces colleges of the Agra University into a University of their own. For the period of transition, which should be

(1) Executive Council, Agra University's Reply to the Committee's Questionnaire.

a fixed period, not exceeding five years, the authorities of the new University may be allowed to continue the affiliating work of the Agra University in accordance with the existing Statutes and Regulations, subject to such modifications as the University authorities may, after consulting the colleges concerned, deem necessary. But non-United Provinces Colleges should not be entitled to representation on any University body.

IV—The financial aspect

The financial aspect of our proposals does not need a detailed discussion. So far as the re-organisation of the University alone is concerned, the inevitable result of our recommendations will be to decrease expenditure. On the other hand, some of our recommendations, e.g. the new system of examinations, will tend to increase cost. A detailed note kindly furnished to us by the Registrar showed that out of the total income from fee amounting to Rs.1,33,000, the colleges outside the Province contribute Rs.33,000 only. On the other hand out of disbursements for examination work, travelling allowances etc. about 40 per cent. goes to persons in Rajputana and Central India. According to the Registrar's calculation, if the seats in the University bodies now occupied by the Rajputana people are not filled up, there will be an annual loss to the University of Rs.4,000 owing to the separation. But the Registrar was not then in possession of our recommendations; it will be seen that for reasons which have nothing to do with finance, we have recommended substantial reduction in the number of university bodies. This should lead to a surplus. The question may, therefore, be safely decided on non-financial grounds, leaving minute adjustments for the decision of the authorities in charge.

No increase of Expenditure involved by our recommendations

V—Proposed University of the United Provinces

The Provincial University should be a function of the Colleges just as the unitary university is a function of the Departments of Teaching and the Halls.

This formula requires some explanation. *First*, the object of our system should be education and not examination. The unit of education is the college—either a small college, called an 'affiliated college,' or a big college called the 'unitary university,' which examines and gives its own degrees.

The Provincial University should be a function of the Colleges of the Province

The Calcutta University Commission while regarding 'degree colleges' or 'mofussal colleges' with disapproval, planned an intermediate stage—'the University College'—for colleges which were on the way to developing into unitary universities. *The University College was to be attached to a unitary university and all its affairs were to be controlled by a Panel consisting of the representatives of the University College and the unitary university.* The Allahabad University Act of 1921 contained the provisions recommended by the Commission, but in the atmosphere of the Council of Associated Colleges, and in view of the demand for the equality of all institutions, no college was able to acquire the status of a University College.

Our recommendation, in substance, is that all the colleges of the Province be raised to the status of University Colleges but that instead of being attached to a unitary university, as the Commission desired they be attached to each other. This plan is, in our opinion, as good a guarantee for efficiency and good work as the other. And it avoids the clashing of the big pot and the small pot which is inevitable with the Commission scheme. Twenty years have passed since the Commission's Report was published. Plenty of experience has been gained since then in university planning and in the maintenance of university standards. Owing to the element of competition already referred to, the authorities will have to see to it that proper standards not only of examination but also of instruction, character-building and all other things that contribute to education, properly so called, are maintained.

People acquainted with university affairs will be able to understand us when we say that *the true university is a university the life of which is not distinguishable from its component parts.* Attention is invited to the following extract from Canon Davies' Convocation Address (1928) : "I can remember as an undergraduate at Oxford being stopped in the street by a visitor who asked me 'Where is the University?' I answered that I did not know what he meant, but I could tell him where the colleges were. And so today if the same question were asked in Agra, I should be sorry to think that the questioner should be satisfied to be directed to a rather bare bungalow in Metcalfe Road. He would have to take a longer journey if he would really gain a full answer to his question, for he would have to visit every one of the Colleges which are represented in the body of this hall today. The University of Agra will therefore display what I have called its characteristic excellence, in so far as, and only in so far as, its colleges develop, in the closest practicable co-operation with each other, a sound college life and traditions of their own (1)."

The plan of organising the authorities and bodies of the Provincial University in consonance with the above-mentioned principle will be discussed in the next Chapter. An external examining authority, alien to the colleges and possibly hostile to them, is neither advisable nor necessary. The colleges responsible for teaching should be made responsible for the standards of examination also. The power of awarding degrees has ceased to be a monopoly in this Province, and we have to depend upon competition to keep up the examination standards and to raise them with the gradual progress of education. We have already referred to the view of Calcutta University Commission on the point. If the Colleges lower their standard in any subject, students will in the first instance

(1) Minutes, Volume II.A, page 321.

flock to them. But public criticism and hostility will be aroused immediately; very soon the machinery will start in the reverse gear and the better type of students will go to institutions that have kept up their standards. We may, therefore, safely leave the Colleges, in association, to conduct their examinations in the same way as the Departments of Teaching at the unitary universities.

If the University we have suggested is to be a Provincial University of the proper type, the procedure of 'affiliation' and 'recognition' will have to be re-examined and clarified. The 'affiliating University' in spite of the name given to it, has no power to affiliate or to disaffiliate. The establishment of a new college is a function of Government and so is its continuance; apart from a mortgage of public policy, a new college means a grant of Rs.40,000 to Rs.50,000 a year from the public funds. Government alone can undertake this responsibility. The old Allahabad University, as we have seen, had no power to affiliate or to disaffiliate; it merely made recommendations to Government, who decided as they thought fit. The Agra University Constitution invests the Chancellor with the power of granting or withholding affiliation, but as the University functions outside the territory administered by the Chancellor in his capacity of Governor, the University has been given the power of disaffiliating colleges without reference to the Chancellor (1).

'Recogn-
tion' and
'affiliation.'

In order to clarify issues, two things must be clearly distinguished. First, the 'recognition' of the college, including its establishment and continuance with the help of a public grant, if necessary, and the acceptance (as valid and legitimate) of the principle for which the college stands. This is a matter for Government and the University can only act as an advisory body. Secondly, affiliation of the College with the University, in the subject which the University allows the college to teach. This is primarily an academic matter and may be left to the University. It will be noted that we are using the terms 'recognition' and 'affiliation' in a sense almost opposite to that which is attached to them at present.

The procedure for 'affiliation' and the 'withholding of affiliation' by the University will be discussed later.

For the 'recognition' of Colleges we recommend the following procedure :
(A) The conditions of 'recognition' should be laid down clearly in the Act and the First Statutes. (B) An institution desiring recognition as a University College should apply to the Government. The Government before they decide the matter should obtain from the University a report as to whether the requisite conditions laid down in the Act and Statutes are, or can be, fulfilled by the institution concerned. The Government will also, along with the University report, have to take into consideration the financial resources of the managing authority and the amount of aid the Government is prepared to grant. The

Procedure
recommen-
ded for the
'recognition
of a new
University
College

(1) The affiliation of the D. A. V. College, Dehra Dun, was not permitted by the Chancellor. The University Executive Council threatened Jaipur College with disaffiliation unless it constructed a proper college building and Jaswanti College, Jodhpur, unless it appointed a whole-time Principal. Both threats were effective.

decision of the Government will, of course, be final, but it will not, in our opinion, be desirable for Government to grant recognition to an institution unless the University is satisfied about its educational standards.

VI—Separation of Academic and Executive Functions

The
Executive
Council

Our first duty is to find a solution for the problem that awaits us at the door-step of the new university—the relation of teachers to non-teachers. The Calcutta University Commission recommended the organisation of strong academic bodies. But the Executive Council they planned was to be the appointing authority of the University and they decided to have a strong representation of teachers on the Council; otherwise, they seem to have thought, there would be no security of tenure for the employees. The organisation of the Executive Council on lines recommended by the Commission has led to the unfortunate results we have already noticed. It is obviously not possible to leave in the hands of public men a body which makes the Faculty Regulations, sanctions the syllabus and even scrutinizes the reports of the examiners of Pa. D. theses. On the other hand, an Executive Council dominated by the teachers will never have the confidence and the support of the public. It will certainly not have the confidence of the mass of the teachers. The remedy is to separate the academic and executive functions of the University by assigning each to competent hands. Academic power should be vested in a council consisting of teachers exclusively and executive power in a Council of Principals and public men.

Among the public men on the Executive Council it would not be right to give the Secretaries of the Managing Committees an *ex officio* place though such a scheme seems to be in consonance with our plan. The constitution of the Managing Committee differs from college to college; in the three public colleges the constitution is controlled by the Government, the two Hindu communities make their own constitution subject to general law of the land but without any reference to Government and the University; lastly, in two Christian Colleges the constitution is a working arrangement merely and in all the three Christian Colleges the Principal is both the academic head of the institution as well as the Secretary of the Governing Body. Thus in only five out of the eight colleges would a Secretary be available. Apart from this there is a further insurmountable difficulty. The educational institutions of the Province, taken as a whole, may or may not be considered as doing justice to all communities in the Province. But that the colleges of the Agra University give undue weightage to some communities, and those numerically the smallest in the land, is undeniable. The seats of public men in the Executive Council should not, therefore, be given to the Secretaries who by virtue of their office are representatives of communities, but to 'outsiders.' The Managing Committee should be content with the fact that the Principal appointed by it has a place there.

The Academic Bodies of the Agra University are large, weak and impotent. In order to provide a place for every interest and for every individual, the number of members has been increased, but since power in academic matters cannot be given to multitudes, their functions have been made advisory. Apart from the Senate, the Executive Council and the Boards of Studies, the following academic bodies exist at present :—

The
Academic
Council

	Members
Academic Board	31
Board of Inspection	11
Faculty of Arts	81
Faculty of Science	46
Faculty of Commerce	36
Faculty of Law	16
Faculty of Agriculture	14
Total	235

The academic needs of the University are really the needs of a good college with a proper complement of post-graduate classes. The fact that there are eight or more colleges does not make multitudes of specialists necessary. What suffices for the need of the best college will suffice for the needs of all. A Faculty *ex-hypothesi* is a group of high specialists. Nobody should pretend that the Agra University Faculties have any specialised work to do. The Faculties of Agriculture and Commerce have no post-graduate classes. The Faculty of Law prescribes an LL.B. syllabus of a type pretty well known throughout the length and breadth of India covering evening instruction for two years; there is no question of specialisation here. Post-graduate classes in Science exist at the two Agra Colleges only; their work should have been left to the teachers of those colleges and not subjected to the control of a Faculty in the election of which everybody has a hand.

What the University needs is an Academic Council, not unmanageable in number and consisting of the best teachers of the Colleges, which may function as the 'academic authority' of the University side by side with the Executive Council.

CHAPTER XXII

RECOMMENDATIONS : (continued)

UNIVERSITY OF THE UNITED PROVINCES

AUTHORITIES AND OFFICERS

I—Boards of Studies

Boards to consist of the Heads of College Departments of Teaching

The Boards of Studies of the Agra University are constituted as the result of three elections ; naturally they are not in direct touch with the teaching work of the colleges. Our suggestion is that the person or persons engaged in teaching a subject in a college should be taken as the primary unit and the academic structure of the University built on that foundation. The Departments of Teaching in the colleges and the Heads of the Departments are not defined by the Agra University Statutes but the existence of the Head of the Department at least is assumed (1). The late Mr. Kichlu, the Special Officer, defined the 'Head' as 'the head teacher of a subject in an affiliated college.' The head of the college department of teaching should be an *ex officio* member of the appropriate Board of Studies in the University. Every college should be entitled to this as a right, provided that it is actually teaching the subject. If a college has only one teacher teaching the degree classes, that teacher should be entitled to membership. Where teaching experience has to be pooled, the experience of all should contribute.

Nomination by the Executive Council

With eight colleges as at present, there will at the utmost be eight *ex officio* members of the Boards of Studies. As the number of the colleges increases, the number of members will increase also ; in this we see no harm so long as the number does not go above fifteen or sixteen. On the other hand a subject, specially a new subject, may be taught at one or two colleges only. In that case the number of *ex officio* members will be very small. Power in such a case should be left to the Executive Council to nominate members to the Board for a period of three years either from among the teachers of affiliated colleges or outsiders so as to bring the strength of the Board to seven.

The Board of Studies in Law should consist of the Heads of the Law Departments of the colleges and of three lawyers or Judges assigned to the Board by the Executive Council ; persons so assigned need not be members of the Council. The Board of Studies in Commerce should consist of the Heads of the Departments and of not more than three members assigned to the Board by the Executive Council. The Boards of Studies, under our recommendation, will be permanent bodies not subject to automatic dissolution as at present.

(1) For example as early as in 1927 when it was decided by the Senate that the Dean of the Faculty should be a Principal or the Head of a Department. Minutes, Vol. I, pages 8—14.

The duty of the Boards will be to frame the syllabuses and to draw up the panel of examiners for their subjects. To suit the needs of various colleges, alternative courses may be provided but they should be properly balanced. The college departments of teaching should be invited to send their suggestions about syllabuses for the consideration of the Boards. The procedure for appointment of examiners will be explained later. The syllabus at present is framed three years ahead for classes whose instruction covers two years, and two years ahead for other classes. When the First Degree examination comes after a three years course, the syllabus will have to be framed four years ahead. This period is unfortunately very long; and it is to be hoped that with the simplification of the academic bodies we have recommended, it will be possible to hold the meetings of the Boards in November instead of March.

Functions :
Syllabus
and the
Panel of
Examiners

These two functions are necessary; the work of the University depends upon their performance. In addition to this the Boards should be invited to make any suggestions they desire on the Academic Regulations appertaining to their subject and to express their opinion on any matter placed before them by the Executive Council, the Academic Council or the Vice-Chancellor.

The Boards should be required to elect a Chairman and a Vice-Chairman, both officers to hold office for three years. But it should be provided, as in some unitary universities, that a reader should not be elected if a professor is available, nor a lecturer if a reader is available. It is to be hoped that some college at least will be able to send a professor or reader to the Board for every subject. The procedure of the Board meetings, quorum etc. should be prescribed by the Regulations of the Academic Council.

II—The Academic Council—Composition

Our recommendation is that the present five Faculties and the Academic Board be replaced by an Academic Council authorized by the Act to function as the 'academic authority' of the University. The Council should consist of the Vice-Chancellor (*ex officio* Chairman), and the Chairmen of the Boards of Studies. Co-opted members are, in our opinion, not needed for such a body. But as representation of all subjects will be necessary at the Academic Council, provision will have to be made by the Regulations so that the Vice-Chairman may attend the meeting if the Chairman is unable to come.

Academic
Council to
consist of
the Vice-
Chancellor
and the
Chairmen
of the
Boards of
Studies

To start with there will be nineteen Boards of Studies—thirteen for the arts subjects (including Geography, Law and Commerce) and six for the science subjects (including Military Science and Mathematics). The Academic Council should be able to undertake the work of co-ordination better than the Faculties at present. For detailed discussions, permanent sub-committees of the Academic Council, consisting of the arts and science Chairman, can be instituted. Neither the Senate nor the academic bodies of the Agra University

make any use of committees, but the Executive Council does. The Regulations of the Academic Council should permit the fullest use of committees and provide for the appointment of outsiders on such committees where necessary.

It will be observed that while the constitutions of the Boards of Studies and the Executive Council place all colleges on an equal footing, that of the Academic Council does not. Assuming that good pay means good work, the colleges that employ better staff will get a weightage, and it is conceivable, though highly improbable, that a single college may capture all the places in the Academic Council. This is inevitable. Equality of all colleges in the Academic Council could only be maintained at the cost of the academic life of the University. The Academic Council recommended by us should not, on account of the similarity of name, be identified with the present Academic Board. Both its character and its functions will be different.

III—The Executive Council—Composition

We have already suggested that all Principals should be *ex officio* members of the Executive Council. But it is also necessary to have on the Executive Council public men of the proper type and in the proper proportion. We consider the Senate a very unsafe and a very dangerous constituency for electing an Executive Council of the type we are planning; the Senate will, in the long run, always elect party men.

After a careful consideration of all alternatives, of the duties which it will have to discharge and the position it will inevitably occupy in the educational programme of our Province as the trustee for the largest number of college boys, we recommend the following constitution for the Executive Council:—

- (1) The Vice-Chancellor, *ex officio*, Chairman.
- (2) The Director of Public Instruction, *ex officio*.
- (3-6) Four members of the Legislature, one from the Council and three from the Assembly, the Assembly representatives being elected by the single transferable vote.
- (7-12) Six persons appointed by the Government of whom at least one shall be a woman.
- (13-15) Three graduates elected by the registered graduates who are members of the Senate from among their own body by the single transferable vote.
- (16-23) Principals of University Colleges, *ex officio*.

The Executive Council will frame its own Regulations for the transaction of business, method of voting, quorum, etc. but in order to secure the attendance of the members, it should be provided that persons other than *ex officio* members, will cease to be members if they fail to attend three consecutive meetings, but without prejudice to their re-election or re-appointment.

Principals
and Public
men in the
proportion
of 2:3.

It will be observed that the proportion of Principals to other members is 8 to 15. In order to keep a proper balance between the two elements, we suggest that a provision be made by Statute to the effect that the proportion of Principals to the other members of the Council shall be in the proportion of two to three ; so that as the number of Principals increases, one member may be added to each of the following categories of the members of the Executive Council by rotation : (1) Persons nominated by Government, (2) Members of the Legislature, (3) Registered Graduates.

Section 8(2) of the Agra University Act provides : " Where power is conferred upon him by this Act or the Statutes to nominate persons to authorities and bodies, the Chancellor shall, to the extent necessary and without prejudice to such powers, nominate persons to represent minorities not otherwise represented." We recommend the retention of this general provision in the new Act with the substitution of ' Government ' for ' Chancellor. '

Nominations
by the
Governments

It will be observed that while the Executive Council of the Agra University was in effect unrelated to any administration, our plan keeps the Council in close touch with the Government. The Vice-Chancellor will be appointed by the Government on the recommendation of the Senate ; the Director of Public Instruction is a Government officer ; the Principals of the colleges will under our recommendations be irremovable except with the sanction of Government and, in addition to the six persons nominated by Government, at least two out of the four persons sent by the Legislature will be the choice of Government as representing the majority of the Assembly. This means that one-third of the Executive Council will consist of the nominees of the Government, and persons who may legitimately claim to have its confidence will be a definite majority. This system will only work well if one obvious convention is accepted: that the Government in sending members to the Executive Council and the Court functions merely as a constituency in Burke's sense of the word i.e. it sends men whom it considers to be suitable but does not load them with a mandate.

For the Executive Council as well as the other bodies of the University the following general provisions are recommended :

(a) Where a person is elected from one body to another, he should cease to be a member of the latter body if he ceases to be a member of the former ; but he should continue to be a member till the body which sent him has a chance of making another nomination. Thus if the Assembly is dissolved, its representatives should remain on the University bodies till the meeting of the new Assembly.

(b) Elected and appointed members should hold office for three years and interim appointments or elections (including the appointment of the Vice-Chancellor) should be for the residuary term only. This will enable all bodies to be constituted at the same time.

IV—Functions of the Academic and Executive Councils

Our next duty is to distribute the powers and functions of the University between the two authorities. The following principles are suggested:

Jurisdiction
of the two
Council.

(1) Appropriate provisions of the Act should definitely establish the Executive and Academic Councils as the Executive and Academic 'authorities' of the University. The Executive Council (which is really an administrative Council) should be made responsible for and given control of the 'administration and finance' of the University. The Academic Council should have 'the control and general regulation of, and be responsible for the maintenance of standards of instruction and for the education, examination, discipline and health of students and for the conferment of degrees (other than honorary).'

(2) The Act and Statutes should, so far as possible, exhaustively define the Academic and Executive spheres; residuary powers should be vested in the Executive Council.

Provision
for conflict

(3) In case of a conflict between the two Councils on the question of jurisdiction either Council should have the power to request the Vice-Chancellor for a ruling and his decision should be final. It is not, in our opinion, necessary to refer the matter to Government. Section 10(2) of the Act will have to be modified for this purpose. The following amended form is suggested: "It shall be the duty of the Vice-Chancellor to see that the Act, the Statutes, the Regulations and the Rules are faithfully observed and to decide all questions of jurisdiction between the authorities of the University. He shall have all powers necessary for this purpose".

Budget-
control
of the
Executive
Council

(4) Since the Executive Council is to be the final authority in matters of finance, it will be possible for it to use its financial powers in such a way as to strangle the life of the Academic Council, and this would not be desirable. A few examples will make our meaning clear. It is for the Executive Council to decide whether it can or cannot find money for enabling the Academic Council to bring out a University Journal or to organise extension lectures or grant new scholarships or subsidise a very important scientific research carried on by one of the colleges. These are academic matters, but they involve schemes of expansion, the co-ordination and evaluation of different plans and, ultimately, the balancing of the budget. The Executive Council, after considering the recommendations of the Academic Council, should be empowered to decide which of the schemes, if any, it is prepared to finance. But

there is expenditure of another type, which though avoidable from the budget view point, is academically necessary. Attention, owing to incidental circumstances, has been drawn to two matters.

(1) The Agra University decided that if there are no regular students appearing for a paper, or for a whole examination, no paper would be set for private candidates only. The debates in the Senate on the question seem to us to have been inspired by two feelings—first, that private candidates were pariahs whose fate did not matter and, secondly, that the examination scheme could be broken up into separate items of which the University need only pick up the profitable ones. Great hardship has been caused by this rule to non-regular candidates. It is not possible for the University to tell them till September whether a paper is going to be set. And where only one college arranges for instruction in a subject (e.g. M.A. Politics) and then gives it up, the non-regular candidates, who have passed the M. A. Previous examination only, are left hanging in mid-air. (2) Another problem of the same kind has arisen owing to the desire of the Boards to frame syllabuses in subjects for the instruction of which no provision has been made by any college and the provision of alternative papers when the group of students taking each is very small. These questions, we submit, should be judged primarily from the academic point of view; the examination machine should be taken as a whole, and private candidates and research students provided for, even though they are deficit items in the examination budget. These examples, should be sufficient to explain the principle of our recommendation. The Academic Council should have the power of framing the Academic Regulation of the University: provided that all Academic Regulations which involve expenditure above a prescribed amount shall be sent to the Executive Council, and if the Executive Council is of opinion that any Regulation involves expenditure of an amount that cannot be met out of the funds at its disposal, it may ask the Academic Council to reconsider its decision. All Regulations, as explained later, will be submitted to the Senate, and the Senate will have the power of vetoing any Regulation it does not approve.

(5) Appointments (apart from appointment of examiners) should be divided into two classes. First, appointments definitely assigned to the Executive Council, e.g. appointment of persons to represent the University on other bodies, inspectors of colleges, etc. Secondly, appointments which entail travelling expense but are of a purely academic nature, e.g. appointment of outside experts to committees of the Academic Council, delegates to academic conferences, etc. The Executive Council in the University budget should provide what it can under the

second head and, subject to this condition, the Academic Council should be allowed to make these appointments with the sanction of the Vice-Chancellor.

Powers
of the
Academic
Council

Keeping these considerations in view, we can proceed to specify the main topics which, subject to the provisions of the Act and the Statutes and subject to the power of the Senate to veto an Academic Regulation, should be assigned to the Academic Council as the proper sphere of its Regulations and Rules and concerning which (subject to the aforesaid restrictions) its decisions should be final—

(1) Provisions of procedure, rules of debate, quorum, etc. for the Academic Council itself as well as the Boards of Studies.

(2) The Syllabus or Courses of Study from year to year, and responsibility for the maintenance of proper standards. The matter is too well-known to need discussion.

(3) Classification of subjects of study or what we have with reference to the Agra University called the Faculty Regulations—the allotment of subjects to various Boards of Studies and examinations, the number of papers at the examinations, alternative courses that can be allowed and the necessary provision for balancing them, the maximum marks for each paper and each subject, the specification of pass marks and marks for various divisions, etc. (Chapters XII, XIII, XIV, XV, XVI, XXX—XXXIII B of the present Calendar). These Regulations are on the whole of a very technical character and can only be left to the Academic Council.

(4) Research work, the procedure for supervising it and the award of Doctorate degrees (other than honorary).

(5) All matters appertaining to examinations, except the appointment of external examiners; and in particular the award of grace-marks, instructions to examiners, fixing of examination dates, provisions for re-totalling, re-scrutiny, re-examination, working of the results committee, withholding of fees [Chapter XXIX A—Examinations (General) of the Agra University Calendar.]

(6) Non-regular candidates of all categories (including all private candidates eligible under our recommendations); condonation of attendance, etc.

(7) Award of University scholarships, research studentships, etc. within the budget of the University.

(8) Disciplinary action against students.

(9) Such other duties as may be assigned to the Academic Council by Statutes and, in particular, any Regulations that may be needed for the college departments of teaching.

The Academic Council and the Vice-Chancellor under our scheme take up the academic duties of the present Executive Council. The senior teachers will, as explained hereafter, be in the service of the University as well as the colleges

and will naturally be responsible as officers of the University for the work they do.

The functions of the present Executive Council are defined by Section 17(1) and Section 18 of the Act, and have been briefly noted. After the above-mentioned powers have been transferred to the Academic Council, there will remain still to the Executive Council the following powers :

Powers
of the
Executive
Council

- (1) Use and custody of the University seal ; the power of controlling litigation on behalf of the University.
- (2) The framing of Statutes.
- (3) The framing of Executive Regulations for the procedure of the Executive Council and all matters that come within the sphere of its authority.
- (4) Control of all University property ; power of sale, lease and transfer, administration of endowments ; collection of subscriptions, etc.
- (5) The University budget.
- (6) Appointment of representatives of the University to other bodies and authorities.
- (7) The control of the University Office and the appointment, dismissal, etc. of all persons in the (immediate) service of the University.
- (8) Affiliation and disaffiliation of colleges, inspection of colleges, returns from the colleges, recommendations to Government about recognition of new colleges, etc.

Under our recommendations, discussed in more detail later, the Executive Council will have the following additional functions :

- (9) Sanction of the appointment, dismissal, etc. of the college staff in accordance with the Act and Statutes.
- (10) Receipt and scrutiny of college returns and the proceedings of the college managing committees and the college budgets.
- (11) Recommendations to Government about the grant to the University and the distribution of the grant according to Government Orders.
- (12) Any other duty imposed by the Act or the Statutes.

V—Examinations

The procedure for the appointment of examiners has caused more difficulty at the Agra University than elsewhere. After a careful consideration of all the factors involved, we have decided to submit the following recommendations to be incorporated in the Statutes of the University.

Appoint-
ment of
Examiners

- (i) The minimum qualifications for the examiners should be increased and Statute 9 of Chapter XXIXG amended as follows :—“No person shall be eligible for appointment as examiner for a First Degree examination unless (a) he has at least five years experience of teaching or examining for an examination of equal or higher standard, or (b) he has at least three years' experience of teaching or examining for a post-graduate examination. These conditions shall apply to external as well

as to internal examiners ; provided that for examinations in law five years teaching experience or seven years professional standing shall be deemed necessary. An exception may be made in the case of experts or others possessing special knowledge of the subject concerned.

(ii) Out of persons so qualified, the Board of Studies shall submit to the Academic Council two panels of examiners, one internal and the other external, indicating the subject and the papers which the persons on the panel are competent to examine. The Academic Council shall finally sanction the panel. The panel shall be revised every year by the Academic Council after considering the recommendations of the Boards of Studies.

(iii) The Vice-Chancellor shall, after consulting the Conveners of the Board of Studies, recommend to the Academic Council the names of the internal examiners and to the Executive Council the names of the external examiners for appointment every year by rotation from among the members of the panel, but the Vice-Chancellor shall have power to pass over individuals in the panel for reasons which should be recorded in writing and placed before the bodies concerned at the next meeting.

(iv) At least half the examiners in the papers for every subject at every University examination shall be external examiners.

(v) The list of examiners appointed by the Councils shall be recorded in the Minutes of the University after the publication of the results.

(vi) No internal or external examiner shall be given more than 400 answer-books to examine.

(vii) No teacher of an affiliated college may accept remunerative examination work from any other university or examining authority without the permission of the Principal of his college.

(viii) The tabulators shall be appointed by the Executive Council on the recommendation of the Vice-Chancellor and paid at the rates fixed by the Executive Council.

(ix) There shall be no payment to persons in the service of the affiliated colleges for the examination work of the University. The maximum answer-books that can be examined and the maximum remuneration that may be earned have been discussed in Part I of the Report.

Moderation

The appointment of moderators is a matter for the Academic Regulations. We are of opinion that *at present* no moderators should be appointed but a paragraph should be added to the letter of instructions to the examiners

informing them that as there are no arrangements for moderation, the University expects them to perform their duty with the utmost care. Several examining authorities have now abolished moderation.

Our recommendation abolishing payment to internal examiners should be taken along with our recommendations about grades and conditions of service of the University Colleges' staff. We have, in a succeeding chapter, recommended the enforcement of a proper contract and the consolidation of the college service and University service. The objection that the University has no right to take work from people who are in the service of the colleges will not therefore be valid. Several universities at present do not pay any remuneration to internal examiners. We feel strongly that, for reasons which have nothing to do with economy or finance, the payment of remuneration to internal examiners should be dropped; it will be impossible for the staff of the colleges to cooperate cordially with each other so long as the remuneration to examiners is allowed to disturb their relations. This recommendation will mean a saving of about Rs.25,000 a year, which the Executive Council will be able to distribute among the colleges in order to strengthen their position. It will not in our opinion be right to reduce the fee of the students on this ground; since the staff of the colleges will do the examination work, the colleges are entitled to payment for the work done by their staff.

Abolition of remuneration for College teachers

The Examinations Committee should be appointed by the Academic Council on the recommendation of the Vice-Chancellor and its constitution and functions prescribed by Statute. As to its functions, the following items are suggested :—(a) bringing out the results, (b) disciplinary action against students using unfair means reported to it by the Registrar, (c) action necessary in the case of the results of Part I and II examinations (as will be explained later) and (d) such other duties as may be assigned to it by the Academic Council Regulations. We object to any alteration in the marks awarded by the original examiner by the process of re-examination but not to any principle intended to interpret that award by the tabulators, e.g. Grace Mark Rules. But in order to meet unforeseen contingencies, power should be given to the Vice-Chancellor by Statute to order the re-examination of all answer-books, or the re-setting of a paper or the holding of a second examination for all students in one paper. But he should, in that case, be required to proceed on his own responsibility and the Councils as well as the Senate should be informed of the action taken by him. We have in a previous chapter discussed the Asthana re-examinations, which in our opinion were justified by the number as well as the divisions of the students who passed as the result of the re-examination.

The Examinations Committee

We have received complaints from a large number of persons that there is a leakage of examination papers and that public confidence in the proper conduct of the examinations has been shaken. But other persons not less well

Inquiry Committee for Examinations.

informed declare that every possible care is taken and the leakage do not prove any defect in the examination arranged due to the fault of individuals. No proper machinery exists matters; disciplinary action, as past instances have shown the Vice-Chancellor in virtue of some vague extraordinary commend that a Committee of Inquiry for Examination Statute and the Executive Council be empowered to rules framed by the Vice-Chancellor and assented to by the Executive Council. The Committee should consist of (a) the Director of Public Instruction, *ex officio* or an officer of the Education Department nominated by him, (b) a public man of standing and (c) a distinguished lawyer or judge. The Inquiry Committee should have the power to take cognisance of all cases of misconduct connected with the conduct of examinations placed before it by the Vice-Chancellor, the Executive Council or the Academic Council. The orders of the Executive Council framed on the findings of the Committee in respect of the misconduct of any employee of a college shall be given effect to by the Managing Committee, or other competent authority, with the least possible delay. In case of failure to do so, the college concerned will be liable to withdrawal of affiliation. The recommendations of the Inquiry Committee, along with a note on the action taken thereon by the Executive Council, should be placed before the Senate at its next meeting. The Committee should be constituted for a period of three years along with the other University bodies; the two members who are not *ex officio* members should be appointed by the Executive Council out of a panel recommended by the Vice-Chancellor.

VI—University Legislation

We have already quoted the recommendations of the Calcutta University Commission in conformity with which University laws have been divided into Statutes, Ordinances and Regulations. Statutes do not come into effect till they are sanctioned by the Chancellor. The procedure for framing them will be discussed later on. There are no Ordinances in the Agra University; the provisions for the making of Ordinances in the Allahabad University Act are as follows :

Provision for
Ordinances
at the
Allahabad
University

“33 (1). Save as otherwise provided in this section, Ordinances shall be made by the Executive Council : Provided that no Ordinances shall be made—

(a) Affecting the admission of students or prescribing examinations to be recognized as equivalent to the University Examinations or the further qualifications mentioned in sub-section (1) of section 37 for admission to the degree courses of the University, unless a draft of the same has been proposed by the Academic Council, or

(b) Affecting the conditions and mode of appointment and duties of Examiners and the conduct or standard of examinations or any course of study, except in accordance with a proposal of the Faculty or Faculties concerned and unless a draft of such Ordinance has been proposed by the Academic Council in the manner prescribed by the statutes, or

(c) * * * * *

(d) Affecting the condition of residence of students, except after compliance with such conditions as may be prescribed by the Statutes.

(2) The Executive Council shall not have power to amend any draft proposed by the Academic Council under sub-section (1) but may reject it or return it to the Academic Council for reconsideration, either in whole or in part, together with any amendments the Executive Council may suggest.

(3) All Ordinances made by the Executive Council will come into effect from such date as it may direct, but every Ordinance so made shall be submitted, as soon as may be, to the Chancellor and the Court, and shall be considered by the Court at its next succeeding meeting. The Court shall have power by a resolution passed by a majority of not less than two-thirds of the members present at such a meeting to cancel any such Ordinance and such Ordinance shall, from the date of such resolution, be void.

(4) The Chancellor may, at any time after any Ordinance has been considered by the Court, signify to the Court and the Executive Council his disallowance of such Ordinance, and from the date of the receipt by the Executive Council of the intimation of such disallowance, such Ordinance shall be void.

(5) The Chancellor may direct that the operation of any Ordinance shall be suspended until he has had an opportunity of exercising his power of disallowance. An order of suspension under this sub-section shall cease to have effect on the expiration of one month from the date of such order, or on the expiration of 15 days from the date of consideration of the order by the Court, whichever period expires later.

(6) When the Executive Council has rejected the draft of an Ordinance proposed by the Academic Council the Academic Council may appeal to the Court which after obtaining the view of the Executive Council may, if it approves the draft, make the Ordinance and submit it to the Chancellor."

These provisions are complicated but, in substance, an Ordinance is a University law which takes effect as soon as passed by the University authorities though it can be disallowed by the Court and the Chancellor. The Regulations of the Agra University, subject to some conditions, are made by the Executive Council and no reference to the Senate or to the Chancellor is necessary. (1).

(1) The Senate is allowed to make Regulations about its procedure.

Distribution
of topics

The following table shows the assignment of topics to various kinds of University laws by the Allahabad and Agra University Acts.

Allahabad University	Agra University
I—Statutes	I—Statutes
(a) Conferment of Honorary degrees.	(a) Holding of the Convocation.
(b) Fellowships, scholarships, exhibitions, medals, and prizes.	(b) Conferment of Honorary Degrees.
(c) The Vice-Chancellor's term of office and conditions of service.	(c) Fellowships, scholarships, medals and prizes.
(d) Designation and powers of the Officers of the University.	(d) Condition of service of the Vice-Chancellor [His term, three years, is prescribed by the Act, Section 9(1).]
(e) Constitution, powers and duties of the authorities and Boards of the University.	(e) Designation and powers of the Officers of the University.
(f) Institution and maintenance of Colleges and Halls.	(f) Constitution, powers and duties of the authorities of the University.
(g) Classification and mode of appointment of the teachers of the University.	(g) Conditions of affiliation, and of continuance of affiliation of colleges to the University.
(h) Pension or Provident Fund.	(h) Classification and mode of appointment of teachers employed by the University.
(i) Maintenance of a register of Registered Graduates.	(i) Pensions or Provident Fund.
(j) The discipline of students.	(j) Maintenance of a register of Registered Graduates.
(k) All matters which the Act requires to be prescribed by Statutes.	
II—Ordinances.	
(a) Conditions under which students shall be admitted to the degree or diploma courses and to the examinations of the University, and shall be eligible for degrees and diplomas.	(k) Conditions under which students shall be admitted to the courses of study prescribed by the University and to the examinations conducted by the University and be eligible for degrees, diplomas and certificates.

Allahabad University

Agra University

II—Ordinances—(concl'd.)

I—Statutes

- (b) Admission of students to the University.
- (c) Courses of study for all degrees and diplomas of the University.
- (d) Conditions of residence of the students of the University and the paying of fees for residence in Colleges and Hostels maintained by the University.
- (e) Recognition of Colleges and Hostels not maintained by the University.
- (f) Number, qualification and emoluments of teachers of the University.
- (g) Fees for University, tuition, for supplementary or tutorial instruction provided by the University; fee for University examinations and diplomas; fee for the registration of graduates.
- (h) Giving of religious instruction.
- (i) Formation of Departments of teaching in the Faculties.
- (j) Conditions subject to which persons may be recognised as qualified to give instruction in colleges and hostels.
- (k) Conditions, mode of appointment and duties of examiners.
- (l) Conduct of examinations.
- (m) All matters which by the Act or Statutes are to be provided by Ordinance.
- (l) Fees to be charged for admission to the examinations of the University and for the registration of graduates.
- (m) Conditions, mode of appointment and duties of examiners.
- (n) Conduct of examinations.
- (o) Admission of students to affiliated colleges.
- (p) Number, qualifications and emoluments of teachers employed by the University.
- (q) All matters which by this Act are to be provided by Statutes.

Allahabad University

III—Regulations

- (a) Procedure at meetings, quorum, etc.
- (b) All matters which by the Act, Statutes or the Ordinances are to be prescribed by the Regulations.
- (c) Other matters solely concerning such authorities and Boards and not provided for by the Act, Statutes and Ordinances.
- (d) Giving notice to members of the dates of meeting, business to be transacted and the keeping of records.

Agra University

II—Regulations

- (a) Procedure at meetings, quorum.
- (b) Giving notice of meetings, and of business to be transacted ; keeping of records.
- (c) All matters which by the Act or Statutes are to be prescribed by Regulations.
- (d) Courses of study to be laid down for all examinations of the University.
- (e) The conditions of residence of students.
- (f) Discipline of students.
- (g) The classification or inclusion of the subjects of study in the various Faculties.
- (h) Constitution, powers and duties of the Boards of the University.
- (i) Periodical inspection of affiliated colleges.

Recommendation
about the
framing of
Regulations

It should be noted, first, that when a topic or subject has been assigned to Statutes, no Regulation on that subject can be made. Secondly, the elimination of Ordinances from the Agra University Act has led to the distribution of the topics assigned to Ordinances at Allahabad between Statutes and Regulations. This has, on the one hand, eliminated the control of the Chancellor and Senate from the topics transferred from Ordinances to Regulations ; on the other hand, it has subjected other topics (removed from Ordinances to Statutes) to a complicated procedure not justified by the importance of those topics.

We recommend, therefore, that the principle suggested by the Calcutta University Commission be adopted and the laws of the University be divided into Statutes, Regulations and Rules. The Regulations of the United Provinces University will be equivalent to the Ordinances of Lucknow and Allahabad, and its Rules equivalent to their Regulations. But the procedure prescribed for the Ordinances of these two Universities is very complicated and can be considerably simplified for our Regulations.

Both Councils should have the power of making Regulations, as already noted. The Vice-Chancellor will have the authority to decide all cases of conflict between the two Councils, and the Executive Council will be entitled to demand the reconsideration of a Regulation by the Academic Council if it entails expenditure beyond a specified amount. Subject to these conditions, the Regulations made by the two Councils should come into operation as ordered by them. But it will be the duty of the Vice-Chancellor to place the Regulations made by both Councils at the next meeting of the Senate; the sanction of the Senate should not be necessary, but it should have the power by a majority of votes to disallow any Regulations, whether Executive or Academic, but without prejudice to the making of a new Regulation. It is not, in our opinion, necessary to give Government the power of disallowing a Regulation or of suspending its operation. The authority of the Senate should be final in this matter.

The following amendment of Sections 26 and 28 is recommended for the distribution of topics between Statutes and Regulations.

Assignment
of topics to
Statutes and
Regulations

"26. Subject to the provisions of this Act, Statutes may provide for all or any of the following matters, namely :

- (a) Conferment of honorary degrees ;
- (b) the conditions of service of the Vice-Chancellor and other officers of the University ;
- (c) the designation and powers of the officers of the University ;
- (d) the constitution, powers and duties of the authorities of the University ;
- (e) the conditions of recognition and affiliation and of the continuance of recognition and affiliation of the colleges by the University ;
- (f) the classification, mode of appointment and conditions of service of the teachers of the colleges ;
- (g) the constitution of a pension or provident fund for the benefit of the officers and servants of the University and the teachers of the colleges ;
- (h) all matters which by this Act are to be and may be prescribed by the Statutes.

"28. Subject to the provisions of this Act and the Statutes, the Academic Council and the Executive Council may make Regulations providing for all or any of the following matters :

- (a) the holding of Convocation to confer degrees ;
- (b) the institution of Fellowships, Scholarships, Exhibitions, Medals and Prizes ;

(c) the conditions under which students shall be admitted to the courses of study prescribed by the University, and to the Examinations conducted by the University, and be eligible for degrees, diplomas and certificates;

(d) the fees to be charged for admission to the examinations of the University and for the registration of graduates;

(e) the conditions and mode of appointment and the duties of examiners;

(f) the conduct of examinations;

(g) the admission of students to affiliated colleges;

(h) the procedure to be observed at meetings of the Councils, their committees and the Boards of Studies and the number of members required to form a quorum;

(i) the notice to be given of the meetings and of business to be transacted thereat, the keeping of records of their proceedings and similar matters;

(k) all matters which by this Act or the Statutes are to be prescribed by the Regulations;

(l) the courses of study to be laid down for all examinations of the University;

(m) the conditions of residence of students;

(n) the discipline of students;

(o) the classification or inclusion of the subjects of study in the various Boards of Studies;

(p) the constitution, powers and duties of the Boards of Studies;

(q) the inspection of affiliated Colleges."

VII—The Senate : Constitution

The Senate represents 'interests' and not public opinion

It was thought twenty years ago that our 'elder statesmen' would bring to the Senates and Courts of the universities that element of public opinion which has a reference to the problems of education, and that the 'supreme governing body' having the power to elect, wholly or in part, directly or indirectly, all the authorities and bodies of the university, would give them the 'moral mandate' so necessary for the evolution of a co-ordinated educational system. These hopes have vanished in almost all universities; at present among the more patriotic and thoughtful elements disillusionment is complete. Our best men, though often brought to the Senates, are prevented from getting their own. In the votings of the Senates, counting alone counts. A process of elimination is at work by which outsiders are being weeded out by the candidates of the machine. Unless the University Acts are radically changed, these Senates will inevitably develop into Venetian oligarchies.

It is not, in our opinion, possible to constitute the Senate in such a way as to make it a dependable instrument for ensuring the supremacy of public opinion ; limited electorates can only be expected to elect men with limited minds ; nothing short of a country-wide election will give us a Senate truly representative of the people. The failure of the Agra Senate under the present constitution has been largely due to the idea that the Senate should represent 'interests' college staff, managing committees, State administrations, Principals of colleges, the United Provinces Government, the United Provinces Intermediate Board, the Rajputana Board, registered graduates, etc. It was further expected that elections in the Senate would enable these 'interests' to find a place in the other University bodies also. Inevitably the plan has failed. Some 'interests' have combined to capture the Senate, just as commercial interests combine to capture markets, their control of university bodies is limited only by the presence of *ex-officio* members. The Senators have become candidates for 'jobs' and are completely under the control of the 'Pact' leaders.

Our first recommendation about the Senate is that it should no longer serve as an electorate for the University bodies as this is incompatible with the performance of its proper functions. Also, in our opinion, the right of constituting these bodies (apart from the seats reserved for public men) is the right of the Colleges.

The Senate should not be a constituency for University bodies

The Senate of the new university, in our opinion, should be composed as follows :

Class I—Ex-officio members

- (1) The Chancellor (*ex-officio*).
- (2) The Vice-Chancellor (*ex-officio*).
- (3) The Director of Public Instruction (*ex-officio*).
- (4) All members of the Executive Council.
- (5) Ten persons elected by the Academic Council from among its own members.
- (6) The Vice-Chancellors of the Universities of Allahabad and Lucknow.
- (7) Such other *ex-officio* members as may be prescribed by Statutes.

Constitution of the Senate recommended.

Class II—Life-members

- (8) Such persons, not more than five at any time, as may be appointed by the Chancellor to be life-members on the ground that they have rendered eminent services to education.
- (9) All persons who have made donations of not less than Rs.10,000 to the University or of not less than Rs.40,000 to a University College.

Class III—Other members

(10) Ten members of the Legislature, two from the Council and eight from the Assembly, elected by the single transferable vote.

(11) Persons nominated by associations or individuals making to the University or to a University College donations or annual contributions of an amount to be prescribed by the Statute to or for the purpose of the University or a University College.

(12) A member of the Executive Committee of every University College, elected from among their own body.

(13) Twenty registered graduates elected by the registered graduates from among their own body, provided that none of such elected registered graduates shall be teachers employed by the University Colleges and provided that no graduate shall be entitled to vote or to offer himself as a candidate unless he has been on the register for three consecutive years prior to the date of election.

(14) Ten persons nominated by the Government, two of whom shall be members of the authority controlling secondary education in the Province.

Proportion
of academic
and non-
academic
members

Some explanation of these suggestions is necessary. Apart from the Principals and the representatives of the Academic Council, all other constituencies are non-academic; they will, in any case, be closed to the teachers of the colleges. This gives us, roughly, a proportion of 10 teachers (excluding the Principals) to 80 or more non-teachers. In view of the fact that there will be no voting in the Senate for any election except that of the Vice-Chancellor, the weightage in favour of the non-academic element should be considered sufficient. The representatives of the Academic Council are necessary in order to enable the Senate to understand the academic view point; they will not have any effective voting strength.

Chancellor's
nominations

(8) These nominations will be by the Chancellor and not by the Government. There is only one life-member (Dean Davies) at present. The recommendation is made in the hope that the Chancellor will really exercise this power.

Donors

(9 and 11) There is only one donor at present, Rev. Dean Davies, who continues. In accordance with our general plan we recommend that donors to the colleges be also considered under this head. Donations, as in the past, will be mostly to the colleges. The constitutions of the Community Universities give life-memberships to donors of one lakh and the gift may be in cash, securities, land or in any other form. We recommend Rs.40,000 in the case of the University Colleges. A donor's constituency has not yet begun to function though the necessary Statutes were made by the Senate on 20th November, 1931, 18th November, 1932 and 1st November, 1933⁽¹⁾. We recommend the

(¹) Pages 81 and 82, Calendar 1939-40.

retention of these Statutes with the modification that the right of voting and of being elected should be extended to the donors of the colleges also. It should be immaterial in principle whether the donations were made before or after the passing of the Statute.

(13) The present Statutes about the registered graduates constituency have been already explained. This constituency can, under proper conditions, function as a wholesome element in the University. Under our recommendations it becomes a constituency of the 'old boys' of the University Colleges who have honoured themselves by obtaining their degrees and are prepared to extend a helping hand to the University. We recommend, therefore, that while persons on the register are allowed to remain, in future the privilege of registration be only extended to persons who have studied at a University College and to non-regular candidates domiciled in this Province. Since the Senate will cease to be an 'electorate', the reason for extensive registration on party-lines with a view to the election of University bodies in the Senate will disappear. Still the twenty registered graduates in the Senate will elect three members to the Executive Council from among themselves, and as a very necessary precaution we recommend that no registered graduate be allowed to vote or to offer himself as a candidate unless he has been on the register for three consecutive years. This will make it impossible for gentlemen indifferent to the affairs of the University, but not indifferent to the prospects of their friends, to buy a vote at the next election for Rs.7 only. The suggestion of raising the registration fee to a high figure does not appeal to us; the *alma mater* should be equally considerate to all her children. Besides, at a University which has no paid posts at its disposal, such a measure is not necessary.

Registered
graduates.

VIII—The Senate : Functions.

The present functions of the Senate are prescribed by Sections 15 and 16 of the Act :

Present
functions
of the
Senate.

"15. (1) The Senate shall on a date to be fixed by the Vice-Chancellor, meet once a year at a meeting to be called the annual meeting of the Senate.

(2) The Vice-Chancellor may, whenever he thinks fit, and shall upon a requisition in writing signed by not less than twenty members of the Senate, convene a special meeting of the Senate.

"16. (1) The Senate shall be the supreme governing body of the University and shall have power to review the acts of the Executive Council (save when the Council has acted in accordance with powers conferred upon it by this Act, the Statute or the Regulations), and shall exercise all the powers of the University not otherwise provided for by this Act, the Statutes and the Regulations.

(2) Subject to the provisions of this Act, the Senate shall exercise the following powers and perform the following duties, namely :

- (a) of making Statutes and of amending and repealing the same ;
- (b) of considering and passing resolutions on the annual report, the annual accounts and the financial estimates ;

(3). The Senate may make Regulations prescribing —

- (a) the procedure to be observed at the meetings ;
- (b) the notice to be given of its meetings and of business to be considered thereat ;
- (c) the keeping of records of its proceedings.

(4) The Senate shall exercise such other powers and perform such other duties as may be conferred or imposed upon it by this Act or the Statutes."

These clauses, which occur in all University Acts, have been repeatedly discussed and some points have been made clear by the Vice-Chancellors' rulings and the logic of facts.

Position of the Senate under the Act—Senate not to be the 'supreme governing body' etc.

Section 15 needs no comment. Special meetings have only been called twice since 1927. In view of the wording of Section 16 as a whole, no meaning whatsoever attaches to the words 'supreme governing body'. 'Review' here should mean something more than an expression of opinion provided for in Section 16(2)(b) ; if so, then there is nothing the Senate can 'review'. The powers given to the Executive Council by Section 18, specially 18(c), are too comprehensive to leave a loophole for the 'review' of the Senate. It has till now only been possible for the Senate to find one 'power not otherwise provided for'—the power of electing representatives on behalf of the University to other authorities or bodies. A difference between the Senate and the Executive Council led to the reference of the matter to the Legal Remembrancer who was of opinion that the power of election, being a special power could only be exercised by the Senate under Section 16(1) (1). The Senate thus got the privilege of electing two persons to the United Provinces Board, five to the Rajputana Board, one to the Butler Technological Institute, Cawnpore, and one to the Bangalore Institute of Science. This is not a function the Senate can well perform and we have already recommended that this power be specifically given to the Executive Council. Much bitterness and resentment arises when the Senators are told that the 'supreme governing body' is really an ancillary organization ; that there is nothing which they can check or 'review' ; and that they cannot, even as residuary legatees, expect to get any substantial power. Section 16(11) is meaningless and deceptive, and gives rise to false hopes. We recommend its total deletion.

Senate and the passing of Statutes

The most important power of the Senate is that of passing Statutes. It is recommended that the present provisions, given in Section 27, be amended to read as follows :

(1) Vol. I, p. 267.

" 27 (1) The First Statutes, shall be those set out in Schedule I.
 (2) The Statutes may be amended or repealed or added to by Statutes made by the Senate in the manner hereinafter appearing.

(3) The Executive Council shall propose to the Senate the draft of any Statute which it desires the Senate to pass. Such draft shall be considered by the Senate at its next meeting. The Senate may approve such draft and pass the Statute as a whole or it may return it to the Executive Council for reconsideration together with such amendment as the Senate may suggest. After the draft so returned has been further considered by the Executive Council together with the amendments suggested by the Senate, it shall be again presented to the Senate with the report of the Executive Council. The Senate shall then pass the Statute if it approves of the draft as finally submitted by the Executive Council, and if it does not, it shall refer it to the Provincial Government.

(4)(a) When the Senate has approved the draft of a Statute submitted by the Executive Council and has passed the Statute, it shall be submitted to the Provincial Government who may sanction it or reject it or send it back for reconsideration.

(b) When the Senate and the Executive Council have failed to come to an agreement over the form of a Statute, the draft of the Statute shall be submitted to Government together with the views both of the Executive Council and the Senate, and Government may determine the form of the Statute by accepting, in whole or in part, the views of either authority.

(c) A Statute passed by the Senate shall not become valid until it has been sanctioned by Government.

(5) The Executive Council shall not propose the draft of any Statute or of any amendment of a Statute—

(a) affecting the status, powers, or constitution of any authority of the University until such authority has been given an opportunity of expressing an opinion upon the proposal. Any opinion so expressed shall be in writing and shall be considered by the Senate, and shall be submitted to Government;

(b) affecting the conditions of affiliation of colleges by the University except after consultation with the Academic Council."

The Act at present requires a draft Statute rejected by the Senate to be submitted to the Chancellor, who is empowered to refer it back to the Senate [Section 27, 5(b)]. We recommend the deletion of this provision. The Chancellor has never considered it necessary to exercise this power. In practice very few Statutes framed by the Executive Council have been rejected by the

Senate ; recalcitrant members have generally been won over by the promise (seldom fulfilled) that they should let the Statute, a necessary measure of reform, pass without a year's delay and that a new Statute amending the one before the Senate will be framed in due course. Only Statutes the passing of which could be postponed without harm have been sent back to the Executive Council for reconsideration and then almost always with the general agreement of all members. The powers of the Chancellor have been exercised with extreme moderation. Sanction has only been refused to a few Statutes on technical grounds. Where a Statute has been passed after a stiff debate in the Senate, the Chancellor has, so far as possible, sent it back to the Senate with suggestions for a compromise. The Executive Council can hardly complain that it is unable to get the legislation it wants.

Senate not
to have
initiative in
legislation.

But with the Senate it is different. It has not yet been able to pass a single Statute on its own initiative under the provisions of Section 26(3) ; the procedure prescribed is too clumsy and we recommend the deletion of this provision. The other alternative is for the Senate to pass a resolution requesting the Executive Council to frame a Statute, leaving the Council to decide the details. This procedure, too, has not been fruitful. Dr. Pandya's motion that the marks obtained by the candidates be sent to the Principals as in the Bombay University was passed and repassed by the Senate in three successive years with growing irritation before the Executive Council could be induced to frame a Statute. This is the only example of a Statute the Senate has succeeded in getting framed. Neither the provisions of law nor the growth of a good tradition has enabled the Senate to take a hand in the initiation of legislation. The difficulty, unfortunately, lies in the nature of the Senate itself. The conditions under which it meets give no guarantee that laws will be properly made. It is only competent to exercise a veto power.

The power of the Senate to disallow Regulations has been already discussed.

IX—The Vice-Chancellor

Difficulties
of the
present
system.

There is a deep-seated complaint both among teachers and public men against the present system of electing the Vice-Chancellor. The majority of the Executive Council sends three names to the Senate ; it is understood that only one of these names counts. The Senate by an overwhelming majority confirms the choice of the Executive Council. There can be no question of a difference between the two authorities, for the election of the Vice-Chancellor is one of the main issues on which the members of the Senate and the Executive Council have themselves been elected. Gradually all outsiders have been eliminated ; the affairs of the University are dominated by a ' bloc ' and except with its consent no outsider has a chance.

The position of the Vice-Chancellor under our recommendations will be one of considerable responsibility and power. He will have to co-ordinate the work of the colleges and take the initiative in very delicate and important matters. The privilege of holding the office should be denied to persons in the permanent service of the colleges—not because under no conceivable circumstances can any of them be worthy of the office but because under no conceivable circumstances can the office of the Vice-Chancellor be deemed compatible with the duties of their substantive posts. The re-election of the Vice-Chancellor also leads to difficulties. A ring of supporters for the regime is formed around him ; it is not unlikely that the question of re-election will colour the Vice-Chancellor's policy and, in any case, will lead to the accusation that it is so coloured. It may seem unkind to deprive an institution of an officer who has worked well. But in a University like ours a Vice-Chancellor will have contributed all that he can in the first three years of his office.

Keeping all these considerations in view, we recommend that the following provisions about the election and tenure of the office of Vice-Chancellor be incorporated in the Act :

Recommendation about the appointment and tenure of the Vice-Chancellor.

(1) The Vice-Chancellor shall be an honorary officer appointed by the Provincial Government from a panel of three persons recommended by the Senate, one of whom shall be a non-Hindu. Each place on the panel shall be separately voted upon by the Senate. Persons so recommended need not be members of the Senate.

(2) No person who has held the office of Vice-Chancellor shall be eligible for reappointment to the office within a period of five years from the date of his relinquishing office.

(3) No person in the service of the University or the University Colleges shall be eligible for appointment as Vice-Chancellor, and no person who has held the office of Vice-Chancellor shall be eligible for appointment to any paid post in the service of the University or a University College. The Vice-Chancellor shall not be a member of the Managing Board or Executive Committee of any college during his term of office.

(4) If the office of Vice-Chancellor becomes vacant by reason of resignation or death, the post shall be filled by the Executive Council till the next meeting of the Senate and appointment by the Government in such a case shall be for the unexpired part of the term only. If the Vice-Chancellor is unable to act owing to illness, absence from India or other cause, the Executive Council shall elect an acting Vice-Chancellor. The appointment of an acting or temporary Vice-Chancellor by the Executive Council shall be subject to the same conditions as to eligibility as election by the Senate.

(5) The Vice-Chancellor, with the approval of the Executive Council, shall nominate a member of the Council as Vice-President thereof. The Vice-President shall preside over the meetings of the Council in the absence of the Vice-Chancellor and perform such other duties (not being duties assigned to the Vice-Chancellor by the Act or Statute) as the Vice-Chancellor may delegate to him.

It is calculated that the office work of the Vice-Chancellor takes about sixty to ninety minutes of his time every day. As the post has been held by a distinguished lawyer and three college principals, it is obvious that the duties imposed are not of a character to prevent a man from carrying on his professional work. Our recommendations, on the other hand, will tend to increase the Vice-Chancellor's work, and it is necessary, in our opinion, to have a Vice-President to whom he may be able to delegate duties imposed upon him by the Regulations and Rules.

The travelling allowance, etc. of the Vice-Chancellors of all the three universities have been discussed in Part I of the Report. We wish to recommend that the Vice-Chancellor of the Agra University, if not a local resident, be provided with residential accommodation in the University premises and be given a halting allowance of Rs.20 per day for the period of his stay at Agra on University business.

The present functions of the Vice-Chancellor are given in Section 10 of the Act. We suggest that these provisions be allowed to stand with the amendments, mostly of a consequential nature, suggested in the foot-note (*), and that the new powers and functions suggested by us in the course of our report be added to the list. It remains to explain the position of the Vice-Chancellor *vis-a-vis* the two Councils. Where power is given to either Council, it is to be understood that they will decide the matter by a majority of votes, the Vice-Chancellor having a second or casting vote. But where the statutes declare that the Councils shall make a decision on the recommendation of the Vice-Chancellor (for example, in the case of appointment of examiners) the responsibility rests with the Vice-Chancellor and the Councils are only to exercise the power of assenting to his recommendations or withholding their assent.

X—Transitional Arrangements

Our recommendations on the colleges, the staff, the system of examination and other topics will be discussed in the succeeding chapters. We proceed, next, to submit our suggestions on the transitional arrangements. By provisions

(* Section 10(1)—Substitute 'Academic Council' for 'Academic Board.'

Section 10(3)—Substitute 'Academic Council' for 'Academic Board.'

Section 10(4)(a)—Substitute 'inform' for 'report'.

Section 10(4)(b)—Substitute the words 'the order of the Vice-Chancellor has been communicated to him' for the words 'such action is communicated to him.'

similar to those in the Acts of Allahabad, Lucknow, Benares and Aligarh Universities, it should be provided in the Act that the property of the Agra University shall vest in the University of the United Provinces, and that the staff of the University Office will be taken into the service of the new University on the same terms and subject to the same conditions as at present, their claims of leave, provident fund and other privileges not being affected in any respect.

The Acts of the four unitary universities of this Province had to vest the first Vice-Chancellor with special powers in order to enable him to bring the universities into existence. The following provision was made by the Agra University Act, Section 20.

The Special
Officer.

"41. *Appointment of a special officer by Government* :—(1) At any time after the passing of this Act, and until such time as the authorities of the University shall have been duly constituted or until such further time as the Executive Council may desire, a special officer shall be appointed by the local Government for the University.

"(2) It shall be the duty of the special officer to convene the first meeting of the Senate and of the Executive Council within six months of his assuming charge of his appointment. He shall also draft Statutes and Regulations of an urgent nature for submission to the authorities and bodies of the University when they are constituted. He shall be empowered to appoint such clerical and menial staff as may be necessary. No member of the clerical or menial staff shall be permanently employed until his appointment has been confirmed by the Executive Council.

"(3) The special officer shall be empowered to incur all necessary expenditure, subject to the approval of the Chancellor."

A similar provision should be made for the recommendations we are submitting. It is suggested that our scheme be worked out into a new Act with the first Statute and the first Regulations scheduled to it. This will enable the Government and the Legislature to settle the frame-work with which the University is to start.

Persons acquainted with the University will always remember the excellent work done by its Special Officer, the late Mr. K. P. Kichlu. We recommend that in the same manner a person in Government service be appointed as Special Officer to organise the University of the United Provinces and to perform the functions of the Vice-Chancellor till such time, not later than two years from the passing of the Act, as the university bodies are formed and the Vice-Chancellor is appointed. As the University Office is in working order, it will not, in our opinion, be necessary for the person appointed as Special Officer to devote all his time to the work of the University.

CHAPTER XXIII

COLLEGES OF THE PROVINCE

The Public Colleges

We have already commented upon the fact that the educational institutions of the Province have not been planned on any scientific or well-considered principles. A summary of the college constitutions, etc. is given in Appendix J and only the essential points need be discussed here (¹). Of the eight degree colleges of this Province, three are in Cawnpore, two in Agra and one each in Meerut, Bareilly and Gorakhpur. In character also the Colleges differ from each other. Agra, Bareilly and Meerut Colleges are public institutions; two Hindu communities have established colleges at Cawnpore (D. A.-V. College and S. D. College), while the three remaining colleges (St. John's, Agra; St. Andrew's, Gorakhpur and Christ Church, Cawnpore) are controlled by Christian Missionary Societies, the authority of every Missionary College being differently planned.

Boards of
Management.

It is possible to trace a family likeness between the three public colleges of Agra, Meerut and Bareilly. The constitutions of the colleges are defined by Government rules, which vest authority in two bodies—a Board and an Executive or Managing Committee. The Board of Trustees of Agra College consists of three official members, eight representatives of local bodies, and of persons nominated by Government for five years from among the donors and their representatives. The number of non-official members must not be less than thirty or more than fifty. The Bareilly College Board of Control consists of five official members and of persons nominated by Government for life. When a vacancy occurs, the Board recommends for the consideration of Government a name from among the donors of Rs.100, preference being given to graduates of the College of five years standing. Every local body contributing Rs.500 a year or more is also entitled to elect a member to the Board during the continuation of its contribution. The Board of Management of Meerut College consists of four classes of members—eight official members; persons who, being Government nominees, were life-members before 1930; one representative of every local body contributing Rs.1,000 a year; and persons who have contributed Rs.1,000 or more (in cash or property) to the funds of the College.

The Boards must meet once a year; a second meeting may be called, if necessary; the rules also provide for the summoning of requisition meetings.

(¹) The Rules of the public colleges and the articles of associations, bye-laws, etc. of the other colleges are summarized in Appendix J. It has not been considered necessary to repeat them in this Chapter. The summaries in Appendix J have been kindly revised by the Principals of the colleges.

Bodies so constituted cannot, for obvious reasons, be entrusted with real executive powers. "The Board," the Bareilly College Rules declare, "shall exercise a general control over the funds of the College, with the object of satisfying themselves that they are employed for the purposes intended, viz. the promotion of collegiate education at Bareilly. With this end in view there shall be laid before them by the Secretary at the annual meeting, in addition to any other business :— (1) a report by the Principal on the working of the last year; (2) the annual accounts of income and expenditure; (3) a memorandum of the collegiate fund at the beginning of the academic year; (4) the budget for the current year; (5) any information, books or accounts of the Managing Committee which they may require." Similar powers are given by the Rules to the Boards of the other two colleges. The principal function of the Board is the appointment of the Secretary and the election of the non-official members of the College Managing Committee, which is the "executive body" of the College.

The Agra College Managing Committee has two official members—the Commissioner of Agra Division (*Chairman*) and the Collector of Agra (*Vice-Chairman*)—and eight members nominated by the Board "subject to the final approval and sanction of Government." The Executive Committee of Meerut College consists of seventeen members of whom four are *ex-officio* members—the Commissioner of Agra Division (*Chairman*), the Collector (*Vice-Chairman*), the Inspector of Schools of Meerut Division, the Principal of the College and the Honorary Secretary—while the remaining twelve members are elected by the Board. Approval of Government is not required. The Bareilly College Committee of Management consists of twelve members elected by the Board with the approval of Government; the Committee can elect the President and the Secretary from among the official or the non-official members. A professor of the College, selected annually by the staff, is put on the Committee as an additional member; he can take part in the discussions, but has no vote.

Managing
Committee.

The Managing Committees of all the three colleges have been given the same or similar powers. Article 16 of the Bareilly College Rules will give an idea of the functions and duties of the Committee. "The Committee shall be an executive working committee whose duty it shall be—(1) Generally to administer the funds of the College, with due regard to the budget and the moneys available, and to carry out the policy laid down by the Board of Control, in accordance with the regulations of the University. (2) To invest, after meeting all legitimate charges, all surplus moneys that can be so disposed of, applying to the local Government to vest them in the Treasurer of Charitable Endowments. (3) To submit to the Board of Control, at its annual meeting, the reports and accounts enumerated in section 9 of these rules. (4) To decide, with due regard to the recommendations of the Principal, up to what standards of the Agra University the College should be affiliated. (5) Subject to the powers reserved to the Board, to decide in regard

to the appointment, dismissal and salaries of the professorial, clerical and menial staff, due regard being paid to the recommendation of the Principal. (6) To arrange the annual audit of accounts. (7) To administer the affairs of any institution which may be founded from the college funds. (8) To make recommendations to the Board of Control. It is empowered to make rules for the management and administration of the college funds. It may delegate to the Principal, or any member or members, such powers, executive and financial, as it considers necessary. Such delegation shall be by formal resolution. Apart from the academic authority of the Principal, all real power is vested in the Managing Committees of the colleges and their meetings have to be called every month or every alternate month.

The
Principal.

The academic authority of the Principal is defined by the Rules of all the three Colleges. Thus Agra College, Rules XXIV to XXVIII :

“The teachers and students of Agra College shall entirely eschew politics (XXV). The menial servants of the college shall be appointed by the Principal, subject to the general control of the Managing Committee provided for by rule XIV. Other appointments carrying a pay of less than Rs.50 per mensem shall be made by the Principal, subject to the approval of the Managing Committee. Appointments with pay of more than Rs.50 per mensem, but less than Rs.100 per mensem, shall be made by the Managing Committee subject to the provision of rule XXIII. Appointments with pay of Rs.100 per mensem or upwards shall be made by the Managing Committee subject to the sanction of Government (XXVI). The authority which is empowered under these rules to make appointments may, subject to the same provisions as in the case of appointments, promote, fine, degrade or otherwise punish or dismiss, the person holding the appointment. Where under this rule it is proposed to fine, degrade, or suspend any person holding an appointment of which the pay is Rs.100 or upwards, such fine, degradation or suspension may be carried out at once, but shall be reported to the Government through the Director of Public Instruction within one week (XXVII). Due consideration shall be paid by the Managing Committee to any recommendations made by the Principal regarding the appointment, promotion, suspension and dismissal of the staff of the Agra College in cases in which the power of appointment, promotion or dismissal does not rest with the Principal (XXVIII). The Principal of the College shall have absolute power in all matters relating to the admission, promotion and expulsion of students, the discipline of the classes, and the collection and remission of fee. He shall be solely responsible for fixing the hours of study, for the giving and refusing of holidays, for regulating the details of the course of studies, and for the granting of scholarships so far as is consonant with the orders of Government on the subject and with the provisions of these rules.”

The provisions of Rule XXVIII are repeated by the Rules of the other two Colleges, but power of making appointments to posts below Rs.100 is not given to the Principal; it is prescribed, however, that "due regard" shall be paid by the Managing Committee to his recommendations. The appointment of the Principal of Agra College is subject to the sanction of Government under Rule XXV. The appointment and dismissal of the Principal of Bareilly College and his rate of salary "rests solely" with the Board. Meerut College Rules are silent on the matter. Confirmation of appointments to posts above Rs.100 per mensem by Government is required by the rules of Agra College only; in the other two colleges the decision of the Managing Committee is final.

These provisions in the Rules of the public colleges have certainly given to the employees a security of tenure which is not found in other colleges. The rules have also tended to lessen, if not to eliminate, that continued friction between the Secretary of the Managing Committee and the Principal for which so many of our private and communal institutions have become notorious. The executive officer of the college is the Principal and not the Secretary. The Meerut Board has the power of appointing the Secretary who is also Secretary of the Managing Committee. The Principal is Joint Secretary *ex officio*. At Bareilly the Secretary is elected by the Committee; if he is not a member of the Board, he will not be entitled to vote. The Secretary of the Agra Board is appointed by the Board and may be removed by the Board at any time; he is also the *ex officio* Secretary of the Managing Committee.

The rules of Agra College can be amended by Government only; Meerut and Bareilly Boards can amend their Rules with the sanction of Government. The Bareilly Board is given the final power of interpreting the Rules, but the other two Boards are required to refer all disputes about the interpretation of the rules to Government for final decision.

II—The Community Colleges

In the case of a public college it is difficult to organize a proper Board of Management, which functions partly as a revising authority but primarily as an electorate for the Managing Committee. But since the rules are made by Government, resort to law courts is neither necessary nor possible. Organizing an all-India Board or Managing Committee for a community college is an impossible task. Moreover a community college can only be organized as a registered body, the authority of Government being *ex-hypothesi* excluded; there is, consequently, always a possibility of matters being dragged to a court of law.

D. A.-V.
College,
Cawnpore

The D. A.-V. College, Cawnpore, is an Arya Samaj institution. The Arya Samaj organizations of the country are taken as the primary units and membership of the Society is conditional on membership of an Arya Samaj organization.

If a member of an Arya Samaj organization contributes Rs.500 to the Society, he is put in Class I, but if he contributes Rs.200 only, he is put in Class II. Persons belonging to these two classes are deemed to be the "original or primary members." Members of Arya Samaj organizations who have made no contributions are put in Class III and "sympathisers," who have contributed Rs.500 or won public distinction, in Class IV. Persons belonging to classes I and II (i.e. donors of Rs.500 and Rs.200) are members in their personal capacity, i.e. as a matter of right; persons in classes III and IV will only become members of the Society if co-opted by the "primary members" and they may in no case exceed one-tenth of the primary members. All office-bearers of the Society must be primary members.

The Managing Committee consists of three kinds of members. *First*, every Arya Samaj Organization which has contributed Rs.500 or more is entitled to nominate members according to a fixed scale dependent upon the amount of its contribution. These are the representative members or *priinidhis*. *Secondly*, persons of Class I are entitled to elect members from among persons of Class I and Class II, but persons so elected may not be more than half the representative members. *Thirdly*, persons of Classes III and IV are also eligible (in the same manner) to the Managing Committee but they may not be more than one-fourth of the other members. Subject to the control of the Society and the provisions of the rules, the Managing Committee controls the finances of the Society. The President and Secretary of the Society are *ex officio* President and Secretary of the Society.

The Executive Committee in charge of the D. A.-V. College, Cawnpore, is elected for three years by a special resolution of the Society. The Principal is required to carry out the policy of the Society and the two Committees, but "he has full powers to admit, punish, suspend or expel students, to grant concessions in fees within the prescribed limits, to award stipends tenable at the College, to promote or detain students at the end of the session, and to take any other action in the discharge of his responsibilities (1)". No paid servant of the Society, except the permanent Principal, can be a member of either of the two Committees.

The "governing body" of the Sanatan Dharma College, Cawnpore, called the Board of Management, is constituted by the "rules and regulations" of the Shree Brahmavarta Sanatan Dharma Mahamandal and not by its Articles of Association. Only gentlemen professing "the Vernashram Dharma as sanctioned by the Sanatan Dharm" who have subscribed Rs.1,000 or more are eligible to the Board. A list of such persons is prepared by the office of the Mahamandal and from among them the Executive Committee at its annual meeting elects the members of the Board for one year. The Board consists

(1) The Constitution does not define the powers of the Principal, but the Standing Report of the College declares that he possesses these powers.

of the President, Visitor, Secretary, Under Secretary and ten members. The Principal and other educationists, if co-opted, will have such limited membership as the Board may grant them.

The functions of the Board have been thus defined :

“ The Board shall have power to—(1) Receive, hold and manage all the sums collected, subscribed, raised or borrowed for the Sanatan Dharma College, and to spend and invest the same for the benefit of the College. (2) To appoint a sub-committee of members of the Board and this sub-committee may be standing, temporary or for special purposes as the Board may determine on which other members of the Mandal may be co-opted. (3) To delegate, subject to such conditions as they think fit, any of their powers to such sub-committees or to any of its officers. (4) To make, vary or repeal byelaws for the regulation of the business of the College. (5) To appoint, suspend, or dismiss all staff connected with the College, and to grant leave of absence on any terms or conditions to any members of the staff.”

The President performs the duties “ incidental to his office ” and the Visitor can inspect the institution and record his suggestions in the log-book.

“ The Secretary,” the College rules declare, “ will generally exercise all the powers and perform all the duties delegated to him by the Board. The power under section 16, clauses (1) and (5), so far as it relates to the appointment and dismissal of all staff with a salary of Rs.100 or less and granting leave of absence of the entire staff, are delegated to him. The Board shall have the power to withdraw or extend the delegated functions. Without prejudice to the duties delegated to him specially by the Board, the Secretary shall—(a) have charge of all correspondence of the College, (b) keep account of the funds of the College, (c) keep accurate minutes of all meetings of the Board and sub-committees, (d) have a charge of the funds and properties of the College, (e) generally perform all such duties as are incidental to his office.”

While the constitutions of the public and missionary colleges very carefully define the powers and responsibilities of the Principal, the constitutions of the community colleges are silent on the matter and the door for interference by the non-academic element is kept open. On 28th October, 1932, owing to the protests of the University, the Board of Management by resolution assigned to the Principal “ the power of granting concessions and scholarship and of appointing and punishing menial servants.” Among the institutions affiliated to the Agra University, the S. D. College holds a record for the number of principals it has brought to grief.

III—Missionary Colleges

The aim of missionary educationists has been “ the service of India and the Indian Church.” Service to the Indian Christian community in the sphere of higher education is incidental. The following paragraph from the preamble

Educational
objects of the
Mission.

of the constitution of St. John's College, Agra, will give the reader an idea of the aims and objects of missionary educational work in India. "The aim of St. John's College, Agra, is to give Christian education up to the highest University standards, such education including the imparting of sound learning, the building of character and the spread of spiritual truth and knowledge of God. True to the missionary purpose of its founders, the College seeks both by its whole influence and by definite teaching to realize and share with all who join it that fullest life which we believe God gives to men through Jesus Christ our Lord, and to train and prepare those who may serve and lead the Christian Church in India in its great task of the extension of Christ's Kingdom throughout the world."

The Christian students at the Missionary colleges are an insignificant minority; the question of restricting concessions to them exclusively does not arise. The majority of teachers are also non-Christians. St. John's College confines membership of the governing body to Christians but the other colleges have no such restriction and by the Articles of Association of St. Andrew's College, Gorakhpur, at least two persons on the governing body have to be non-Christians. The missionary colleges are not "Community institutions" in the Indian sense of the term.

Constitutions
of Missionary
Colleges.

The Constitutions of the missionary colleges are planned on lines quite different from the constitutions of the other two types of colleges. Ultimately responsibility rests with the Missionary Society in England (generally called the Parent Society) which established the college and is responsible for its maintenance. But owing to the long distance and the tendency to make Christianity more Indian, the powers of the Parent Society are delegated to a Governing Body in India, and the Parent Society confines itself to the framing of the constitution, the appointment of the Principal and the Missionary staff and the supervision of major financial operations. The Principal acts as the *ex officio* Secretary of the Governing Body, signs all contracts of service with the staff and controls the funds. Unlike the public colleges and the community colleges, the missionary colleges give a fair representation, though not decisive voting power, to their Christian staff.

St. John's
College,
Agra.

The constitution of St. John's College, Agra, which is maintained by the Church Missionary Society, has been revised in accordance with the Lindsay Report. The Governing Body consists of over sixteen persons of whom five are *ex officio*, five are elected representatives and six are co-opted by the Governing Body; the number of teachers on the Governing Body may not exceed four. Without in any way impairing its ultimate responsibility, the Governing Body may delegate its powers to the Staff Council, the Finance Committee or to a sub-committee of the Governing Body itself, and powers so delegated

may be recalled. The Principal of the College is appointed by the Parent Society after considering the recommendations of the Governing Body and is entrusted with the administration of the College funds. "The Principal shall be responsible for the discipline of the College and shall administer its affairs in accordance with the aims of the College and the decision of the Governing Body, and within the limits of the budget as passed by the Governing Body. Agreements with such members of the staff as are to be confirmed in their appointments by the Governing Body shall be executed by the Principal in the form prescribed. Members of the permanent staff on such agreements shall have a right of appeal to the Governing Body against any decision of the Principal involving suspension or dismissal." The Church Missionary Society maintains five missionary professors on the terms fixed by it. The Governing Body can amend the constitution of the College by a two-thirds majority but the sanction of the Parent Society is required for the more important amendments.

Christ Church College, Cawnpore, is managed by a Governing Body, which "governs, directs and controls" the policy of the College on behalf of the Parent Society—the Society for the Propagation of the Gospel—who own the buildings and provide the missionary members of the staff. The Governing Body consists of six *ex officio* members—the Bishop of the Diocese (*Chairman*), the Head of the Mission (*Vice-Chairman*), the Principal (*Secretary*), the Vice-Principal, the Head Master of the Christ Church High School, and the Warden of the Hostel. "The Principal shall administer the affairs of the College. He shall, as occasion arises, appoint, suspend or remove any member of the staff of the College, other than those appointed by the Society, but shall in every case report his action to the Governing Body. The Governing Body shall not entertain any complaint made by a member of the staff, other than those appointed by the Society, against any administrative action of the Principal." The budget of the College is prepared by the Principal and sanctioned by the Governing Body. The community-wise distribution of the 261 students of the College in 1933 was as follows :

Christ
Church
College,
Cawnpore.

Caste Hindus, 176 ; Harijan, 1 ; Muslims, 68 ; Indian-Christians, 13 ; Parsis, 2 ; Sikhs, 2. Twenty-five women students were also studying at the College.

St. Andrew's College, Gorakhpur, has had to face grave financial difficulties since 1934 and neither the Government nor the public have extended to it the financial help it needs and deserves. In 1934, owing to financial difficulties, the Parent body, the Church Missionary Society, gave the College as "a going concern" to the National Missionary Society of India (the N. M. S.) on the pepper-corn rent of Rs.3 per annum. The land and buildings of the College were estimated at 2½ lakhs. A committee of ten members appointed by the

St. Andrew's
College,
Gorakhpur.

NATIONAL Missionary Society took charge of the College and drew up the constitution of the Governing Body or Board of Direction. The Church Missionary Society has given the College land and buildings to the Governing Body at the same pepper-corn rent for a period of five years (from 1st May, 1937), on condition that the College is run as a Christian institution with the Bishop of Lucknow as *ex officio* Chairman of the Governing Body and a majority of Christian members. For the present, at least, the Parent Society has disappeared and the Governing Body as a Registered Association is in sole charge (in affiliation with the National Missionary Society).

The Governing Body consists of seventeen members : *five ex officio members*—the Rev. the Bishop of Lucknow (*Chairman*), the Principal (*Secretary*), the Vice-Principal, the General Secretary of the National Missionary Society ; *eight elected and co-opted members*—five representatives of Christian organizations, a member of the staff elected by the staff, a member of the Fellowship elected by the Fellowship, a non-student representative of the Students' Christian Association ; a Christian officer of the B. N.-W. Railway appointed by the Agent ; *five members co-opted by the Governing Body*—Principal of a Christian College, an Indian Christian resident of Gorakhpur, three other residents of Gorakhpur of whom two are to be non-Christians.

The Governing Body has final authority in all matters affecting general policy; among its specific powers the following deserve to be mentioned—appointment, suspension and dismissal of the Principal ; the College budget ; legal proceedings; consideration of appeals against the decisions of the Principal ; provident fund; audit ; collection of funds. The constitution can be amended by a three-fourths majority of the members present and voting at an annual meeting.

The Governing Body, it will be observed, takes the place of the Board of Management as well as the Executive Committee. But as it is expected to meet once a year only, considerable powers have been given to the Principal. The Principal prepares the budget for the consideration of the Governing Body ; he operates the banking account but the previous sanction of the Governing Body is required for the erection of new buildings and substantial alterations. He is in charge of religious life but a committee of Christian teachers and non-teachers assists him in the work. "The Principal shall maintain the discipline of the College and administer its affairs in keeping with the aims of the College and in accordance with the decisions of the Governing Body and within the limits of the budget. The Principal shall have power to appoint, suspend and dismiss any member of the staff of the College, but shall in every case report his action with reason thereof to the Governing Body. Members of the permanent staff shall have the right to appeal to the Governing Body against any decision of the Principal involving suspension or dismissal."

IV.—Financial Position of the Colleges

It has been the policy of Government to leave degree colleges in private hands. The reasons for such a policy are not financial; if Government had from the beginning taken direct control of collegiate education, there would have been a saving in the long run. It is only owing to Government courtesy and popular ignorance that the managing committees are allowed to talk as if they owned the college and its funds. The position of the managing committees is that of trustees who can claim little or nothing in their own right. To the expenditure on higher education taken as a whole the managing committees have only contributed a trifling fraction. The chief sources of income have been Government grant and the fee of the students.

Government
Policy with
reference to
Degree
Colleges.

So far as possible Government grants one-half of the "approved" tuitional expenditure to every college. The procedure is regulated by section 390 of the Educational Code which prescribes the maximum amount of Government grant. "The maximum grant to a degree college shall not exceed (a) half the tuitional expenditure of the college or (b) the difference between the recurring expenditure for the year and the recurring income for the year, excluding the Government grant, whichever is less." It has also, in case of college hostels, tried to pay about "half the sum that is required to supplement the fee-income to meet approved maintenance charges" (section 357). For "approved" expenditure on buildings and lands as well as equipment, the Government has generally paid one-half of the total cost (sections 360 and 369). In case of female education the Code is more generous and Government contribution may be double the amount collected from other sources.

Only a rough estimate of the value of the buildings of the colleges can be attempted :

College
Buildings.

College	Estimated cost of buildings
	Rs.
Agra College	4,05,433
Meerut College	3,52,678
Bareilly College	1,36,469
D. A.-V. College	5,18,498
S. D. College	5,45,000
St. John's College, Agra	8,89,593
Christ Church, College, Cawnpore	(Not available.)
St. Andrew's College, Gorakhpur	2,50,000
Total	30,97,671

The value of the buildings of the colleges is, in round figures, about 32 lakhs, to which Government has contributed a little less than 16 lakhs, while its moral and political influence, has been a decisive factor in enabling the college authorities to collect the rest.

Constructive
Contribution
of the
Missions.

The Parent Societies of St. John's and Christ Church Colleges send missionary professors to work at these colleges; they are appointed by the Parent Societies at their own rates and paid by them; but for the purpose of section 390 of the Educational Code, the value of their work is estimated at Indian rates and deemed a constructive contribution of the Parent Society; and one-half (or less) of this constructive contribution of the Society is paid by Government.⁽¹⁾ Exactly speaking the contribution of the two Missions is not "constructive" but "real," for "real" educational service is rendered.

Fees.

The minimum fees and the maximum concessions are prescribed by the Educational Code :

" 59. The minimum scale of tuition fees to be levied in aided degree colleges is as follows : (i) for degree classes—Rs.75 per annum, (ii) for post-graduate classes—Rs.90 per annum. 60. Tuition fee need not be levied for more than ten months in the year in aided degree colleges, if two clear months are given as vacation. 61. The minimum entrance fee to be levied in aided degree college is Rs.2. 62. Principals of aided degree colleges may admit students at half rates on the score of poverty up to a limit of 5 per cent. on the total numbers on the rolls of the college, but such students must have passed in the first division the public examination qualifying them for admission to the class in which they are reading. If students who have passed in the first division are not forthcoming in sufficient numbers, the concessions may be granted to students who have passed in the second division in order of merit. 63. The limit of half-rate students should not under any circumstances be exceeded. The award of scholarships paid out of college funds or out of funds which would otherwise be available for the maintenance of the college is prohibited, and the amount so spent during a year by any degree college is deducted from the amount of the grant to the college in the following year. *N. B.*—These orders do not affect the expenditure of a definite endowment for scholarships or of a private contribution for that purpose, not available for general expenses of the college." The fee prescribed for intermediate classes under Section 106 of the Code is Rs.6-8 per month.

(1) There are five missionary professors at St. John's. The Revd. Canon T. D. Sully, M.A. (Oxon), Principal; Professor H. L. Puxley, B.A. (Oxon), Economics; the Revd. J. P. Ferguson, M.A. (Glasgow), Assistant Professor, Philosophy; Mr. R. L. Moore, B.Sc. (Manchester), Assistant Professor, Physics; and Miss M. E. Gibbs, M.A. (Manchester), Assistant Professor, History. Their constructive salaries are estimated by the College at Rs.44,500 per annum. Christ Church College has three missionary teachers—Professor R. C. Slater, B.A. (Cantab.), English; Professor Revd. R. C. Llewelyn, M.A. (Cantab.), English; Mr. A. G. Ackroyd, M.A. (Oxon), Political Science—and estimates their services at Rs.21,900, one-half of which should be considered the contribution of the Parent Society.

The actual fees charged by the Colleges are given in the following table :

Statement showing monthly fees charged by the United Provinces Colleges of the Agra University

College	Inter. Arts	Inter. Science (Maths.)	Inter. Science (Biology)	Inter. Commerce 1st year	Inter. Commerce 2nd year	B.A.	B.Sc. (Maths.)	B.Sc. (Biology)	B. Com.	LL.B. (Pure) Previous and Final	LL.B. with M.A.	LL.B. (Previous)	LL.B. (Final)	M.A.	M.Sc.	Remarks
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
	Rs. a.	Rs. a.	Rs. a.	Rs. a.	Rs. a.	Rs. a.	Rs. a.	Rs. a.	Rs. a.	Rs. a.	Rs. a.	Rs. a.	Rs. a.	Rs. a.	Rs. a.	
1. Agra College, Agra	8 0	10 8	11 0	..	..	9 8	11 0	11 8	..	9 8	19 0	..	..	12 0	13 0	Fees charged for eleven months from II, IV, VI year and Law Final Students and for 12 months from I, III, V year students.
2. Meerut College, Meerut.	7 0	8 0	..	8 0	9 0	8 0	9 0	..	..	..	16 0	..	..	10 0	..	Fees charged for 10 months in the year.
3. Bareilly College, Bareilly.	..	..	..	..	..	9 0	11 0	..	..	12 0	20 0	..	..	12 0	12 0	Fees charged for 10 months.
4. D. A.-V. College, Cawnpore.	6 0	6 0	..	6 0	6 0	7 8	7 8	..	7 8	..	..	8 0	10 0	8 0	..	..
5. S. D. College, Cawnpore.	..	..	..	6 0	6 0	7 8	..	..	8 0	..	..	8 0	10 0	10 0	..	Fees charged for 10 months.
6. St. John's College, Agra.	8 0	10 8	11 0	8 0	8 0	9 8	11 0	11 8	9 8	..	..	..	..	12 0	13 0	Fees charged for 23 months.
7. Christ Church College, Cawnpore.	6 0	..	..	..	..	8 0	..	..	..	..	..	..	..	10 0	10 0	Rs.1 per mensam is charged from Intermediate Science students.
8. St. Andrew's College, Gorakhpur.	8 8	11 0	..	..	..	11 0	..	..	..	..	..	..	..	..	..	Fees charged for 10 months.

With these explanations we can proceed to consider the financial position of the College Managing Committees.
The following figures of the real income and expenditure of the Colleges for the year 1933-39 have been supplied by the Principals of the Colleges :

Finances of the University Colleges
(Actual figures for 1933-39)

Serial number	University College	Total income from all sources	Total expenditure		Government grant	Income from fee		Permanent yearly contribution of the Managing Committee (in cash)	Extra-ordinary contribution by the Managing Committee during the year	Constructive contribution (by missionary colleges)	Capital investment (in securities and funds)		Capital investment (in buildings)					
			Rs.	a.		p.	Rs.				a.	p.	Rs.	a.	p.	Rs.	a.	p.
1	Agra College, Agra ..	2,28,920	2,34,668	9	3	87,177	1,13,817	0	0	26,310	..	..	3,24,700	0	0	1,56,267	0	0
2	Bareilly College ..	1,27,455	1,41,157	0	0	36,620	54,380	0	0	11,525	..	..	3,13,872	0	0	1,36,469	0	0
3	Meerut College ..	2,67,150	2,56,933	2	9	67,162	98,363	0	0	2,419	2,500	..	96,203	0	0	3,52,678	0	0
4	D. A. V. College, Cawnpore	1,04,088	1,04,588	0	0	47,938	42,968	0	0	13,830	..	..	1,06,876	0	0	5,18,498	0	0
5	S. D. College, Cawnpore ..	1,05,994	1,11,061	0	0	15,792	55,558	7	0	14,487	4,758	..	1,188	2	7	19,297	8	0
6	St. John's College, Agra ..	2,07,542	2,03,610	0	0	91,730	57,457	0	0	10,697	..	44,550	..	..	..	8,89,593	0	0
7	Christian College, Cawnpore	83,331	86,040	0	0	38,915	19,351	0	0	..	..	21,900	7,000	0	0	Not available.	..	..
8	St. Andrew's College, Gorakhpur.	64,160	65,465	0	0	29,744	24,870	0	0	4,200	1,305	..	6,753	1	6	2,50,000	0	0
	Total ..	11,88,640	12,03,622	12	0	4,15,073	4,66,559	7	0	83,448	8,563	66,450	8,58,592	4	1	23,22,802	8	0

These figures require some comment and interpretation. The total in column 1 (income) includes the fee which the colleges collect from the students and pass on to the University; this fee is not included in column 4 (students' fee). In other words, the students' fee which along with the annual Government grant of Rs.28,000 (or less) enables the University to function is included in the college budgets. There are also a number of items—games, hostels, college magazines, societies, etc.—which the colleges run as self-supporting concerns from students' fee and government grant, these items are rarely a burden on the Managing Committees. Three public colleges print their budgets but the other colleges only circulate a typed or cyclostyled sheet giving the main heads of expenditure and income. The details of the securities of the various colleges are given in Appendix J(1). In the case of public colleges the income from securities is available to the college every year. The figures in column 5 are the actuals for 1937-38, for Meerut and Agra College and for 1936-37 for Bareilly. Income from securities and endowments earmarked for scholarships and prizes are not included in this amount. The total for securities given in column 9 includes the securities for scholarships and prizes in the case of Bareilly and Meerut Colleges, but the Principal of Agra College has not included them.

In the case of community colleges, the authorities in charge have other obligations definitely imposed upon them by their articles of association. The income of these colleges has, therefore, varied from year to year. Thus in the case of S. D. College, when the University Executive Council wanted to know what amount above Rs.6,600 the Managing Committee was prepared to allot to the College every year the following figures were submitted by the Vice-Chancellor to the Executive Council on the basis of the figures supplied by the College :

Year	Total expenditure			Fee income			Government grant			Contribution by Management			The amount by which the contribution by Management exceeds Rs.6,600		
	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.	Rs.	a.	p.		Rs.	a.	p.
1932-33	66,779	13	3	27,072	0	0	29,362	0	0	13,345	13	3	6,745	13	3
1933-34	75,989	7	4	33,418	6	0	27,068	0	0	15,503	1	4	8,903	1	4
1934-35	86,251	0	3	38,131	10	0	57,178	6	0	10,941	6	3	4,341	6	3
1935-36	86,765	11	7	39,817	6	0	35,966	0	0	10,982	5	7	4,382	5	7
1936-37	85,306	0	0	49,157	9	0	27,575	0	0	8,593	7	0	1,993	7	0
Total	4,01,092	0	5	1,87,596	15	0	1,57,149	0	0	59,366	1	5	26,366	1	5

Among the Missionary Colleges, only St. John's College, Agra, has substantial securities of its own. The Standing Report of 1936 states: "There is an Endowment Fund held by the Church Missionary Fund Association for the benefit of St. John's College and School amounting to £30,396 and the normal income credited to the College account is Rs.14,500." Some colleges have, in accordance with the requirements of the Department of Education built up a small reserve fund.

Contribution of Managing Committees is only 8 per cent. of the total expenditure.

It will be seen that while the total expenditure of the colleges in 1938-39 amounted to Rs.12,05,519, the total contribution of the Managing Committees from their own sources, including extraordinary contributions during the year but excluding the constructive service of the six missionaries, was only Rs.92,010. In other words, the Managing Committees of the eight Colleges taken together contribute a trifling proportion—about 8 per cent. of the total expenditure. Of the 12 lakhs a year required by the eight Colleges, a little less than 9 lakhs is provided by Government and the students. The remaining 3 lakhs consist primarily of the balanced items of the college budgets and the fees collected by the colleges for the Agra University; both these burdens fall mainly on the shoulders of the students. The moral value of the work of the Managing Committees is a different matter, but if the Government decides to take charge of the colleges and directs the Principals to carry on their work on behalf of the Government, a small increase in the tuition fee of the students and the Government grant will enable it to balance the college budgets.⁽¹⁾ The "proprietary claims" of the Managing Committees do not deserve any serious consideration; they have at the utmost a six pice share in the enterprise and may, if necessary or desirable, be liquidated with a reasonable compensation.

V—Government's Power of Visitation

Guaranteed interests.

If existing "guaranteed interests" had not to be taken into consideration, we would have recommended that the authority of the colleges and the University be vested in the University Executive Council, in the same way as at the unitary universities with the Principals of the colleges as its officers; that the teaching staff be taken in the immediate and direct service of the University and recruitment in future be made by the Executive Council; and that a permanent or block-grant be made to the Executive Council by the Local Government on the basis of reasonable estimates, the loss of the contribution from the Managing Committees to be made up partly by an increase of Government grant and partly by an increase of fee. But promises have been given to the founders and promoters of community and missionary colleges that the community and missionary character of their institutions will be maintained, and these promises must be honourably kept. We wish, however, to make it clear that no promise has at any time been given to any Managing Committee that it can mismanage its affairs or

⁽¹⁾ Four thousand, two hundred and seventy-four students were on the rolls on 1st September, 1937.

lower the accepted standard of education or treat the taxpayer's contribution or the students' fee as its private property. The public authority, while under the moral obligation to preserve the character of the institution, is bound to see that its affairs are properly managed and it may, in the last resort, have to decide in what representatives of the community (or the mission) it is going to place the power of control. This is the essence of the Government's power of inspection or visitation.

The shortcomings of the present provisions (section 6 of the Act) have already been pointed out. No inspection or visitation of the University or any affiliated college has yet taken place. Whether there has (or has not) been the need for such an inspection will be a matter of opinion, but the procedure prescribed is unworkable. The power of directing inspection was given to the Visitor (Governor-General) but the colleges were maintained by the Provincial Governments and the States, who were not empowered to direct an inspection. In the case of the unitary universities, the Executive Council can carry out the directions of the Visitor but all that the Executive Council of an affiliating university can do is to disaffiliate the college.

The provisions for inspection should, in our opinion, be maintained with the necessary clarification. The Government should, first, decide whether the fault lies with the Executive Council or the college authorities, and if the fault lies with the college authorities, inquiry should be made into the administration of the college direct without implicating the Executive Council when it is not to blame. We also consider it necessary that the Executive Council should be given the privilege of drawing the attention of the Government to the fact that the affairs of a college are in grave disorder. The following amendment of section 6 of the Act is suggested :

(1) The Provincial Government shall have the right to cause an inspection to be made, by such person or persons as it may direct, of the University and its buildings, and also of the examination, teaching and other work conducted or done by the University, and to cause an inquiry to be made in like manner in respect of any matter connected with the University. The Government shall, in every case, give notice to the University of its intention to cause an inspection or an inquiry to be made and the University shall be entitled to be represented thereat.

Suggested
draft for
section 6.

(2) The Government may address the Chancellor with reference to the results of such inspection or inquiry and the Chancellor shall communicate to the Senate and to the Executive Council the views of the Government. He shall, after ascertaining the opinion of the Senate and the Executive Council thereon and after ascertaining the action which the Executive

Council has taken or proposes to take, with the approval of the Senate, upon the results of such inspection or inquiry, submit a report of the same to the Government within such time as Government may have directed.

(3) Where the Executive Council does not, within a reasonable time, take action to the satisfaction of the Government, Government may, after considering any explanation furnished or representation made by the Senate and the Executive Council, issue such directions as it may think fit and the Executive Council shall comply with such directions.

(4) (a) The Provincial Government shall have the right, either on its own initiative or on the recommendation of the Executive Council, to cause an inspection to be made by such person or persons as it may direct, of any associated college of the University, its buildings, libraries, laboratories or hostels and also of the examination, teaching and other work conducted or done by the College and to cause an inquiry to be made in the like manner in respect of any matter connected with the College. The Government shall, in every case, give notice to the University and to the College of its intention to cause an inspection or an inquiry to be made and the Executive Council of the University and the Management of the College shall be entitled to be represented thereat. The representative of the University may, at the discretion of Government, be included among the persons appointed to conduct the inspection or the inquiry.

(b) The Government may address the Chairman of the Managing Board of the College who shall communicate to the Managing Authorities the views of the Government and ascertain from them the action which they have taken or propose to take upon the results of such inspection or inquiry.

(c) The Chairman of the Managing Board shall submit to the Government the report of the Management on the action taken within the time, if any, appointed by the Government.

(d) Where the Management does not, within a reasonable time, take action to the satisfaction of the Government, the Government may, after considering any explanation furnished or representation made by the Management, issue such directions as it may think fit and the Management shall comply with such directions.

VI—Recognition—the Establishment of New Colleges.

By 'recognition' we mean the establishment of a University College and its maintenance as an integral part of the University, and by 'affiliation' the recognition by the University of particular classes or courses of study at a College.⁽¹⁾ The establishment and maintenance of a University College as a

⁽¹⁾ At present these terms are not used with care but usually 'affiliation' means the recognition of a College and 'recognition' the affiliation of particular classes or courses of study at a College. The change in the character of the University recommended by us justifies a change in the usually accepted meaning of these terms.

Recognition and affiliation. Government to have the power of recognition and withdrawal of recognition.

recognized institution is a matter of public policy and a function of Government; affiliation on the other hand, is an academic question and obviously a function of the University.

Under section 21 of the Act of 1904 an institution applying for affiliation has to satisfy the Syndicate about a number of important items, and the Syndicate, if not satisfied, would not recommend it for affiliation to Government. This section merely enumerated matters concerning which it was thought advisable that the Syndicate and its inspectors should make a preliminary inquiry and place their findings before Government. By the Act of 1927 the power of affiliation (subject to the provisions of section 39 which declared that the colleges associated with the Allahabad University would be affiliated to the Agra University in the same manner) was vested in the University (subject to the assent of the Chancellor) but colleges applying for affiliation were required to satisfy the Executive Council (First Statute II) with regard to the following particulars: A satisfactory standard of educational efficiency and a permanent basis; adequate financial resources; a demand for higher education in the locality or in the community; adequate pay for teachers so that the institution may 'attract and retain competent men' and the 'guarantee' of 'reasonable security of tenure to teachers' in permanent service; a proper and suitably organized management; buildings; furniture and equipment; provisions for the residence of students and for their recreation and health; preparedness of the institution to send reports and returns demanded by the Executive Council.

The conditions of recognition should, in our opinion, be laid down clearly in the Act and the First Statutes. An institution seeking recognition as a University College teaching for the degrees of the University should be required to apply to Government direct. The Government, before it finally decides the matter, should satisfy itself that the conditions of recognition as laid down in the Act and the Statutes have been fulfilled and Executive Council of the University should have the right of submitting a report on the matter. The financial resources of the managing authority and the assistance the Government itself is prepared to give will also have to be taken into account. Final decision should lie with the Government as under the Act of 1904; the Executive Council should have only the right of submitting its recommendations.

Under the Act of 1927 the Executive Council has the power of disaffiliating any institution on its own responsibility and without any reference to Government. Such power is not, in principle, admissible so far as University Colleges of this Province are concerned. The Executive Council will, as explained hereafter, be entitled to keep in view the way a college has been functioning when submitting its recommendation for Government grant. If it is satisfied that the

administration of a college is corrupt and inefficient and that those in charge of it are incapable of putting things right of their own accord, it should have the right of recommending an 'inspection' of the college by Government, and Government after considering the 'inspection report' may decide the matter as it deems fit. But the establishment and disestablishment of University Colleges is a matter of concern to the public and, as under the Act of 1904, the Executive Council should not have the power of final decision in either case. On the other hand the University is required to maintain the academic standards of College work and it should, in our opinion, have all powers necessary for this purpose.

VII—The University and the Colleges

We proceed now to submit our recommendation on the relations of the University and the Colleges and the powers of supervision and control which should be vested in the University.

I—The University entitled to all necessary information

I—First, in order to enable them to discharge their functions properly, the Vice-Chancellor and the Executive Council should be empowered by Statute to obtain all necessary information within a reasonable time; and in particular the following:

- (1) The constitution of the college authorities, including the registered articles of association, the regulations and rules made by such authorities, and all amendments made in the college constitution by any authority.
- (2) Election results of all college authorities.
- (3) Proceedings of the Managing Committees and their sub-committees.
- (4) Report of all appointments, temporary or permanent, which it is proposed to make on the college staff, and where applications have been received, a note on the qualification of the candidates available, the power being reserved to the Executive Council to send for the original applications if it so desires.
- (5) The budget, prepared in the form prescribed by the Regulations of the Executive Council; a list of the securities held by the College, and the purpose (if any) for which they are earmarked; all additions to the securities and the sale or disposal of the existing securities.
- (6) Report of the auditor and the action taken thereon.
- (7) Report on all building operations (excluding minor repairs) and on the funds provided for them.
- (8) The annual report of the Principal. The Executive Council should be empowered to prescribe by Regulations the items which the Report should include.

(9) Report on the arrangements made for various courses of study in the succeeding session (present Statute 3 of Chapter XVII).

(10) Returns in the form prescribed for such returns, annually or at such times as the Executive Council may require.

(11) Proceedings of the College Academic Council, where such a Council exists, and a note on all delegation of responsibilities and duties by the Principal to members of the staff.

II—The University entitled to control the residence discipline and studies of the students and to regulate the work of the staff

II—The University, in the second place, should be entitled to control the admission residence, discipline and studies of the students and to control and regulate the work of the staff. The only way in which the Agra University can at present control the work of the teachers is to consider obedience of the Statutes a condition of the continuance of affiliation. "The Executive Council may call upon an affiliated college 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 First Statute II. If after the time so fixed the College fails to comply with the orders of the Executive Council as above, the Executive Council may with effect from such date as it may determine, and after considering such explanation as the College may give, withdraw the affiliation." (*Statutes 11 and 12 of Chapter XVII.*)

So far as the control of the students and their work is concerned, the Allahabad University had left a definite tradition behind it, and the College Managing Committees have found no difficulty in sticking to their old habit. But objection has been raised by the spokesmen of the Managing Committees to University Statutes concerning the work and minimum salary of the teachers on the ground that such statutes are an infringement of the rights and privileges of the employers. The University has made no attempt to lay down any rules for the salary, the recruitment, or the promotion of the staff, it has only by Statute 6 of Chapter XVII prescribed the minimum salary: "No whole-time teacher shall be appointed on a salary of less than Rs.100 per month. It has also prescribed the maximum amount of teaching work (exclusive of extra-curricular duties) to be required of the teachers—18 periods a week for the heads of departments doing post-graduate work, 21 periods for other teachers doing post-graduate work and 24 periods for the rest, the length of a period to be 45 minutes or more.

The main point is to discuss irrelevant fanticisms and complexes of degeneracy. The following extracts from the speeches of the Revd. J. C. Chatterji are commended to the attention of all:

"I feel that the speech of my friend, Rai Bahadur Babu Vikramajit, is typical of the employer. In this world there has been an endless controversy between employers and employees. I won't say labour. I am proud of the profession to which I belong. I have been through all the grades of a teacher's life.

Fortunately or unfortunately I happen now to be in the same category as my honourable friend, so far as the employers of teachers are concerned . . . I realize the problems which face the teachers as well as the employers of teachers. *If a university is a University, here at least the distinction, or at any rate the cleavage, between the employers of teachers and the teachers themselves should be minimized, for then alone can life and work in the University develop.* I feel that whatever may be said from an ideal point of view, it is not possible for an educated man who is supposed to have the simplest amenities of modern life, particularly books, papers and also a place where to read, to get on with a salary of less than Rs.100 which is by no means too much. . . . My friend told you that he has no objection to Rs.100 or the minimum time, but that it is the principle that he wants to fight. In his view this is undue interference with the rights of managers and managing bodies. I think that the University has every right to lay down the general conditions under which the managing bodies should work if they expect affiliation from the University. I believe in ancient and well-established universities all these matters are the concern of the Vice-Chancellor and the executive body of the University. We do not here for a moment want to dispute certain matters which must remain with the Managing Committees. But there are matters which are purely academic and salary is academic in the sense that unless a teacher is adequately fed and clothed, he is pretty nearly useless for his work as a teacher. In the same way we believe that we must control the actual time-limit which shall be given to class-teaching because the whole life of the University will be vitiated and stagnated if the University teacher is not given the leisure which is necessary for him to keep himself abreast of modern education, modern knowledge and so forth. The University is to be served by able bodied men, and there can be no able-bodied men who are underfed and overworked. (1) . . . It is quite easy to say that so-and-so works for eight hours, and that before labour laws came in, labourers worked for 20 out of 24 hours. Is that any justification that we should involve our teachers and put on them a burden which is neither to their interest nor to the ultimate good of the institution or the student-community? The mere fact of a teacher sitting and lecturing to a vast concourse of students for so many hours is neither to the benefit of those students nor to the benefit of the institution. The work of a tired man sitting and lecturing and trying to draw the attention of tired young man is futile. I speak both as one who has been a teacher and one whose duty now is to supervise the work of teachers in schools and colleges, and I say as the result of many years experience that teachers in university colleges ought to be given a certain amount of leisure, that we are doing no good to them, that we are doing no good to employers and that we are doing no good to the students by asking teachers to lecture for long hours. It is not lecturing alone which really makes the training that is given in our universities.

(1) Volume X.-A, p. 137-138.

The teacher ought to have leisure so that he may be able to make social contacts with students, he may be able to play games, he may be able to visit the students, if possible in their homes or to ask them to visit him in his home. None of these things are possible if he is a mere lecturing machine. My view is that this is a measure of relief, and if the measure is found to be inadequate, the Senate or the Executive Council will try to give them more relief.”⁽¹⁾

The University has, on the other hand, not succeeded in asserting its power over a wide field where its authority ought to be paramount. Whenever the officer of a college undertakes any duty on behalf of the University, he must be deemed to come under its discipline and control. At present the University can issue ‘instructions’ but it has no disciplinary authority that counts. It can disaffiliate the institution but the guilt may not be with the institution. The leading case is the leakage of question papers at Cawnpore in 1937. The Executive Council on 7th August, 1937, adopted the findings of the Inquiry Committee and ‘requested’ the Management ‘to take such action as was called for’⁽²⁾. Nothing was done by the Management. On 11th October, 1937, the Executive Council reiterated its decision, declared that it would not recognize any further inquiry (by the college authorities) and requested that action be taken by the Management before 1st November, 1937.⁽³⁾ On 19th November, 1937, it declared the action taken by the Management to be ‘inadequate in view of the gravity of the offence’ and appealed to Government. ‘The Council seeks the co-operation of the Education Department of the United Provinces in their effort to maintain discipline among University teachers and to uphold the purity of the examinations and resolved that the matter be reported to the Director of Public Instruction for such action as his Department considers necessary.’ On 8th March, 1938, a letter from the Secretary, dated the 30th November, 1937, was placed before the Council informing it that Principal Bhattacharya had resigned with effect from 1st January, 1938. The letter was recorded.

Disciplinary power needed by the University—the Cawnpore leakage case.

In order to give to the University the authority of controlling and regulating the work of teachers and students, and to ensure its power to take disciplinary steps against the members of the College staff when they are acting as officers or agents of the University, we recommend that—

(a) the following sub-section be added to Section IV of the Act—“to control the admission, residence, discipline and studies of the students, and to regulate and control the work of the teaching staff of the University Colleges.”

⁽¹⁾ Volume XI-A, p. 214, Statutes 6, 7 and 8 of Chapter XVII prescribing the maximum amount of work by the teachers were under discussion.

⁽²⁾ Volume XI-A, p. 2.

⁽³⁾ Ibid., p. 60.

(b) Clause 9 of the Contract of Service which specifies the grounds on which an employee's services can be dispensed with should be amended to include the following: "Misconduct, including misconduct connected with University Examinations and other University duties."

Power of the University to disaffiliate the classes of a College.

III—Further, if a college authority persistently disregards the Statutes and laws of the University or lowers its academic standards—if, for example, the Managing Committee makes no provision for the teaching of a particular class or some provision that is merely an eye-wash, or the teachers and students are put on to election-work—the University should be authorized to 'disaffiliate' the College to the extent necessary. The University is entitled in such circumstances to declare that the college has, in whole or in part, ceased to function as an educational institution; and that it has no alternative but to disaffiliate the College to the extent necessary till such time as the College authorities bring their work back to the normal standard. The previous sanction of the Government should not be required for disaffiliation merely; on the other hand, the interest of the students should be protected. All students who were on the rolls of the College at the date of disaffiliation should be allowed to appear as 'private candidates' for the degree examination for which they were preparing, irrespective of the fact whether or not they satisfy the definition of private candidates (1). But new admission, of course, will not be recognized by the University. During this period, long or short, the College will be reduced to the position of a coaching organization. Thus if a College, in order to save money, refrains from appointing a properly qualified teacher for a post-graduate subject, the University may very rightly disaffiliate the College in that subject and give the diploma of 'Private Candidates' to students who pass the University examination. The Regulations of the University, however, should provide that no such step be taken by either Council except on the recommendation of the Vice-Chancellor after such inquiries as he may consider necessary.

University to control the appointment and dismissal of the College teaching staff.

IV—The University lastly, as the trustee of the two chief contributors to the income of the colleges—the Government and the students—is entitled to regulate and control the employment and dismissal of the teaching staff and to define their conditions of service. But since the promises given by the Government in the past are binding on the University, this power should not be exercised so as to infringe the 'community' or 'missionary' character of existing institutions. The question has been discussed in considerable detail in the next chapter.

Five yearly inspection to continue.

V—At present the colleges are inspected every five years automatically in accordance with the Regulations of the Executive Council, an institution applying for affiliation in a new subject is also inspected before the Executive Council considers its application. The Board of Inspection, as already explained, consists of

(1) The question of private candidates is discussed in a subsequent Chapter.

the Vice-Chancellor, the Director of Public Instruction, the Deans, two persons elected by the Senate and two persons elected by the Executive Council. The Board every year elects a Panel of ten members, presumably in view of work to be done in the following session. Periodical inspection must be carried out by two persons at least, one of whom is required to be a member of the Board. We have carefully examined the 'confidential reports' produced by the multitudinous inspections organized by the University. There are useless literatures. The inspectors brought no information to the University which could not have been called from the Principal's Report, the returns submitted to the Registrar's Office, the College Prospectuses and the proceedings of the College Managing bodies. We do not recommend the continuation of the Inspection Board and the Panel. Both bodies are superfluous and unnecessary.

We recommend the continuation of the automatic plan of five-yearly inspection for the purpose of stock-taking and as a review of the work of the institution during the period. The Vice-Chancellor, the Director of Public Instruction (or an Officer of the Department appointed by him)—and the Principal of the College should be *ex officio* members of the Committee of Inspection, and two or three educationists should be appointed to it by the Executive Council on the recommendation of the Vice-Chancellor. Their report should be submitted confidentially to the Executive Council and the Government.

VI—The affiliation of a college in a new subject of instruction is primarily an academic matter. At present the work is not properly done. (a) By the provisions of Statute 9, Chapter XVII, no college is permitted "to open classes for any examination of the University or for any subject comprised in the course for that examination unless it has previously obtained specific recognition from the University for such examination." This provision should be continued. (b) Colleges desiring recognition in any subject should be required to apply to the University by the time prescribed. If the Vice-Chancellor feels that a *prima facie* case has been made out, he will place the application before the Academic Council; the Council may be able to decide the question on the basis of information available, but if it feels that further inquiry is necessary, it will, on the recommendation of the Vice-Chancellor, appoint one or more persons to inspect the college and will decide the matter after considering their report. (c) There is at present no provision for the withdrawal of affiliation once granted, however slack the teaching work of a college department becomes. Even when both the teacher and the students disappear for a time, the affiliation remains. The only relevant provision is Statute 10 of Chapter XVII. "The affiliation of a college in a particular subject for a particular degree shall cease in case the college has not sent up for three consecutive years any candidate for any examination in that subject." The Vice-Chancellor, in our opinion, should be authorized to draw the attention of

Affiliation of
a college in a
new subject.

the Academic Council to the fact that a college department of teaching has ceased to function or is not functioning satisfactorily with reference to certain classes or subjects. The Academic Council should be empowered to withdraw the affiliation, but it may, if considered necessary, appoint an inspection committee on the recommendation of the Vice-Chancellor and decide the matter after it has considered the inspection report.

Post-graduate classes in degree Colleges.

There is a strong feeling in some quarters against the opening of new post-graduate classes on the ground that this leads to needless duplication. There is something to be said for this view when two or three colleges in the same city begin competing for the same students for the same post-graduate classes. On the other hand, a college Department of Teaching is starved, stunted and fossilised if its teaching work is confined to B. A. and B. Sc. classes only; the charm of university education is gone if the M. A. classes are not there. A good teacher, still in the prime of his youth, will study with greater care if senior boys are entrusted to his charge; if he has to lecture to the same B. A. classes, year after year, he will, for no fault of his own, degenerate into a mere coach. The development of our character and intellect are conditioned on our opportunities of service. Nor can the healthy influence exercised by the post-graduate boys in the social life of the institution be ignored.

If the list of teachers in Appendix J(2) is carefully examined, it will be found that the qualifications and the teaching experience of the staff of the better colleges does not in any way suffer by comparison with the teachers who are actually in charge of the teaching work of B. A. and B. Sc. classes at the unitary universities. But opportunity for higher studies is lacking. We feel strongly that a University College should have a proper complement of post-graduate classes in Arts at least. The staff is, on the whole, not lacking in ability and it will, we believe, be willing to put in the extra energy required for the maintenance of their academic status and the dignity of their institution, if the necessary provision is made. And the chief provision necessary is a good college library.

VIII—College Administration—Executive

The executive authorities of the degree colleges of this Province have been planned on a variegated pattern. We are not faddist for uniformity, but a properly organized system of higher education cannot ignore the essentials of good administration.

We recommend, first, that the following provisions be incorporated in the First Statute.

Powers and Responsibilities of the Principal.

I. The authority of the Principal should be clearly defined so as to ensure that he has sufficient powers for discharging his duties as the responsible academic head of the institution. The following draft is suggested :

(i) The Principal shall be the chief academic officer of the University College and, subject to the Statutes and Regulations of the University, he shall have absolute powers in all matters relating to the admission, promotion and expulsion of students, the discipline of classes, and the collection and remission of fee. He shall be solely responsible for the giving and refusing of holidays, for regulating the details of the courses of study and for the grant of scholarships in accordance with the rules.⁽¹⁾

(ii) The menial servants of the College shall be appointed and dismissed by the Principal subject to the general control of the Managing Committee. Appointments carrying a pay of less than Rs.50 per mensem shall be made by the Principal subject to the approval of the Managing Committee. Appointments to all non-teaching posts carrying a higher salary shall be made by the Managing Committee on the recommendation of the Principal.

(iii) The Principal shall be an *ex officio* member of the Managing Committee. He shall also be an *ex officio* member of all committees appointed for selecting candidates for teaching posts and due regard shall be paid to his recommendations.

(iv) The appointment and dismissal of the Principal shall be subject to the sanction of Government, provided that in the case of community colleges the sanction of the Government shall only be given to a person whose name is included in a list submitted by the Managing Committee to the Government through the Executive Council of the University.

Government sanction necessary for appointment and dismissal.

II—We do not recommend any alteration in the present composition of the College Managing Boards. It is difficult to organize either a communal or a public electorate for a University College; the problem which had faced us in the organization of the University Senate reappears in another form. The Missionary Colleges have no Managing Boards. The Managing Boards of the community colleges are the Societies or Mandals to which entrance (by subscription or election by primaries) is the right of all members of the community. Membership of the Managing Boards of the public colleges can be obtained by donation (Meerut College) or nomination by Government (Agra and Bareilly Colleges). Any alteration in the constitution of the Boards will have to keep in view the needs and requirements of the individual institution. The question should be left to the colleges concerned and to the persons and communities interested in their welfare. No sweeping changes are desirable.

III—For the Managing Committees of all colleges we recommend the following provisions :

(1) The Managing Committee or Executive Body of every University College shall include—(a) Four persons nominated by the Government for a period of three

(1) Paragraphs (1) and (2) are modified from the Agra College Rules.

Managing Committees to include four Government nominees and two Heads of Teaching Departments.

years : provided that in the case of community and missionary colleges the persons so nominated shall be members of the community or the Church (as the case may be) to which the Society belongs, (b) two Chairmen or Heads of the Departments of Teaching in the college co-opted for a period of one year by the Executive Committee in order of seniority of service : provided that, where the constitution of the Managing Committee or Mission confines membership to persons of a particular denomination, only Heads of Departments belonging to that denomination shall be eligible.

(2) Representation shall not be allowed to a college, either on the Executive Council through the Principal or on the Boards of Studies or the Academic Council through the Heads of the Departments of Teaching or any other authority or body of the University unless the college conforms to the conditions prescribed in regard to the constitution of the College Managing Committees.

These recommendations have to be explained. The revised Regulations of the Allahabad University gave the Principal the power of expelling and rusticiating students and of disqualifying them from the next ensuing examination. The Agra University, as an affiliating authority, felt that it could only enforce its orders through the Principal and this would not be possible unless the Principal himself had sufficient powers. The inspection committees were, therefore, instructed to inquire and report on the powers given to the Principal by the Managing Committee. We suggest that the question be settled by provisions of the law.

So far as the powers of the Principals are concerned, our recommendations imply no change in the position of the Principals of Missionary Colleges ; the existing constitutions give them greater powers than we have recommended. The Principals of Meerut and Bareilly Colleges will, under our recommendations, be placed on the same footing as the Principal of Agra College. So far as the community colleges are concerned, we wish to make it clear that we have no desire to question the community principle. The Principal of a community college should be *ex officio* member of the Managing Committee and of all Selection Committees appointed by it. His powers in the administration and discipline of the College should be enlarged and clearly defined in the manner recommended. But it is not necessary for him to be the Secretary of the Managing Committee. The object of our recommendations is to place the Principals of the community colleges in a position similar to that of the Pro-Vice-Chancellors of Aligarh and Benares. Provided the Managing Committees recommend a qualified man from their community, neither the Executive Council nor the Government will feel inclined to interfere. But once appointed, he should be in a position to attend to his work unhampered by the changing majorities of the Managing Committees, and he will not be able to do so if he finds his livelihood dependent

upon their mercy. No University College will function well unless the Principal's security of tenure is properly guaranteed.⁽¹⁾

The staff of the Colleges have long been pressing their claim for representation on the governing bodies. The claim is not for an effective voting strength or the privilege of organizing a small minority that may turn the balance in an even contest; the claim is for a representation of the teachers' view-point through the senior members of the staff. The principle was approved by the Calcutta University Commission. "The University ought to exact from its constituent colleges certain clear and definite conditions regarding their organization and government. In the first place, every college ought to be a public educational institution whose property is securely held under an approved trust deed. . . . In the second place it ought to have a properly constituted governing body on which the University should have one or more representatives, and the teachers of the college at least two elected representatives in addition to the Principal." (Vol. IV, p. 305.) The question came up before the Senate on 20th November, 1920, and in the course of the discussion the late Dr. Ganesh Prasad remarked: "In the Calcutta University as well as the Patna University there is no college, not even a Government College, with a governing body on which the teaching staff is not represented. I was surprised to find from the agenda that there are colleges in the Agra University where the teaching staff is not represented. In the Province of Bihar, in the Province of Orissa and in the whole jurisdiction of the Calcutta University, everywhere the college teachers are represented on the managing committees. You may have them in very small numbers, say 2 out of 10 or 12. That the teachers should be represented on the managing bodies is the A, B, C of University organization."

We have in our recommendations restricted membership of the Governing Body, both for Government nominees and Heads of Departments, to persons belonging to the community or the Church in the case of denominational colleges. But the authorities of these colleges should be invited to consider the advisability of removing the restriction so far as the Heads of Departments are concerned. The Managing Committees of the two Cawnpore Colleges are organized by "bye-laws;" their constitution does not depend upon the Articles of Association and there should be no legal difficulty in implementing our suggestion. St. John's College will probably require the sanction of the Parent Society, but if the question is properly put before it, the Church Mission Society will probably not hesitate to follow the example set by the two other missionary colleges.

(1) Rev. J. C. Chatterji referred the matters very delicately in the Senate (22nd November, 1935, Vol. IX-A, p. 253)—"Supposing there is a Principal or some one else who occupies a free house or other perquisites. Is it open to the College (Managing Committee) to tell him not to come to the College next morning and to remove himself and his belongings next day? I heard that such a thing has been tried in certain places. I speak subject to correction. I do feel that teachers at our Colleges ought to be protected against highhandedness of this kind." The words, "subject to correction," are superfluous.

IX—College Administration—Academic

We have insisted on a careful definition of the powers of the Principal, because his authority is the sheet-anchor of the academic life of the institution. In practice, as is well-known, the Principal asks members of the staff to do a lot of work for him. In their attempt to create a proper corporate feeling among the staff, several colleges have organized a body, known by various names, consisting either of senior teachers or of all teachers. Reference to these Councils will be found in Appendix J.

College
Academic
Council.

I.—We are of opinion that an Academic Council should be organized in all colleges in order to help the Principal, in particular with reference to the following matters : (a) Conduct of examinations and appointment of examiners, (b) admissions, (c) the college library, (d) the college magazine, (e) the time-table, (f) allotment of freships and scholarships, (g) extra-mural lectures, (h) all extra-curricular and such other duties as may be assigned to it.

The Academic Council, in its general frame work, should correspond to the academic council of the University and should consist of all heads of departments. Legally, of course, the resolutions of the Academic Council will only be recommendations to the Principal, but in practice it is to be hoped that most of its decisions will be final. There are many matters in which the Principal may safely delegate his authority to the members of the staff and to the Council without the need of any further reference to him. Copies of the rules of the Academic Council should be sent to the Vice-Chancellor for information and also of such changes as may be made in them from time to time.

The Principal, or in his absence the Vice-Principal, should preside over the meetings of the Academic Council but in the absence of both, the Council should be able to elect its own chairman for the meeting.

Athletic
Association.

II.—Departments of Teaching, consisting of all teachers of the subject, should also be organized and allowed to make recommendations about such matters as may be referred to them by the Principal or the Academic Council.

III.—We also suggest that in every University College an Athletic Association be organized composed as under :

(a) The Secretary of each game who would also be the Treasurer. He is to be a member of the staff.

(b) The Captain and Vice-Captain of each game. In the term "games" should be included gymnasium (English and Indian), University Training Corps, Physical Training, Scouting and Athletics. The function of the Athletic Association would be to organize and co-ordinate all games and athletic activities of the University College.

IV.—Social and literary activities under the control of the Principal or of a teacher appointed by him should be further encouraged.

V.—Attempts should be made to organize a better supervision over students living in the city. The Principal should have sufficient number of Proctors to attend to the work and representatives of the students should be associated with them.

The object of these suggestions is to request the colleges to provide the moral and academic atmosphere required for the proper functioning of the University and the University Colleges; the details can be better settled by the Principal and the staff than by a committee like ours.

X—Block-grant, Fees, University Library, University Teachers

I.—The procedure adopted by the Government with reference to aided institutions has already been explained; the Government contributes 50 per cent. or less of the approved tuitional expenditure; the contribution varies slightly from year to year; every year the Government has to scrutinize the college budget and eliminate unapproved expenditure. It is obvious that Government cannot go on paying half the expenditure of an educational institution unless it has the power of controlling or approving the teaching posts maintained. The system has "a social and irritational value." The institutions, or rather those in charge of them, complain of constant harassment; there is a feeling of annoyance because on large items and small items the Education Department does not see eye to eye with the Secretary, who is obliged to wait at the Department doorstep. It is an axiom of wise administration to avoid unnecessary friction and the best way in which a government can enforce its will is by withholding a cheque or reducing its amount. No unnecessary declarations are made; no charges against the institution are put forward; but the policy of the Government is clearly understood and institutions are kept within reasonable bounds.

Present
procedure
for grants.

The other alternative is the system of block-grant, an arrangement by which the Government promises to give a fixed annual sum for three or five years leaving the institution to balance its own budget from year to year and to appropriate its savings, which was recommended by the Calcutta University Commission for the unitary universities. It is obvious that the block-grant system can only be accepted if the Government is convinced that the University and the colleges are organized on a proper basis, that trust can be reposed on the authorities in charge; and that they have funds enough to help themselves out of their self-created difficulties.

With reference to the Agra University our recommendations are as follows :

- (i) A block-grant should be given to the University for its expenses, but this grant should, in the first instance, be for a period of three years only. The block-grant to the University as well as the annual grants to the Colleges should be given by Government to the University and the University asked to forward to the Colleges the grants earmarked for them.

Block-grant
for the Uni-
versity Grants
to the Colleges
to be sent
through the
University.

(ii) Every constituent college should submit its budget to the Executive Council (in the form prescribed by the Council) and the Council should forward it to the Government with its recommendations. The Executive Council may recommend a block-grant for a period of time to a college if it is satisfied as to its administration and management.

The college budgets should, in our opinion, be printed by the University along with its own budget and submitted to the Senate. The salaries, grades, etc. of the teachers of the Colleges should be given in the same way as in the budgets of the unitary universities.

(iii) The earmarked grants to the Colleges should be the normal grant only—i.e. the money needed by the Colleges for carrying on their ordinary work. Any amount over and above the normal grant should be given by the Government to the Colleges only after considering the report of the Executive Council.

(iv) All the savings of the University should be placed by it at the disposal of the Colleges for purposes to be specified by the University, in particular, the money saved by the non-payment of examination remuneration to persons in the service of the Colleges should be distributed by the University among the Colleges to enable them to strengthen their financial position.

University teaching posts and a University Library unnecessary.

II.—The University Act has provided for the institution of University teaching posts and a University Library [section 4 (4) and section 18(m) of the Act]. No University teaching posts have in fact been instituted but some money has been spent in the attempt to establish a University Library at Agra. In our opinion both ideas should be given up. Teachers employed by the University will only be able to impart instruction to students studying at the Agra colleges; even if the University teachers are attached to different colleges, the University has no means of organizing or controlling their work. The function of teaching properly appertains to the colleges and the University should not enter into competition with them. The same arguments apply to the establishment of a University Library; if books are not issued out of Agra, the benefit will accrue to the Agra colleges only; if outside colleges are allowed to borrow books, the Library will practically vanish. Any money that the University may have in hand should be given as subsidy to the colleges and the University should consider their good working its prime concern.

Tuition fee and examination fee.

III.—The scale of tuition fee, on the whole, appears to us satisfactory. We only recommend the following amendment in paragraph 59 of the Educational Code. The minimum fee for Degree Classes should be raised to R.90 per annum and the minimum fee for Post-Graduate Classes to Rs.100 per annum. The colleges should, in addition, be allowed to charge Rs.10 to Rs.25 per annum as laboratory fee for B. Sc. Classes and Rs.20 to Rs.40 per annum for M. Sc. Classes.

The present examination fees of the University should be allowed to stand but the fees for B. Sc. and M. Sc. examinations should be raised by Rs.10.

The fees for Part I and Part II of the first Degree (B. A.) examination conducted by the colleges should be Rs.1-8 for regular students and Rs.5 for private candidates in respect of each of such examinations. This fee is a part of the college revenue and should not be forwarded to the University.

IV.—We have found in the course of our investigations that local bodies are not so patriotic in helping the colleges as they were in former years when the right of representation in the Managing Boards of the public colleges was given to them on the basis of their contribution. It is earnestly suggested that the local bodies be approached with the request that their contributions be restored.

V.—It remains to consider the position of University Colleges which still retain their Intermediate Classes. Under our recommendations the First Degree course will be of three years and the income of college from students' fees will be proportionately increased. On the other hand, the separation of the Intermediate Classes from the degree colleges, as contemplated by the Agra University Act, will mean a financial loss. Our Committee has considered a note of Principal S. C. Chatterji (Christ Church College, Cawnpore) in which he has worked out the financial loss to his College, if it forgoes its present Intermediate Classes. According to Principal Chatterji's calculation, his College will not be able to make up for the loss unless the Government grant is raised by about Rs.4,400 or about 10 per cent. of the present grant. Our Committee calculates that the loss by the separation of the Intermediate Classes for all the University Colleges of this Province will be about Rs.44,000 per annum. Our Committee does not recommend any immediate change. A period of about five years after our Committee's recommendations have been incorporated in an Act would be a reasonable time for the reform that has been hanging fire for such a long time.

Intermediate
Classes.

CHAPTER XXIV

TENURE OF SERVICE OF THE COLLEGE STAFF

I—The Provision of the Unitary University

Recommendation of the Calcutta University Commission.

The Calcutta University Commission recommended the substitution of University Service for Government Service but desired that the latter should be as secure as the former.

“The Indian Service system (leaving aside the difficult question of whether it is ultimately an economical system or not) has advantages which cannot be denied and ought not to be understated. It attracts many men (1) because of the prestige of Government Service, (2) because of the security of Government Service, (3) because of its system of pension and leave (4). We now come to the question of safeguards. We think that they should be as great for specific university posts as those which now exist in Government Service We think that, as in Government Service there will be posts for which a period of probation will be necessary, but that after the lapse of that period the appointment should be renewed until the age of retirement under a legal contract which the University could not break, subject of course to its annulment owing to gross personal misconduct or mental and physical incapacity, of which cases an independent tribunal shall be judge. No member of the staff under these conditions could either be summarily dismissed by the University or have resignation forced on him unjustly. We think that the contract on its financial side might be guaranteed by Government We are inclined to think that no person could regard the security of a university post held under such conditions as less than the security of a post held under the service system (5) Since the whole character of a university's work depends upon the ability and character of its teachers, there is no aspect of university organization more vitally important than the method by which its teachers are appointed. The difficulty and responsibility of making teaching appointments is felt at all universities. If once the suspicion gets abroad, whether justly or unjustly, that appointments are liable to be affected by personal influence, by intrigue, by sectarian or political jealousies, or, in short, by any motive whatsoever except the desire to get the best man, not only does the reputation of the university sink in the learned world, and the difficulty of getting good men increase, but the atmosphere of the university itself is apt to be vitiated.”

Procedure of appointment at Unitary Universities.

In the unitary universities of this Province the procedure for appointment has been prescribed by Statute. At Benares and Aligarh the power of appointment has been vested in the Executive Council, but before the Council makes an

(1) Calcutta University Commission Report, Chapter XXXIV, paragraph 52.

(5) *Ibid*, paragraph 55.

appointment it is required to consider the recommendations of an advisory body. Greater powers have been given to the Selection Committee of Allahabad and Lucknow Universities. If the Executive Council accepts the nomination of the Selection Committee, no difficulty arises, but if the nomination is not accepted, the matter is referred to the Chancellor for final decision in the case of all appointments at Lucknow and in the case of appointments to Professorships and Readerships at Allahabad. The Allahabad Selection Committee consists of the Vice-Chancellor, the Head of the Department of Teaching concerned, two representatives of the Executive Council, two representatives of the Academic Council and a person, not in the service of the University, appointed by the Chancellor; the Committee, when considering appointments to Professorships and Readerships, may also co-opt an outside expert.⁽¹⁾ In the Lucknow Selection Committee the Dean of the Faculty takes the place of the Head of the Department of Teaching and there is no provision for the co-optation of an outside expert; otherwise the constitution of the Selection Committee is the same at the two Universities.⁽²⁾

The Benares University Act was passed before the Calcutta University Commission Report and it is silent on the tenure and service of the staff. But First Statute 18 (viii) gives the Council the power "to entertain, adjudicate upon, and, if thought fit, redress any grievances of the officers of the University, the Professors, the teaching staff, the Graduates, Undergraduates and the University servants, who may, for any reason, feel aggrieved, otherwise than by an act of the Court."

Provisions in the Acts of the Unitary Universities on conditions of service.

The provisions in the Acts of Aligarh, Allahabad and Benares are the same :

"Every officer and teacher of the University shall be appointed on a written contract. The contract shall be lodged with the Registrar of the University and a copy thereof furnished to the officer or teacher concerned. . . . Any dispute arising out of a contract between the University and any officer or teacher of the University shall, on the request of the officer or teacher concerned, be referred to a Tribunal of Arbitration consisting of one member appointed by the Executive Council, one member nominated by the officer or teacher concerned, and an umpire appointed by the Chancellor.⁽³⁾ The decision of the Tribunal shall be final, and no suit shall lie in any Civil Court in respect of the matters decided by the Tribunal. Every such request shall be deemed to be a submission to arbitration upon the terms of this section within the meaning of the Indian Arbitration Act, 1899, and all the provisions of that Act, with the exception of section 2 thereof, shall apply accordingly.⁽⁴⁾

(1) Allahabad University, First Statute 17.

(2) Lucknow University, Statute 17. Minor provisions for appointments to posts other than Professorship and Readership have not been discussed here. They will be found in Volume II of the Report.

(3) At Aligarh this power is vested in the Visiting Board of which the Governor is Chairman.

(4) Aligarh Muslim University Act, section 36(i) and (ii); Allahabad University Act, sections 46 and 47; Lucknow University Act, sections 43 and 44.

II—Position of the Staff of the United Provinces Colleges

The Allahabad University Act of 1921 and the Agra University Act of 1927 did not affect the tenure of service of the teaching staff of the colleges. Any teacher, whatever his qualifications and services, could be dismissed at any time by an order of the Principal in the Missionary Colleges and by a resolution of the majority of the Managing Committee in the other colleges. It is not necessary to go into the details of the controversy the subject has provoked. The net result of the struggle has been Statute 5 of Chapter XXXII and the Draft Agreement, intended to be a model form only.

Provisions of Statute on tenure of service.

" Statute 5 of Chapter XVII.—All members of the staff of the Colleges other than those maintained by the Government or by an Indian State and excepting those members of the staff who are on a permanent contract, approved by the University, with a Missionary Society maintaining a College shall be appointed on a definite written contract of permanent service, which shall embody the following points, besides such other points as each individual college may think it to include in its own form of agreement :

- (1) Salary and grade shall be definitely stated.
- (2) The age of superannuation shall be mentioned in the agreement and in the case of the colleges in the United Provinces it shall be 60 years.
- (3) Whole-time services of the members of the staff shall be at the disposal of the college except when special permission is obtained for activities unconnected with the college.
- (4) The grounds on which services can be terminated shall be only the following :
 - (a) wilful neglect of duty,
 - (b) misconduct, including disobedience to the orders of the Principal,
 - (c) incompetence, provided that the plea of incompetence shall not be used against the member of the staff concerned after he has put in five years' service after confirmation,
 - (d) breach of any of the terms of contract,
 - (e) physical or mental unfitness,
 - (f) abolition of the post.
- (5) There shall be three months' notice on either side for terminating the contract, or in lieu of such notice a payment of thrice the monthly salary then being earned by the teacher, except when termination of service takes place under sub-clause (a), (b) or (c) of clause (4) above.
- (6) Provision of a Tribunal consisting of the Vice-Chancellor of the Agra University, a Judicial Officer not below the rank of a District Judge nominated by His Excellency the Chancellor, and a person (not connected

with the college concerned) nominated by the Executive Council of the Agra University, shall be made to settle disputes arising in connexion with termination of services under sub-clause 4 above. The Tribunal shall have power to inquire into facts and to interpret the terms of agreement. The decision of the Tribunal shall be final and binding on both the parties and no suit shall lie in any Civil Court in respect of the matters decided by the Tribunal :

Provided that there may be appointments, temporary or on probation, for a period which shall not exceed three years :

And provided further that in special cases there may be contracts for short periods of service.

The form of agreement appended to this Statute shall serve as a model. The form of agreement to be adopted by each college shall be approved by the Executive Council before it is put in force."

Draft Agreement with members of the Staff in affiliated Colleges.—" Agreement made this.....day of.....19 , between..... of the first part and the Managing Committee of the..... College, through the Principal/Secretary of the second part ;

Draft Agreement Form.

WHEREAS the College has engaged the party of the first part to serve the College as.....subject to the conditions and upon the terms hereinafter contained. Now this agreement witnesseth that the party of the first part and the College hereby contract and agree as follows ;

1. That the engagement shall begin from the.....day of.....19....and shall be determinable as hereinafter provided.
2. That the party of the first part is employed, in the first instance, on probation for a period of one year and shall be paid a monthly salary of Rs..... The period of probation may be extended by such further period as the party of the second part may deem fit ; but the total period of probation shall, in no case, exceed three years.
3. That on confirmation after the period of probation the College shall pay the party of the first part for his services at the rate of Rs.....(rupees.....) per month. The payment of salary and increments at the rates mentioned in this agreement shall, however, be subject to the condition that funds are available.
4. That the party of the first part will be entitled to the benefit of the provident fund in accordance with the provisions laid down by the College in this connexion.
5. That the age of superannuation will be sixty years, the actual time of retirement for the party of the first part to be the thirtieth day of April in the year in which he attains the age of sixty.
6. That the party of the first part shall be entitled to leave in accordance with the rules for the time being in force in the institution.

7. That the party of the first part shall devote his whole time to the duties of his appointment and shall not engage, directly or indirectly, in any trade or business, or, without the sanction of the Managing Committee, take up an occupation which in the opinion of the Principal is likely to interfere with the duties of his appointment.

8. That the party of the first part shall, in addition to the ordinary duties perform such duties as may be entrusted to him by the Principal in connexion with the social, intellectual or athletic activities of the College.

9. After confirmation, the services of the party of the first part can be terminated only on the following grounds :

- (a) Wilful neglect of duty,
- (b) misconduct, including disobedience to the orders of the Principal,
- (c) incompetence : provided that the plea of incompetence will not be used against the party of the first part after he has put in five years' service after confirmation,
- (d) breach of any of the terms of contract,
- (e) physical or mental unfitness,
- (f) abolition of the post.

10. Except when termination of service has taken place under sub-clauses (a), (b) or (c) of clause 9 above, neither the party of the first part nor the party of the second part, shall terminate this agreement, except by giving to the other party three calendar months' notice in writing or by paying to the other party a sum equivalent to thrice the monthly salary, which the party of the first part is then earning.

Note—The period of notice referred to above does not include the summer vacation or any part thereof.

11. That any dispute, arising in connexion with clause 9 of this contract between the party of the first part and the College shall be referred to a Tribunal consisting of the Vice-Chancellor for the time being of the Agra University, a judicial officer not below the rank of a District Judge nominated by His Excellency the Chancellor, and a person (not connected with the.....College) nominated by the Executive Council of the Agra University. The Tribunal have power to inquire into facts and to interpret the terms of the agreement. The decision of the Tribunal shall be final and binding on both the parties and no suit shall lie in any Civil Court in respect of the matter decided by the Tribunal.

Signed this.....day of.....19 ..

(1)

(2)

in the presence of—

(1)

(2)

The agreement required by the Statute has been signed by the staff and the Secretary (or Principal) of all the Colleges. It has not led to greater legal security of tenure; the feeling of uncertainty still persists. (1) The Colleges can fix whatever grades and salaries they like; the university is not entitled to interfere. The door to the exploitation of educated labour is left wide open. (2) Grade promotion is conditioned on funds being available; there is nothing to prevent a college from embarking on new schemes of expansion and then declaring that funds are not available; or it can, on the basis of the savings to be made by depriving its employees of their promotion, open new classes or entertain other schemes that cost money. (3) Provident Fund and Leave Rules are left entirely to the Management of the Colleges. All Colleges have a Provident Fund on the basis of 6½ per cent. contribution by both parties but leave rules vary from college to college and some colleges have no leave rules at all. (4) The grounds on which service can be terminated by the Management are so wide that their specification seems futile and frivolous. An employee can be kept on probation for three years and for two years more the threat of dismissal on the ground of incompetence can be held over his head. 'Abolition of the post' is an excuse always available to the Management; as pointed out by a speaker in the Senate, if the College Managing Committee wishes to get rid of an employee, it has now, instead of dismissing him, to adopt the more clumsy but equally permissible procedure of retrenching his post and then appointing the man it wants after three months or six months when the post can be created once more. The Statute and the Draft Agreement secure to a person unjustly dismissed three months' service or three months' pay—that and nothing more. Apart from this the position of the staff is exactly what it was before. (5) The Tribunal has the power of interpreting the terms, but it is difficult to see what terms there really are to interpret. Where hardship is caused by the policy of the Management, the Tribunal can give no remedy.

Futility
of these
provisions.

In the discussions that have taken place, the 'power' of the affiliating university and the 'claims' of the staff have been pitted against the 'rights' of the Managing Committees in a controversy that has been both futile and unilluminating. This is not, in our opinion, the light in which the question should be viewed. There is, and can be, no question of 'rights' or 'powers.'

Rights of the
Managing
Committees.

A College Executive Committee, as we have seen, contributes only about 8 per cent. of the College expenses; the rest of the burden is borne by the Government and the student—community. The fact that Government contribute to half the tuitional expenditure has led to the mistaken presumption that the Managing Committee can consider the fee of the students as their property.

It has been the experience of strong and stable governments during three or four thousand years of human history that efficient work can only be had from

people to whom a reasonable security of livelihood has been guaranteed. "The well-pleased labourer," says the Persian proverb, "puts in more work." In the administrative departments of Government low salaries and insecurity of tenure always impel the officers to bribery and corruption: But in educational institutions the opportunities and, let us hope, even the desire for corrupt practices is absent and, consequently, the evils of insecurity of tenure have been overlooked. And yet there is no profession in which supervision is more difficult, in which the moral attitude of the worker, his willingness to put in his best, to devote his life to his subject, to his institution and to his students counts for more. The brick-layer's work can be assessed in terms of bricks laid; it is absurd to calculate the teachers' work in terms of the minutes he is compelled to talk. The statements made in the Senate prove conclusively that cases of victimization have not been rare in the past and unless the livelihood of the staff is properly protected, our colleges and schools will never become centres of culture and progress. We feel strongly that as the first principle of the educational policy of the State, the security of tenure for the staff should be assured in the same way as at the Unitary Universities. It is the corner stone of the system and must be firmly laid.

III—Provisions recommended for incorporation in the Act

Dr. Basu's
suggestion—
Executive
Council
to control
appoint-
ments and
dismissals.

It is in the light of these considerations that we proceed to accept Dr. Basu's suggestion "that the Executive Council should determine the general terms of appointment, minimum pay and qualifications of all members of the teaching staff and that all appointments and removals shall be subject to its control."⁽¹⁾ Provisions for security of tenure, and for that disciplinary control without which security of tenure cannot be given, should, in our opinion, be incorporated in the Act and the First Statutes.

Our first recommendation is that, with due regard to its peculiar circumstances, the Executive Council should be given powers similar to the Executive Councils of the four Unitary Universities and that appropriate provisions to this effect should be included in the Act.

Section 25 of the Act should be recast so as to include the following provisions :

(a) The teachers of the University Colleges, other than those maintained by the Government, shall be appointed with the sanction of the Executive Council in such manner, and shall hold their appointments subject to such conditions, as may be prescribed by Statutes : provided that members of the staff who are on a

⁽¹⁾ Volume IV-A; pp. 58-59; Proceedings of the Executive Council, August 2, 1930.

permanent contract approved by the University with a Missionary Society maintaining a college, shall not be required to enter into a second contract with the college.

(b) All such teachers shall be appointed on a definite written contract of permanent service which shall be prescribed by Statute and may not be varied without the previous sanction of the Executive Council: provided that, subject to the conditions prescribed by Statute, temporary appointments may be made for a term not exceeding three years and, in special cases, for short periods of service.

(c) All teachers who were in the permanent service of a College on 1st April, 1940, shall be deemed to be in the service of that College in accordance with the terms of the present Act, the First Statutes and any Statutes that may be made hereafter.

(d) Any dispute arising out of a contract between a teacher and a University College shall, at the request of either party or of the Executive Council of the University, be referred to a Tribunal of Arbitration consisting of the (i) Vice-Chancellor of the University, (ii) a judicial officer not below the rank of a District Judge or a lawyer of fifteen years' standing appointed by Government, (iii) and a person, not connected with any University College, appointed by the Executive Council. The Tribunal shall have the power to interpret the terms of the contract and the conditions of service and to inquire into all facts which it considers relevant. The decision of the Tribunal shall be final and no suit shall lie in a Civil Court in respect of the matter decided by the Tribunal. Every such request by a University College or a teacher shall be deemed to be a submission to arbitration upon the terms of this section within the meaning of the Indian Arbitration Act, 1899, and all the provisions of that Act, with the exception of section 2, shall apply accordingly.

(e) The mode of appointment of the members of the Tribunal and the procedure for the settlement of disputes shall be prescribed by the Statute and where the Statute is silent, the Tribunal shall decide its own procedure.

Sub-sections (h) and (p) of section 26 should be recast as follows:

"26 (h) The classification and mode of appointment of the teachers of the University Colleges."

"26 (p) The number, qualifications and emoluments of teachers employed by the Associated Colleges and their leave, Provident Fund and other rights."

IV—First Statute on Conditions of Service and the Contract Form

Secondly, in place of the present Statute 5 of Chapter XVII and the indefinite terms of First Statute 11(d), we recommend the incorporation of the following provisions in the First Statutes.

(1) Appointments to teaching posts shall be made by Managing Committee of the College but a person appointed shall not assume charge of his

duties till his appointment has been sanctioned by the Executive Council of the University after considering the qualifications of all candidates for the vacancy and the reasons, if any, on which the appointing authority has taken its decision. If owing to urgency of work, a person appointed by the Managing Committee is allowed to take charge of his duties, such assumption of charge shall not constitute a claim to appointment.

(2) Appointments to the non-community public colleges of Agra, Meerut and Bareilly and of other non-community public colleges that may be established hereafter shall be so made that the proportion of the various communities in the service of these colleges may be the same as the proportion accepted by the Provincial Public Service Commission for recruitment to the higher posts.

(3) All contracts of service shall be lodged with the Registrar of the University and a copy thereof shall be furnished to the College and to the teacher concerned.

(4) The salaries and scales of increment for the officers and teachers of the University Colleges shall be as follows :

(a) Principals : Rs.600—25—800 (or as by special contract with the permission of Government) ;

(b) Professors : Rs.300—25—500 ;

(c) Assistant Professors : Rs.200—20—300 ;

(d) Lecturers : Rs.100—12½—200 ;

(e) Demonstrators : The same scale of pay as of lecturers, if properly qualified.

Provided that :

(i) No existing incumbent of a post shall be adversely affected by the scale of pay prescribed by this Statute.

(ii) No existing incumbent of a post drawing a lower salary than that recommended by the sub-committee for the post shall be entitled to be put on the grade recommended unless he possesses the qualifications required for the post.

(iii) Existing incumbents, when eligible, shall start in the new scale at the point in the time-scale next above their present pay, provided that if the Executive Council are satisfied, after considering the recommendation of the College Managing Committee, that increment has been held up by abnormal conditions it may allow a higher start.

(iv) Teachers of Oriental Languages now in service shall be given the same scale of pay as teachers of other subjects, if properly qualified, and all persons hereafter employed for the teaching of Oriental Languages shall be appointed on the prescribed grades.

(v) Appointments may, with the previous sanction of the Executive Council, be made on a different salary and grade of teachers of special technical subjects:

(5) The scale of pay admissible in each case shall not be reduced on the ground of financial stringency, provided that a proportionate cut may be made on the salaries of all the college staff to enable the college to meet a deficit due to circumstances beyond its control.

(6) The salary of a teacher in permanent service may not be reduced with a view to securing funds for financing schemes of expansion or because such schemes of expansion have caused a financial loss to the college.

(7) The leave rules for all University Colleges shall be prescribed by the Regulations of the university.

(8) All university colleges shall maintain a Provident Fund for their teaching staff and other employees in accordance with the provisions of the University Regulations : provided that the monthly contribution of the employee shall be 10 per cent, and of the College 6½ per cent. of the monthly salary of the employee.

(9) Members of the Tribunal of Arbitration shall be appointed for a period of three years and the Tribunal shall meet at Agra whenever necessary. A teacher appealing to the Tribunal shall be required to deposit the sum of Rs.50 with his application. The Tribunal shall decide the cost, if any, to be recovered from either party and the balance of the cost shall be borne by the University.

(10) The following contract-form is prescribed in accordance with section 26 of the Act :

Agreement made this.....day of.....19...between
.....of the first part and the Managing Committee of the....
.....College, through the Principal/Secretary of the second part ;

WHEREAS the Collège has engaged the party of the first part to serve the Collège as.....subject to the conditions and upon the terms hereinafter contained ; Now this agreement witnesseth that the party of the first part and the Collège hereby contract and agree as follows :

1. That the engagement shall begin from the.....day of..... 19...and shall be determinable as hereinafter provided.

2. That the party of the first part is employed, in the first instance, on probation for a period of one year and shall be paid a monthly salary of Rs..... The period of probation may be extended by such further periods as the party of the second part may deem fit, but the total period of probation shall in no case exceed two years,

3. That on confirmation after the period of probation the College shall pay the party of the first part for his services at the rate of Rs. (Rupees only) rising by annual increments of Rs. to Rs. (Rupees.) per month. After confirmation the party of the first part shall be entitled to receive emoluments on the scale aforesaid and his salary shall not be varied except in circumstances and in the manner specified below, viz. when reduction of expenditure is necessitated by financial stringency the party of the first part shall be liable to a cut in salary being a proportion of it not exceeding that imposed upon the entire staff :

Provided that such a cut in salary shall not be imposed in order to secure funds for financing a scheme of expansion.

4. That the party of the first part shall be entitled to the benefit of the Provident Fund in accordance with the provisions laid down by the University in this connexion.

5. That the age of superannuation shall be sixty years, the actual time of retirement for the party of the first part to be the thirtieth day of April in the year in which he attains the age of sixty.

6. That the party of the first part shall be entitled to leave in accordance with the rules prescribed by the University for the time being.

7. That the party of the first part shall devote his whole time to the duties of his appointment and shall not engage, directly or indirectly, in any trade or business, or, without the sanction of the Managing Committee, take up any occupation which, in the opinion of the Principal, is likely to interfere with the duties of his appointment.

7(a). That the party of the first part shall not undertake any remunerative examination work offered to him by a University or Board of Examination other than the Agra University without the permission of the Principal.

8. That the party of the first part shall, in addition to the ordinary duties, perform such duties as may be entrusted to him by the Principal in connexion with the social, intellectual or athletic activities of the College, and by the Agra University in connexion with examinations (in accordance with, and subject to the limits prescribed by the Statutes and Regulations of the University).

9. After confirmation the services of the party of the first part shall not be terminated except on the following grounds:

(a) Wilful neglect of duty or deliberate defiance of the orders of the Principal.

(b) Misconduct, including misconduct connected with University examinations and other University duties.

(c) Breach of any of the terms of this Agreement,

(d) Physical or mental unfitness.

(e) Incompetence : provided that the plea of incompetence shall not be admissible against the party of the first part after he has put in five years' service after confirmation.

(f) Abolition of the post ; provided that no post shall be abolished solely as a measure of economy necessitated by financial stringency or for the purpose of obtaining funds to finance a scheme of expansion.

10. Except when termination of service has taken place under sub-clause (a), (b) or (c) of clause 9 above, neither the party of the first part nor the party of the second part shall terminate this agreement, except by giving to the other party three calendar months' notice in writing or by paying to the other party a sum equivalent to three times the monthly salary, which the party of the first part is then earning.

Provided further that it shall be permissible for the party of the first part to require that his case shall be referred to the Arbitration Tribunal, constituted under the Act and Statutes, whose decision shall be final and binding on both parties.

NOTE—The period of notice referred to above shall not include the summer vacation or any part thereof.

Signed this.....day of.....194

(1)

(2)

In the presence of—

(1)

(2)

V—Miscellaneous Provisions

It is recommended that the cadre of the staff of the college be fixed by the Regulations of the Executive Council. These Regulations will, in substance, specify 'the tuitional expenditure' which the Executive Council approves. As the circumstances of the colleges differ, it is not advisable to lay down any rules to be enforced in case of all colleges, but so far as possible there should be a uniformity of procedure in the calculations made.

Cadre of the College Staff

It is suggested that the following principles be kept in view: (1) The University will prescribe the minimum and maximum amount of formal work for the teachers ; it will also fix the size of the various classes. (2) The University will also prescribe the minimum and maximum amount of instruction (lectures, seminars, practical work) that has to be provided by the college in each subject and in each branch of subject for each class of students. (3) So far as possible

the number of teachers determined by these calculations should be sanctioned by the University for every college. (3) Only about 40 per cent. of the teachers in a department of teaching which has post-graduate classes should belong to the upper grades (i.e. Professors and Assistant Professors) and in departments that have no post-graduate classes only 30 per cent. This proportion should be kept in view in making new appointments. (4) There should, as a rule, be only one Professor in a Department and no Professors should in future be appointed in Departments which have no post-graduate classes.

Leave Rules. At present most colleges have their own set of leave rules or no leave rules at all, the matter being left to the discretion of the Principal, the Secretary or the Managing Committee. Leave Rules, in our opinion, should be the same for all colleges and should be prescribed by the Regulations of the Executive Council. The Leave Rules for Government servants in the Vacation Departments do not seem to us suited to the circumstances of the University Colleges.

The following Leave Rules are suggested for adoption :

General Conditions—

- (1) Leave cannot be claimed as a matter of right.
- (2) If the exigencies of College service so require, discretion to refuse or cancel leave is reserved with the sanctioning authority.
- (3) A member of the staff on leave shall not accept any other post during the period of leave.
- (4) No member of the staff shall be allowed to be absent from duty for a longer period than 24 months.
- (5) If a member of the staff has been on leave throughout an academic year, he does not earn the pay for the following vacation and the vacation will be counted as leave on leave allowance due under the rules.

Various kinds of leave—

(1) *Casual leave—*

- (a) shall be for a period of 14 days after every 12 months of service;
- (b) shall be on full pay ;
- (c) holidays falling within the casual leave shall count as casual leave;
- (d) holidays at the beginning or end of casual leave can be combined with it only if the total continuous absence is not more than 15 days ;
- (e) cannot be combined with any other kind of leave ;
- (f) any unavoidable absence without permission, if satisfactorily explained, will be classed as casual leave if casual leave is due ;
- (g) the Principal in the case of the staff and the Honorary Secretary in the case of the Principal shall be the sanctioning authority.

(2) *Privilege leave*—

- (a) shall be for a period of 15 days after every 12 months of service ;
- (b) shall be on full pay ;
- (c) can be accumulated up to two months ;
- (d) only the permanent staff shall be eligible for it ;
- (e) after resuming duty on return from privilege leave one year's service must be put in before privilege leave can be allowed again, except where privilege leave has been taken on medical grounds ;
- (f) the Executive Committee shall be the sanctioning authority.

(3) *Sick leave*—

- (a) shall be for a period not exceeding one month in each academic year ;
- (b) shall be on half pay ;
- (c) shall only be granted on furnishing a medical certificate from a duly qualified and registered medical practitioner or a recognized Yaid or Hakim ;
- (d) shall not accumulate ;
- (e) it can be combined with privilege leave so that any privilege leave due shall be availed of first and then the sick leave ;
- (f) the Executive Committee shall be the sanctioning authority.

(4) *Long-term leave*—

- (a) shall be for a period of one month after every 12 months of duty ;
- (b) shall be on half pay ;
- (c) shall be available only after six years' continuous service ;
- (d) can be accumulated up to 12 months ;
- (e) can only be granted on the applicant showing some adequate reason for it, such as—
 - (i) further study in India or outside India ;
 - (ii) prolonged illness : provided that in case of prolonged illness the Executive Committee may grant leave on such terms as it thinks fit but (a) an employee shall not be given more than six months' leave on full pay, all leave in addition to this period to be on half pay
 - (b) the leave granted shall not exceed a period of one month for every eleven months' work which the employee has put in ;
 - (iii) some important private business requiring prolonged absence from duty ;
 - (iv) leave preparatory to retirement ;
- (f) can be combined with vacations and any privilege leave due ;
- (g) the Executive Committee shall be the sanctioning authority.

(5) *Extraordinary leave*—(meaning leave which cannot be put in any of the above 4 classes)—

(a) shall be without pay ;

(b) can be combined with any kind of leave, other than casual, up to a total absence from duty of not more than 24 months ;

(c) any unavoidable absence without permission which has been satisfactorily explained will be classed under this head if no casual leave is due ;

(d) extraordinary leave without pay cannot be considered duty and cannot be counted for purposes of leave ;

(e) the Executive Committee shall be the sanctioning authority.

Provident
Fund Regu-
lations.

We have examined the Provident Fund Rules of the United Provinces Colleges. Though the Provident Fund was instituted very late in some colleges, the rules appear to be satisfactory. Membership is compulsory in all colleges⁽¹⁾. Our recommendation is that the contribution of the two parties should be the same in the United Provinces colleges and the two unitary universities, and that the college rules be replaced by University Regulations on the subject.

Teachers of
Oriental
Languages.

The teachers of Oriental subjects have attempted again and again to draw the attention of the authorities to the hardship of their lot. So long as Molvis and Pandits were appointed college teachers, there may have been some reason for giving them a lower salary. But persons now appointed as teachers of oriental languages possess the same qualifications as their colleagues in other departments and there is, in our opinion, no reason for continuing an unjust and invidious distinction. Oriental languages are the basis of oriental cultures ; they should not be considered subjects of secondary importance. In the unitary universities a Professor of Sanskrit or Persian has the same status and salary as a Professor of any other subject. But our colleges still adhere to the customs of the old regim and give to the teacher of oriental languages a salary lower than the salary of the grade ; they form a sort of 'depressed grade' in the college service. Our recommendation is, first, that teachers of oriental languages, who are properly qualified, be put in the same salary-scale as other teachers, and, secondly, that in future only persons who are properly qualified be appointed. The importance of these subjects in the culture-programme of our people should not be underestimated.

Procedure for
appointments.

We have recommended a standing Selection Committee for the Universities of Allahabad and Lucknow. It would not, in our opinion, be advisable to leave the appointments of United Provinces college's staff to the same committee, though such a plan would have the advantage of instituting an authority parallel to the

⁽¹⁾ The rules of D. A.-V. College, Cawnpore, do not make membership compulsory but we have been informed that all permanent employees are members.

Provincial Public Service Commission for institutions of higher education in the Province. The plan of having one Selection-Committee for all the University Colleges was also considered by us. Such a Committee would be able to keep the colleges in a line and would secure to all colleges a staff of approximately the same qualifications for the same pay. There is much to be said for the principle that the authority which controls the work of the employees should not also be the appointing authority. So far as the community and missionary colleges are concerned, the Appointment Committee contemplated would make appointments in accordance with the requirements of the college, and where a post is a community post, it would only make appointments from the community concerned. In spite of the great advantages of uniformity, we have preferred to recommend that the Managing Committees be retained as appointing authorities in order to leave the initiative in the hands of the missionary and the community colleges. The Executive Council will have the power of preventing unjust dismissals and of insisting on the minimum qualifications necessary; it will also, we hope, be able to prevent injustice to the more qualified candidates. But with these reservations, the existing machinery will be continued under our recommendations.

CHAPTER XXV

EXAMINATIONS

I—Admission Examination to the University—The question of co-ordinating University and Intermediate education has been discussed in the General Report and the following principle has been recommended for all the three universities of this Province.

“Students shall not be eligible for the First Degree Examination unless they have passed the final examination of the Provincial Board of Education or an examination recognized by the universities as equivalent thereto and have passed such additional tests (if any) as may be prescribed by the Universities.”

The following principles are recommended for incorporation in the Statutes with reference to the United Provinces University.

(1) The Academic Council should have the power of making regulations prescribing the optional subjects or groups of subjects in which a student should pass the final examination in the secondary college course in order to be eligible for admission as a regular or a non-regular student of the University.

(2) The Academic Council should also have the power of framing regulations for, and prescribing the syllabus of a supplementary test examination, if the Council is of opinion that such an examination is necessary. The examination should be conducted by the colleges and the result sent to the Registrar to enable the University to exercise such supervision over the examination as it may consider necessary.

(3) Examinations other than those conducted by the United Provinces Provincial Board may be recognized by Statutes.

Hitherto this recognition has been more or less automatic; all universities and Boards ‘by law established’ are *prima facie* deemed entitled to recognition, the courses being the same or similar at all Indian examinations at the end of the secondary stage. In future the universities may have to restrict recognition to particular courses or options of the Intermediate examinations. In order to prevent confusion we recommend that before the Government sanctions a statute on the subject it should avail itself of the recommendations of a committee consisting of the five Vice-Chancellors of the universities in this Province or of persons recommended by them, if they are unable to attend personally.

II—Merits and Defects of the Examination System—The merits and defects of the present examination system have been pointed out again and again.

There is, first of all, a difficulty in the evaluation of answer-books. In cultural subjects—languages, history, philosophy, etc.—the same examiner will give different marks to the same answer-book if he examines it at different times; in other words, the standard by which he allots marks—whatever that standard—will vary from answer-book to answer-book. Where a number of examiners are employed to mark the answer-books of a large number of candidates for the same paper, variation in the standard of marking will be inevitably greater. The converse is also true. If a candidate is asked to answer the same question paper at various times, the quality of his answer-books will vary. In scientific subjects—Mathematics, Physics, etc.—the standard of marking is easier to maintain but there is an element of luck to be taken into account; more than what is gained in one way is lost in the other. *Secondly*, is a written paper of three hours or a *viva voce* of ten or fifteen minutes a good test of the capacity of a student or of the work he has put in during a year or two? It is obvious that a greater emphasis (at least for a pass) will be laid on the student's memory than on his other mental qualities; hence a filip is given to cramming and to the crib-books that assist in cramming. Regular labour is at a discount; work near the examination counts for more than work at other times. Hence, laziness apart, most candidates put in a serious effort only during the months or weeks that precede the examination. The quality of teaching is inevitably affected. Since the examination tests not only the pupils but also the colleges and their staff, instruction even in the highest university classes tends to degenerate into coaching for the examination.

It will be an error, on the other hand, to understate the virtues of the examination system. It provides an objective standard for the student, the teacher and the institution. It eliminates favouritism. It is a good test of the total capacity of the candidate's brain, of the amount of ideas and facts that can be held in his mind simultaneously. A young man's health and stamina are strained, measured and tested for what they are worth. The mechanical part of the examination machinery can be perfected with care; the examiner's 'equation' or 'idiosyncrasy' cannot be entirely eliminated but it can be reduced to narrow limits. Tradition has, on the whole, accepted examinations as a good list of merit for the mass of the students and is content to measure the other capacities of a student by his capacity to write. The critics of the examination-system, on the other hand, have not been able to plan anything that can take its place.

So far as the Agra University is concerned, we would suggest a programme of *cautious experimentation*. No replacement of the traditional system by any plan of psychological tests is at present practicable. On the other hand we consider it desirable that the teachers, as teachers, should to some extent find a place in the system but careful provision should also be made so that if the 'teacher-college element' in the examination fails to work satisfactorily, the 'University element' may continue to function as heretofore.

Terminal
examinations
not re-
commended.

We are not in favour of terminal examinations at the University stage. Such examinations tend to fasten the attention of the teachers and the students exclusively to the prescribed syllabus and leave no time for the cultural side of university education. On the other hand, it has been recommended in the General Report that the First Degree course (the present B.A., B.Sc. and B.Com.) be extended to three years and there is a serious danger that this extra year, unless proper precautions are taken, may only mean a year of idleness in the student's life. At present the colleges have a home examination for the B.A. and B.Sc. Previous (or III year) class. But the character of this examination varies from college to college; some colleges have a fairly stiff test and detain 'a reasonable percentage' of the students; other colleges treat the home examination as a formal function in which almost every student is allowed to pass. It is not possible, with the extension of the First degree course to three years, to leave things as they are. The control of the University should be extended to the 'home examinations,' on the other hand, subject to certain reservations, the result of the home examinations should be added on to the University examination of the First Degree to be held at the end of three years of instruction.

III—Three Parts of the First Degree Examination—We have after a careful consideration of every aspect of the question decided to recommend the following scheme for incorporation in the First Statute. (1)

(1) The First Degree (or Part III) Examination shall be an examination conducted by the University and shall cover the whole syllabus prescribed for study during the three years. The present system of inspection of examination centres should be discontinued and the Principals should be made responsible for the proper conduct of the examinations. *Viva voce* examination of B.A. candidates is not, in our opinion, necessary. In other words, the University will conduct the First Degree examination in the same way as it is conducting the B.A., B.Sc. and B.Com. examinations at present. But in bringing out the University results, the results of the two annual home examinations—Part I and Part II—will also be considered.

(2) Part I and Part II examinations will be conducted by the colleges at the end of the first and the second year of instruction, and, subject to the provisions of clause (6) below, no student who has not passed Part I will be allowed to appear for Part II and no student who has not passed Part II will be allowed to appear for Part III (or the First Degree) examination.

(3) The Board of Studies shall in their syllabus indicate the portions of it which are to be covered by Part I and Part II examinations and students will not be permitted to appear for Part I till the end of the first year and for

(1) It has not been considered necessary at this stage to put our recommendations in the form required for Statutes.

Part II till the end of the second year of their studies. At present the University merely prescribes the syllabus of the B.A., B.Sc. and B. Com. examinations ; it is left to the College, or to the Department of Teaching in the College, to mark off the part which is to be covered in the first year of instruction. There is naturally a tendency to leave much more than half the work for the second year. Under our plan the University syllabus will first prescribe the whole course for the First Degree examination, and it will then proceed to specify the parts of it which are to be covered by Part I and Part II examinations. This will set the same pace for all colleges. It is obvious that a candidate will be examined in some parts of syllabus twice—perhaps thrice, if the syllabus of Part I is again included in Part II. In this we see no harm. It is for the Board of Studies to decide the principle of co-ordination with reference to their particular subject and its character. In some subjects it would perhaps be advisable for the syllabus of Part I to be re-included in the syllabus of Part II.

(4) The Principal of the College shall be responsible to the University for the proper conduct of Part I and Part II examinations for the students of his college and the non-regular candidates attached to it, and it shall be his duty to send to the Registrar—(a) the result of the examinations as he recommends them for publication by the University, (b) the tabulation sheets or tabulated results ; (c) list of examiners and the papers set by them ; (d) copies of all question-papers ; and (e) all examined answer-books.

These two examinations will be conducted by the Colleges on behalf of the University, and the colleges will make all arrangements. But the University is entitled to all necessary information, and in so far as the result of these examinations is recognized by the University, it will have the power of scrutiny and control. It will be necessary for the Registrar's Office to keep the examined answer-books received from the Colleges till after the publication of the result of part III Examination. The result of all the three examinations should be published by the University.

(5) One third of the total marks of every subject shall be allotted equally to that subject in Part I and Part II examination ; any calculations that may be necessary shall be made by the Registrar's Office every year when the results of Part I and Part II are received from the Colleges and shall be forwarded to the Tabulators for inclusion in the result of the First Degree (Part III) examination.

At present the maximum marks for most B.A. and B.Sc. subjects are 150 ; if there are two papers in the subject, the maximum marks for each paper are 75 ; if there are three papers, the maximum marks for each paper are 50. We are not concerned with the actual maximum marks, the adoption of

which is a matter of convenience, but with the principle of the distribution of those marks between the three examinations. Under our plan, if the maximum marks for a subject in Part III are 100, the maximum marks for that subject will be 25 in Part I and 25 in Part II, the proportion being 25 : 25 : 100. Parts I and II taken together will be one-third of Part III. If there are two papers in the subject in Part I (or Part II), the examiners will probably find it very inconvenient to have $12\frac{1}{2}$ marks as the maximum marks for a paper; low maximum marks lead to difficulty in the spacing of the examiner's award. It will in that case be more convenient to have 50 as the maximum marks for each paper and to adjust the result in the Registrar's Office. Thus a student who has obtained 33 marks out of 100 in the two papers (taken together) of Part I will be given 9 marks out of 25 by the Registrar's Office and these marks will be entered in the tabulation sheets when the final result is being calculated along with the examination award of Part III.

(6) No student shall be deemed to have passed Part I and Part II Examinations unless he has secured at least 25 per cent. marks in each subject: provided that in case of unavoidable absence, a student may be promoted by the Academic Council of the College (if such a Council exists) or by the Principal, but all such cases of promotion shall be duly reported by the Principal to the Registrar for publication by the University. The percentage of marks for the first and the second divisions shall be the same for Part I and Part II as for Part III. It will be for the college to decide in what cases it will recommend for promotion a student who has not appeared for the examination. It is to be expected that cases of shamming will not be considered. For the student himself avoiding Part I and Part II will be a bad bargain; for he will not be able to carry over any marks to his credit in the final examination. Thus, if the marks for a subject (for all Parts) are 150, a student who avoids Part I and II will have to get 50 marks (i.e. the minimum pass marks for all the three Parts) out of 100 in his last examination. In other words, only candidates who secure over second division marks in Part III will be able to pass if they have avoided both Part I and Part II Examinations.

(7) No candidate shall be deemed to have passed his First Degree examination unless he has obtained at least 25 per cent. marks in each subject in Part III examination and 33 per cent. marks in each subject in the aggregate of the three (Parts I, II and III) examinations. If, as assumed above, the total marks for the subject in all the three examinations are 150, a candidate will be required to obtain at least 25 marks out of 100 in that subject in Part III and 50 out of 150 when the result in that subject for all the three examinations is added together. Such further conditions as are at present laid down for separate pass marks in practical examinations are

not affected by our recommendations. We are also assuming that the percentage of marks required for a mere pass and for the second and first divisions (i.e. 33 per cent., 48 per cent. and 60 per cent., respectively) by the universities of this Province will continue.

(8) The Examination Committee of the University may, in cases of grave discrepancy between the marks obtained by the candidates of a college in any or all subjects of Part III and those obtained by them in Part I and Part II, direct that the answer-books of these candidates be re-examined, or, in the alternative, that the results of the candidates of that college for that subject be determined by the marks obtained by them in Part III examination only.

This reserve power in the hands of the University is a necessary part of our scheme. Owing to the provision suggested in paragraph (6) no candidate will be able to pass, whatever the result of his Part I and Part II examinations unless he has obtained 25 per cent. marks in every subject; in other words, even if a college 'cooks' its results, it will not be able to help its students who, in the opinion of Part III examiners, do not deserve 25 per cent. marks. The margin of assistance for weak students will be 8 per cent. only. But the college results of Part I and Part II may have a serious repercussion on the division in which its candidates are placed. To take an extreme case, a candidate who has only obtained 40 marks out of 100 from the examiners of Part III may find himself in the first division if the examiners of Part I and Part II have given him cent per cent. marks. Such cases are unlikely but they are possible. The published results of the examinations held by the Civil Service Commission show that while in some subjects the examiners give 65 per cent. to 75 per cent. marks to the best candidates, in other subjects the Examiners are inclined to give 90 per cent. marks or even more. But if the final result is determined by the award of a large number of examiners, the average of all awards is, as a rule, satisfactory. In our scheme a candidate's division will be determined by over fifteen examiners.

We have suggested that the results of the two college examinations along with the examined answer-books be sent to the University. It will be possible for the University Examinations Committee to have the answer-books re-examined if it finds that the standard of the college examiners is not satisfactory. Re-examination of individual answer-books would not in general be desirable unless there is reason to suspect favouritism or foul play. But the Rules or Regulations of the Academic Council may well provide for steps to be taken in order to assure the maintenance of a uniform standard. Secondly, when the Tabulators are putting down the result of the same batch of college students, it will be possible for them to draw the attention of the Committee to any marked disparity in the results of the three examinations; and if the Committee feels that the College

results are not reliable, it will be able to order that in the subject concerned, only the award of Part III examiners be taken into consideration, and this will mean, in substance, the re-institution of the present system for the students concerned. The existence of these provisions, we hope, will keep the college and the university examinations in a line. Lastly, as Part I and Part II examinations are conducted by the colleges on behalf of the University, the disciplinary power of the Results Inquiry Committee should extend to all work connected with these examinations.

(9) Grace marks should be awarded to such candidates as have failed in Part III of the examination in one subject only by not more than 10 per cent. of the total marks in that subject but have obtained 50 per cent. marks in the aggregate of all subjects. In the case of such candidates the result of Part I and Part II of the examination should not be considered. For each mark awarded to the candidate, 5 marks shall be deducted from his aggregate and his division shall be determined by the marks left to him after this deduction.

The Vice-Chancellor may direct the re-examination of the answer-books of a paper.

(10) The Vice-Chancellor may, if he thinks that there are sufficient reasons for doing so, direct that the answer-books of a particular paper of Part III examination be revalued by an examiner appointed by him; the result of the second valuation is to be placed along with the award of the first examiner before the Examination Committee which will decide which of the two results to accept. This principle, at present, is only expressed by a resolution of the Executive Council. There must in a properly organized University, be some power somewhere to rectify the result of a whole paper, and the Vice-Chancellor is the only person to whom this power can be assigned. For a justification of this recommendation, we beg to refer to the tabulated percentage results of the University examinations. (1)

We have only tried here to indicate the basic principles of the three parts of the First Degree examination which should be incorporated in the Statute. The details will have to be supplied by the rules and regulations of the Academic Council.

The other problems that have attracted the attention of the university authorities do not call for any specific recommendations by us. The plan of a supplementary examination for compartmental candidates was considered by the Executive Council in 1931, on the basis of the recommendations of a Committee presided over by Mr. N. P. Asthana, and rejected primarily on financial grounds; the examination would not pay. If the Committee's recommendation and the Registrar's

(1) The value of these tables would have been greater if for the B.A., B.Sc. and B.Com. examination the percentage of passes and divisions had been given for every paper and not for every subject. The result is scrutinized by a Committee; the subjects (not papers) in which there seems a discrepancy from the average are noted and sent for the information of the Boards of Studies. No one has the power, or the inclination, to do anything more.

noté (Volume V-A, pp. 55—65) are carefully examined, it will be seen that there will be no serious administrative difficulty or inconvenience if the examination is held at Agra only; if the internal examiners are not paid, the financial loss, if any, would be insignificant. Compartmental candidates at present waste a year in waiting for the next examination and to such candidates the supplementary examination would be a relief. But the number of such candidates is very small; it will be difficult to maintain the same standard at the two examinations; and the repetition of the examination after six months is not in principle desirable. The Punjab University has been holding supplementary examinations for some years past, but the Allahabad University has considered and rejected the proposal. We do not consider a supplementary examination desirable.

The plan of having two examiners for every answer-book in the post-graduate examinations is being tried by some universities. This reform has not led to any great benefit; the real work is done by one examiner only, and the second examiner merely checks the result of the first. Post-graduate answer-books are usually examined with considerable care, and the appointment of two examiners for every script is not particularly necessary. It is about the marginal B.A. scripts that two opinions may be useful, but the large number of answer-books to be valued within a limited time are believed to be a great obstacle. The universities try by various devices, none of them really effective, to secure a uniformity of standard where the answer books of the same paper are marked by two or more examiners. Uniformity of standards, in our opinion, can only be maintained by examiners working in constant consultation under the same roof. Concerning all these and similar problems we would suggest a policy of cautious experimentation by the authorities in charge.

**Two
examiners
for every
answer-book.**

CHAPTER XXVI

NON-REGULAR CANDIDATES

I—Teachers, Inspecting Officers and Women Candidates—The University is permitted by Section 4(b)(e) of the Act to admit teachers and women as non-regular candidates to its examinations under conditions prescribed by the Statutes and Regulations. (1) The Amendment Act of 1933 extended this privilege to inspecting officers in the Department of Education in the United Provinces and the States. The Statutes (as amended) require 18 months' continuous service 'immediately preceding the date of the examination' for the B.A., B.Sc. and B.Com. examination and one academic year for other examinations in case of teachers and inspecting officers. But a regular candidate, who obtains service after he has studied at a college for one academic year and been promoted to the next higher class, may, with the permission of the Executive Council, count this period along with his period of service. Neither category of non-regular candidates is eligible for the LL.B. examinations, and in case of science subjects production of a certificate that the candidate has completed a course of instruction at an institution previously approved by the University is required. Women candidates 'residing within the territorial limits of the university' may be permitted by the Executive Council "to appear at the examinations of the university without their attending a regular course of study in an affiliated college." Women are admitted to the LL.B. examinations as non-regular candidates but the number of women who have availed themselves of this privilege is insignificant. Women candidates appearing for a science subject have to produce "satisfactory evidence that they have completed a course of instruction in practical science in an affiliated college during the year preceding the examination." Detailed provisions have been prescribed for the submission of applications; the applications received are referred to a committee and disposed of by the Executive Council on the basis of its recommendation.

Mr. Desanges
Amendment.

II—Private candidates—Teachers, inspecting officers and women are the only three categories of non-regular candidates permitted at present. When the Agra University Bill was presented to the Council in 1927, Mr. H. C. Desanges moved that the words "private or independent study" be added after the words 'have carried on' in Section 4(2)(c) of the Bill [now Section 4(2)(d) of the Act]. The amendment, if accepted, would have given the University power to admit private candidates, in addition to the three categories mentioned, to its examinations subject to the conditions that may be prescribed by the University Statutes. The amendment was opposed by the Minister and the Director of Public Instruction and thrown out by 25 votes against 19. No authority or academic body

(1) The conditions for women candidates are to be prescribed by Statutes only.

of the University has considered the matter worthy of discussion during the last thirteen years; and outsiders anxious to raise the issue have failed to get a hearing.

The following selection from the Council speeches of 1927 will give some idea of the principal considerations involved.⁽¹⁾

Discussion
in the
Council.

Mr. H. C. Desanges—We have in this country the Indian Civil Service, which is often spoken of as the heaven-born service. Recruitment to that service is open to all students who pass in the competitive examination. They are then sent to this country to join the governing class. It does not matter at all whether the officer appointed has studied in India or at Oxford or at Wren and Gurney's I say, as a layman, that there are cases of people who want to better themselves in life and who should therefore be encouraged. For these reasons I ask the House to consider the matter calmly and open the way to poor students. This is a new university which is shortly going to be opened and let it start for education.

Mr. A. H. Mackenzie—The Select Committee (on the Bill) realized that a degree should connote more than mere attainment; that it should connote that training of the mind which can be obtained only under competent instruction in class rooms and that training of character which can be secured only in the corporate life of the institution. This concession will in fact be no concession at all. It will, on the contrary, be a hardship on students to encourage them to think that by private study they could obtain degrees of the University. The failures among private candidates have been so heavy in the old Allahabad University that the new Allahabad University was really acting in the best interest of the student body by insisting that all students should go through some course of instruction because only in that way are they likely to secure their degrees. I sympathise a good deal with what the honourable mover says about poor students. But facilities are now so numerous that there is not the least likelihood that any candidate, who is fit to proceed to a degree, will be excluded from university education by reason of poverty.

Dr. Ganesh Prasad—Section 10 (of the Indian Universities Act, 1904) says, "Save on the recommendation of the Syndicate, by special order of the Senate, and subject to any Regulations made in this behalf, no person shall be admitted as a candidate at any university examination other than an examination of Matriculation, unless he produces a certificate from a college affiliated to the University, to the effect that he has completed the course of instructions prescribed by Regulation. This particular section, which governed a few years ago

⁽¹⁾ Proceedings of the Legislative Council, Aug. 5, 1927, pages 173—185. The Swarajist opposition was absent; the presence of its members would have carried the amendment.

practically all the universities of India, has been worked differently in different universities. In the old Allahabad University it was a dead letter. I may mention the Bombay University, where there is no university teaching for M.A., every student who wishes to go up for the M.A. examination has to appear privately. There is yet another university, which is greater than the Bombay University, where the particular section has been worked with the result that hundreds of students go up as private candidates."

Mr. H. David—Poverty is a comparative term. I understand that not less than Rs.45 is the monthly expense of the student of a university. The Director of Public Instruction may not think much of this Rs.45, but I may remind him that the swarajist members, who are fortunately absent today, are for ever, very vociferously giving out that the annual income per head of the Indian is Rs.20 or Rs.25. We should not make a bogey of this character and training (in the colleges) and deprive the male students from successfully appearing at these degree examinations.

The Rev. Canon A. W. Davies—The criticism to which we are most sensitive is the criticism that the Agra University will be a university of a lower standard and will be a second or third-rate institution in our Province.

Mr. H. C. Desanges—I feel somewhat strongly on the point and am not prepared to withdraw my motion. . . . If women are to be admitted because of the weakness of sex, I say equally that the poor ought to be admitted because of the weakness of funds. . . . There is a safeguard in character-building in private students. No student will come forward to study privately after his day's work if he could afford to go to a university. The very fact of his making up his mind to study after a day's work shows that there is some firmness in his character. The training that he gets in his office, or workshop, or business—the discipline where he gets where his day's work is—is sufficient training to compensate for the training he would get from the University. A man, who is in a commercial office, wants to take the degree of Bachelor of Commerce. Is not the commercial house a better training school for that degree than any university? We are here to complete omissions of the law. If the Acts of other Universities do not have this provision, it is right and proper that today the omission should be completed. . . . Coming now to the criticism of my reverend friend, Canon Davies, the point that seems to disturb him is that this amendment of mine will lower the standard of the new University. May I reply to him in this way? Does the standard of a university depend so much on the students? Or is the standard to be maintained by the authorities of that university? If the authorities are doing their work properly and they know what to do, they will take enough safeguards to maintain that high standard. . . . The Hon'ble Minister says there is danger of a large number of failures. Even looking at it from that point of view (we know what

education stands for) there is an advancement in education when a man studies certain books which he would not have otherwise even approached. It would be training in character if he offers himself for study, and if he fails then he will get to know that he will have to work harder if he wishes to pass.

III—The Issues of the Case—One of the principal reasons that makes the authorities fight shy of private candidates was not brought out in the Council discussions. It is feared that if private candidates are permitted to appear at the B.A. and B. Com. examination, students will prefer to be private candidates and the colleges will lose the fees which enables them to balance their budgets. These fears are, in our opinion, quite groundless. The old Allahabad University allowed private candidates at the Matriculation examination, but this did not affect the establishment or expansion of schools in this province. The Intermediate Board allows private candidates; but their presence has not appreciably affected the admissions to our Intermediate Colleges. Education is a highly subsidized industry; private institutions and individuals cannot compete with it. Here and there an efficient and educated man may be able to make his living as a private tutor for the higher classes but attempts to establish coaching institutes as rivals to the colleges have failed disastrously. Students become private candidates for the Intermediate examination from necessity, never from choice. The percentage of private candidates at the First Degree Examination is not likely to exceed 10 per cent. or 12 per cent., and these candidates will not be drawn from the rank of college boys but from the rank of those who, owing to the obligations of service or the paralysing effects of poverty, would have never dreamt of joining a college. There is no novelty in the experiment. The London University admits external students to its examinations, and one can appear for its examinations from Ceylon; but neither the numbers nor the quality of its internal students has been affected.

Our opinions on the other questions involved can be briefly stated. (1) We agree with Mr. Mackenzie that colleges can better develop the character of students than any arrangement for private study that the candidate may make for himself. Not a little of the world's progress has been due to the dreamy, unrealizable idealism of youth, which can only be found in corporate institutions. But the argument is, nevertheless, irrelevant. The University merely gives a certificate that the candidate has passed the examination as a private candidate; and consequently, no guarantee of the University about his character is implied. (2) Rev. Dean Davies caution seems to us unnecessary. The standard of the examination is not determined by the examining authority alone; if there is a general and simultaneous decline in the standard of teaching in all colleges, the standard of examinations would inevitably decline. But since private candidates are only a small proportion of the whole, and their answer-books are examined along with the answer-books of regular students, they do not in any way affect the examination standard which is determined exclusively by the regular candi-

dates. (3) It is true that the 'examination mortality' among the private candidates is very heavy. But private candidates, in general, do not waste a year of their life when they fail, and neither the public nor the University is responsible for the path they have chosen. The duty of the University is to maintain its standards; if a private candidate does not prepare properly for the examination, he alone is to blame. (4) The main reason for permitting private candidates is poverty or service. "In a country like India where the percentage of literacy is so very small," Mr. K. N. Ghosh of Gonda (1) writes, "it means nothing but injustice to those who, not being teachers or regular students of any institution, desire to obtain degrees but cannot do so simply on account of restrictions which are based on no reasonable grounds, and which afford scope and facilities to the rich only. *Education is the birthright of every individual*. Why should, then, so many unjustifiable barriers be placed in the way of the aspiring student. Like the Intermediate Examination in Arts conducted by the Allahabad Board, the degree examinations should be open for all, but restrictions may be placed when candidates offer subjects which involve practical training." A properly constituted state should, in our opinion, not only provide for every citizen the education of which he is capable but compel him to obtain it. But that is not the practical issue before us. All that is claimed at the present stage is that when a man thinks that he has trained himself for the First Degree Examination in the Arts and Commerce subjects, he may, subject to the conditions prescribed by Statute, be allowed to sit for the same examination as the college boys.

IV—Conditions under which Private Candidates should be admitted to B.A. and B.Com. Examinations—Our Committee cordially approves the object which Mr. Desanges sought by his amendment and we recommend that the following words be added as sub-clause (d) of Section 4(2):

"(d) have carried on private or independent study under conditions laid down by Statute while residing in this province" and that the subsequent sections be renumbered. While the provisions of the Act will perforce be of a general type, the following provisions are recommended for incorporation in the First Statute.

(1) No person shall be eligible for admission to an examination of the University except on the ground that he has been in the service of Government or of a private employer during the year preceding the submission of his application or because he is unable to join a University College on account of his poverty.

(2) No application for admission to Part I of the First Degree Examination shall be considered unless it is certified by the Inspector of Schools of the Circle in which the applicant habitually resides or to the other Parts of the examination unless certified by the Principal of the College to which he has been assigned.

(1) No. 162.

(3) Such private candidates shall only be allowed to appear for the Arts and Commerce alternatives of the First Degree Examination.

(4) No student who has attended a regular course of more than two months at a University College in an academic year shall be allowed to appear as a private candidate in any examination that year.

(5) No student who has passed either Part I or Part II examination as a regular candidate shall be allowed to proceed to a higher examination as a private candidate unless the Principal of his college certifies that (a) his character has been satisfactory and that (b) he is unable to continue his studies as a regular student on account of poverty or service.

Ill-health is not, in our opinion, a sufficient reason. On the other hand the character of the candidate's service, provided it has extended over a year and the salary drawn by the applicant are immaterial. We realize the difficulties the Inspector of Schools will have in giving a certificate of poverty; he is not expected to scrutinize the family budget or inquire into its hoarded wealth. *Prima facie* evidence will have to suffice. After the candidate has been attached to a college for Part I, the certificate of his Principal should be required. Teachers, inspecting officers and women candidates are allowed to appear for the M.A. examination and also for the B.Sc. and M.Sc. examinations, if they have done satisfactory work in a laboratory. It would not, in our opinion, be advisable to extend this privilege to private candidates.

V—Assignment of Non-Regular Candidates to University College—The position of non-regular candidates has to be considered, next, with reference to the three Parts of the First Degree Examination. The following recommendations, to be incorporated in Statute, are made for non-regular candidates of all categories (1).

(1) The First Degree Certificate granted to a successful candidate shall name the college of which he has been a regular student or, in the alternative, state whether he has appeared in the examination as a teacher, an inspecting officer, a woman candidate or a private candidate.

(2) All non-regular candidates who wish to appear at Part I of the First Degree Examination shall apply to the Registrar not later than the last date of October in the year preceding the examination in which they wish to appear, and the Registrar shall, in accordance with the directions of the Executive Council, assign them to a University College if the Council grants their application: provided that, so far as possible, no non-regular candidate shall be assigned to a college which does not provide instruction

(1) These provisions will have to be implemented in the provisions of the present statute. For the purpose of clarity we would suggest that the Statutes appertaining to all categories of non-regular candidates be put first and then the Statutes for the four categories separately under different headings.

in the subject which the candidate proposes to study. A non-regular candidate shall be under the disciplinary control of the Principal of the College to which he has been assigned according to the provisions of Statute 7 of Chapter XX.

(3) Non-regular candidates shall be examined in Part I and Part II examinations by the University College to which they have been assigned and their names shall be sent up for Part III to the University by the Principal of the College in the same manner as the names of regular candidates.

(4) Non-regular or assigned students shall pay the same fee for Part III examination to the University as regular candidates; this fee shall be realized from them by the College to which they have been assigned and forwarded to the Registrar in accordance with the Statutes and Regulations.

(5) A non-regular candidate who has been assigned to a college may be allowed to migrate to another college by the Executive Council on the recommendation of the Principals concerned.

(6) Non-regular candidates eligible for appearing at the examinations of the University shall be placed in the following categories in order of precedence:—Teachers, inspecting officers, women and private candidates. The Executive Council may, on the recommendation of the Principal, allow a non-regular candidate who has been studying under one category to continue his studies in another category. Provided that a non-regular candidate shall, for the purpose of his First Degree Examination Certificate, be deemed to belong to the lowest category in which he has passed any Part of the examination.

(7) A non-regular student may be allowed to attend lectures by the Principal of the College to which he has been assigned on the payment of such fee as the Regulations may prescribe.

(8) Supplementary Regulations concerning non-regular students shall be made by the University.

These recommendations are based on the principle that non-regular candidates should be required to pass Part I and Part II examinations in the same way as regular candidates. For this purpose it will be necessary to attach or assign them to a college. It is to be hoped that due regard will be paid to the student's wishes in the choice of the college but the final power must rest with the Executive Council which will have to keep many considerations in mind. Congestion will have to be avoided, so that too much burden is not thrown on the examination machinery of any particular college. It will not be possible to assign women candidates except to colleges that can make such arrangements for their examination, etc. as the Executive Council considers satisfactory.

The term 'Private Candidate' is in popular parlance used for the three categories of non-regular candidates at present eligible for the University examination. We have recommended the inclusion of a fourth category—private candidates, properly so called or, to borrow the terminology of one of our correspondents, 'pure private candidates.' It is suggested that the term *assigned or non-regular* candidates be used for all candidates who are not studying in a college and that the distinction between the four categories be maintained.

Non-regular students will continue as at present, to apply to the Registrar in the first instance with the necessary fee and certificates; the Registrar after obtaining the orders of the Executive Council will send their names to the colleges to which they have been assigned and also inform them of the fact; thereafter it will be neither permissible nor necessary for them to approach the Registrar except through the college. They will pay all their dues to the college; when they pass their Part I and Part II Examinations, the college will send up their names for publication by the University, and their names for inclusion in the list of candidates for Part III will also be sent up by the college along with their fee.

Attention has been drawn by the reformers of the University to the fact that a non-regular student may suffer change of status during the period of his study⁽¹⁾. A regular student may obtain a teaching post or become an inspecting officer, and for these an amendment of the original Statute has provided some relief. But with the First Degree Course spread over three years, more cases will arise. A teacher may lose his post through no fault of his own and find himself in the category of poor students; a poor student may become rich through marriage or inheritance; a woman candidate may obtain a teaching post and become entitled to appear in a higher category. We suggest that the matter be left to the discretion of the Principals, subject to the condition that the First Degree Certificate shall put him in the lowest category to which he has at any time belonged. The Principals should always have the power to demand that a candidate assigned to his college under any category shall become regular candidate at the beginning of the session if the student's circumstances permit.

It has already been recommended in the General Report that non-regular candidates of all categories for the First Degree Examinations, and such non-regular candidates as are eligible for post-graduate examinations (except the Doctorates) should be allowed to sit for the examination of the United Provinces University only.

⁽¹⁾ The present rule permits a person who finds service in July to appear for his examination in March or April for M.A. Previous and M.Sc. Previous. An attempt is made, so far as possible, to find out before the Hall Tickets are despatched whether he has been in continuous service or not. With the examination split into three Parts, insistence on 'status' previous to Part III examination will not be necessary.

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CHAPTER XXVII

SUMMARY OF RECOMMENDATIONS RELATING TO AGRA UNIVERSITY

(I) Principles of Reconstruction

1. The University should be under the exclusive control of the Provincial Executive and the Provincial Legislature in order to enable it to co-ordinate the primary, secondary and university education of the Province.

2. It should be known as *the University of the United Provinces, Agra*, and should only be composed of the Arts and Science colleges of the Province. Continuation of the present election system is, therefore, unnecessary.

3. The University of the Province should be a function of the colleges just as a unitary university is the function of the Departments of Teaching and the Halls.

4. An end should be put to the friction between teachers and public men by the careful separation of academic and administrative functions.

5. In the interest of both the United Provinces and non-United Provinces areas, the two blocks of colleges should be organized into separate universities.

(i) It is suggested that the United Provinces Government should approach the Government of India with the request that some arrangements be made for the non-United Provinces colleges affiliated to the Agra University.

(ii) For the period of transition, which should be a fixed period not exceeding five years, the authorities of the new University may be allowed to continue the affiliating work of the Agra University in accordance with the existing Statutes and Regulations, subject to such modifications as the authorities may, after consulting the colleges concerned, deem necessary. But non-United Provinces colleges should not be entitled to representation on any University body.

(iii) The Committee is of opinion that the financial gain and loss will on the whole balance and that the question may be safely decided on non-financial grounds.

(II) Authorities and Officers of the University

1.—Boards of Studies

6. (A) *Composition*—The Board of Studies in each subject should consist of (a) the Heads or Chairmen of the Departments of Teaching concerned with the subject of that Board in the University Colleges. No co-opted members are necessary. The Board is to elect its Chairman and Vice-Chairman. The Vice-Chairman is to represent the Board in the Academic Council when the Chairman is unable to attend. (2) The Board of Studies in Law is to consist of the Heads of the Law Departments of the colleges and of three lawyers or judges assigned

to the Board by the Executive Council; these assigned members need not be members of the Executive Council. (3) The Board of Studies in Commerce is to consist of the Heads of the Departments of Teaching and of members, not exceeding three, assigned to the Board by the Executive Council. (4) Where the Heads of the Departments of Teaching are less than seven in number, the Executive Council shall have power of assigning members to that Board so as to bring the strength up to seven.

7. (B) *Function*—(1) Framing the syllabus of the subject for the consideration of the Academic Council. (2) Drawing up the panel of examiners for the subject. (3) Any recommendation they wish to make on the Academic Regulations appertaining to their subject. (4) Matters referred to them by the Academic Council, the Executive Council or the Vice-Chancellor.

2—*The Academic Council*

8. (A) *Composition*—The Academic Board and the five Faculties provided for in the present constitution of the Agra University are to be replaced by an Academic Council. The Academic Council should consist of the Conveners or Chairmen of the Boards of Studies. The Vice-Chancellor is to be the Chairman *ex officio*. No co-opted members are needed. The Council should have power of constituting sub-committees (in particular sub-committees of the Chairmen of Arts and Science Boards) to do the preparatory work necessary.

9. (B) *Functions*—(1) Rules of procedure for the Council itself and for the Boards of Studies. (2) Syllabus or course of study. (3) Classification of subjects and regulations appertaining to them (Chapters XII, XIII, XIV, XV, XVI, XXX, XXXIII B of the Present Calendar). (4) Research work; award of Doctorates (other than honorary). (5) All matters appertaining to examinations, other than the appointment of external examiners. (6) Non-regular candidates of all categories; condonation of attendance. (7) University scholarships, etc. (8) Disciplinary action against students. (9) Other duties assigned to the Academic Council by Statutes.

3—*Distribution of Powers between the Academic and the Executive Councils*

10. The Committee recommends that both the Academic Council and the Executive Council be established as "authorities" of the University. The Act should make the Executive Council responsible for "administration and finance", and the Academic Council should have the "control and general regulation of, and be responsible for the maintenance of standards of instruction and for the education, examination, discipline and health of students and for the conferment of degrees (other than honorary)." At present the Faculties and the Academic Board are merely advisory bodies. "Under our scheme the Academic Council and the Vice-Chancellor take up the academic duties of the present Executive Council."

11. The Act and Statutes should, so far as possible, exhaustively define the academic and executive spheres ; residuary power should be vested in the Executive Council.

12. Either Council should have the power of requesting the Vice-Chancellor for a ruling in case of a conflict and his decision should be final. The Vice-Chancellor may also give a ruling on his own initiative. Reference to Government is not necessary. The following amendment of Section 10(2) of the Act is suggested for the purpose. " It shall be the duty of the Vice-Chancellor to see that the Act, the Statutes, the Regulations and the Rules are faithfully observed and to decide all questions of jurisdiction between the authorities of the University. He shall have all powers necessary for the purpose."

13. The Regulations of the University are to be divided into Executive and Academic Regulations, the former being made by the Academic and the latter by the Executive Council. The Regulations framed by the two Councils during the year are to be placed before the Senate, and the Senate may by a majority of votes annul any Regulation. In case a Regulation of the Academic Council involves expenditure above an amount to be prescribed by Statute, the Executive Council may demand its reconsideration. In case of continued disagreement, the decision of the Senate is to be final.

14. Appointments, apart from appointment of examiners, should be divided into two classes. First, appointments definitely assigned to the Executive Council, e.g. appointment of persons to represent the University on other bodies, inspector of colleges, etc. Secondly ; appointments which entail travelling expenditure but are of an academic nature, e.g. appointment of outside experts on the committees of the Academic Council, delegates to academic conferences, etc. Within the limits of the budget, the Academic Council should be allowed to make appointments of the latter class with the sanction of the Vice-Chancellor.

4—The Executive Council

15. (A) *Composition*—(1) Vice-Chancellor, *ex officio* Chairman, (2) the Director of Public Instruction, *ex officio*, (3—6) Four members of the Legislature, one from the Council and three from the Assembly, the Assembly representatives being elected by the single transferable vote, (7—12) Six persons appointed by Government of whom at least one shall be a woman, (13—15) Three graduates elected by the Registered Graduates who are members of the Senate from among their own body by the single transferable vote, (16—23) Principals of all University Colleges, *ex officio*.

Further—(1) Persons other than *ex officio* members will cease to be members if they fail to attend three consecutive ordinary meetings but without prejudice to their re-election or re-appointment. (2) A provision should be incorporated in the Statutes to the effect that the proportion of the Principals to the other

members shall be in the proportion of 2 to 3 ; so that as the number of Principals increases, one member may be added to each of the following categories by rotation—Persons nominated by Government, members of the Legislature, Registered Graduates. (3) The following provisions are recommended for the Executive Council as well as the other bodies of the University—(a) Where a member is elected from one body to another, he should cease to be a member of the latter body if he has ceased to be a member of the former, but he should continue to be a member till the body which sent him has a chance of making another nomination. (b) Elected and appointed members should hold office for three years and interim appointments or elections should be for the residuary term only.

16. (B) *Functions*—(1) Use and custody of the University seal ; litigation on behalf of the University. (2) Framing of Statutes. (3) Executive Regulations. (4) Control of University property. (5) The University budget. (6) Appointment of University representatives to other bodies and authorities. (7) Control of the University office and the appointment and dismissal of all persons in the immediate service of the University. (8) Affiliation and disaffiliation of colleges ; inspection of colleges ; recommendations to Government about the recognition of new colleges. (9) Sanction of the appointment and dismissal of the college teaching staff. (10) Scrutiny of college returns ; the college budget. (11) Recommendations to Government about the grants to the University and the colleges. (12) Any other duty imposed by the Act or Statutes. (13) Appointment of Examiners and of the Examination Committee. (14) Award of Scholarships, etc.

5—University Legislation

17. The Committee recommends that the laws of the University be divided into Statutes, Regulations and Rules. The procedure for the making of Regulations has been already described. Regulations may be made by either Council, according to the subject-matter of the Regulation. A Regulation is to come into force immediately ; the assent of the Senate is not necessary ; but all Regulations made during the year shall be placed by the Vice-Chancellor before the Senate at its next meeting, and the Senate may, by a majority of votes, annul any Regulation. The procedure for the framing of Statutes shall be discussed later. No Regulation or Rule may be made on a subject or topic which the Act has assigned to Statutes.

18. It is suggested that the " topics " be distributed between the Statutes and Regulations as follows :

A—Statutes

- (a) Conferment of honorary degrees.
- (b) Conditions of service of the Vice-Chancellor and other officers of the University.
- (c) The designation and powers of the officers of the University.

- (d) The constitution, powers and duties of the authorities of the University.
- (e) The conditions of recognition and affiliation, and of the continuance of recognition and affiliation, of the colleges by the University.
- (f) The classification, mode of appointment and condition of service of the teachers of the colleges.
- (g) The constitution of a pension or provident fund for the benefit of the officers and servants of the University and the teachers of the colleges.
- (h) Leave regulations of the college teaching staff.
- (i) All matters which by this Act are to be and may be prescribed by the Statutes.

B—Regulations

- (1) The fees to be charged for admission to the examinations of the University and for the registration of graduates.
- (2) The conditions and mode of appointment and the duties of examiners.
- (3) The conduct of examinations.
- (4) The admission of students to affiliated colleges.
- (5) The procedure to be observed at the meetings of the Councils, their committees and the Boards of Studies and the number of members required to form a quorum.
- (6) The notice to be given of the meetings of University bodies and of business to be transacted thereat, the keeping of records of their proceedings and similar matters.
- (7) The courses of study to be laid down for all examinations of the University.
- (8) All matters which by this Act or the Statutes are to be prescribed by Regulations.

6—The Senate

A—Composition

CLASS I.—*Ex Officio Members*

- 19. (1) The Chancellor (*Ex Officio*).
- (2) The Vice-Chancellor (*Ex Officio*).
- (3) The Director of Public Instruction (*Ex Officio*).
- (4) All members of the Executive Council.
- (5) Ten persons elected by the Academic Council from among its own members.
- (6) The Vice-Chancellors of the Universities of Allahabad and Lucknow.
- (7) Such other *ex officio* members as may be prescribed by Statutes.

CLASS II—*Life-Members*

(8) Such persons, not more than five at any time, as may be appointed by the Chancellor to be life-members on the ground that they have rendered eminent services to education.

(9) All persons who have made donations to the value of not less than Rs.10,000 to the University or of not less than Rs.40,000 to a University College.

CLASS III—*Other Members*

(10) Ten members of the Legislature, two from the Council and eight from the Assembly, elected by the single transferable vote.

(11) Persons nominated by associations or individuals making to the University or to a University College donations or annual contributions of an amount to be prescribed by the Statute to or for the purpose of the University or a University College.

(12) A member of the Executive or Managing Committee of every University College, elected from among their own body.

(13) Twenty registered graduates elected by the registered graduates from among their own body*, provided that none of such elected registered graduates shall be teachers employed by the University or its affiliated colleges and provided that no graduate shall be entitled to vote or to offer himself as a candidate unless he has been on the register for three consecutive years prior to the date of election. (The Committee suggests that while persons already on the register are allowed to remain, in future the privilege of Registration be only extended to graduates who have taken their degrees in the Agra University after studying at a University College or as non-regular candidates domiciled in the Province.

(14) Ten persons nominated by the Government, two of whom shall be members of the authority controlling secondary education in the Province.

20. It will be seen that the proportion of the academic to the non-academic element is very small; excluding the Principals, there will be 10 college teachers in a Senate of 80 or more. The Chancellor is expected to fill up the places provided for his nominees. If the right of voting in the Registered Graduates constituency is restricted to persons who have been on the roll for three years, enrolment with a view to voting for particular candidates at the next election will be eliminated. At present there is only one donor, the Rev. Dean Davies. The Committee is of opinion that donors to the Colleges as well as to the University (of the amount mentioned) should be entitled to life-membership of the Senate. It should be immaterial whether the donation is of cash or property.

*A person shall be eligible for registration as a Registered Graduate three years after the conferment of the first degree on him.

B—Functions

21. At present the Senate has a two-fold function. It is the electorate for the Executive Council and other University bodies. It is also the "supreme governing body" and as such can review the work of the Executive Council, exercise all residuary powers and consider Statutes. Under the Committee's recommendation the election-system of the Act of 1926 disappears and the Senate will no longer function as an electorate.

22. The Senate as the "supreme governing body" has no powers whatsoever, nor are there any acts of the Executive Council which the Senate can "review." The only residuary powers of the Senate not otherwise provided for by this Act are elections to other Universities and bodies. The Committee is of opinion that section 16(1) of the Act declaring the Senate to be the supreme governing body is meaningless and misleading, and should be deleted. (1)

23. Under the recommendations of the Committee the Senate will have the following powers :

(1) Submitting three names, each voted upon separately, for the consideration of the Government for appointment as Vice-Chancellor. At least one of the persons recommended shall be a non-Hindu.

(2) Resolutions on the annual report, the annual accounts and the financial estimates.

(3) Regulations prescribing the procedure at the Senate meeting.

(4) Considering Executive and Academic Regulations made during the year. The Senate may annul any Regulation it does not approve by a majority of votes.

(5) Passing of Statutes.

(6) Any duty imposed upon the Senate by the Act or Statutes.

24. The Committee recommends the following amendments of Section 27 on the passing of Statutes in the light of past experience :

(1) The First Statutes shall be those set out in Schedule 1.

(2) The Statutes may be amended or repealed or added to by a Statute made by the Senate in the manner hereinafter appearing.

(3) The Executive Council shall propose to the Senate the draft of any Statute which it desires the Senate to pass. Such draft shall be considered by the Senate at its next meeting. The Senate may approve such draft

(1) Section 16(1) of the Act reads as follows :

"The Senate shall be the supreme governing body of the University and shall have the power to review the acts of the Executive Council (save when the Council has acted in accordance with the powers conferred upon it by this Act, the Statutes and the Regulations), and shall exercise all the powers of the University not otherwise provided for by this Act, the Statutes and the Regulations."

and pass the Statute as a whole or it may return it to the Executive Council for reconsideration together with such amendment as the Senate may suggest. After the draft so returned has been further considered by the Executive Council, together with the amendments suggested by the Senate, it shall be again presented to the Senate with the report of the Executive Council. The Senate shall then pass the Statute if it approves of the draft as finally submitted by the Executive Council, and if it does not, it shall refer it to the Provincial Government.

(4)(a) When the Senate has approved the draft of a Statute submitted by the Executive Council and has passed the Statute, it shall be submitted to the Provincial Government who may sanction it or reject it or send it back for reconsideration.

(b) When the Senate and the Executive Council have failed to come to an agreement over the form of a Statute, the draft of the Statute shall be submitted to Government together with the views both of the Executive Council and the Senate, and Government may determine the form of the Statute by accepting, in whole or in part, the views of either authority.

(c) A Statute passed by the Senate shall not become valid until it has been sanctioned by Government.

(5) The Executive Council shall not propose the draft of any Statute or of any amendment of a Statute—

(a) affecting the status, powers, or constitution of any authority of the University until such authority has been given an opportunity of expressing an opinion upon the proposal. Any opinion so expressed shall be in writing and shall be considered by the Senate, and shall be submitted to Government.

(b) affecting the conditions of affiliation of colleges by the University except after consultation with the Academic Council.

7—The Chancellor

25. (a) *Appointment.*—The Chancellor of the University should be appointed by the Governor for a period of five years and should be eligible for re-appointment.

26. (b) *Powers.*—The functions of the Chancellor at present are of two kinds. *First*, functions which he performs in person, e.g., presiding over the Senate and the Convocation. *Secondly*, the Chancellor appoints certain number of members to the Executive Council and the Senate and sanctions the Statutes forwarded by the Senate and the Executive Council. The affiliation of a new college also requires his sanction. It is through him that the five universities of this Province are kept in a line. The second type of powers are really the powers of the

Provincial Government and they should be vested in the Government as such by the Act so as to make the Government responsible for their exercise to the legislature and the country.

27. The following amended form of clauses (1) and (2) of section 8 of the Act is suggested :

The Chancellor 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.

8—*The Vice-Chancellor*

28. (a) *Appointment*—The Vice-Chancellor shall be an honorary officer appointed by the Provincial Government for a period of three years from a panel of three persons, not necessarily members of the Senate, recommended by the Senate one of whom shall be a non-Hindu. Recommendation for each place on the panel shall be separately voted upon by the whole Senate.

29. No person in the employment of the University or of University Colleges shall be eligible for appointment as Vice-Chancellor. The Vice-Chancellor may not, during his term of office, be a member of the Executive Committee or Managing Board of any college.

30. The Vice-Chancellor, if not a resident of Agra, shall be provided with residential accommodation in the premises of the University and entitled to an allowance for conveyance and halt of Rs.20 per-day for the period of his stay in Agra on the business of the University. Travelling allowance for all journeys and halting allowance outside Agra shall be at rates recommended for the Vice-Chancellors of Lucknow and Allahabad in the General Report.

31. No person who has held the office of Vice-Chancellor of the Agra University shall be eligible for re-appointment to the office within five years from the date of his relinquishing office.

32. The Vice-Chancellor shall reside in this Province.

33. If the office of the Vice-Chancellor becomes vacant by reason of death or resignation, the post shall be filled by the Executive Council till the next meeting of the Senate and election by the Senate in such a case shall be for the unexpired period of the term only.

34. If the Vice-Chancellor is unable to act on account of serious illness, absence from India or other cause, the Executive Council shall elect an Acting Vice-Chancellor, provided that the election shall be subject to all the conditions laid down for the office.

B—*Powers*

35. The Vice-Chancellor shall be the principal executive and academic officer of the University and shall, in the absence of the Chancellor, preside at meetings of the Senate and at any Convocation of the University. He shall be an

ex officio member and Chairman of the Executive Council and of the Academic Council and shall be entitled to be present and to speak at any meeting of any authority or body of the University, but he shall not be entitled to vote thereat unless he is a member of the authority or body concerned.

36. It shall be the duty of the Vice-Chancellor to see that the Act, the Statutes, and the Regulations are faithfully observed and to decide all cases of jurisdiction between the authorities of the University. He shall have all powers necessary for this purpose.

37. The Vice-Chancellor shall have power to convene meetings of the Senate, the Executive Council and the Academic Council, provided that he may delegate this power to any other officer of the University.

38. (a) In any emergency which, in the opinion of the Vice-Chancellor, requires that immediate action should be taken, he shall take such action as he deems necessary, and shall at the earliest opportunity thereafter communicate his action to the officer, authority, or other body who or which in the ordinary course would have dealt with the matter.

(b) When action taken by the Vice-Chancellor under this sub-section affects any person in the service of the University, such person shall be entitled to prefer an appeal to the Executive Council within fifteen days from the date on which the order of the Vice-Chancellor is received by him.

39. The Vice-Chancellor shall give effect to the orders of the Executive Council regarding the appointment, dismissal and suspension of persons in the employment of the University and shall exercise general control over the affairs of the University. He shall be responsible for the discipline of the University in accordance with this Act, the Statutes and the Regulations.

40. The Vice-Chancellor's emergency powers under the present Act should continue.

41. The Vice-Chancellor shall exercise such other powers as may be prescribed by the Statutes and the Regulations.

42. The Vice-Chancellor with the approval of the Executive Council, may nominate a member of the Council as Vice-President thereof. The Vice-President shall preside over the meetings of the Council in the absence of the Vice-Chancellor and perform such other duties (not being duties assigned to the Vice-Chancellor by the Act or Statutes) as the Vice-Chancellor may delegate to him.

9—Registrar and the Staff

43. The Committee is of opinion that the work of the University office will probably increase but no additional staff is to be employed till the need for it is definitely established.

44. The scale of pay, conditions of service, leave rules, provident fund and other rights should be the same for the Registrar and Assistant Registrars of all three Universities.

- (a) The scale of pay of the Registrar should be Rs.500—25—750 and of the Assistant Registrar Rs.250—15—400.
- (b) The security of tenure afforded by Section 47 of the Allahabad University Act and the corresponding Section of the Lucknow University Act should be extended to the Registrar and Assistant Registrar of the Agra University as well.
- (c) The staff of the University office is to be taken into the service of the new University on the same terms, and subject to the same conditions, as at present, their claims of leave, provident fund and other privileges not being affected in any respect.

10.—Special Officer—Transitional arrangements

45. The Committee recommends that its scheme be worked out in a new Act with the first Statutes and First Regulations scheduled to it. This will enable the Government and the Legislature to settle the framework with which the University is to start. The recommendations of the Committee after an Affiliating into a Provincial University and they cannot be put in as amendments to the Agra University Act of 1926.

46. The Committee recommends that a person in Government Service be appointed as Special Officer, to organize the University of the United Provinces and to perform the function of the Vice-Chancellor till such time, not later than two years after the passing of the Act, as the new University bodies are constituted and the Vice-Chancellor is appointed. As the University office is in working order, it will not be necessary for the person appointed as Special Officer to devote all his time to the work of the University.

III—Colleges of the United Provinces

47. There are at present eight degree colleges in the Province—three Public Colleges at Bareilly, Meerut and Agra; two Hindu community colleges at Cawnpore (D. A.-V. College and S. D. College); and three Missionary Colleges (St. John's College, Agra; Christ Church College, Cawnpore, and St. Andrew's College, Gorakhpur). The management of every college is differently planned. Broadly speaking, there is, *first*, a large body, the Society or Board, which exercises a general supervision over the affairs of the college; *secondly*, there is a Managing Committee or Executive Committee which is in immediate charge of the College as the "executive body." The members of the Managing Committee, apart from the *ex officio* members, are generally elected by the Society or Board. In the case of the Missionary Colleges the functions of the Board are performed by the Parent Society in England. The Public Colleges of Bareilly, Agra and Meerut are organized by Government Rules. The other colleges are registered corporations.

The total expenditure of Colleges in 1938-39 was Rs.12,05,519 to which the Managing Committees contributed only Rs.92,010, i.e. about 8 per cent. They have, at the utmost, a six-pice share in the enterprise. The Committee is not

prepared to admit the "proprietary claims" of the Managing Committees. But promises have been given to the founders of community and missionary colleges that the community missionary characters of their institutions will be maintained and these promises must be honourably kept.

1—*Recognition*

48. At present the Executive Council can affiliate any college it likes with the sanction of the Chancellor; on the other hand, a college can be disaffiliated by the Executive Council without any reference to the Chancellor. The Committee believes that the establishment and dis-establishment of colleges, indicated by the term "recognition," is a matter of public policy and should be a function of Government. The conditions of recognition must be clearly laid down in the Act and First Statutes. An institution desiring recognition should apply to Government direct, but Government before deciding the matter should ask the University to report on the capacity of the institution to fulfil the conditions prescribed. These were, in substance, the provisions of the Universities Act of 1904. Affiliation or the recognition of particular classes or courses of study in a college by the University is purely an academic matter and the University should have the right of "affiliating" and disaffiliating without reference to Government.

2—*Government's power of Inspection*

The Committee suggests the following amended form of Section 6.

49. The Provincial Government shall have the right to cause an inspection to be made by such person or persons as it may direct, of the University and its buildings, and also of the examination, teaching and other work conducted or done by the University, and to cause an inquiry to be made in like manner in respect of any matter connected with the University. The Government shall, in every case, give notice to the University of its intention to cause an inspection or an inquiry to be made and the University shall be entitled to be represented thereat.

50. The Government may address the Chancellor with reference to the results of such inspection or inquiry and the Chancellor shall communicate to the Senate and to the Executive Council the views of the Government. He shall, after ascertaining the opinion of the Senate and the Executive Council thereon and after ascertaining the action which the Executive Council has taken or proposes to take with the approval of the Senate upon the results of such inspection or inquiry, submit a report of the same to the Government within such time as Government may have directed.

51. Where the Executive Council does not, within a reasonable time, take action to the satisfaction of Government, Government may, after considering any explanation furnished or representation made by the Senate and the Executive Council, issue such directions as it may think fit and the Executive Council shall comply with such directions.

52. (a) The Provincial Government shall have the right, either on its own initiative or on the recommendation of the Executive Council of the University to cause an inspection to be made, by such person or persons as it may direct, of any college of the University, its buildings, libraries, laboratories or hostels and also of the examination, teaching and other work conducted or done by the college and to cause an inquiry to be made in the like manner in respect of any matter connected with the college. The Government shall, in every case, give notice to the University and to the college of its intention to cause an inspection or an inquiry to be made and the Executive Council of the University and the Management of the college shall be entitled to be represented thereat. The representative of the University may, at the discretion of the Government, be included among the persons appointed to conduct the inspection or the inquiry.

(b) The Government may address the Chairman of the Managing Board of the college, who shall communicate to the Managing Authorities the views of the Government and ascertain from them the action which they have taken or propose to take upon the results of such inspection or inquiry.

(c) The Chairman of the Managing Board shall submit to the Government the report of the Management on the action taken within the time, if any, appointed by Government.

(d) Where the Management does not within a reasonable time take action to the satisfaction of Government, Government may, after considering any explanation furnished or representation made by the Management, issue such directions as it may think fit and the Management shall comply with such directions.

3—Control of the University over the Colleges

The Committee recommends that the University be given the following powers with reference to the colleges :

53. Calling for all necessary information—the constitution of the college, registered articles of association ; proceedings of the Boards and the Managing Committees ; the college budget, etc.

54. Controlling residence, discipline and studies of students and regulating the work of the staff. This power is necessary if the University is to function properly. It is suggested that the following sub-section be added to Section IV of the Act which defines the powers of the University "to control the admission, residence, discipline and studies of the students and to control and regulate the work of the staff of the University Colleges."

55. Disciplinary control over the members of the College staff whenever they are entrusted with any University duties. Addition of the following sub-clause to Clause 9 (defining circumstances under which the service of an employee can be terminated) is suggested : "Misconduct, including misconduct connected with University examinations and other University duties."

56. Withdrawal of affiliation from a college, in whole or in part, when the college classes fail to function properly, e.g., failure on behalf of the Managing Committee to provide a properly qualified teacher for post-graduate class. But students who are on the rolls at the time of its disaffiliation should be allowed to appear as private candidates for the examination for which they were preparing, irrespective of the fact whether or not they satisfy the definition of private candidates. The University may continue the disaffiliation till the normal standard of work has been restored. The Councils of the University should not consider the question of disaffiliation except on the recommendation of the Vice-Chancellor.

57. Control of the employment and dismissal of the teaching staff and prescribing the conditions of their service.

58. The Board of Inspection and Panel of Inspectors should be abolished. The five-yearly inspection of the colleges should continue for the purpose of stock-taking and in order to review the progress of the institution during the period. The Committee of Inspection should consist of the Vice-Chancellor, the Director of Public Instruction (or an Officer of the Department appointed by him) and the Principal of the college as *ex officio* members and of two or three persons appointed by the Executive Council on the recommendation of the Vice-Chancellor. Their report should be submitted confidentially to the Executive Council and Government.

59. In case of colleges applying for affiliation in a particular subject or class, the Academic Council may, on the recommendation of the Vice-Chancellor, appoint persons to inspect the institution if it feels that it is unable to decide the question on the basis of the information available. It should be the duty of the Vice-Chancellor to inform the Academic Council if the Department of Teaching in a college has ceased to function and to recommend that affiliation be withdrawn.

4—College Organization—Executive

60. The Committee recommends the incorporation of the following provision in the First Statute :

A—Powers of the Principal

(i) The Principal shall be the chief academic officer of the University College and, subject to the Statutes and Regulations of the University, he shall have absolute powers in all matters relating to the admission, promotion and expulsion of students, the discipline of classes, and the collection and remission of fees. He shall be solely responsible for the giving and refusing of holidays, for regulating the details of the courses of study and for the grant of scholarships in accordance with the rules.

(ii) The menial servants of the college shall be appointed and dismissed by the Principal subject to the general control by the Managing Committee. Appointments carrying a pay of less than Rs.50 per mensem shall be made by the Principal subject to the approval of the Managing Committee; appointments to all non-teaching posts carrying a higher salary shall be made by the Managing Committee on the recommendation of the Principal.

(iii) The Principal shall be an *ex-officio* member of the Managing Committee. He shall also be an *ex-officio* member of all committees appointed for selecting candidates for teaching posts and due regard shall be paid to his recommendations.

(iv) The appointment and dismissal of the Principal shall be subject to the sanction of Government, provided that in the case of community colleges the sanction of Government shall only be given to a person whose name is included in a list submitted by the Managing Committee to Government through the Executive Council of the University.

B—Managing Committee

61. For the Managing Committees of all colleges the Committee recommends the following provision.

62. The Managing Committee or Executive Body of every University College should include—(a) Four persons nominated by Government for a period of three years; provided that in the case of community and missionary colleges the persons so nominated shall be members of the community or the Church (as the case may be) to which the Society belongs, (b) two Chairmen or Heads of the Departments of Teaching in the college co-opted for a period of one year by the Executive Committee in order of seniority of service; provided that where the constitution of the Managing Committee or Mission confines membership of the Managing Committee to persons of a particular denomination, only Heads of Departments belonging to that denomination shall be eligible.

63. Representation shall not be allowed to a college, either on the Executive Council through the Principal or on the Boards of Studies or the Academic Council through the Heads of the Departments of Studies or to any other authority or body of the University, unless the college conforms to the conditions prescribed in regard to the constitution of the college Managing Committees.

C—College Administration—Academic

64. The Committee suggests the organization of Academic Councils and Departments of Studies in the colleges on the same lines as in the University. This should not be interpreted as an interference with the power and responsibilities of the Principal as these bodies will have only recommendatory functions. The Committee also thinks that a better system should be evolved for supervising the residence and work of day scholars and making them an integral part of the institution. The details should be worked out by the Principal and the members of the staff.

6—*Procedure for Government grants*

65. A block-grant should be given to the University for its expenses, but this grant should, in the first instance, be for a period of three years only. The block-grant to the University as well as the annual grants to the colleges should be given by Government to the University and the University asked to forward to the colleges the grants earmarked for them.

66. Every college should submit its budget to the Executive Council (in the form prescribed by the Council) and the Council should forward it to the Government with its recommendation. The Executive Council may recommend a block-grant for a fixed period to a College if it is satisfied as to its administration and management.

67. The college budgets should, in our opinion, be printed by the University along with its own budget and submitted to the Senate. The salaries, grades, etc. of the teachers of the colleges should be given in the budget in the same way as in the budgets of the unitary universities.

68. The earmarked grants to the colleges should be the normal grant only, i.e. the money needed by the colleges for carrying on their ordinary work. Any amount over and above the normal grant should be given by Government to the colleges only after considering the report of the Executive Council.

69. All the savings of the University should be placed by it at the disposal of the colleges for purposes to be specified by the University; in particular, the money saved by the non-payment of examination remuneration to persons in the service of the colleges should be distributed by the University among the colleges to enable them to strengthen their financial position.

7—*Miscellaneous*(1) *University teaching posts and the University Library*

70. The Committee is of opinion that provisions in the Act about University teaching posts and the University Library should be abolished. The reasons are obvious. The University should not compete with its own colleges. University teachers if working at Agra, will only be able to benefit Agra students; if they are attached to different colleges, the University has no means of supervising their work. A University Library at Agra will only be of use to local people; if it is allowed to lend out books, it will cease to be of any use to anybody. The University must work in and through the colleges and not directly.

(2) *Tuition Fee*

71. The scale of tuition fee, on the whole, appears to the Committee to be satisfactory. But the following amendments are recommended in the Educational Code. The minimum fee for degree classes should be raised to Rs.90 per annum

and the minimum fee for post-graduate classes to Rs.100 per annum. The colleges should, in addition, be allowed to charge Rs.10 to Rs.25 per annum as laboratory fee for B.Sc. classes and Rs.20 to Rs.40 per annum for M.Sc. classes.

72. The present examination fees of the University should be allowed to stand but the fees for B.Sc. and M.Sc. examinations should be raised by Rs.10.

73. The fees for Part I and Part II of the First Degree (B.A., B.Sc. and B.Com.) examination which will be conducted by the colleges should be Re.1-8-0 for regular students and Rs.5 for private candidates in respect of each of such examination. This fee is a part of the college revenue and should not be forwarded to the University.

(3) Local Bodies

74. The Committee recommends that the municipalities and district boards be approached with the request that their former grants to the college of their area be restored.

(4) Intermediate Classes at Degree Colleges

75. The Committee calculates that the separation of the Intermediate classes from the degree colleges will entail a total loss of about Rs.44,000 in their fee income and that they will not be able to meet this loss unless their Government grant is raised by about 10 per cent. The Committee does not recommend any immediate change. A period of about five years after the Committee's recommendations have been incorporated in an Act would be a reasonable time for this reform which has been hanging fire for such a long time.

IV—Tenure of Service of the College Teaching Staff

76. The Committee feels keenly that Statute 5 of Chapter XVII and the model form of Agreement appended to it are quite futile and do not give to the college staff the permanence of tenure to which they are entitled. The feeling of insecurity still persists and the door for the exploitation of educated labour is still left wide open. Cases of victimisation have not unfortunately been rare in the history of our colleges. The University College staff is entitled to the same security of tenure and conditions of service as the employees of the unitary universities. The Committee, therefore, cordially approves the suggestion of ex-Vice-Chancellor Basu "that the Executive Council should determine the general terms of appointment, minimum pay and qualifications of all members of the teaching staff and that all appointments and removals shall be subject to its control."

77. Section 25 of the Act should be recast so as to include the following provisions :

(a) The teachers of the University Colleges, other than those maintained by the Government, shall be appointed with the sanction of the Executive Council in such manner, and shall hold their appointments subject to such

conditions, as may be prescribed by Statute; provided that members of the staff who are on a permanent contract approved by the University with a Missionary Society maintaining a College, shall not be required to enter into a second contract with the College.

(b) All such teachers shall be appointed on a definite written contract of permanent service which shall be prescribed by Statute and may not be varied without the previous sanction of the Executive Council: provided that, subject to the conditions prescribed by Statute, temporary appointments may be made for a term not exceeding three years and, in special cases, for short periods of service.

(c) All teachers who were in the permanent service of a College on 1st April, 1940, shall be deemed to be in the service of that College in accordance with the terms of the present Act, the First Statutes and any Statutes that may be made hereafter.

(d) Any dispute arising out of a contract between a teacher and a University College shall, at the request of either party or of the Executive Council of the University, be referred to a Tribunal of Arbitration consisting of the (i) Vice-Chancellor of the University, (ii) a judicial officer not below the rank of a district judge or a lawyer of fifteen years standing appointed by Government, (iii) and a person, not connected with any University College, appointed by the Executive Council. The Tribunal shall have the power to interpret the terms of the contract and the conditions of service and to inquire into all facts which it considers relevant. The decision of the Tribunal shall be final and no suit shall lie in a Civil Court in respect of the matter decided by the Tribunal. Every such request by a University College or a teacher shall be deemed to be a submission to arbitration upon the terms of this section within the meaning of the Indian Arbitration Act, 1899, and all the provisions of that Act, with the exception of Section 2, shall apply accordingly.

(e) The mode of appointment of the members of the Tribunal and the procedure for the settlement of disputes shall be prescribed by Statute and where the Statute is silent, the Tribunal shall decide its own procedure.

78. *Secondly*, in place of the present Statute 5 of Chapter XVII and the indefinite terms of First Statute 11(d), the Committee recommends the incorporation of the following provisions and contract of service in the First Statutes:

(1) Appointments to teaching posts shall be made by Managing Committee of the College but a person appointed shall not assume charge of his duties till his appointment has been sanctioned by the Executive Council of the University after considering the qualifications of all candidates for the vacancy and the reasons on which the appointing authority has taken its decision. If

owing to urgency of work, a person appointed by the Managing Committee is allowed to take charge of his duties, such assumption of charge shall not constitute a claim to appointment.

(2) Appointments to posts in the non-community public colleges of Agra, Meerut and Bareilly, and of other non-community public colleges that may be established hereafter, shall be so made that the proportion of the various communities in the service of these colleges may be the same as the proportion accepted by the Provincial Public Service Commission for recruitment to the higher posts.

(3) All contracts of service shall be lodged with the Registrar of the University and a copy thereof shall be furnished to the College and to the teacher concerned.

(4) The salaries and scales of increment for the officers and teachers of the University Colleges shall be as follows :

(a) Principals : Rs.600—25—800 (or as by special contract with the permission of Government).

(b) Professors : Rs.300—25—500.

(c) Assistant Professors : Rs.200—20—300.

(d) Lecturers : Rs.100—12½—200.

(e) Demonstrators : the same scale of pay as for lecturers, if properly qualified.

Provided that :

(i) No existing incumbent of a post shall be adversely affected by the scale of pay prescribed by this Statute.

(ii) No existing incumbent of a post drawing a lower salary than that recommended by the Committee for the post shall be entitled to be put on the grade recommended unless he possesses the qualifications required for the post.

(iii) Existing incumbents, when eligible, shall start in the new scale at the point in the time-scale next above their present pay, provided that if the Executive Council is satisfied, after considering the recommendation of the College Managing Committee, that increment has been held up by abnormal conditions it may allow a higher start.

(iv) Teachers of Oriental Languages now in service shall be given the same scale of pay as teachers of other subjects, if properly qualified, and all persons hereafter employed for the teaching of Oriental Languages shall be appointed in the prescribed grades.

(v) Appointments may, with the previous sanction of the Executive Council, be made on a different salary and grade of teachers of special technical subjects.

(5) The scale of pay admissible in each case shall not be reduced on the ground of financial stringency, provided that a proportionate cut may be made on the salaries of all the college staff to enable the college to meet a deficit due to circumstances beyond its control.

(6) The salary of a teacher in permanent service may not be reduced with a view to securing funds for financing schemes of expansion or because such schemes of expansion have caused a financial loss to the college.

(7) The leave rules for all University Colleges shall be prescribed by the Regulations of the University.

(8) All University Colleges shall maintain a provident fund for their teaching staff and other employees in accordance with the provisions of the University Regulations : provided that the monthly contribution of the employee shall be 10 per cent. and of the College 6½ per cent. of the monthly salary of the employee.

(9) Members of the Tribunal of Arbitration shall be appointed for a period of three years and the Tribunal shall meet at Agra whenever necessary. A teacher appealing to the Tribunal shall be required to deposit the sum of Rs.50 with his application. The tribunal shall decide the cost, if any, to be recovered from either party and the balance of the cost shall be borne by the University.

(10) The following contract-form is prescribed in accordance with Section 26 of the Act :

Agreement made thisday of19....
betweenof the first part and the Managing Committee
of theCollege, through the Principal/
Secretary of the second part :

WHEREAS the College has engaged the party of the first part to serve the College as....., subject to the conditions and upon the terms hereinafter contained ; Now this agreement witnesseth that the party of the first part and the College hereby contract and agree as follows :

1. That the engagement shall begin from the.....day of....
.....19...., and shall be determinable as hereinafter provided.

2. That the party of the first part is employed, in the first instance, on probation for a period of one year and shall be paid a monthly salary of Rs. The period of probation may be extended by such further periods as the party of the second part may deem fit, but the total period of probation shall in no case exceed two years.

3. That on confirmation after the period of probation the College shall pay the party of the first part for his services at the rate of Rs.(Rupeesonly) rising by annual increments of Rs.to Rs.(Rupees) per month. After confirmation the party of the first part shall be entitled to receive emoluments on the scale aforesaid and his

salary shall not be varied except, in circumstances and in the manner specified below, viz., when reduction of expenditure is necessitated by financial stringency, the party of the first part shall be liable to a cut in salary being a proportion of it not exceeding that imposed upon the entire staff.

Provided that such a cut in salary shall not be imposed in order to secure funds for financing a scheme of expansion.

4. That the party of the first part shall be entitled to the benefit of the Provident Fund in accordance with the provisions laid down by the University in this connexion.

5. That the age of superannuation shall be sixty years, the actual time of retirement for the party of the first part to be the thirtieth day of April in the year in which he attains the age of sixty.

6. That the party of the first part shall be entitled to leave in accordance with the rules prescribed by the University for the time being.

7. That the party of the first part shall devote his whole time to the duties of his appointment and shall not engage, directly or indirectly, in any trade or business, or, without the sanction of the Managing Committee, take up any occupation which, in the opinion of the Principal, is likely to interfere with the duties of his appointment.

7. (a) That the party of the first part shall not undertake any remunerative examination work offered to him by a University or Board of Examination other than the Agra University without the permission of the Principal.

8. That the party of the first part shall, in addition to the ordinary duties, perform such duties as may be entrusted to him by the Principal in connexion with the social, intellectual or athletic activities of the College, and by the Agra University in connexion with examinations (in accordance with, and subject to the limits prescribed by the Statutes and Regulations of the University).

9. After confirmation the services of the party of the first part shall not be terminated except on the following grounds :

(a) Wilful neglect of duty or deliberate defiance of the orders of the Principal.

(b) Misconduct, including misconduct connected with University examinations and other University duties.

(c) Breach of any of the terms of this Agreement.

(d) Physical or mental unfitness.

(e) Incompetence : provided that the plea of incompetence shall not be admissible against the party of the first part after he has put in five years' service after confirmation.

(f) Abolition of the post ; provided that no post shall be abolished solely as a measure of economy necessitated by financial stringency or for the purpose of obtaining funds to finance a scheme of expansion.

(10) Except when termination of service has taken place under sub-clause (a), (b) or (c) of clause 9 above, neither the party of the first part nor the party of the second part shall terminate this agreement, except by giving to the other party three-calendar months' notice in writing or by paying to the other party a sum equivalent to three times the monthly salary, which the party of the first part is then earning :

Provided further that it shall be permissible for the party of the first part to require that his case shall be referred to the Arbitration Tribunal, constituted under the Act and Statutes, whose decision shall be final and binding on both parties.

Note—The period of notice referred to above shall not include the summer vacation or any part thereof.

Signed this.....day of.....19....

- (1).....
- (2).....

In the presence of—

- (1).....
- (2).....

1—*Cadre of College Staff*

79. The cadre of the college staff should be fixed by the Regulations of the Executive Council, which should keep in view the amount of work prescribed for the teachers, the size of the classes, etc. No uniform hard and fast rules can be laid down for all colleges but there should be a uniformity of procedure in the calculation made. Only 40 per cent. of the teachers in a Department of Teaching which has post-graduate classes should belong to the upper grades (in Professors and Assistant Professors) and in departments that have no post graduate classes only 30 per cent. There should, as a rule, be only one Professor in a Department and no Professor should in future be appointed in Departments which have no post graduate classes.

2—*Leave Rules*

80. Some Colleges, at present, have no leave rules whatsoever, everything being left to the discretion of the Principal or the Secretary. The Committee recommends that Leave Rules be provided for by the Regulations of the Executive Council. The following rules are suggested :

“General Conditions”

- (1) Leave cannot be claimed as a matter of right.
- (2) If the exigencies of college service so require discretion to refuse or cancel leave is reserved with the sanctioning authority.
- (3) A member of the staff on leave shall not accept any other post during the period of leave.
- (4) No member of the staff shall be allowed to be absent from duty for a longer period than 24 months. .

(5) If a member of the staff has been on leave throughout an academic year, he does not earn the pay for the following vacation and the vacation will be counted as leave on leave allowance due under the rules.

Various kinds of leave

81. (1) Casual leave—
- (a) shall be for a period of 14 days after every 12 months of service ;
 - (b) shall be on full pay ;
 - (c) holidays falling within the casual leave shall count as casual leave ;
 - (d) holidays at the beginning or end of casual leave can be combined with it only if the total continuous absence is not more than 15 days ;
 - (e) cannot be combined with any other kind of leave ;
 - (f) any unavoidable absence without permission, if satisfactorily explained, will be classed as casual leave if casual leave is due ;
 - (g) the Principal in the case of the staff and the Honorary Secretary in the case of the Principal shall be the sanctioning authority.
- 81(A). (2) Privilege leave—
- (a) shall be for a period of 15 days after every 12 months of service ;
 - (b) shall be on full pay ;
 - (c) can be accumulated up to two months ;
 - (d) only the permanent staff shall be eligible for it ;
 - (e) after resuming duty on return from privilege leave, one year's service must be put in before privilege leave can be allowed again, except where privilege leave has been taken on medical grounds ;
 - (f) the Executive Committee shall be the sanctioning authority.
82. (3) Sick leave—
- (a) shall be for a period not exceeding one month in each academic year ;
 - (b) shall be on half pay ;
 - (c) shall only be granted on furnishing a medical certificate from a duly qualified and registered medical practitioner or a recognized Vaid or Hakim ;
 - (d) shall not accumulate ;
 - (e) it can be combined with privilege leave so that any privilege leave due shall be availed of first and then the sick leave ;
 - (f) the Executive Committee shall be the sanctioning authority.
83. (4) Long-term leave—
- (a) shall be for a period of one month after every 12 months of duty ;
 - (b) shall be on half pay ;
 - (c) shall be available only after six years' continuous service ;
 - (d) can be accumulated up to 12 months ;

(e) can only be granted on the applicant showing some adequate reason for it, such as—

(i) further study in India or outside India ;

(ii) prolonged illness ; provided that in case of prolonged illness the Executive Committee may grant leave on such terms as it thinks fit but (a) an employee shall not be given more than six months leave on full pay, all leave in addition to this period to be on half pay ; (b) the leave granted shall not exceed a period of one month for every eleven months work which the employee has put in ;

(iii) some important private business requiring prolonged absence from duty ;

(iv) leave preparatory to retirement ;

(f) can be combined with vacations and any privilege leave due ;

(g) the Executive Committee shall be the sanctioning authority.

84. (5) *Extraordinary leave*—(meaning leave which cannot be put in any of the above 4 classes)—

(a) shall be without pay ;

(b) can be combined with any kind of leave, other than casual, up to a total absence from duty of not more than 24 months ;

(c) any unavoidable absence without permission which has been satisfactorily explained will be classed under this head if no casual leave is due ;

(d) extraordinary leave without pay cannot be considered duty and cannot be counted for purposes of leave ;

(e) the Executive Committee shall be the sanctioning authority.

(V)—Examinations

1.—*Admission Examination*

85. The following principle has been recommended for all the Universities of this Province :

“Students shall not be eligible for the First Degree Examination unless they have passed the final examination of the Provincial Board of Education or an examination recognized by the universities as equivalent thereto and have passed such additional tests (if any) as may be prescribed by the Universities.”

86. The following principles are recommended for incorporation in the Statutes with reference to the United Provinces University :

(1) The Academic Council should have the power of making regulations prescribing the optional subjects or groups of subjects in which a student should pass the final examination of the secondary college course in order to be eligible for admission as a regular or a non-regular student of the University.

(2) The Academic Council should also have the power of framing Regulations for, and prescribing the syllabus of, a supplementary test examination, if the Council is of opinion that such an examination is necessary. The examination should be conducted by the colleges and the result sent to the Registrar to enable the University to exercise such supervision over the examination as it may consider necessary.

87. It is recommended that before Government sanctions a Statute on the subject, it should avail itself of the recommendations of a committee consisting of the five Vice-Chancellors of the Universities of the Province, or of their representatives, if they are unable to attend personally.

2—*The Three Parts of the First Degree Examinations*

88. The Committee is not in favour of terminal examinations as they fasten the attention of the teacher and the student exclusively to the syllabus. On the other hand, as it has been decided to extend the First Degree course (B.A., B.Sc. and B. Com.) to three years and there is a danger that, unless proper precautions are taken, this may only mean an extra year of idleness in the student's life.

89. The following plan for the three Parts of the First Degree examination is recommended for incorporation in the Statutes :

(1) The First Degree (or Part III) examination shall be an examination conducted by the University and shall cover the whole syllabus prescribed for study during the three years. The present system of inspection of examination centres should be discontinued and the Principals should be made responsible for the proper conduct of the examinations. *Viva voce* examination of B.A. candidates is not, in our opinion, necessary. In other words, the University will conduct the First Degree examination in the same way as it is conducting the B.A., B.Sc. and B.Com. examinations at present. But in bringing out the University results, the results of the two annual "home examinations"—Part I and Part II—will also be considered.

(2) Part I and Part II examinations will be conducted by the colleges at the end of the first and the second year of instruction and, subject to the provisions of clause (6) below, no student who has not passed Part I will be allowed to appear for Part II and no student who has not passed Part II will be allowed to appear for Part III (or the First Degree) examination.

(3) The Board of Studies shall in their syllabus indicate the portions of it which are to be covered by Part I and Part II examinations, and students will not be permitted to appear for Part I till the end of the first year and for Part II till the end of the second year of their studies. At present the University merely prescribes the syllabus of the B.A., B.Sc. and B.Com. examinations; it is left

to the college, or to the Department of Teaching in the college, to mark off the part which is to be covered in the first year of instruction. There is naturally a tendency to leave much more than half the work for the second year. Under our plan the University syllabus will first prescribe the whole course for the First Degree examination, and it will then proceed to specify the parts of it which are to be covered by Part I and Part II examinations. This will set the same pace for all colleges. It is obvious that a candidate will be examined in some parts of syllabus twice—perhaps thrice, if the syllabus of Part I is again included in Part II. In this we see no harm. It is for the Board of Studies to decide the principle of co-ordination with reference to their particular subject and its character. In some subjects it would perhaps be advisable for the syllabus of Part I to be re-included in the syllabus of Part II.

(4) The Principal of the college shall be responsible to the University for the proper conduct of Part I and Part II examinations for the students of his college and the non-regular candidates attached to it, and it shall be his duty to send to the Registrar :

- (a) the results of the examinations as he recommends them for publication by the University ;
- (b) the tabulation sheets or tabulated results ;
- (c) list of examiners and the papers set by them ;
- (d) copies of all question papers ; and
- (e) all examined answer-books.

90. These two examinations will be conducted by the colleges on behalf of the University, and the colleges will make all arrangements. But the University is entitled to all necessary information, and in so far as the result of these examinations is recognized by the University, it will have the power of scrutiny and control. It will be necessary for the Registrar's Office to keep the examined answer-books received from the colleges till after the publication of the result of Part III examination. The result of all the three examinations should be published by the University.

(5) One-third of the total marks of every subject shall be allotted equally to that subject in Part I and Part II examination ; any calculations that may be necessary shall be made by the Registrar's Office every year when the results of Part I and Part II are received from the colleges and shall be forwarded to the Tabulators for inclusion in the result of the First Degree (Part III) examination.

91. At present the maximum marks for most B.A. and B.Sc. subjects are 150 ; if there are two papers in the subject, the maximum marks for each paper are 75 ; if there are three papers, the maximum marks for each paper are 50. We are not concerned with the actual maximum marks, the adoption of which is a matter of convenience, but with the principle of the distribution of these marks

between the three examinations. Under our plan, if the maximum marks for a subject in Part III are 100, the maximum marks for that subject will be 25 in Part I and 25 in Part II, the proportion being 25 : 25 : 100. If there are two papers in the subject in Part I (or Part II), the examiners will probably find it very inconvenient to have $12\frac{1}{2}$ marks as the maximum marks for a paper; low maximum marks lead to difficulty in the spacing of the examiner's award. It will in that case be more convenient to have 50 as the maximum marks for each paper and to adjust the result in the Registrar's Office. Thus a student who has obtained 33 marks out of 100 in the two papers (taken together) of Part I will be given 9 marks out of 25 by the Registrar's Office and these marks will be entered in the tabulation sheets when the final result is being calculated along with the examination award of Part III.

(6) No student shall be deemed to have passed Part I and Part II examinations unless he has secured at least 25 per cent. marks in each subject; provided that in case of unavoidable absence a student may be promoted by the Academic Council of the college (if such a Council exists) or by the Principal, but all such cases of promotion shall be duly reported by the Principal to the Registrar for publication by the University. The percentage of marks for the first and the second divisions shall be the same for Part I and Part II as for Part III. It will be for the college to decide in what cases it will recommend for promotion a student who has not appeared for the examination. It is to be expected that cases of shamming will not be considered. For the student himself avoiding Part I and Part II will be a bad bargain, for he will not be able to carry over any marks to his credit in the final examination. Thus, if the marks for a subject (for all parts) are 150, a student who avoids Part I and Part II will have to get 50 marks (i.e. the minimum pass marks for all the three parts) out of 100 in his last examination. In other words, only candidates who secure over second division marks in Part III will be able to pass if they have avoided both Part I and Part II examinations.

(7) No candidate shall be deemed to have passed his First Degree examination unless he has obtained at least 25 per cent. marks in each subject in Part III examination and 33 per cent. marks in each subject in the aggregate of the three (Parts I, II and III) examinations. If, as assumed above, the total marks for the subject in all the three examinations are 150, a candidate will be required to obtain at least 25 marks out of 100 in that subject in Part III and 50 out of 150 when the result in that subject for all the three examinations is added together. Such further conditions as are at present laid down for separate pass marks in practical examinations are not affected by our recommendations. We are also assuming that the percentage of marks required for a mere pass and for the second and first divisions (i.e. 33 per cent., 48 per cent. and 60 per cent., respectively) by the Universities of this Province will continue.

(8) The Examination Committee of the University may, in cases of grave discrepancy between the marks obtained by the candidates of a college in any or all subjects of Part III and those obtained by them in Part I and Part II, direct that the answer-books of these candidates be re-examined, or, in the alternative, that the results of the candidates of that college for that subject be determined by the marks obtained by them in Part III examination only.

92. This reserve power in the hands of the University is a necessary part of our scheme. Owing to the provision suggested in sub-paragraph (6) above no candidate will be able to pass, whatever the result of his Part I and Part II examinations, unless he has obtained 25 per cent. marks in every subject; in other words, even if a college "cooks" its results, it will not be able to help its students who, in the opinion of Part III examiners do not deserve 25 per cent. marks. The margin of assistance for weak students will be 8 per cent. only. But the college results of Part I and Part II may have a serious repercussion on the division in which its candidates are placed. To take an extreme case, a candidate who has only obtained 40 marks out of 100 from the examiners of Part III may find himself in the first division if the examiners of Part I and Part II have given him cent. per cent. marks. Such cases are unlikely but they are possible. The published results of the examinations held by the Civil Service Commissions show that while in some subjects the examiners give 65 per cent. to 75 per cent. marks to the best candidates, in other subjects the examiners are inclined to give 90 per cent. marks or even more. But if the final result is determined by the award of a large number of examiners, the average of all awards is, as a rule, satisfactory. In our scheme a candidate's division will be determined by over fifteen examiners.

93. We have suggested that the results of the two college examinations along with the examined answer-books be sent to the University. It will be possible for the University Examinations Committee to have the answer-books re-examined if it finds that the standard of the college examiner is not satisfactory. Re-examination of individual answer-books would not in general be desirable unless there is reason to suspect favouritism or foul play. But the Rules or Regulations of the Academic Council may well provide for steps to be taken in order to assure the maintenance of a uniform standard. *Secondly*, when the Tabulators are putting down the result of the same batch of college students, it will be possible for them to draw the attention of the Committee to any marked disparity in the results of the three examinations; and if the Committee feels that the college results are not reliable, it will be able to order that in the subject or paper concerned, only the award of Part III examiners be taken into consideration. This will mean, in substance, the re-institution of the present system for the students concerned. The existence of these provisions, we hope, will keep the college and the University examinations in a line. Lastly, as Part I and Part II examinations are conducted by the colleges on behalf of the University, the disciplinary power

of the Results Inquiry Committee should extend to all work connected with these examinations.

(9) Grace marks should be awarded to such candidates as have failed in Part III of the examination in one subject only by not more than 10 per cent. of the total marks in that subject but have obtained 50 per cent. marks in the aggregate of all subjects. In the case of such candidates the results of Part I and Part II of the examination should not be considered. For each mark awarded to the candidate, 5 marks shall be deducted from his aggregate and his division should be determined by the marks left to him after this deduction.

(10) The Committee does not consider a supplementary examination for compartmental candidates either desirable or necessary.

3—Appointment of University Examiners

94. The minimum qualifications for the examiners should be increased and Statute 9 amended as follows: "No person shall be eligible for appointment as examiner for a First Degree examination unless (a) he has at least five years' experience of teaching or examining for an examination of equal or higher standard, or (b) he has at least three years' experience of teaching or examining for a post-graduate examination. These conditions shall apply to external as well as to internal examiners but not to examiners in Law. For examiners in Law five years' teaching experience or seven years' professional standing shall be deemed necessary. An exception may be made in the case of experts or others possessing special knowledge of the subject concerned.

95. Out of persons so qualified, the Board of Studies shall submit to the Academic Council two Panels of Examiners, one internal and the other external indicating the subject and the papers which the persons on the Panel are competent to examine. The Academic Council shall finally sanction the Panel. The Panel shall be revised every year by the Academic Council after considering the recommendations of the Boards of Studies.

96. The Vice-Chancellor shall, after consulting the Conveners of the Board of Studies, recommend to the Academic Council the names of the internal examiners and to the Executive Council the names of the external examiners for appointment every year by rotation from among the members of the Panel, but the Vice-Chancellor shall have power to pass over individuals in the Panel for reasons which should be recorded in writing and placed before the bodies concerned at the next meeting.

97. At least half the examiners in the papers for every subject at every University examination shall be external examiners.

98. The list of examiners appointed by the Councils shall be recorded in the Minutes of the University after the publication of the result.

99. No internal or external examiner shall be given more than 400 answer-books to examine,

100. No teacher of an affiliated college may accept remunerative examination work from any other University or examining authority without the permission of the Principal of his college.

101. The tabulators shall be appointed by the Executive Council on the recommendation of the Vice-Chancellor and paid at the rates fixed by the Executive Council.

102. There shall be no payment to persons in the service of the affiliated colleges for the examination work of the University.

103. The appointment of moderators is a matter for Academic Regulations. There should, at present, be no moderation of question papers but a paragraph should be added to the letter of instructions to the examiners informing them that as there are no arrangements for moderation, the University expects them to do their duty with the utmost care.

4—Examinations Committee

104. The Examinations Committee is at present constituted under section 18(k) of the Act and a Statute passed by the Senate on 22nd October, 1927, and amended by the Senate on four subsequent occasions. It consists of the Vice-Chancellor, the Registrar, the Tabulators and two members of Executive Council appointed by that Council on the recommendation of the Vice-Chancellor.

105. The Committee recommends that the Examinations Committee be constituted by Statute as heretofore, but that the Executive Council be given a free hand in the appointment of the members who may or may not be members of the Executive Council itself. The Executive Council (by Regulations) should be allowed to define the Examinations Committee's sphere of work,

The functions of the Examinations Committee should be : (a) publication of results ; (b) disciplinary action against candidates using unfair means, reported to it by the Registrar ; (c) action necessary in the case of results of Parts I and II examinations ; (d) all matters appertaining to the conduct of examinations ; (e) such other duties as may be assigned to it by the Regulations or by resolutions of the Executive Council.

5—Inquiry Committee for Examinations

106. It is recommended that a Committee of Inquiry for Examinations be constituted by Statute and the Executive Council be empowered to add to its functions by rules framed by the Vice-Chancellor and assented to by the Executive Council. The Committee should consist of : (a) the Director of Public Instruction, *ex officio*, or an officer of the Education Department nominated by him ; (b) a public man of standing and (c) a distinguished lawyer or judge. The Inquiry Committee should have the power to take cognizance of all cases of misconduct connected with the conduct of examinations placed before it by the Vice-Chancellor, the Executive Council or the Academic Council. The order of

the Executive Council framed on the findings of the Committee in respect of the misconduct of any employee of a college shall be given effect to by the Managing Committee or other competent authority with the least possible delay. In case of failure to do so, the college concerned will be liable to withdrawal of affiliation. The recommendations of the Inquiry Committee, along with a note on the action taken thereon by the Executive Council, should be placed before the Senate at its next meeting. The Committee should be constituted for a period of three years along with the other University bodies; the two members who are not *ex officio* members should be appointed by the Executive Council out of a panel recommended by the Vice-Chancellor.

(VI)—Non-Regular Candidates

1—*Teachers, Inspecting Officers and Women Candidates*

107. Non-regular students of these categories are allowed to appear for the examinations of the University under conditions prescribed by the Statute and Regulations. The provisions prescribed seem to be satisfactory.

2—*Private candidates*

108. The Committee is strongly of opinion that, under conditions to be prescribed by the Statutes and Regulations, private candidates should be allowed to appear for the Arts and Commerce alternatives of the First Degree Examination on the ground that they are too poor to join a college or are in the service of the Government or a private employer. The question was raised by Mr. Desanges in the United Provinces Council in 1926 but his amendment was thrown out by 25 votes against 19, the Swarajist members being absent. No dangers need be apprehended from the experiment. The number of such candidates will not be large—about 10 per cent. or 12 per cent. of the regular candidates. Admissions to our colleges will not be affected; for the private candidates will be from classes of boys who are not in a position to join the colleges. Almost all Intermediate Boards in India allow private candidates to sit for their examinations, but the admissions to our High Schools and Intermediate Colleges have not been affected. On the other hand, our recommendations will give relief to a number of really deserving young men.

109. It is recommended that the following words be added as sub-clause (8) of Section 4(2):

“(d) have carried on private study under conditions laid down by Statute while residing in this Province.”

110. It is suggested that the following provisions be incorporated in the First Statutes:

(1) No person shall be eligible for admission to an examination of the University except on the ground that he has been in the service of Government or of a private employer during the year preceding the submission of his application or because he is unable to join a University College on account of his poverty.

(2) No application for admission to Part I of the First Degree Examination shall be considered unless it is certified by the Inspector of Schools of the Circle in which the applicant habitually resides or to the other parts of the examination unless certified by the Principal of the college to which he has been assigned.

(3) Such private candidates shall only be allowed to appear for the Arts and Commerce alternatives of the First Degree Examination.

(4) No student who has attended a regular course of more than two months at a University College in an academic year shall be allowed to appear as a private candidate in any examination that year.

(5) No student who has passed either Part I or Part II examination as a regular candidate shall be allowed to proceed to a higher examination as a private candidate unless the Principal of his college certifies that (a) his character has been satisfactory and that (b) he is unable to continue his studies as a regular student on account of poverty or service.

3—*Assignment of Non-Regular Candidates to the University College*

111. The following provisions are recommended for incorporation in the First Statute :

(1) The first Degree Certificate granted to a successful candidate shall name the college of which he has been a regular student or, in the alternative, state whether he has appeared in the examination as a teacher, an inspecting officer, a woman candidate or a private candidate.

(2) All non-regular candidates who wish to appear at Part I of the First Degree Examination shall apply to the Registrar not later than the last date of October in the year preceding the examination in which they wish to appear, and the Registrar shall, in accordance with the directions of the Executive Council, assign them to a University College if the Council grants their application : provided that, so far as possible, no non-regular candidate shall be assigned to a college which does not provide instruction in the subject which the candidate proposes to study. A non-regular candidate shall be under the disciplinary control of the Principal of the college to which he has been assigned according to the provisions of Statute 7 of Chapter XX.

(3) Non-regular candidates shall be examined in Part I and Part II examinations by the University College to which they have been assigned and their names shall be sent up for Part III to the University by the Principal of the college in the same manner as the names of regular candidates.

(4) Non-regular or assigned students shall pay the same fee for Part III examination to the University as regular candidates ; this fee shall be realized from them by the college to which they have been assigned and

forwarded to the Registrar in accordance with the Statutes and Regulations.

(5) A non-regular candidate who has been assigned to a college may be allowed to migrate to another college by the Executive Council on the recommendation of the Principals concerned.

(6) Non-regular candidates eligible for appearing at the examinations of the University shall be placed in the following categories in order of precedence : Teachers, Inspecting officers, Women and Private Candidates. The Executive Council may, on the recommendation of the Principal, allow a non-regular candidate, who has been studying under one category, to continue his studies in another category : provided that a non-regular candidate shall, for the purpose of his First Degree Examination Certificate, be deemed to belong to the lowest category in which he has passed any Part of the examination.

(7) A non-regular student may be allowed to attend lectures by the Principal of the college to which he has been assigned on the payment of such fee as the Regulations may prescribe.

(8) Supplementary Regulations concerning non-regular students shall be made by the University.

It has been already recommended in the General Report that non-regular candidates of all categories, and such non-regular candidates as are eligible for post-graduate examinations (except the Doctorate) should be allowed to sit for the examinations of the United Provinces University only.

APPENDIX A(1)

DOCUMENTS RELATING TO THE APPOINTMENT OF THE COMMITTEE
GOVERNMENT OF THE UNITED PROVINCES

No. 925-G/XV—460-1938

EDUCATION DEPARTMENT

Dated Allahabad, May 6, 1938

COMMUNIQUE

In order to give effect to the resolution which was passed by the Legislative Assembly in September, 1937, Government after careful consideration have appointed the following Committee to examine the working of the Provincial Universities, including their constitution, rules and regulations, with a view to suggest such changes as may appear to be necessary for their expansion, better control and administration. Government consider that it will be advisable at this stage to examine the whole question of university education in the province in the light of the experience gained during the last several years of the two types of universities existing in this province, with a view to bring about a greater uniformity in the standards and better co-ordination of the activities of their constituent colleges so as to prevent unnecessary duplication of effort and permit specialisation in special branches of knowledge.

*Committee**Personnel*

- (1) Acharya Narendra Deva, M.A., LL.B., M.L.A.
- (2) Sri Sri Prakasa, M.L.A. (Central).
- (3) Mr. S. C. Chatterji, M.L.A.
- (4) Chaudhri Niamat Ullah, B.A., LL.B.
- (5) Dr. Mahmudullah Jung, M.L.C.
- (6) Pandit Govind Malaviya, M.L.A.
- (7) Pandit Iqbal Narain Gurtu, M.A., LL.B.
- (8) Lieutenant-Colonel R. S. Weir (Director of Public Instruction).
- (9) Mr. C. B. Gupta, M.L.A.
- (10) Acharya Jugal Kishore, M.L.A.
- (11) Nawab Muhammad Ismail Khan, M.L.A.
- (12) Pandit Rama Kant Malaviya, M.L.C.
- (13) Lieutenant-Colonel T. F. O'Donnell, Principal, Meerut College, Meerut.
- (14) Professor Muhammad Habib.
- (15) Professor Ram Saran, M.L.A.

- (16) Mr. S. P. Andrews-Dube, M.A., Servants of India Society, Lucknow.
 (17) Mr. Nehpal Singh, I.E.S., Assistant Director of Public Instruction, United Provinces. *Secretary, Sub-Committee II*
 (18) Mr. Parmanand, M.A., Lecturer in History, University of Allahabad. *Secretary, Sub-Committee I*

2. The terms of reference of the Committee are as follows :

To inquire into—

(i) The extent to which the residential and unitary type of universities have succeeded in—

- (a) the dissemination of knowledge,
 (b) stimulating research, and
 (c) influencing the development of character in their alumni;

(ii) The desirability or otherwise of converting colleges from residential units into teaching units in case of teaching universities.

(iii) The extent to which non-resident students profit by residential universities ;

(iv) The desirability of constituting a Provincial Board to regulate grants to universities and other similar institutions ;

(v) Administration of the Universities including the quality of teaching imparted by them and the efficiency of the control exercised by them ;

(vi) Income and expenditure ;

(vii) The composition and powers of the several authorities of the Universities and the mode of appointment, powers and duties of the officers of the Universities ;

(viii) Relations of the Universities to the institutions affiliated with them;

(ix) The ways and means of co-ordination of work in different Universities ;

(x) The ways and means of making Universities more responsive to popular opinion ;

(xi) Ways and means of ensuring specialization in the teaching of certain subjects at certain Universities.

3. The Committee will for the sake of convenience divide itself into two sub-committees, the first consisting of the first nine members with Acharya Narendra Deva as Chairman and the second consisting of the last seven members with Acharya Jugal Kishore as Chairman. The first sub-committee will examine specific questions connected with Lucknow and Allahabad Universities and the second similar questions connected with Agra University.

4. Plenary sittings of the whole Committee to discuss the general problems of University education and of co-ordination and specialization will be presided over by the Minister of Education, who will, for this purpose exercise all the functions of a member of the Committee. Mr. Parmanand, M.A., will act as Secretary for the plenary session of the full Committee.

5. The Committee will meet at Lucknow.

P. M. KHAREGAT,
Secretary to Government,
United Provinces.

GOVERNMENT OF THE UNITED PROVINCES

No. 1352-G/XV—460-1938

EDUCATION DEPARTMENT

Dated Allahabad, June 30, 1938

PRESS COMMUNIQUE

In partial modification of this Department *Press Communique* no. 925-G/XV—460-1938, dated May 6, 1938, Government have been pleased to order that the personnel of the two sub-committees of the Committee appointed to examine the working of the Provincial Universities will be as follows :

1st Sub-Committee—To deal with the Allahabad and Lucknow Universities.

Chairman

Acharya Narendra Deva, M.A., LL.B., M.L.A.

Members

- (1) Sri Sri Prakasa, B.A. (Cantab), Bar-at-Law, M.L.A. (Central).
- (2) Mr. S. C. Chatterji, M.A., M.L.A., Principal, Christ Church College, Cawnpore.
- (3) The Hon'ble Chaudhri Niamat Ullah Sahib, B.A., LL.B., Retired Judge, High Court of Judicature, Lucknow.
- (4) Dr. Mahmud Ullah Jung, M.L.C., Lucknow.
- (5) Pandit Govind Malaviya, M.A., M.L.A., Benares.
- (6) Pandit Iqbal Narain Gurtu, M.A., LL.B., Thornhill Road, Allahabad.
- (7) Lieutenant-Colonel R. S. Weir, M.A., B.Sc., I.E.S., Director of Public Instruction, United Provinces.
- (8) Mr. C. B. Gupta, M.L.A.

Mr. Parmanand will act as Secretary.

2nd Sub-Committee—To deal with the Agra University.

Chairman

Acharya Jugal Kishore, M.L.A.

Members

- (1) Nawab Muhammad Ismail Khan, M.L.A.
- (2) Pandit Rama Kant Malaviya, M.L.C.

(3) Lieutenant-Colonel T. F. O'Donnell, M.C., V.D., B.A., Principal, Meerut College, Meerut.

(4) Professor Muhammad Habib, B.A., Aligarh Muslim University, Aligarh.

(5) Professor Ram Saran, M.L.A.

(6) Mr. S. P. Andrews-Dube, M.A., Servants of India Society, Lucknow.

Mr. Nehpal Singh, and, in his absence Mr. C. L. Sahney will act as Secretary.

2. When the full Committee meets the Hon'ble Minister for Education, and, in his absence, Acharya Narendra Deva will preside and Mr. Parmanand will act as Secretary.

By order, etc.,
R. S. WEIR,
Deputy Secretary.

GOVERNMENT OF THE UNITED PROVINCES

No. 1617-G/XV—460-1938

EDUCATION DEPARTMENT

Dated Allahabad, July 30, 1938

PRESS COMMUNIQUÉ

In partial modification of this Department *Press Communiqué* no. 925G/XV—460-1938, dated May 6, 1938, as subsequently modified by *Communiqué* no. 1352-G/XV—460-1938, dated June 30, 1938, Government have been pleased to order that the following additions be made to the terms of reference of the Committee appointed to examine the working of the Provincial Universities :

(a) the following sub-head be added under paragraph 2 of the *Communiqué* :

“(xii) The administration of the Colleges affiliated to the Agra University.”

(b) the following new main head be added to paragraph 2 of the *Communiqué* :

2. II—To recommend measures of improvement in all matters including measures for a speedy adoption of Hindustani as the medium of instruction and for physical training.

By order, etc.,

R. S. WEIR,

Deputy Secretary.

APPENDIX A (2)

Attendance of members at meetings of the Committee*

Name of member	Plenary	Sub-Com- mittee I	Sub-Com- mittee II	Adhoc Sub- mittees		Joint meeting with the Primary and Se- condary Educa- tion Re- organ- ization Com- mittee.
				To frame Question- naire— June, 1938.	To consi- der the ques- tion of expan- sion and co-ordi- nation of Uni- versity Stu- dies— Decem- ber, 1939.	
Total number of meetings held	15	39	29	7	2	2
1. Sri Sampurnanand, M.L.A. (Chairman)	9	..	..	..	..	..
2. Acharya Narendra Deva, M.A., M.L.A.	14	30	..	..	2	2
3. Sri Sri Prakasa, B.A., LL.B. (Cantab.), Bar-at-Law, M.L.A. (Central).	6	14	..	..	..	2
4. S. C. Chatterji, Esq., M.A., M.L.A.	12	19	..	7	..	2
5. The Hon'ble Chaudhri Niamat Ullah, B.A., LL.B.	6	1	..	..	..	1
6. Dr. Mahmud Ullah Jung, LL.D., M.L.C.	8	28	..	..	..	1
7. Pandit Govind Malaviya, M.A., M.L.A.	3	9	..	..	..	2
8. C. B. Gupta, Esq., M.A., M.L.A.	15	39	..	7	2	2
9. Pandit Iqbal Narain Gurtu, M.A., LL.B.	11	38	..	7	..	2
10. Sri Karam Singh Kane, B.A., M.L.A.	8	32	..	..	..	2
11. Dr. N. R. Dhar, D.Sc., F.L.C., I.E.S.	11	30	..	..	2	2
12. Acharya Jugal Kishore, M.A., M.L.A.	14	..	29	2	2	2
13. Nawab Muhammad Ismail Khan, Bar- at-Law, M.L.A.	5	..	..	..	..	2
14. Pandit Rama Kant Malaviya, B.A., LL.B., M.L.C.	9	..	10	..	..	2
15. Colonel T. F. O'Donnell, M.C., V.D., B.A.	13	..	25	..	..	..
16. Professor Mohammad Habib, B.A., (Oxon.), Bar-at-Law.	11	..	27	7	..	..
17. Professor Ram Saran, M.A., M.L.A.	15	..	27	..	..	1
18. Mr. S. P. Andrews-Dube, M.A.	15	..	27	..	..	1
19. Mr. J. C. Powell-Price, M.A., I.E.S.	12	22	..	..	..	..
20. Thakur Nehpal Singh, I.E.S.	9	..	21	..	..	..
21. Mr. Parmanand, M.A.	15	39	2	7	2	2

*Meetings for considering the Report have not been taken into account.

APPENDIX A(3)

**The Hon'ble Premier's speech at the Plenary meeting of the Committee
at Naini Tal on June 6, 1938.**

GENTLEMEN,—

I am glad to accord to you a cordial welcome on behalf of the Government and my own to this, one of the most important Committees convened by us. The Hon'ble Minister for Education will be addressing you at some length, and I feel a bit nervous and think that I should not take the risk of treading on delicate ground as most of you here are experts and familiar with the subject of education while my own acquaintance with it is perhaps only scanty. The questions with which you have to deal are of a complex and varied character. Naturally they cannot be otherwise. The field of education is so vast and so much depends on our correct attitude towards the many problems on which depends almost the entire structure of society that the scope of your deliberations is bound to be almost comprehensive. Although an effort has been made to define the terms of reference of this Committee, I think you have to cover the entire field of education, for without doing so you will probably be unable to arrive at satisfactory conclusions with regard to University education with which you are immediately concerned. Although University education constitutes the highest rung of the ladder the tone of the entire system and the pace of progress in the whole field of education will be determined by the decisions that you take in this Committee and by the assistance that you are able to render to Government in this very difficult and delicate task. Education in fact determines the culture, the character and the capacity for progress of the entire community. Your task, as I have said, is sufficiently difficult, because it is through the educational process that ordered society tries to attain perfection, and success in educational methods determines really the success that the community as a whole can attain in life. The decisions that you will take will go a long way in determining the future course of events in this province not only in the field of education but also outside it. In our province in particular Universities have come to occupy a very conspicuous place. We are lucky to have five Universities. Of these five two are not so closely connected with us officially as the other three. Your scope is artificially restricted to these three. But I believe that whatever decisions you arrive at will have their repercussions on the other two. So my own view is that though apparently you may be tackling problems concerning these three Universities, in reality whatever you decide will go a long way in determining also the attitude of the other two Universities towards the vital problems of education. There are many questions which you have to deal with. Some of them are of an administrative and, if I may say so, of a financial character. But these are, I think, but a minor part of the large problem which you have to grapple with. The real issues pertaining to the

essentials of education transcend all limitations and are in my view of much greater importance. There has been a cry in certain quarters that we are having too much of higher education and that steps should be taken to discourage, if not to hamper or obstruct it. I am one of those who have absolutely no sympathy with that school of thought. I believe that we want knowledge, yet more knowledge and yet more of it, and I personally cannot possibly conceive how any limitations on higher education can in any way tend towards the strengthening or the uplifting of society. There may be something wrong with our system, if what we impart in the name of education instead of strengthening us, instead of vitalizing us, instead of making us more courageous and instead of enabling us to face the struggle for existence with greater courage and confidence, tends to demoralize and weaken us. If there are any such features we must eliminate them. But to run down the system of education is in my view utterly wrong. It is a misconceived notion and I personally see in it a certain element of diffidence. The gentlemen who raise this cry are perhaps too pessimistic and despair of finding any remedy to the present evils. Their attitude betrays a lack of faith and of courage. I am an incorrigible optimist and I personally believe that we must have more universities and still more universities, colleges and still more of them, and there should not be any limit to our efforts in this line. Why should we not wish that every youth in this province has an unrestricted opportunity and an unlimited field to rise higher and higher till he rose up to the highest rung? Why should we put any limitations to the growth of any individual in our province? So I am one of those who feel that we must do all that we can further to enlarge the scope of University education and not to restrict it in any way. But while that be my wish and my ambition I feel that there is much in our system which calls for scrutiny, if not for revision. It is for you, gentlemen, to make constructive suggestions. But I personally feel that in our system of education we have perhaps laid greater stress on the formal than on the real. On what we suppose to be the intellect and the brain than on the heart and the character. I think that what really forms the backbone of society is character, and our system should devote greater attention to the building up of the right type of character. If that is achieved we get to the soul of things and there is nothing that will not follow in the ordinary course without any great effort. There should be a closer contact between the teachers and the taught. They should have some ideal before them. I do not know what is the ideal which the teachers and the professors in the Universities place before themselves today. Some people are sceptical if they have any ideals at all. I am not in a position either to deny or confirm that, but it is my deliberate view that they must place before themselves lofty and inspiring ideals, for we look up to them for everything. We look up to them for all that is noble and sublime. We look up to them for our own progress and growth. Can the teachers then be devoid of ideals, and, if they are,

what a calamity and what a tragedy it would be ? I hope that if there is any truth in the charge that the University professors and teachers act like so many mechanical automatons and have no definite object and aim before them, that criticism will soon lose all force and we will see the men in charge of these Universities fired and inspired by great and noble ideals. We also want a certain amount of simplicity with charity of thought and deed in our Universities. According to our oriental notions it is no good having the whole of the world if one loses one's soul. Is that principle being observed in our Universities ? Is there any departure from it ? If there is, will those responsible for the administration of the Universities exercise a certain amount of introspection and see if any changes are necessary ? When we talk of the Universities of old we are reminded of Nalanda, Patliputra and Taxila, and the picture before us is that of poverty but of nobility, of simplicity but of rich knowledge. But today the picture seems to be somewhat inverted, and I wish that you might apply your minds to these things and see if you can make suggestions which will take us back to our own genius and enable us to follow in the footsteps of those who, without involving any expenditure to the general taxpayer, were in a position to impart knowledge to thousands and thousands of students. The products of those Universities were men of knowledge but full of humility, men who lived for others and carried out their scheme of life without ever feeling that they were obliging others by any sort of sacrifices. Our Universities should hold up that ideal before them. The whole aim of education is to turn out a cultured individual who would do the right without any effort and who would see his own being in others without ever being conscious that he was extending his identity to others. A natural life of selflessness without any consciousness of one's being selfless was the aim and objective of our educational system and the nearer we approach it the higher will be the tone of our education. I hope and trust that this Committee will be able to grapple with the fundamentals and to bring forward proposals which will not only enable Government to make necessary changes in the constitution of the Universities or in our present methods of administration but which will revitalize the entire system of education and introduce soul and spirit wherever they are lacking at present. If you succeed in doing that, I assure you you will have done the greatest good not only to this province but to the country as a whole and, if I may go further, even to humanity as such, for after all education recognizes no barriers between man and man, and it is the privilege of education to introduce equality in place of feudalism, to raise those who are down-trodden to higher levels, and to achieve all this without bringing anybody down and along with that to raise the level of the entire society and indirectly of humanity as such. So if you will be able to make suggestions bearing in mind the essentials of the art of education I hope we will have derived a considerable advantage from this Committee, and it will be an advantage of an abiding character and the benefit that

will ensue therefrom will not only be enjoyed by this Government but will be available to all those who will come after us. As I said, the terms of reference before you are very wide. We have the privilege of having three Universities more or less under the Provincial Government but while this may be a privilege in certain respects it is perhaps also a drawback. It entails duplication and perhaps a certain amount of avoidable expenditure, and it may be that unless we keep a vigilant eye it is likely that the money that may be spent over the Universities may not pay back its full value. So while we would like not only to have three but even a larger number of Universities, you have to co-ordinate their activities. You have to see that there is no waste anywhere and that every rupee that is spent is well and profitably spent. Are we today proceeding according to any plan or scheme? If not, why should not the three Universities be brought together under one common banner and why should not they be able to be richer in achievement with lesser cost? That seems to me to be possible. You can reduce the expenditure and yet make them more useful. That is one of the problems that you have to tackle. You may also be aware of the fact that in our own province in particular—I will not deal with other provinces—the public exchequer is spending a substantial amount on University education. The proportion is higher than in many other highly civilized countries. It is almost the highest in our own country. The Universities are being run practically with the aid of the subsidies or grants paid by the Government, supplemented by the fees collected from the students. Is that really fair? Should not private charity be stimulated and should not the expenditure be brought down, so that more may be done in this field and yet the resources available for bettering the position of the poorest in the land from whom we draw every pie that Government spends may not be curtailed? You must be aware of the fact that almost our entire revenue is derived from the rural parts. But the education of the people in those parts has been starved. Literacy is very low and the men in the villages are no more and no better than a string of so many bones and skeleton who manage to move about, who exist but one doubts whether they live. Is it proper that we should make a greater demand on their resources and spend more on University education and less on them? Is it not fair and equitable that other sources should be tapped, that men of education should make greater sacrifices by serving these Universities free of charge or on smaller remuneration, so that more money may be found for those, whose need is the greatest, and who have been, day in and day out, practically starving mentally and physically. Is it not after all the sacred duty of every educated man that he should devote his best and utmost to the service of the community and realize that the greatest virtue is love for those who are utterly helpless and from whom in fact every grain of matter and substance is drawn. We suck them up and we do not give them back what we get from them. Therefore you will kindly consider all aspects of the question and see whether we

can devise any means by which while our Universities must flourish the amount of service that we are capable of rendering to those who stand in the greatest need of service may also be made available to them. I must guard against any misapprehension. As I told you at the outset I do not grudge any assistance that the Government can or may render to the Universities. It is one of the most desirable objects and I wish we had sufficient resources to enable us to help the Universities still more. But when resources are strictly limited, what you give to one is taken away from the other. So you have to devise methods which will enable you to run the Universities efficiently, usefully and profitably without making larger inroads on the limited resources of the public exchequer. That I hope will be one of the questions which you will be good enough to bear in mind. People tell me that though we have three Universities our achievement or contribution in the field of research has not been as high as one would normally expect. I do not know how far this complaint is true, but even if it be unfounded there is always room to improve and there is always further ground to be covered. I hope, while dealing with the practical problems of education, you will not forget that it is the privilege of Universities to make researches, to place before the world new ideas, new thoughts, new discoveries and new contrivances which would serve to raise the standard of comfort of humanity all over. I hope that in future the methods that will be adopted in our Universities will enable them to give out to the educational world, to the world of science and art, of research and poetry, the best that they can find in any other University. The Universities are the sacred cloisters in which the ideal and the practical join hands together, in which art and science march forward arm in arm towards the destined goal of humanity. It is for those who occupy the highest summit in these ranges to hold out to others the beacon of light, so that darkness may be dispelled and those who are in the lower stages may be helped in rising up. That task too, I hope, our Universities will fulfil in greater and greater measure hereafter. I think I have perhaps exhausted your patience and should not take any more of your time. I thank you again gentlemen for having responded to our invitation. We will look forward to your decisions with hope and faith.

Speech of the Hon'ble Sri Sampurnanand, Minister for Education at the Plenary meeting of June 8, 1938

GENTLEMEN,—

I am very much obliged to you for accepting our invitation to serve on this Committee. I welcome you to your labours to which you will have to devote a good deal of your time and energies for the next several weeks.

You will have noticed that the terms of reference to our Committee have been kept very wide. This will enable us to cover a large area and deal with the subject in a comprehensive manner which would not have been possible otherwise. In a period when the problem of educational reform has, probably for

the first time in our recent history, come to occupy the focus of attention in the public mind, when revolutionary changes in the system of school education are on the anvil, it is but proper that the question of University education should engage attention. I believe that friends in other Provinces are also studying the subject but it is we in this Province on whom circumstances have imposed the duty of facing it in all its varied aspects. We have two Universities which are at present under the direct control of the Government of India and claim to meet in a special degree the cultural needs of the two great communities. Then there is the Agra University which is a loose federation of colleges spread all over this Province and the neighbouring Indian States and confines itself to the no doubt useful function of setting educational standards and examining aspirants for degrees. Finally, we have the two teaching Universities at Lucknow and Allahabad. No other Province is so rich in varied experience and in possession of such fruitful material. It is our Province, again, which was the first to implement the findings of the Sadler Commission by setting up Intermediate Colleges. Therefore, we are pre-eminently in a position to take up this subject profitably and I have, no doubt, that our proceedings will be watched with interest by, and the result of our enquiries will be of service to, educationists in the sister provinces. I have no hesitation in saying that, as a body, this Committee can be safely trusted to undertake this responsibility. It contains men who have an intimate knowledge of the inner working of our Universities; it has among its members those who have spent years at foreign Universities, and pioneers in the field of national education who have built up noble institutions like the Kashi Vidyapitha, and the Education Department which is responsible for sending up young men to the Universities and handling the finished product when it comes back, in the form of the graduate seeking employment, is also represented. Congressmen and non-Congressmen, we are, all, here, animated with the one desire to tackle this problem, according to our lights, in the best interests of the Province and of the country.

More than eighty years have elapsed since the time when Cardinal Newman enunciated the idea that the University is "a place of teaching universal knowledge." Its object, according to him, "is intellectual, not moral; it is the diffusion, rather than the advancement of knowledge." But by knowledge he makes clear, he does not mean merely something which "may be got up from a book and easily forgotten again" but "an acquired illumination, a habit, a personal possession and an inward endowment." Modern theory, as stated by the Sadler Commission, has given a much wider range to the functions of a University. "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."

We have to see how far our Universities are playing this triple role successfully. Let us take these points in slightly greater detail. The extent to which we have succeeded in diffusing knowledge will be judged by the quality of the graduates we turn out. The Indian student who goes up to the University has to labour under serious handicaps. As he has had to study at school through the medium of a foreign language, he is, as a rule, not so well equipped as we should like him to be. His difficulties tend to increase rather than to diminish at the University. It is a tribute to the industry, intelligence and love of knowledge of our young men that they have been able to master these difficulties to a very great extent. Let us hope that our Universities will seriously take into consideration the language question and not treat the substitution of our own language for English as a distant dream which it is nobody's business to help materialize. I also feel that while an attempt is made with more or less success to force the pace in special branches of knowledge, we are not devoting much attention to raising the general cultural level of our students and imparting to them that all-round liberal education which must be the possession of every one who has received the hall-mark of a University, whatever his special line of study may be.

In the field of advancement of knowledge, again, I am not satisfied that we are doing enough. There is a lack of funds, I know but that is not the only reason. The spirit of research is wanting and adequate efforts are not made to develop such talent as is available in the Province. I am using these words with a full sense of responsibility. This is not the language of provincialism. I cannot speak that language. It is the glorious heritage of our Province that all down the ages we have been above narrow provincialism but this is no reason why the intellectual resources of the Province should not be utilized to the full. Again, it is worth considering whether the existence of so many Universities and colleges all teaching the very same subjects has not prevented us from making satisfactory provision for research. Our financial resources do not possess much elasticity. We have to see if we cannot economise by devising some scheme, whereby particular colleges and universities might concentrate on the intensive teaching of special subjects. This elimination of unconscious but, none the less, real competition might set free men and money for profitable employment elsewhere.

The training of men, which could only be another name for the development of character, is the third great function of a university. The responsibilities of our universities are specially great at this time. Vast changes are taking place in the whole structure of our society. India is emerging into the freedom of a fuller life. She will soon be in complete, unfettered control of her own destinies and will be called upon to play a part of ever-increasing importance in world affairs. We want men who will not be afraid to shoulder responsibilities, who

will be prepared to break with traditions where necessary and who will, at the same time, have the courage not to be swept off their feet by high-sounding dogmas. We want men who can lead, who can think and act independently. It would be criminal to mince matters. We know the young man who talks loudly about social reform and then goes home quietly and submits to the worst form of social tyranny; we have all met the young man for whom no form of political opinion is extreme enough while he is a student but who will not lift his little finger to help others and is prepared to let his principles go to sleep as soon as he secures a comfortable job. These men are social lepers and we do not want them. They are no doubt, the creatures of the situation in which they find themselves, but those of us who have to train the youth of the country cannot rest content with this comfortable soporific. If we wish to influence the lives of our young men, we have to enter into their thought and feelings, to feel the vibrations of those ideas with which their minds are pulsating, to understand their doubts and their problems, to enter into their lives. And we have to be clean men. I am not a puritan but I am sure you will agree with me that the teacher has to set a very high example of character. No teacher has the right to say that we have no concern with his private life. Such a person has no business to be a teacher. Being human, we all have our shortcomings but the teacher has to be on his guard at every step and he should have the courage to say, as the Kulapatis of old used to do, at the time of convocation,

यावत्स्वामिन् सुचरितानि तानि स्वयोपास्थानि नो इतराणि ।

“ Follow only those of our habits which are good, not the others.”

We have seriously to consider in this Committee how far our universities have successfully discharged this duty. We have also to see whether that contact between teacher and taught which is so essential is fostered more at our teaching or residential universities. We have to see which type of university makes large classes, with the concomitant lack of the personal touch, obligatory and we have to consider what steps we should take to bring about the necessary reform. For myself, I must say, that I feel that residential universities as they exist today have not fulfilled the high hopes that were entertained in the beginning and some of the indiscipline and friction about which we hear so much is due to the mal-adjustments to which they have given rise. Another important part of our work is to examine whether the administrative machinery of the universities is functioning properly. Interested as we all are in the good name of our universities and entertaining, as we all no doubt do, a very high ideal of university life, it must be painful to us that things are not quite what they should be. Intrigue, nepotism and factional feelings have invaded those sacred precincts and some of the worst methods of political caucuses have in some cases been adopted in a sphere where scholarship and character alone should have

counted. Some of these things have been discussed in the Press. It is difficult to use the language of restraint in referring to this demoralization and deterioration of university life.

We must all set ourselves to the task of clearing the Temple of those unclean methods of the market place. Human ingenuity can, of course, find means to circumvent the best regulations, but we have to try to reform university administration in such a way as to minimise temptations.

Lastly, we have to see if we can make universities more responsive to public opinion. By this, I do not mean to say that they should become addenda to political platforms. I do not want moreover, that type of response which one sees in certain American universities. As Flexner says in his admirable book "Universities—American, English, German" "They (American universities) have responded, as was right and sound, to the call and pressure of the age," but also, according to him they have thoughtlessly and excessively catered to fleeting transient and immediate demands, they have mistaken the relative importance to civilizations of things and ideas, they have failed, and they are, in my opinion, more failing to distinguish between ripples and waves. "The Gods approve, the depth and not the tumult of the soul." With us, the complaint is the reverse of this. There is neither depth nor tumult : it is a log of wood which does duty for the soul.

Barren scholarship which refuses to recognize that it is a part of a bigger world which is alive with dynamic elements, objective and subjective, a world in which titanic forces are contending for mastery, that it owes a duty to this world which claims precedence over others, is not wanted.

The scholar, the Brahman, has again to take his place at the head of society, as its fearless and trusted leader, its friend, philosopher and guide. Let us see what we can do to help him in this task.

APPENDIX B (1)

THE COMMITTEE'S QUESTIONNAIRE

NOTE—This Questionnaire consists of three parts containing respectively (1) questions common to all three Universities, (2) questions relating to the Allahabad and Lucknow Universities, and (3) questions relating to the Agra University.

The Questionnaire covers a wide field of inquiry and it is not intended that all those who send replies should take the trouble of answering every question. Some questions are intended specifically for persons indicated in the margin. Others are expected to favour the Committee with their views and suggestions on matters in which they are particularly interested or concerned or of which they have special knowledge.

Answers may be written on the blank half-margin of the Questionnaire if convenient. Otherwise the number of the question or the group of questions to which the answers or memoranda relate may please be clearly indicated.

Replies may please be sent by the end of August, 1938, to the Secretary, Universities Committee, Office of the Director of Public Instruction, United Provinces, Allahabad.

PART I

Questions common to the Allahabad, Lucknow and Agra Universities

GROUP I

1. Do you consider the organization of University education in the United Provinces defective? If so, how far do you agree with the following criticisms?
 - (1) "that it leads to a large and increasing number of students prolonging unduly a purely literary form of education with the result that not only do they congest the classes in the Universities but they themselves become unfitted for and averse to practical occupation and training.
 - (2) "that it has failed to obtain due financial support from private and non-official sources."
2. How far, in your opinion, is academic, physical, vocational and technical education well balanced in the curricula of the Universities?
3. How far do you consider it desirable that the teaching in the Universities should be related to the needs of Industry and Commerce and should be conducted in co-ordination with these interests and the Government Departments allied to them?

GROUP II

4. Will you please favour the Committee with your views about the comparative merits of the Affiliating and Teaching types of University and particularly with answers to the following questions?
 - (1) How far would it be possible for teachers in affiliated Colleges to specialize and do research in particular branches of their subjects without detriment to their teaching work?
 - (2) To what extent have the affiliated Colleges so far attracted a sufficient number of advanced students to make it worth their while to undertake post-graduate teaching on a specialized scale without unduly straining their resources?

GROUP III—Co-ordination

- (3) Does the under-graduate receive more personal attention in an affiliated College or in a Teaching University ? Is there more corporate life in the affiliated Colleges or in the Teaching Universities ? Is there more loyalty to the institution and discipline among the members of the staff in an affiliated College or in a Teaching University ?
- (4) Does the student take full advantage of the specialized lectures in Teaching Universities or does he fail to do so for want of adequate personal attention ?
- (5) How far do you agree that the Teaching Universities attract the best teachers and students and thereby provide a powerful intellectual stimulus to their alumni ? How far is this due to financial and other facilities available to the Universities ?
- (6) What is the difference in the cost of education to the parent of an under-graduate and a post-graduate student in an affiliated College and a Teaching University ?
- (7) How does the best/average product of an affiliated College compare with the corresponding product of a Teaching University ?
- (8) How does the financial support obtained from private and non-official sources by the Teaching Universities compare with that obtained by affiliated Colleges ? To what causes would you attribute the difference, if any ?
- (9) How far have the Universities succeeded in securing the services of capable men as honorary workers ?
5. (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, be concentrated at one or other University centre in the Province ?
- (b) Will you introduce such division of work at the under-graduate or the post-graduate stage ?
- (c) In the case of subjects not yet established at any centre, e.g., Education, Sociology, Industrial Relations, International Affairs, the Eastern Countries, Military, Nautical and Aeronautical Sciences, Veterinary Science, Geography, Fine Arts—will you please suggest the centre at which each can, in your opinion, be most conveniently localized ?
6. What are the branches of knowledge in which instruction should, in your opinion, be available, at every educational institution ?
7. What room is there for co-ordination between different Universities and Colleges for specialization in different subjects and in different branches of the same subject (e.g. Ancient Indian History in one University and Medieval in another) ?

GROUP IV—Studies

8. How far do you endorse the view that the existing two years' course for a University degree is too short to enable a student to acquire the requisite degree of refinement, cultivated taste and general knowledge ?
9. What is your opinion of the working of the schemes of Honours courses so far adopted by the Universities ?
What, in your opinion, would be a satisfactory scheme of Honours studies ? Will you in particular state whether an Honours course should consist (a) of one principal subject studied intensively and one or more subsidiary subjects studied up to the Pass standard or (b) of one subject sufficiently amplified so as to secure the necessary background of knowledge of allied and complementary subjects ?
10. In the event of the institution of a three years' Honours course for the Bachelor's degree would you agree to the discontinuance of teaching for the Master's degree ?
11. What in your opinion has been the effect of the increase in the size of classes in universities and colleges on the quality of teaching, the attainment of students and discipline ?
12. What is your opinion as to the desirability or otherwise of converting existing Colleges at Allahabad and Lucknow from residential units giving tutorial instruction, into teaching units and of recognizing fresh colleges at these places as such ?

GROUP IV *Studies*—(concluded)

14. Will you please suggest means by which students may be made to work continuously throughout their residence instead of working hard and spasmodically before examinations ?
15. Will you please give the Committee the benefit of your opinion on the following suggestions ?
- (1) that the courses of study at the universities should be given a practical bias in all subjects appropriate for the purpose and that the education of students should be made more realistic ;
Chemistry, Physics, Botany, Commerce, Economics, Sociology, Politics and Law are suggested as some of the subjects in which good results may be expected from such a measure ;
 - (2) that non-regular students should be permitted to attend lectures more freely and on easier terms than hitherto ;
 - (3) that the course for the first or Bachelor's degree at the universities should extend over three years instead of two, as at present, with necessary adjustments at the pre-university stage so that the total period now taken by a student in going through all stages of education up to the degree should not be further lengthened ;
 - (4) that a university degree should not be the requisite qualification for admission to the professional course in Law ;
 - (5) that Honours graduates alone should be permitted to proceed to the Master's and higher degrees ;
 - (6) that students should be selected for admission to the Honours courses on the result of a test during the first year of their residence ;
 - (7) that after such selection only Honours students should receive tutorial instruction at the university and Pass students should receive tutorial instruction at the local colleges ;
 - (8) that Honours and post-graduate courses should be available at the Teaching Universities only.

GROUP V—*Adoption of Hindustani as medium of instruction*

16. Will you please suggest means by which Hindustani may be most speedily adopted as the medium of instruction in the higher stages of education in the universities and in particular favour the Committee with your opinion about the following suggestions ?
- (a) that extra-mural instruction in all subjects should be largely given by university teachers through the medium of Hindustani ;
 - (b) that every under-graduate who has not previously passed a satisfactory examination in Hindustani should be required to pass a test in that language as a condition precedent to his being awarded a degree ;
 - (c) that every newly appointed teacher should be required to pass a test in Hindustani as a condition precedent to his confirmation ;
 - (d) that all existing members of the teaching staff in the Universities and Colleges should satisfy the Executive Council or the Managing Committee concerned as to their knowledge of Hindustani, subject to exemption for good reasons ;
 - (e) that universities should be subsidized by Government for undertaking the production of works on all subjects in Hindustani ;
 - (f) that the Hindustani Academy should be placed in closer association with the Universities,

GROUP V—*Adoption of Hindustani as medium of instruction*—(concluded)

16. Will you also please favour the Committee with your suggestions on the following problems—
- (1) In what subjects can Hindustani be most conveniently and within a short time adopted as the medium of instruction and examination ?
 - (2) Can Hindustani be immediately adopted as the medium of instruction in Law ?
 - (3) Will it be desirable, with due regard to the maintenance of standards to dispense entirely with examiners from other parts of the country unacquainted with Hindustani ?
 - (4) By what means can the standard of instruction and examination in various subjects and particularly in English be maintained when Hindustani is the medium of instruction ?

GROUP VI—*General*

17. (a) How far do you favour the suggestion that the universities and colleges should organize rural camps for a period of two to three weeks every year during which all students would go out into the country in groups, work for rural uplift under the guidance of their teachers and acquire first-hand knowledge of the life and condition of the people ?
- (b) What season of the year do you think most suitable for such rural camps ?
- (c) What do you think of the suggestion that the Summer vacation should be reduced by two weeks to make up for the time taken by these camps ?
18. (a) Do you favour the co-education of men and women students throughout the university course or at the post-graduate stage only or are you in favour of separate education of women students throughout ?
- (b) Do you favour an entirely separate course of study for women or a common course with certain subjects specially meant for them (1) in addition to or (2) in partial replacement of the common course ?
- (c) What arrangements are there at your University or College for the teaching, residence and care of women students and how are they working ?
19. (a) Are you in favour of more facilities being given for the extension of the University Training Corps in its present form ?
- (b) Are the quotas allotted to the universities and colleges of the United Provinces in the University Training Corps, in your opinion, adequate or inadequate ?
- (c) Could you suggest means of making military training and particularly service in the U. T. C. more popular among students ?
- Do you think its recognition as a qualification for admission to the Military Academy will help in this direction ?
20. (a) How far do you agree that some form of physical training should be compulsory for every student of the University and Colleges ?
- (b) Could you suggest any suitable forms of physical exercise, besides those already in vogue, for adoption at the Universities and Colleges ?
- (c) What amount of time in your opinion should be devoted to physical training as a maximum and as a minimum ?
- (d) What arrangements as to time and place of physical training would, in your opinion, be most convenient to students not residing in hostels or in the vicinity of the University or College ?
- (e) How far do you agree that drill should be compulsory for all students
21. What arrangements exist and what further arrangements should, in your opinion, be made to inculcate a sense of civic duty and social obligation among students ?

GROUP VI—General—(concluded)

22. How far do you agree to the suggestion that every under-graduate should be required to have taught at least 25 persons reading and writing during the period of his residence at the university? What incentive would you suggest for encouraging and inducing youngmen to do this ?
23. How far do you think the demand made on some teachers' time by examination and committee and other work of Universities and educational bodies other than their own, interferes seriously with the efficient discharge of their proper duties? To what extent and by what measures do you think this could be remedied ?
24. Do you think it necessary or desirable that the amount of examination work which a teacher may undertake should be limited by rule ?
25. Do you apprehend any loss of efficiency if University teachers are required to act as examiners without remuneration for their own University ?
26. How far do you agree to the suggestion that provision should be made by rule for entitling the Universities and Colleges to a proportion of the amount earned by their teachers and other employees as remuneration for examination and other similar work ?
27. What measures would you suggest for reducing the cost of University education to the parent and to the State, with due regard to the efficiency of teaching ?

In this connexion—

- (a) Do you approve of an increase in the number of working days in the year ?
- (b) Do you approve of an increase in the amount of work expected from teachers ?
- (c) Can you suggest means of providing remunerative work for poor and promising students?
- (d) Do you approve of a sliding scale of fees according to the monetary circumstances of the parents ?
- (e) Do you favour an increase in the number of stipends and free-studentships for poor and promising students and, if so, within what limits ?

PART II

Questions relating to the Allahabad and Lucknow Universities

GROUP VII—Teaching and Research

28. What arrangements, if any, are there at present for tutorial instruction in Colleges and the University? Are they satisfactory and adequate in respect of (a) the size of seminars, (b) frequency of their meetings, (c) attendance at seminars, and (d) value attached to the record of work done under tutors ?
Will you suggest any improvements ?
Where there is no tutorial system will you please state the reason for its absence ?
29. (a) How far, do you think, adequate attention has been paid during the past 15 to 20 years, to research and to what extent are the present members of the staff in different departments in a position to guide research in their respective subjects ?
(b) Are the General and Departmental libraries and the Laboratories in your University adequately equipped for advanced studies and research ?
(c) What further incentive to advanced study and research would you suggest ?
30. How far, in your opinion, has the Departmental organization of teaching improved the quality of teaching work ? Has it in any way adversely affected the teaching and research work of the Heads of Departments ? If so, what measures would you suggest for improvement in this respect ?
31. To what extent can more teaching work be allotted to colleges and hostels in a Unitary University ?

GROUP VII—*Teaching and Research*—(concluded)

32. How far, in your opinion, will the establishment by Government of a Provincial Board or Boards (1) be helpful in suggesting practical problems for research with due regard to the needs and resources of the Province, and (2) be of assistance to the Universities in co-ordinating their efforts ?
- What should, in your opinion, be the personnel and constitution of such Boards ?
33. Are you in favour of the work of the Technological and other Research Institutions in these provinces being transferred to the Universities ? If so, would it be necessary further to strengthen the staff, library and laboratories of the Universities for this purpose ? If you are opposed to the transfer what methods would you suggest to establish closer relations between the Universities and these Institutions with a view to stimulate and facilitate research work ?
34. What new subjects of study and research, in your opinion, has profitably taken up by Universities ? Education ? Sociology ? Industrial Relation ? International Affairs ? The Eastern Countries ? Military, Nautical and Aeronautical Sciences ? Veterinary Science ? Geography ? Fine Arts ?
35. How far do you agree with the view that while during the last fifteen to twenty years the Allahabad and Lucknow Universities have achieved a certain amount of success in advancing the study of certain branches of knowledge, they have not been able to devote sufficient attention to raising the general cultural level of the students by imparting to them an all-round liberal education, whatever, their special line of study may be ?

Kindly state in brief the grounds on which you base your opinion.

36. How far do you agree with the view that the existence of so many Universities and Colleges, all teaching the same subjects, has financially and otherwise stood in the way of making satisfactory provision for research ? How far, in your opinion, will it be both desirable and practicable for particular colleges and universities to concentrate on the intensive teaching of special subjects ?
37. It has been suggested that a Research Scholar whose work has been considered by the Faculty concerned as of exceptional merit may be given a fellowship, for a period not exceeding three years at a time, of a value sufficient to maintain him at the University, and allowed to carry on his researches and to take part in teaching work in the University under conditions prescribed by the Executive Council.

How far do you favour this suggestion ?

GROUP VIII—*Teachers*

38. Are you satisfied as to the adequacy of the teaching staff in different departments of the University ? Is there room for retrenchment in any department ? In what departments, if any, can the existing staff handle a larger number of students ?
39. Do you consider the revised scales of salary for different grades of teachers adequate, inadequate or excessive ?
40. How far, in your opinion, are the existing rules relating to the conditions of service and conduct of University employees adequate and satisfactory ? In what respects do you think they need revision ? To what extent, if any, would you advise the adoption of the Government Servant's Conduct Rules ?
41. Have you any suggestions to offer with regard to (1) the length of vacations, (2) the number and duration of holidays, (3) the leave rules, and (4) the Provident Fund Rules in your University ?

Are they in your opinion adequate, inadequate or too liberal ?

GROUP VIII—*Teachers*—(concluded)

42. It has been suggested that the present classification of teachers into Professors, Readers and Lecturers A and B grades and their scales of pay should be revised and simplified and that there should in future be only two classes of teachers, viz. Professors and Assistant Professors each with a uniform scale of pay.
- How far do you agree to this suggestion and for what reasons ?
 - With due regard to efficiency what scales of salary would you suggest for these two classes of teachers ?
 - If you are in favour of having only two classes of teachers would you suggest an increase in the number of Professors ?
 - Would such classification and scales of salary as you suggest ultimately reduce or increase the expenditure of the University on salaries ?
 - What special classification of teaching posts and scales of salary would you suggest for the Medical Faculty in Lucknow University ?
 - How far and under what conditions should private practice be permitted to members of the staff of the Faculty of Medicine in Lucknow University ?
- What should, in your opinion, be the scales of pay for different classes of teachers respectively when they are allowed (1) general practice, (2) practice only in the branch which they teach, (3) practice also in the branch which they attend to in Hospital and (4) no practice at all ?
43. Assuming the desirability of contact between the teachers of the same subject in different Universities, do you think your teachers have maintained adequate contact in this respect? If not, will you please suggest means of ensuring this ?
44. How far do you find University teachers employing their spare time from teaching and research work in interesting themselves in other useful activities of the University ?
45. Have teachers, in your opinion, taken their due share in guiding the extra-curricular activities of students ? Have they individually tried to interest themselves in the intellectual and moral advancement of their pupils by inspiring them with higher ideals and by widening their outlook on larger problems of a national and international character ?
46. Have teachers sufficient security of tenure, leisure and freedom to afford them the requisite conditions of study and research ?
47. How far in the interests of teaching would it be desirable to permit a teacher to enter the legislatures? Would you altogether exclude teachers from the legislatures? If not, on what conditions, if any, would you permit them ?
48. Do you think the Universities should be statutorily debarred from appointing honorary teachers ?
49. What steps can, in your opinion, be taken to ensure a high standard of personal conduct and dignity among teachers ?

GROUP IX—*Examinations*

50. Has the existing system of appointment of Examiners worked satisfactorily in respect of all subjects? Will you please suggest improvements where you think necessary?
51. Do you consider it necessary to require a certain proportion of examiners to be appointed from outside the University?
52. How far has the result of examinations been determined by the award of the original examiners? What powers have the Examination Results Committee and other authorities exercised of altering the result so arrived at ?
53. By what means does the University seek to maintain its examination standards ? Is it by the agency of a standing committee with a knowledge of the University's traditions or by a set of instructions to the Examiners and paper-setters or by appointing as examiners only persons well acquainted with its standard or by a scrutiny of the results ?

GROUP IX—*Examination*—(concluded)

54. Have your degrees in any particular subjects achieved marked recognition in the country or abroad?
55. How have your students fared at the competitive examinations for the public services?
56. Could you suggest means of improving the existing system of examination or replacing it by some other test?

GROUP X—*Admission*

57. To what extent do the students of your University represent the talented youth of all classes of the population who have so far received the benefit of secondary education? What measures would you suggest for assisting poor but talented students who wish to join the University?
58. How far do you subscribe to the view that large numbers of students unfitted by their personal ability and station in life flock to the Universities to the detriment of students who are fitted to profit by University education?
- What practical methods would you suggest to ensure a better kind of student without unduly and arbitrarily restricting admissions?
59. Do the Intermediate examination of the Board of High School and Intermediate Education, United Provinces, and the other examinations recognized as equivalent thereto meet your requirements equally with those of Agra and other Universities?
- If the Intermediate Examination is not, in your opinion, a suitable test of fitness for University training do you think a larger representation of the Universities on the Board of Education will help to make it so?
- If you do not think this measure adequate do you consider a separate test desirable for admission to the University courses?

GROUP XI—*Residence and Student Life*

60. How far have Hostels and Colleges as units of residence achieved the object of encouraging corporate life, good ideals of co-operation and fellowship, healthy habits of work, play and amusement, right conduct and formation of character?
- What means do these places of residence provide for helping the achievement of these objects?
- By what means does the University satisfy itself that these objects are consciously pursued by the staff and students?
61. (a) What, in your opinion, are the handicaps of students living outside Colleges and Hostels? How do they compare with resident students in respect of (1) the quality of their work in class and examinations, (2) power of initiative and organization (3) spirit of co-operation and service, (4) loyalty to the *Alma Mater* and (5) character?
- (b) What steps have the Universities taken to guide and help the students living outside Colleges and Hostels?
62. Do you consider the scale of expenditure on clothes, messing, amusements and travelling among students in your hostels reasonable and within the means of the average resident? Are there variations from hostel to hostel in the scale of living? Is admission to particular institutions restricted with a view to secure a uniformity in the style of living and scale of expenditure? If so, how far do you consider it desirable?
63. What are the manners of appointment and the conditions of service of the staff in charge of Hostels (i.e. Warden, Superintendent, Assistant Warden)?
64. Do you think the present staff in the units of residence adequate for the purpose of supervising the life and work of students and helping in moulding their character and habits?
65. What power, in your opinion, should the University have of licensing restaurants in the University area?

(Vice-Chancellor, Hostel authorities and student bodies.)

GROUP XI—*Residence and Student Life*—(concluded)

66. Is there any system of licensing lodging houses at present in your University? If so, how do approved lodging houses compare with hostels as places of residence and work for students? Are they more or less expensive than hostels?
67. What is your opinion about denominational institution as units of residence? How far do they foster or hinder the development of the conception of a common citizenship? What, if any, are their compensating advantages?
68. What arrangements are there in your University for the residence of women students? How far are they satisfactory?
69. Do you think the provision of scholarships, sizarships, stipends and other forms of assistance available for poor and deserving students adequate? If not, how much more provision do you consider desirable?

GROUP XII—*Discipline*

70. Is there in your opinion a tendency among students towards indiscipline and insubordination? If so, to what causes do you ascribe it? How far can it be checked or corrected by the co-operative effort of the teachers and University authorities and by closer contact between the teacher and the student?
- Has the increase in the number of students at the Universities any bearing on this question?

GROUP XIII—*University Bodies*

71. To what extent has the Court an effective voice in controlling the working of the Allahabad/Lucknow University, in guiding its policy and in making Statutes and Ordinances?
72. Would you support the suggestion that the Court of the Lucknow University should have the same powers in the making of Statutes as are possessed by the Allahabad University Court?
- In order to expedite the process of statutes-making would you suggest that the Court should meet twice a year or that notice of proposals by members of the Court for making or amending Statutes should be given six months before the meeting of the Court in order that the opinions of the University bodies concerned may be available at the meeting?
73. How far do you favour the suggestion to make the Court the supreme Governing Body in the Lucknow University as it is in the Allahabad University?
74. Do you regard the present strength of teachers in the Court as adequate, inadequate or excessive?
75. Is the representation of other interests in the Court, in your opinion, adequate, inadequate or excessive? Will you please make suggestions as to which interests need representation or further representation and which interests, if any, are over-represented?
76. What is your estimate of the contribution made in the consideration of important questions by different classes of its members, viz. (1) teachers, (2) *ex officio* members other than teachers, (3) representatives of the registered graduates and (4) representatives of other interests?
77. (a) To what extent, in your opinion, has the Executive Council, as at present constituted, satisfactorily discharged the functions and responsibilities assigned to it by the Act, Statutes and Ordinances particularly with reference to the following matters?
- (1) the administration of the University's finances,
 - (2) management of University property,
 - (3) appointments, including appointment of Examiners,
 - (4) academic needs of the University including Research,
 - (5) general administration.

GROUP XIII—University Bodies—(concluded)

- (b) How far, in your opinion, has the presence of teachers in the Executive Council been helpful or otherwise in the efficient discharge of such functions and responsibilities?
- (c) Should the majority of members of the Council, in your opinion, be teachers or non-teachers?
- (d) How far do you agree to the suggestion that the representatives of the Academic Council, Principals of Colleges and Wardens of Hostels who now have seats in the Executive Council, should be elected by the Court from among members of the Court belonging to these bodies?
- (e) How far is it desirable in your opinion that the six seats in the Executive Council of the Allahabad University and the seven seats in that of Lucknow University, which are at present filled by an election in the Court should in future be reserved for persons other than teachers?
- (f) Will you please state the grounds of your opinion in each case and also suggest what improvements you consider necessary in the composition and functions of the Executive Council?
78. (a) To what extent has the Academic Council, as at present constituted, satisfactorily performed the academic functions assigned to it? Please state the grounds, on which your opinion is based and also what improvements, if any, you would suggest in its composition and functions.
- (b) Would you like to have a further representation than at present of Commerce, Industry and Science (both theoretical and practical) and of different professions on the Academic Council?

79. Faculties—

- (a) How far do you think the Faculties as at present constituted have functioned efficiently, particularly with reference to the following matters?
- (1) the proper organization of teaching in the various departments;
 - (2) maintaining the standard of examinations?
- (b) Is there an adequate representation of Commerce, Industry, Science, both practical and theoretical and the different professions?
- (c) Will you please suggest improvements in the composition and functions of the Faculties?
- (d) Do you consider it advisable that the larger Faculties of Arts and Science should be sub-divided into more convenient units, comparable to the Faculties of Commerce and Law?
80. Do you think any existing University body can advantageously and without loss of efficiency, be dispensed with or reduced in size? Is there need in any case of revising the present distribution of powers and functions?

GROUP XIV—Elections

81. What is your opinion as to the working of election as the means of recruiting a proportion of the members of the Court, the Academic Council, the Executive Councils, the Faculties and various committees respectively?
82. What are, in your opinion, its reactions on the relations between teachers, on the maintenance of discipline in the different departments, on the students, and the general life of the University?
83. How far is it a fact that some elections are run on party lines?
84. Have there been cases where lists of candidates to be voted for have been issued and circulated?
85. Have any irregularities with regard to the registration of graduates and their election to the Court come to your notice?

GROUP XIV—Elections—(concluded)

85. What improvement, if any, would you suggest in the method of election to the various University bodies? How far do you favour the adoption of proportional representation, for instance by the single transferable vote, in such elections?

In what cases do you think election could advantageously be replaced by a system of nomination or rotation?

86. What improvements would you suggest in the rules relating to the registration of graduates, particularly in regard to the manner of paying fees and the qualifications required in the graduate to be eligible for participating in an election to the Court?

87. How far, in your opinion, is the present constitution and working of the Selection Committees satisfactory?

88. Will you please give your opinion on the following points together, with the grounds on which it is based?

(1) Should the Selection Committee be an *ad hoc* Committee or should it be a standing committee appointed for a number of years? In the latter case, what, in your opinion, should be the life of the committee?

(2) Should the personnel of the Selection Committee be further strengthened either by election or nomination of more experts in each subject? If so, please suggest the authority or authorities who should elect or nominate them?

(3) (a) That all cases in which there is a difference of opinion between the Selection Committee and the Executive Council over the appointment to a permanent post or to a vacancy for a period exceeding one year, should be referred, with a statement of reasons from both the Selection Committee and the Executive Council, to the Chancellor who will, after consulting such experts as he may deem necessary, give his decision in the matter, such decision being final.

(b) Alternatively that in cases of difference between the Selection Committee and the Executive Council, the matter should be referred back to the Selection Committee for reconsideration.

(4) That when making recommendation for appointment to any teaching post the Selection Committee shall ordinarily select at least three names in order of merit and state that in the event of the first refusing or being unable to accept the post, it shall be offered to the second and then to the third if the second is not available. It shall also state (1) the names and qualifications of the candidate or candidates who are recommended to the Executive Council.

89. How far in your experience have appointments to teaching posts in your University been made strictly on merit?

GROUP XVI—Finance

90. (a) Are the recurring expenses over the maintenance of University Hostels normally covered by the receipts from Hostel fees?

(b) Would you suggest a further increase in hostel fees or a reduction in these fees without loss of efficiency or detriment to the interest of students residing in the hostels?

(c) Do you think there is still a demand for more but cheaper hostels, which the University finds it difficult to run on sound and proper lines consistent with its obligations or accepted standard?

91. Are the expenses of the University Union Athletic Association, Delegacy and other student societies met entirely out of the special fees collected from students for these purposes? What grant, if any, is made to any of these out of the University's funds? (Vice-Chancellor.)

92. Do you favour an increase in the rate of examination fees for any examination?

93. Has the University adopted the revised scales of pay for various grades of teachers suggested by the Teyen-Harrop Committee?

(Vice-Chancellor only.)

GROUP XVI—*Finance*—(continued)

- (Vice-Chancellor only.)
94. What reduction has the University effected in accordance with the recommendation of the Teyen-Harrop Committee in the expenditure on scholarships, sizarships, printing of University Studies, payment of allowances to Deans, Proctor, Librarian, remuneration to examiners, expenditure on the gas plant, stationery, postage, printing and contribution to the Inter-University Board? Please state reasons where it has not been possible to do so.
- (Vice-Chancellor only.)
95. Has the University carried out the recommendation of the Teyen-Harrop Committee in favour of the examination of the strength of the clerical staff by the Chief Inspector of Office and of the buildings and roads by an officer of the Public Works Department? What economies were suggested by these officers and how far have they materialized? If not, please state the reason.
96. What allowances and other amenities (if any), are allowed to the officers of the University and the Hostels? What retrenchment, if any, would you suggest?
97. What return does the University get on the capital cost of the property which was intended to be productive?
98. (a) What are in your opinion the urgent requirements of the University for which additional funds are needed?
- (b) From what fresh sources, in your opinion, can the University obtain financial assistance, donations and endowments besides Government grants? Is there room in your opinion for a further enhancement of tuition fees?
99. Do you consider any economies possible under the head of travelling allowance to Examiners, Moderators and members attending meetings, without loss of efficiency? Have any of your meetings been held away from headquarters and entailed avoidable expense?
100. Has proper restraint been exercised in granting extensions of service after the age of superannuation laid down by the University? Do you approve of the continued employment of a government servant in the University after his retirement from government service on superannuation pension?
- In either case will you please state whether such extensions or appointments would be financially advantageous or otherwise to the University?
- (Vice-Chancellor only.)
101. (a) What variations, if any, have there been in the system of Government grants to the University during the last 15 years?
- (b) What, in your opinion, have been the advantages and disadvantages of such variations?
102. (a) When is the Annual Budget usually considered by the Executive Council and passed by the Court?
- (b) When is it usually submitted to Government?
- (c) When is the University in a position to know the amount of the total Government grant to the University for the entire financial year?
- (Vice-Chancellor only.)
103. What has been the proportion of the Government grant to the total recurring expenditure of your University in each of the last 15 years?
104. Have there been any deficits in your University during the last seven years? What are the reasons for such deficits?
105. Have Government grants to your University during recent years been adequate, inadequate or too liberal? Please state your reasons.

GROUP XVI—*Finances*—(concluded)

106. Are you in favour of the system of Block-grants fixed for a number of years (previously followed by Government) or do you prefer the present system of annual grants by instalment varying from year to year? Please state your reasons.
107. (a) If you are in favour of a system of Block-grants please state the period for which such grants should be fixed.
- (b) How far do you agree with the recommendation of the Blunt Committee that the fixed Block-grant should be supplemented by additional sums of money to be granted by Government from year to year for meeting the normal growth of expenditure?
108. What has been the recurring cost to the University per student in each year during the last 10 years?
109. Do you consider the expenditure on Unitary Teaching Universities out of proportion to the benefits secured by these institutions? Please state your reasons.
110. How far is it possible to effect economy in the expenditure on travelling allowances by appointing as few Examiners and Moderators from outside the United Provinces, as may be done without loss of efficiency?
111. Has the Committee of Reference served its purpose efficiently or is it in your opinion necessary to amend its composition and powers?

(Vice-Chancellor only.)

GROUP XVII—*Officers of the University*

112. Do you think that the functions and duties of the Vice-Chancellor in a Unitary University as prescribed in the existing constitutions of the Allahabad and Lucknow Universities, can be adequately performed by an honorary incumbent? If so, will you please outline your suggestions as to the manner in which the Vice-Chancellor's day-to-day duties would be performed?
113. What allowance, if any, for residence, travelling and incidental expenses should be given to the Vice-Chancellor, if he is honorary?
114. If you prefer to retain the Vice-Chancellorship as a whole-time salaried office, what emoluments and conditions of service would you suggest as reasonable?
115. Do you consider it desirable that the field of choice for the office of Vice-Chancellor should be restricted in any way?
- If so, please state what restrictions you would recommend.
- Have you any objection to persons in the service of the University being eligible for nomination for the office of Vice-Chancellor?
- Will you please state your reasons in each case?
116. How far, in your opinion, is the existing mode of appointment of the Vice-Chancellor in each of the two Universities of Allahabad and Lucknow satisfactory?
- What changes, if any, would you suggest in the existing mode of appointment?
117. (a) Do you think the existing three years' term of office for the Vice-Chancellor satisfactory?
- If not what longer period would you suggest?
- (b) If you favour the continuance of the present three years' term of office have you any objection to the same incumbent seeking re-election? Would you place a limit on the number of terms for which he may be re-elected?
118. Has the presence of a large number of teachers in the Executive Council prevented the Vice-Chancellor from exercising his legitimate weight and influence in the Council and in University affairs generally?
119. By what means does the Vice-Chancellor satisfy himself that the Deans of Faculties, Heads of Departments, and the teachers and officers of the University generally, attend their offices, take their classes and perform their duties regularly and punctually? How many instances of irregularity, unpunctuality and neglect of duty have been detected by him, reported to him, or come to his notice by any other means?
- What action has he taken on them?

(Vice-Chancellors only, past and present.)

GROUP XVII—Officers of the University—(concluded)

120. Do you think the disciplinary control of the Vice-Chancellor over the staff should be increased? If so, to what extent and in what manner?
- What amendments in the Act and the Statutes would you suggest for this purpose?
121. How far are you in favour of extending to the post of Registrar the rules relating to the manner of appointment, conditions of service and security of tenure of Professors and Readers?
122. How far do you think the existing system of Honorary Deans, Treasurer, Proctor and Librarian, has worked satisfactorily? What suggestions will you make for improvement?
123. Do you think the Treasurer should be elected like the Vice-Chancellor for a term of years?
124. Should the appointment of the Dean of a Faculty be made by election or nomination?
- (a) If you favour nomination, please name the authority by whom he should be nominated.
- (b) Would you favour a system of rotation in either case?
125. The following functions of the Chancellor are at present combined in the same person, viz.—
- (1) The ceremonial function of presiding over the Convocation and the Court.
- (2) The power of nominating a certain number of members of the Court, the Executive Council and certain Committees.
- (3) Certain powers of control specified in the Acts.
- (a) How far do you agree to the suggestion that the Chancellor may be elected by the Court and perform the ceremonial functions?
- (b) If you are in favour of the suggestion would you entrust the present powers of nomination and control to the person so elected or would you entrust them to some other authority in a position to co-ordinate the work of the different Universities in the province? If the latter to which authority?

PART III

Questions relating to the Agra University

GROUP XVIII

126. Will you please favour the Committee with your opinion as to the efficiency of the arrangements for conducting the examinations of the Agra University and of the precautions taken to prevent leakage of question-papers, marks, etc.? Have you any suggestion to offer for improving their efficiency?
- (To the Vice-Chancellors of Allahabad and Lucknow Universities also.)
127. Are you satisfied that the standard of the various examinations has been maintained since the separation of the Agra University from the Allahabad University? Will you please also state the grounds on which you base your opinion?
128. How far has the result of examinations been determined by the award of the original examiners? What powers have the Examination Results Committee and other authorities exercised of altering the result so arrived at?
- What powers are possessed by the Examination Results Committee and other authorities of the University to alter the marks awarded by the original Examiners? In how many cases has this power been exercised? In how many cases have these bodies assumed to themselves such power?
129. Do you apprehend that some of the examiners appointed by the University have too much work on their hands and consequently cannot discharge their duties efficiently?
130. Do you think it necessary or desirable that the amount of examination work which a teacher may undertake should be limited by rule?

GROUP XIX

131. Do the constitution of the Senate and the Executive Council and the actual composition of these bodies, in your opinion, make the University sufficiently representative of public opinion ?
132. Has there been any tendency in your knowledge on the part of any section of members of these bodies to monopolize power ? If so, do you think that such monopoly of power is detrimental to the interests of education ? In case your answer to this question is in the affirmative will you please suggest changes by which, in your opinion, the evil can be prevented ? Do you think the adoption of a system of proportional representation will help to mitigate the evil ?
133. Have you any suggestions to make for improving the working of the Academic Board, the Faculties and the Boards of Studies in the Agré University ?
134. What should in your opinion be the proportion of teachers of the affiliated colleges in the composition of the Senate and the Executive Council of the Agré University ?
135. Do you consider the present relations of the University with affiliated colleges satisfactory ?
136. Are the conditions of affiliation now laid down in respect of financial resources, teaching staff, libraries, laboratories and hostels satisfactory in your opinion ? How do they compare with corresponding conditions before 1927 ?
137. Are you satisfied with the existing provision which gives to an employee of an affiliated College the right of appealing to the University against an order of dismissal or do you consider a further measure of protection desirable ?
- GROUP XX—*Finance*
138. Will you favour the Committee with your opinion as to whether the resources of the Agré University are adequate to meet its present needs and also the cost of any necessary improvements that the University may have in contemplation ?
139. Will you please state any instances known to you of avoidable expenditure incurred by the University ?
140. Will you please make suggestions for improvement in financial matters generally ?
- GROUP XXI—*To Chairmen of Managing Committees and Principals of Affiliated Colleges*
141. Has there been any difference on the whole in the standard of attainment of the students who seek admission to the degree classes of affiliated colleges during the past 10 years ? What means do you suggest of stopping the deterioration, if any ?
142. How does the average graduate of an affiliated College compare, in your opinion, with the average graduate of a Teaching University in point of intellectual attainment, social qualities and character ?
143. In what subjects has original work been done by the staff of your college ? What facilities does the college provide for such work ?
144. What is the average cost of living of a post-graduate student and a student of the degree classes of your college living in a hostel ?
145. What are the usual games, hobbies and pastimes of your students who reside in hostels ?
146. What control does the college exercise over the life of students not residing in hostels ?
147. Has the maintenance of discipline presented any particular difficulties in your college in recent years ? If so, please state them in full with your suggestion.
148. Do you consider it feasible for your teachers to give extra-mural instruction of an advanced type through the spoken language in their respective subjects to adults and non-regular students ?
149. From what parts of the province are your students mainly drawn ? What proportion of them are local residents ? Do any local residents live in your hostels ?

GROUP XXI—(concluded)

150. (a) Have you any women students in the degree classes of your college ?
 (b) Do you think the lack of hostel accommodation is a hindrance to a larger number of women students joining the college ?
 (c) Will the appointment of a woman teacher or two be likely to encourage more women students to join the affiliated colleges ?
151. How far do you think it will be feasible and desirable to require all students living in hostels to do a prescribed amount of manual labour every week with or without remuneration ?
152. How far do you agree to the following suggestion :
- (a) that no student should be awarded a degree unless he or she can produce a certificate from the head of his or her institution of having performed social service, the minimum amount and forms of which may be prescribed by rules ;
 (b) that Government should be requested to lay down a rule that such a certificate of social service shall be a requisite qualification for employment in government service ?

Supplementary Questions

Question 1.—Whether and in what manner the existing rules relating to the admission of Private candidates to the examinations of the University should be relaxed so as to enable the following classes of persons, among others, to obtain higher qualifications :

- (1) Officers employed by local bodies in educational work such as attendance officers of Municipal Boards. (These officers are entrusted with the duty of securing the attendance of pupils in areas where compulsory primary education is in force.)
 (2) Permanent employees in the offices of the Education Department, Universities and other departments where higher academic qualifications would add to their utility and efficiency.
 (3) Women.

Question 2.—What fresh facilities can be provided, by changes in the existing rules of admission to courses of study and examinations, for the higher education of women ?

In particular should women who have passed the Intermediate Examination in English only under the existing rules of the Board of High School and Intermediate Education be eligible for admission to the University ?

Question 3.—Whether it is desirable to concentrate the teaching of Commerce at Cawnpore and for this purpose either establish a teaching and residential University there or a College of Commerce with a staff sufficient to teach the entire body of students from all parts of the Province going up for higher studies in Commerce and capable of carrying on adequate original investigation into the Commercial problems of the Province.

APPENDIX B (2)

CLASSIFIED LIST OF PERSONS WHO ANSWERED THE COMMITTEE'S QUESTIONNAIRE
OR SUBMITTED MEMORANDA*Vice-Chancellors holding office—5*

- Dr. P. Basu, Agra University.
 Dr. R. P. Paranjpye, Lucknow University.
 Pandit Amaranatha Jha, Allahabad University.
 Mr. S. M. Habibullah, Lucknow University.
 Mr. A. B. A. Haleem, Pro-Vice-Chancellor, Aligarh University.

Past Vice-Chancellors—5

- Mahamahopadhyaya Dr. Ganganatha Jha, Allahabad.
 Dr. Sir Zia Uddin Ahmad, Aligarh.
 Lala Diwan Chand, Agra University.
 Dr. N. P. Asthana, Agra University.
 Mr. A. B. Dhruva, ex-Pro-Vice-Chancellor, Benares Hindu University.
Principals and Deans of Allahabad and Lucknow Universities—6
 Dr. (Miss) M. E. Shannon, Isabella Thoburn College.
 Dr. J. H. Mitter, Dean of Science (with teachers of the Botany Department),
 Allahabad University.
 Professor S. K. Rudra, Dean of Commerce (with teachers of the Economics
 Department), Allahabad University.
 Dr. C. H. Rice, Principal, Ewing Christian University College, Allahabad.
 Mr. A. P. Dube, Dean of Law, Allahabad University.
 Dr. Tara Chand, Principal, Kayastha Pathshala University College,
 Allahabad.

Professors and Heads of Departments of Allahabad and Lucknow Universities—16

- Mr. K. P. Chatterji, Chemistry Department, Allahabad (with other teachers)
 Dr. Sir Shafa'at Ahmad Khan, Allahabad.
 Dr. P. K. Acharya, Allahabad.
 Dr. D. R. Bhattacharya, Allahabad.
 Dr. Dharendra Verma, Allahabad.
 Captain S. M. Zamin Ali, Allahabad.
 Mr. Saligram Bhargava, Allahabad.
 Pandit Shiva Adhar Pande, Allahabad.
 Dr. S. P. Gupta, M.D., Medical College, Lucknow.
 Dr. A. Siddiqi, Allahabad.
 Dr. K. N. Bahl, Lucknow.
 Mr. A. C. Banerji, Allahabad
 Dr. Beni Prasad, Allahabad.

Dr. Radha Kamal Mukerji, Lucknow.
 Dr. N. N. Sen-Gupta, Lucknow.
 Dr. D. B. Deodhar, Lucknow.

Readers, Allahabad and Lucknow Universities—11

Mr. K. R. R. Shastri, Allahabad.
 Dr. P. E. Dustoor, Allahabad.
 Mr. S. C. Deb, Allahabad.
 Mr. K. K. Bhattacharya, Allahabad.
 Dr. Babu Ram Saxena, Allahabad.
 Mr. R. N. Ghosh, Allahabad.
 Mr. S. Mohammad Ali Nami, Allahabad.
 Dr. H. R. Mehra, Allahabad.
 Dr. Ishwari Prasad, Allahabad.
 Dr. P. L. Srivastava, Allahabad.
 Dr. R. P. Tripathi, Allahabad.

Lecturers of Allahabad and Lucknow Universities—35

Mr. L. D. Gupta, Allahabad.
 Mr. R. N. Chaudhri, Allahabad.
 Mr. G. S. Chatterji, Allahabad.
 Mr. Piare Mohan, Allahabad.
 Mr. S. C. Verma, Allahabad.
 Dr. Ram Saran Das, Allahabad.
 Dr. Murlidhar Lal Srivastava, Allahabad.
 Mr. B. G. Bhatnagar, Allahabad.
 Mr. R. N. Deb, Allahabad.
 Mr. Bbawani Shankar, Allahabad.
 Mr. K. K. Mehrotra, Allahabad.
 Mr. S. K. Dutta, Allahabad.
 Mr. Ilyas Ahmad, Allahabad.
 Dr. R. N. Dube, Allahabad.
 Pandit S. N. Misra, Allahabad.
 Mr. Bene Simlai, Allahabad.
 Dr. G. B. Deodhar, Allahabad.
 Mr. B. C. Das, Allahabad.
 Pandit Debi Prasad Shukla, Allahabad.
 Mr. Mohammad Ahmad Siddiqi, Allahabad.
 Mr. B. N. Srivastava, Allahabad.
 Dr. Umesh Mishra, Allahabad.
 Dr. G. R. Toshniwal, Allahabad.
 Mr. R. N. Rai, Allahabad.

Dr. S. P. Nathaini, Allahabad.
 Pandit R. M. Shastri.
 Mr. D. Ojha, Allahabad.
 Mr. Raghupati Sahai, Allahabad.
 Mr. Kali Prasad, Lucknow.
 Miss C. Tripathi, Allahabad.
 Dr. Banarsi Prasad Saxena, Allahabad.
 Dr. M. G. Zubaid Ahmad, Allahabad.
 Mr. Avadh Behari Lal, Allahabad.
 Mr. Lalla Ram Tewari, Allahabad.
 Dr. Bisheshwar Prasad, Allahabad.

Professors of Universities other than Allahabad and Lucknow—8

Mr. F. J. Fielden, Agra.
 Mr. S. V. Puntambekar, Benares.
 Mr. Gurmukh Nihal Singh, Benares.
 Dr. B. Dasannacharya, Benares.
 Mr. M. Shareef, Provost, Sir Syed Hall, Aligarh University.
 Dr. U. C. Nag, Benares.
 Dr. Raj Nath, Benares.
 Dr. M. N. Saha, Calcutta.

Principals of Colleges affiliated to the Agra University—9

Mr. L. C. Tandon, S. D. College, Cawnpore.
 Mr. P. P. Shahani, Jodhpur.
 Rev. T. D. Sully, St. John's College, Agra.
 Rev. D. J. Davidson, Indore.
 Mr. K. L. Varma, Jaipur.
 Mr. H. Krall, Agra.
 Mr. A. C. Dutt, Barilly.
 Mr. P. K. Dey, Principal, Agricultural College, Cawnpore.
 Lieutenant-Colonel T. F. O'Donnell, Meerut.

Professors in Colleges affiliated to the Agra University—19

Dr. J. N. Sinha, Meerut.
 Dr. A. R. Chatterji, Meerut.
 Mr. J. P. Suda, Meerut.
 Mr. S. D. Seth, Christ Church College, Cawnpore.
 Mr. Jaideva Singh, D. A.-V. College, Cawnpore.
 Mr. V. S. Tamma, Meerut.
 Mr. Krishna Kumar, D. A.-V. College, Cawnpore.
 Mr. K. P. Bhatnagar, D. A.-V. College, Cawnpore.

Dr. N. K. Sethi, Agra Collge, Agra.
 Dr. K. C. Mehta, Agra College, Agra.
 Mr. C. P. Srivastava, D. A.-V. College, Cawnpore.
 Dr. A. L. Srivastava, Bikaner.
 Mr. H. M. Mukerji, Meerut.
 Mr. H. F. Soonawal, Jaipur.
 Mr. Shanti Narsin Varma, D. A.-V. College, Cawnpore.
 Mr. V. R. S. Aiyar, Indore.
 Mr. Madan Mohan, Meerut.
 Dr. S. S. Joshi, Meerut.
 Mr. R. K. Tripathi, Jodhpur.

Assistant Professors or Lecturers in Colleges affiliated to the Agra University—7

Mr. Tribeni Prasad Bajpai, Gwalior.
 Mr. S. K. Abhyankar, Gwalior.
 Mr. Ram Behari Lal, D. A.-V. College, Cawnpore.
 Mr. Khwaja Abdul Majid, Christ Church College, Cawnpore.
 Pandit Bhu Deva Sharma, Christ Church College, Cawnpore.
 Mr. S. Saghir Ali, Indore.
 Secretary, Professor's Council (Collective), Meerut.

Principal and Teachers of Training Colleges—2

Mr. W. G. P. Wall, Allahabad.
 Mr. P. N. Mathur, Allahabad.

Principals and Teachers of Intermediate Colleges—8

Miss E. M. Dube, Mahila Vidyalaya, Lucknow.
 Mr. W. E. Andrews, La Martinière College, Lucknow.
 Dr. R. D. Wellons, Christian College, Lucknow.
 Mr. P. D. Gupta, Khurja.
 Mr. R. K. Sharma, Ewing Christian College, Allahabad.
 Mr. C. H. Hazlett, Ewing Christian College, Allahabad.
 Mr. R. K. Singh, Balwant Rajput College, Agra.
 Mr. Gokal Chand, Kayastha Pathshala College, Allahabad.

Headmasters of High Schools—2

Babu Ram Prasad, Indore, Retired Headmaster.
 Mr. Kali Das Kapoor, Lucknow.

Principals of Technical or Professional Schools—3

Mr. Mason Vaugh, Agricultural Institute, Naini.
 Mr. A. K. Haldar, Principal, School of Arts and Crafts, Lucknow.
 Principal, Thomason College of Civil Engineering, Roorkee.

Educational Officers not teaching—2

Rev. W. Machin, General Superintendent, Wesleyan Missionary Society,
 Fyzabad.

Rai Bahadur Pandit Ram Saran Misra, Retired Inspector of Schools, Fyzabad.

High Government Officers including Judges—4

Mr. M. H. B. Nethersole, Commissioner, President, Meerut College.
 Mr. T. S. Sabnis, Economic Botanist to Government, United Provinces,
 Cawnpore.
 Dr. M. Walliullah, D.Sc., Allahabad.
 Inspector General of Education, Gwalior.

Public Men—25

Christian Deputation, United Provinces led by Kunwar Sir Maharaaj Singh.
 Rai Bahadur Babu Vikramajit Singh, Cawnpore.
 Mr. S. M. Mahmud Rizvi, Member of the Senate and Faculty of Arts,
 Agra.
 Mr. M. B. L. Bhargava, Member, Court of Lucknow University.
 Babu Shiva Prasad Gupta, Benares.
 Mr. R. Bharadwaj, Kasganj.
 Pandit Raj Nath Kunzru, Agra.
 Mr. Ram Chandra Gupta, M.L.C., Agra.
 Mr. Shyam Sunder, President, Bareilly Congress Socialists.
 Lala Hari Ram Seth, Taluqdar, Unao.
 Dr. R. Srivastava, L.B.C.P.L.S. (Edinburgh), Roorkee.
 Rao Raja Dr. Shyam Behari Misra, Lucknow.
 Babu Chhail Behari Kapoor, Bareilly.
 Pandit Shridhar Misra, Advocate, Lucknow.
 Pandit Brij Nath Sharga, Advocate, Lucknow.
 Pandit Har Karan Nath Misra, Bar.-at-Law, Lucknow.
 Secretary, Managing Committee, Agra College.
 Mr. B. K. Dhawan, Lucknow.
 Urmila Kumari Misra, Chhatarpur.
 Raja Bahadur Suraj Bakhsh Singh, Sitapur.
 Mr. G. K. Hira, B.Sc., LL.B., Delhi.
 Mr. K. N. Ghosh, Advocate, Gonda.
 Secretary, The U. P. Association of the Educated Unemployed, Allahabad.
 Rai Bahadur Dr. Kanhaiya Lal, Treasurer, Allahabad University.
 Secretary, U. P. Chamber of Commerce, Cawnpore.

Student bodies—3

General Secretary, Allahabad Students' Association.
 Mr. N. S. Aren, M.Sc., Lucknow.
 Mr. Haider Husain, President, Students' Union, Agra University.

APPENDIX B (3)

Extract from the Proceedings of Sub-Committee I—June 15, 1939

5. The Sub-Committee next considered the problem of discipline among University students.

Mr. Chatterji drew attention to the economic factor, viz., the growing difficulty of securing employment which produced in students an attitude of reckless indifference in regard to their conduct.

Mr. Sri Prakasa emphasized the great importance of maintaining discipline and said it was a necessity even in institutions like the Kashi Vidyapith which had been established in the wake of the non-co-operation movement.

Analyzing the causes of the prevailing indiscipline, he mentioned the following :

(1) the general upsetting of society, which is the result, in the ultimate analysis, of the bad domestic conditions in which we are brought up; the failure of parents to look after their children or their inability to do so because of largeness of families; and the absence of that instinctive respect for the law which is found among Englishmen;

(2) the political atmosphere (which is surcharged with the spirit of revolt);

(3) the nervousness among teachers and school authorities that if they enforce discipline strictly, they may incur loss of fees or loss of occupation;

(4) teachers themselves are undisciplined. They are known to have sided with students and given away their head though later, in their turn, they too suffered.

He expressed the opinion that unless discipline is enforced in schools, colleges and universities, it will never be acquired by the people as a habit. It must be enforced even if this necessitates sending away all students and teachers from an institution.

Mr. Kane agreed with *Mr. Sri Prakasa* as to the supreme need of maintaining discipline. In his opinion teachers are largely responsible for the prevailing state of things; they instigate students to strike and guide them from behind the scenes. Politicians have now left the scene to a great extent. Since Government issued the circular warning teachers that those who were implicated in strikes would be dismissed the tone of discipline has definitely improved. In his opinion greater contact between teachers and students by means of an efficient tutorial system will greatly improve discipline. He thought students should not be prohibited from attending meetings but should be allowed to do so under the definite guidance of tutors, a group of students being placed under a tutor.

Mr. Powell-Price said that indiscipline was largely due to the refusal of authorities to use their power for fear of losing their fees or pay. If strong

action was taken, as was done in the Annamalai University, discipline could be restored.

Mr. Gupta, while accepting generally the analysis of the deeper causes of indiscipline by previous speakers, drew attention to some more recent causes without which, in his view, the frequency of strikes and the intensification of the symptoms of indiscipline in the past two or three years could not be explained. He admitted that teachers are involved in strikes, and have even instigated them in some instances but he did not concede that it was in the power of teachers alone to prevent them and, in any case, a public condemnation of teachers would only lower their prestige and make them less capable of maintaining discipline.

The cause to which he referred was that the younger generation had seen certain methods of agitation started, supported, encouraged and followed by their elders. They are prone to seek guidance outside their family and school and unfortunately for them, instead of their being warned against following such methods, they have been advised to do so by irresponsible people who believe in the doctrine of the end justifying the means. When trouble arises these irresponsible advisers reach public leaders of eminence and even the Government, with the result that in certain instances action taken by Government—an inquiry into the conduct of authorities of educational institutions—has had the appearance of indulgence to the strikers with the necessary consequence of weakening of authority. In these circumstances teachers can do little.

Mr. C. B. Gupta said he was opposed to students' strikes which were engineered largely by the Students' Federation. In his opinion Government had not taken the correct line in dealing with them.

Mr. Powell-Price reiterated his opinion that the powers possessed by University authorities of dealing with indiscipline had not been exercised. The Teaching Universities with much larger numbers did not command the same degree of loyalty as smaller units of the past. This had made it more difficult for closer association to be maintained between teachers and students.

The Chairman remarked that in certain cases he knew that if the situation had been properly handled in time trouble would have been averted.

The following resolution moved by *Mr. Powell-Price* was accepted :

“The Sub-Committee considers that a spirit of unrest has made its appearance among University students as among other strata of society in this country and in other parts of the world. In the case of Universities where this leads to discreditable incidents the Sub-Committee considers that University authorities should exercise the powers they have in restoring discipline and is convinced that in this they will receive the support of Government. Further, the Sub-Committee considers that a closer contact between University teachers and students would do much to restore discipline to its former standard.”

APPENDIX C]

(40A)

APPENDIX C(1)

Subjects studied by Indian Students in Universities and Colleges in the United Kingdom and Eire in the years 1936-37 and 1937-38

Name of the Faculty	Men				Women			
	Under-graduate		Post-graduate		Under-graduate		Post-graduate	
	1936-37	1937-38	1936-37	1937-38	1936-37	1937-38	1936-37	1937-38
Arts (including Education and Law).	259(12)	193(9)	126(2)	139(2)	15(1)	18	27	35(3)
Economics and Commerce.	70(1)	78(2)	30(1)	22(1)	3	6	2	1
Pure Science ..	38(8)	65(1)	82(4)	92	2	7	3	5
Engineering and Technology.	185(5)	222(4)	35(1)	40(1)	..	..	..	..
Medicine including Dentistry.	180(56)	178(17)	231(74)	261(76)	12(1)	15(1)	20(5)	16(5)
Agriculture, Veterinary Science and Forestry.	57(1)	74(7)	16(2)	20(3)	..	..	..	..
Unclassified ..	73(36)	68(44)	3	..	8(2)	11(5)	..	..
Total ..	862(119)	878(84)	523(84)	574(85)	40(4)	57(6)	52(5)	57(9)

N.B.—Figures in brackets denote occasional or part-time students.

APPENDIX C(2)

Statement showing the number of Indian Students studying in the United States of America, the United Kingdom and other European countries, and the total number at Universities and Colleges, etc., in Great Britain during the years from 1933-34 to 1937-38

Country	Number of Indian students				
	1933-34	1934-35	1935-36	1936-37	1937-38
(1) United Kingdom and Eire :					
(i) University Institutions ...	1,393(79)	1,387(172)	1,484(251)	1,680(229)	1,725(191)
(ii) Inns of Court ..	X	635	X	602	727
(iii) Non-University Institutions ..	X	*71(6)	X	173(18)	..
(2) United States of America ..	101	32	87	X	81
(3) France ..	23	25	19	20	25
(4) Germany ..	62	57	..	31	X
(5) Austria ..	5	..	8	2	1
(6) Switzerland ..	1	4	..	X	3
(7) Italy ..	X	24	..	2	2
(8) Holland ..	X	..	..	2	2
Total ..	1,585(79)	2,235(178)	1,598(251)	2,602(247)	2,466(191)
Great Britain					
Number of new admissions during the session.	633(51)	661(111)	817(190)	940(211)	894(160)
Number in attendance during the session.	1,393(79)	1,387(172)	1,484(251)	1,680(229)	1,725(191)

N.B.—Figures in brackets denote occasional or part-time students.
(x) denotes information not available.
(*) includes 14(3) women students.

Comparative statement of student enrolment in different classes in the

Name of institution	Number of students									Total
	Arts			Science			Others			
	B. A.	M. A.	Research	B. Sc.	M. Sc.	Research	B. Com.	LL. B.	Diploma of teaching	
Agra College, Agra ..	223	29	..	132	43	3	..	208	..	638
St. John's College, Agra ..	104	51	1	42	10	2	47	..	..	257
Meerut College, Meerut ..	322	50	..	57	..	..	..	159	..	588
Bareilly College, Bareilly ..	206	12	..	35	7	..	..	82	..	342
D.A.-V. College, Cawnpore	208	15	..	46	..	..	90	128	..	487
S. D. College, Cawnpore ..	124	48	..	..	..	..	158	73	..	408
Christ Church College, Cawnpore.	90	4	..	..	7	..	..	..	..	101
St. Andrew's College, Gorakhpur.	84	..	..	..	..	..	..	..	..	84
Allahabad University ..	970	308	*49	305	127	..	81	361	..	2,301
Lucknow University ..	691	253	26	250	87	28	87	391	†10	1,813

*Arts and Science both.
†Excluded from the total.

DIX D(1)

Universities and Colleges and of the proportion passing different examinations

Numbers of passing examinations of 1938							Percentage of passes						
B. A.	B. Sc.	M. A.	M. Sc.	B. Com.	LL. B.	Diploma of teaching.	B. A.	B. Sc.	M. A.	M. Sc.	B. Com.	LL. B.	Diploma of teaching.
71	45	9	21	..	88	..	58	67	82	88	..	87	..
42	19	17	7	16	..	..	72· 4	88· 4	70· 1	100	69· 6	..	..
107	19	23	..	..	67	..	66	70	96	..	..	86	..
67	12	2	3	..	24	..	56· 30	57· 14	100	100	..	69· 67	..
75	22	6	..	31	61	..	67	73	100	..	84	95	..
39	..	15	..	56	34	..	61	9	94	..	74	92	..
26	..	3	..	..	..	..	59	..	75	..	..	..	..
30	..	..	..	..	..	..	61	..	..	..	..	..	..
399	84	119	48	32	115	..	72	55	97	94	100	67	..
H)11	(H) 8 (G)10						(H)92 (G) 77	(H)80 (G) 77					
260	82	120	45	35	131	10	70· 84	70· 08	89· 55	95· 74	97· 22	67· 20	100
(H)37	(H) 4						(H)86· 04	(H)100					

(H)=Honours.
(G)=Honours in subsidiary subjects.

APPENDIX D(2)

Statement showing subjectwise enrolment in post-graduate classes in 1937-38

Subject	Allahabad University		Lucknow University		Agra College, Agra	St. John's College, Agra	Meerut College, Meerut	Bareilly College, Bareilly	D. A. V. College, Cawnpore	Christ Church College, Cawnpore	S. D. College, Cawnpore	Maharaja's College, Jaipur	Holkar College, Indore
	M. A. or M. Sc.	Research students	M. A. or M. Sc.	Research students									
English ..	85	2	78	4	13	17	8	2	..	..	9	5	23
Hindi ..	11	5	..	..	..	8	..	4	..	..	10	..	..
Sanskrit ..	8	1	9	3	..	..	1	..	..	..	2	1	..
History ..	75	3	59	2	9	9	17	..	..	..	11	3	6
Philosophy ..	6	4	7	2	..	2	3	..	..	..	..	..	..
Economics ..	65	1	†	†	..	4	15	5	15	..	6	..	17
Persian ..	8	1	4	3	..	4	2	..	..	..	..	1	..
Arabic ..	2	..	..	3	..	..	..	..	..	..	..	..	..
Zoology ..	10	3	15	5	8	3	..	..	..	..	..	..	..
Mathematics ..	39	3	44	3	9	7	6	8	..	11	..	3	..
Chemistry ..	36	10	25	5	13	7	..	..	..	..	..	..	4
Physics ..	33	5	31	5	10	..	..	..	..	..	..	..	..
Botany ..	44	2	12	13	10	..	..	..	..	..	..	..	..
Economics and Sociology.	..	..	41	3	..	..	..	..	..	..	..	..	..
Urdu ..	4	1	..	*2	..	..	..	..	..	..	..	..	..
Politics ..	39	4	52	4	..	..	..	..	..	..	..	..	..

* Urdu with Persian.

† See under Economics and Sociology.

APPENDIX D (3)

Comparative statement showing the number of teachers on different ranges of salary and the number of students per teacher in the Universities and Colleges of the United Provinces.

Name of institution	A									B	
	Number of teachers drawing salaries as under									Total number of scholars	Number of scholars per teacher
	Rs. 30 to Rs. 100 per mensem	Rs. 100 to Rs. 150 per mensem	Rs. 150 to Rs. 200 per mensem	Rs. 200 to Rs. 250 per mensem	Rs. 250 to Rs. 300 per mensem	Rs. 300 to Rs. 350 per mensem	Rs. 350 to Rs. 400 per mensem	Rs. 400 to Rs. 450 per mensem	Rs. 450 and above			Total
1	2	3	4	5	6	7	8	9	10	11	12
Agra College, Agra	1	..	7	27	7	2	2	2	48	638	15.6
St. John's College, Agra.	7	..	7	14	*8	2	3	2	43	257	10.8
Meerut College, Meerut.	2	..	13	15	10	1	..	1	42	588	23.2
Bareilly College, Bareilly.	5	6	..	11	8	1	1	..	32	342	20.3
D. A. V. College, Cawnpore.	4	..	2	15	8	..	..	1	30	487	21.2
S. D. College, Cawnpore.	4	..	7	1	9	2	..	..	23	403	27.0
Christ Church College, Cawnpore.	..	..	2	8	4	..	5	..	19	101	13.2
St. Andrew's College, Gorakhpur.	3	..	4	6	5	..	1	..	19	84	14.8
Allahabad University	..	10	..	†14‡	43	9	15	13	104	2,201	†17.7
Lucknow University	1	8	..	21	15	12	15	10	82	1,823	17.0

(A) These include teachers of Intermediate classes in the affiliated Colleges and exclude teachers of Law and Medicine in the Universities.

(B) The students of Intermediate classes have been taken into account in this calculation. Students of Law, Medicine and Diploma in Teaching have not been taken into account.

* Includes estimated services of five Missionary teachers.

† ‡ means a part-time teacher.

‡ 14.7 if students residing in the Colleges are excluded.

NOTE.—The overlapping in columns 3, 4 and 5 is due to information given by colleges being on different basis.

APPENDIX D (4)

Statement showing the numbers of Students and the average number of students per teacher in Indian Universities and Colleges in the years 1936-37

University	Types of institutions	Total number of students									Teaching staff	
		Arts and Science	Edu- cation	Engi- neering	Medi- cine	Law	Com- merce	Orien- tal learning	Agricul- tural	Total	Num- ber of Teachers	Average number of students per teacher
1. Calcutta	University Depart- ments or classes.	971	938	..	..	..	295	108	..	2,362	228	10
	Affiliated Colleges	28,375	218	238	1,238	2,016	860	..	..	32,995	1,369	24
	Total ..	29,346	1,206	238	1,238	2,016	1,155	108	..	35,357	1,597	22
2. Bombay	University Depart- ments or classes.	182	..	..	..	..	..	..	..	182	10	18
	Affiliated Colleges	13,694	196	427	1,135	1,250	506	..	185	17,393	801	22
	Total ..	13,876	196	427	1,135	1,250	506	..	185	17,575	811	22
3. Madras	University Depart- ments or classes.	131	..	..	..	..	..	..	..	131	132	1
	Constituent Col- leges.	3,053	337	640	818	523	..	..	..	5,371	400	13
	Affiliated Colleges	11,072	80	..	..	260	..	540	..	11,952	1,042	11
Total ..	14,256	417	640	818	783	..	540	..	17,454	1,474	12	
4. Punjab	University Depart- ments or classes.	786	..	..	..	..	..	..	..	786	85	9
	Constituent Col- leges.	..	..	..	..	597	133	151	..	881	59	17
	Affiliated Colleges	16,180	222	244	643	..	..	537	348	18,174	1,067	17
Total ..	16,966	222	244	643	597	133	688	348	19,841	1,204	16	
5. Allahabad	University ..	1,648	..	..	..	347	61	..	..	2,056	115	18
6. Benares	Hindu University	2,048	69	504	..	206	..	558	..	3,385	263	13
	Constituent College	..	..	..	..	..	..	..	..	..	..	..
7. Mysore	Constituent Col- leges.	2,325	..	218	415	..	..	..	..	2,958	277	11
8. Patna	Affiliated Colleges	5,009	71	96	232	440	..	..	..	5,898	335	18
9. Osmania	Constituent Col- leges.	1,457	25	42	106	93	..	..	..	1,723	396	4
10. Aligarh	Muslim University	1,459	55	..	..	308	..	..	..	1,822	111	16
11. Rangoon	Constituent Col- leges.	1,620	384	55	150	79	..	..	..	2,288	103	12
	Affiliated Colleges	138	..	..	..	..	..	..	..	138	10	14
	Total ..	1,758	384	55	150	79	..	..	..	2,426	203	12
12. Lucknow	University ..	1,304	10	..	257	496	67	206	..	2,340	140	17

Statement showing the numbers of Students and the average number of students per teacher in Indian Universities and Colleges in the year 1936-37—(concluded)

University	Types of institutions	Total number of students								Teaching staff		
		Arts	Edu- cation	Engi- neer- ing	Medi- cine	Law	Com- merce	Orien- tal learn- ing	Agricul- ture	Total	Number of teachers	Average number of students per teacher
B. Dacca	University Depart- ments or classes.	972	..	..	..	122	77	..	..	1,171	92	13
	Training Colleges	..	97	..	..	..	..	..	..	97	9	11
	Total ..	972	97	..	..	122	77	..	..	1,268	101	12
H. Delhi	University Depart- ment of Law.	..	..	..	..	132	..	..	..	132	5	27
	Constituent Col- leges.	2,120	..	..	..	..	..	..	..	2,120	102	21
	Total ..	2,120	..	..	..	132	..	..	..	2,252	107	21
H. Nagpur	Constituent Law Colleges.	..	..	..	..	450	..	..	..	450	8	57
	Affiliated Colleges	2,945	129	50	..	40	..	..	153	3,317	201	17
	Total ..	2,945	129	50	..	490	..	..	153	3,767	209	18
H. Andhra	University Depart- ments or classes.	280	..	..	..	..	..	..	..	280	52	5
	Affiliated Colleges	2,884	106	..	271	..	..	118	..	3,379	381	9
	Total ..	3,164	106	..	271	..	..	118	..	3,659	433	8
H. Agra	Affiliated Colleges	3,069	..	..	..	748	240	..	75	4,132	466	9
H. Anna- malai.	University Depart- ments or classes.	546	..	..	..	..	..	195	..	741	73	10
Total ..	University Depart- ments or classes.	8,279	1,053	..	257	1,405	500	509	..	12,003	943	13
	Constituent Col- leges.	12,623	912	1,459	1,489	1,948	133	709	..	19,273	1,500	13
	Affiliated Colleges	83,366	1,022	1,055	3,819	4,754	1,606	1,195	761	97,378	5,672	17
	GRAND TOTAL	104,268	2,987	2,514	5,365	8,107	2,239	2,413	761	1,26,854	8,115	16

* Includes 268 students reading in a Medical School.

† Excludes 19 students studying for the Diploma in Indian Music which comes under the Faculty of Fine Arts.

‡ Excludes 4 teachers in the Department of Indian Music.

§ Not shown as many of the members of the staff of the University Department have no teaching work.

APPENDIX D(5)

Statement of qualifications possessed by students admitted to degree classes in 1937-38 in terms of the division taken at the Intermediate Examination

Name of institution	Total number of admissions	I	II	III
		Division	Division	Division
		Per cent.	Per cent.	Per cent.
Allahabad University	688	9.9	39.5	50.5
Lucknow University	964	3.1	42.4	54.4
Meerut College, Meerut	209	1.0	38.0	60.7
Bareilly College, Bareilly	102	1.0	24.5	74.5
St. John's College, Agra	90	4.4	44.0	51.0
Christ Church College, Cawnpore	44	2.5	38.7	58.8
S. D. College, Cawnpore	262	2.3	38.0	59.0
D. A-V. College, Cawnpore	168	3.0	36.0	61.0
St. Andrew's College, Gorakhpur	38	5.2	21.0	74.0
Agra College, Agra	173	4.0	48.0	48.0

Statement of qualifications possessed by students admitted to post-graduate classes in 1937-38 in terms of division taken at the first degree examination

Name of institution	Total number of admissions	I	II	III
		Division	Division	Division
		Per cent.	Per cent.	Per cent.
Allahabad University	259	12.3	47.5	40.0
Lucknow University	235	7.2	38.7	54.0
Meerut College, Meerut	30	3.3	30.0	66.4
Bareilly College, Bareilly	15	6.7	33.3	60.0
St. John's College, Agra	33	5.9	57.5	36.0
Christ Church College, Cawnpore	6		33.0	66.5
D. A-V. College, Cawnpore	17	11.8	35.3	52.9
S. D. College, Cawnpore	48	2.9	35.0	62.7
St. Andrew's College, Gorakhpur	Nil	Nil	Nil	Nil
Agra College, Agra	47	15.0	53.0	32.0

APPENDIX D (6)

Comparative statement of residential arrangements

Name of institution	Total enrolment in the institution	Resident students	
		Number	Percentage
Agra College, Agra	638	355	37.0
St. John's College, Agra	257	150	31.5
Meerut College, Meerut	588	329	26.6
Bareilly College, Bareilly	342	80	10.9
D. A. V. College, Cawnpore	487	257	35.2
S. D. College, Cawnpore	403	206	41.5
Christ Church College, Cawnpore	101	41	15.7
St. Andrew's College, Gorakhpur	84	33	12.3
Allahabad University	2,201	1,146	52.0
Lucknow University { including Medical students.. { excluding Medical students..	2,132	817	38.0
	1,823	595	32.6

APPENDIX D (7)

Comparative statement showing the amount of Government grant and its proportion to total expenditure in the case of each University and College in the United Provinces

Name of institution	Total expenditure	Government grant	Proportion of total expenditure borne by Government	Cost*	
				Per student	Per student to Government
				Rs.	Rs.
Agra College, Agra	2,44,499	95,661	39	345	121
St. John's College, Agra	1,93,461	94,331	49	415	202.4
Meerut College, Meerut	1,72,410	70,989	41	166	68.3
Bareilly College, Bareilly	1,07,376	33,368	31	146.6	45.6
D. A. V. College, Cawnpore	1,03,933	49,300	47	135.6	64.3
S. D. College, Cawnpore	79,195	37,774	48	123.5	58.9
Christ Church College, Cawnpore	86,860	39,100	45	332	149.8
St. Andrew's College, Gorakhpur	66,045	29,744	45	222	100
Allahabad University	11,32,419	7,55,000	67	514.4	343
Lucknow University excluding Medical students	9,99,133	5,85,288	59	591	350

* In this calculation students in Intermediate classes have been taken into account. Students of Law and Medicine have not been taken into calculation.

APPENDIX D (8)

Comparative statement of scales of fees in Universities and Colleges, the amount of fee income and its proportion to total expenditure in the Universities and Colleges of the United Provinces during the year 1937-38

Name of University or college	Rate of tuition fees including library and laboratory fees per year (special fee, if any, charged annually is given in column 12)						Income and expenditure			Proportion of fees to total expenditure	Special fees, if any, i.e. exclusive of admission, games, medical fees, etc.	Remarks
	B. A.	B. Sc.	M. A.	M. Sc.	B. Com.	LL. B.	Total expenditure	Government grant	Fees			
1	2	3	4	5	6	7	8	9	10	11	12	13
1. Agra College, Agra ..	109.4	(C)131.8	138	154.8	..	109.4	2,44,499	95,661	1,19,898	Per cent. 49	Rs. 0 8	Students' Aid Fund.
2. St. John's College, Agra ..	109.4	(D)137.4 126.8	138	154.8	109.4	..	1,93,461	94,331	46,952	25	1 0	Building.
3. Meerut College, Meerut ..	97.8	137.4 109.8	121.8	..	..	(B) 193.8	1,72,410	70,989	96,644	66	12 0 1 8	Building. King Edward Scholarship subscription. Building.
4. Bareilly College, Bareilly ..	99	121	120	120	..	120	1,07,376	33,368	53,317	50	2 0	Building.
5. D.A.-V. College, Cawnpore	82.8	104.8	97.8	..	82.8	200 (B) 80 (P)	1,03,933	49,300	41,638	40	6 0	Do.
6. S. D. College, Cawnpore ..	76.8	..	101.8	..	81.8	100 (F) 81.8 (P)	79,195	37,774	46,115	58	0 8	Do
7. Christ Church College, Cawnpore.	105	..	129	129	..	171.8 (F)	86,860	39,100	22,323	26	12 0	General Purposes Fund.
8. St. Andrew's College, Gorakhpur.	110	..	..	..	..	..	66,045	29,744	26,446	40	..	
9. Allahabad University ..	120	140	160	180	120	150	11,32,419	7,55,000	2,78,886	25	..	
10. Lucknow University excluding Medical students.	109	127	138	151	109	148	9,89,133	6,85,288	2,38,877	24	..	
				138 (Maths.)								

B—M. A. and LL. B. combined.
C—With Mathematics.

F—Fee paid by St. John's College students taking LL. B. at Agra College.
P—Previous.

APPENDIX D]

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APPENDIX D(10)

Comparative Statement showing the Size of and Expenditure on Libraries and Laboratories in the Universities and Colleges of the United Provinces and approximate Laboratory Cost per Student

Name of institution	Library		Laboratories		Laboratory cost per B.Sc. student*			
	Number of books	Annual expenditure on acquisition	Number of laboratories	Total annual expenditure	Chemistry	Physics	Zoology	Botany
		Rs.		Rs.				
1. Agra College, Agra ..	14,400	4,000	4	23,043	37	33	16.5	16.5
2. St. John's College, Agra ..	14,969	2,500	4	11,696	54	47.2	25.0	25.0
3. Meerut College, Meerut ..	15,372	2,000	3	8,939	54.3	56.8	35.8	..
4. Bareilly College, Bareilly ..	11,498	2,525	2	3,890	28	20.62	..	..
5. D. A. V. College, Cawnpore ..	6,286	1,500	2	3,232	21	24	..	..
6. S. D. College, Cawnpore ..	7,085	1,500	..	..	..	..	..	..
7. Christ Church College, Cawnpore	7,177	908	..	..	..	..	..	..
8. St. Andrew's College, Gorakhpur	7,335	1,294	..	..	..	..	..	..
9. Allahabad University	94,043	13,873	4	57,037	53.5	55.43	72.3	58.0
10. Lucknow University excluding Medical students.	67,645 (H)	16,294	4	37,489	65.2	80.2	52.1	52.0

(H)—Excluding those in the Medical College and the Banerjee Student's Library.

*In calculating the Laboratory cost per head a Science student in the B.Sc. class has been assumed to cost twice as much as an Intermediate Science student and half as much as an M.Sc. or Research student in the subject.

The cost here shown represents cost per B.Sc. student.

APPENDIX E(1)

Statement showing the Amount of Instruction given in each Subject in the Faculties of Arts and Science in the Allahabad and Lucknow Universities during the year 1937-38

Allahabad University													
Subject	Under-graduate								Post-graduate				
	Lectures				Seminars				Lectures			Seminars	
	I Year	II Year	II Year Hons.	III Year	I Year	II Year	II Year Hons.	III Year	Pre-vi-ous	Final	Special	Pre-vi-ous	Final
Faculty of Arts													
English	156	125	78	..	58	51	..	..	247	218	..	..	..
Philosophy	139	119	57	..	21	23	..	..	210	230	..	..	..
History	132	110	24	..	45	44	..	..	281	146	..	43	34
Economics	146	110	51	..	25	21	15	..	247	230	..	..	..
Persian	129	83	62	..	45	40	..	..	223	222	..	..	..
Sanskrit	158	166	119	..	51	44	..	..	357	271	..	..	..
Arabic	151	106	59	..	51	41	..	..	233	266	..	..	..
Mathematics	149	152	..	..	26	23	..	..	279	331	..	..	..
Political Science	98	96	59	..	42	34	..	..	163	147	..	49	..
Hindi (with Sanskrit)	152	137	60	..	45	35	..	..	253	246	..	..	..
Urdu (with Persian)	135	97	66	..	44	36	..	..	195	164	..	..	..
Faculty of Science													
Physics	79	66	120	100	78	68	66	139	193	116	..	137	132
Chemistry	78	65	83	..	67	57	144	..	242	151	..	131	157
Botany	69	76	59	128	65	65	..	..	124	132	..	..	..
Zoology	70	74	58	..	75	57	59	..	206	124	..	170	117
Mathematics	148	140	33	279	27	50	..	..	279	328	..	..	..
Law	..	..	..	..	..	..	..	..	446	461	..	..	..

Lucknow University													
Subject	Under-graduate								Post-graduate				
	Lectures				Seminars				Lectures			Seminars	
	I Year	II Year	II Year Hons.	III Year	I Year	II Year	II Year Hons.	III Year	Pre-vi-ous	Final	Special	Pre-vi-ous	Final
Faculty of Arts													
English	156	147	..	305	25	26	..	22	331	154	112	28	56
Philosophy	164	130	..	230	15	21	..	..	230	261	266	..	..
Economics	148	141	..	322	17	16	..	..	322	188	..	..	..
Persian	147	141	..	262	24	25	..	..	..	273	273	..	..
Sanskrit	137	140	..	204	24	25	..	..	190	168	161	..	..
Arabic	143	192	..	275	25	12	..	..	..	..	..	..	..
Mathematics	221	211	..	440	22	22	..	..	440	351	351	..	..
Political Science	163	147	..	343	27	21	..	..	290	239	239	..	..
Hindi	135	148	..	..	23	23	..	..	..	..	..	..	..
Urdu	160	151	..	..	15	12	..	..	..	..	..	..	..
Ancient Indian History	130	117	..	288	11	12	..	..	238	221	221	..	..
Modern Indian History	135	117	..	208	2	12	..	..	203	179	179	..	..
European History	147	144	..	..	18	23	..	..	236	282	..	..	..
Faculty of Science													
Physics	..	82	83	..	289	78	53	..	141	217	217	142	105
Chemistry	..	101	82	..	143	51	76	..	154	142	110	..	154
Botany	..	77	73	..	..	81	74	..	..	103	109	..	153
Mathematics	..	220	205	..	450	29	23	..	..	514	407	407	..
Physiology	..	74	68	..	..	47	82	..	..	..	..	..	..

APPENDIX E(2)

Statement showing the Growth of Students in the Allahabad and Lucknow Universities during 1927-37

(By Faculties)

Faculty	University	Under-graduate students				Post-graduate students				Research students				Proportion of under-graduate students to the total enrolment in 1937
		Numbers in the year			Per-centage in-crease in 10 years	Numbers in the year			Per-centage in-crease in 10 years	Numbers in the year			Per-centage in-crease in 10 years	
		1927	1932	1937		1927	1932	1937		1927	1932	1937		
					Per cent.				Per cent.				Per cent.	Per cent.
Arts	Allahabad University	482	709	1,089	128	117	160	311	166	12	15	23	92	76.5
	Lucknow University	340	443	691	103	104	214	253	143	4	16	26	550	71
Science	Allahabad University	232	306	297	28	103	133	122	18	20	33	26	30	67
	Lucknow University	139	181	250	80	55	95	87	58	8	13	28	250	68.5
Medicine	Lucknow University	242	244	268	11	16	2	..	..	3	6	..	..	97
	Allahabad University	376	305	331	12	..	..	..	..	..	..	..	..	1932
Law*	Lucknow University	..	..	..	..	403	475	381	3	..	..	..	..	..
	Allahabad University	42	58	85	102	..	..	..	..	..	..	..	..	..
Commerce	Lucknow University	68	51	87	28	..	..	..	..	..	..	..	..	..
	Allahabad University	..	14	..	..	..	..	..	..	..	..	..	..	..
Agriculture Department of Teaching.	Lucknow University	..	..	44	214	..	..	..	..	..	..	..	..	..
	Allahabad University	6	10	10	67

*Lucknow University counts its LL. B. Students as post-graduate students.

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APPENDIX E

APPENDIX E(2)—(continued)

Growth of Students in the Teaching Universities (subjectwise) during the years 1927-37

(Figures enclosed in brackets indicate the number of women students)

Subject	Year (Session)	Number of students in the Lucknow University			Number of students in the Allahabad University			Remarks
		Under-graduates	Post-graduates	Research	Under-graduates	Post-graduates	Research	
Under Faculty of Arts								
English	1927-28	476(23)	18(2)	..	651	20	1	
	1932-33	550(50)	42(1)	3	980(25)	58	1	
	1937-38	797(66)	78(3)	4(1)	1,362(53)	85(5)	2	
Philosophy	1927-28	27(17)	1	..	159	13	1	
	1932-33	65(1)	7	3	231(22)	11(1)	3	
	1937-38	52(11)	7	2	212(22)	6	4	
Indian History	1927-28	135(5)	24(1)	1	197	36	2	
	1932-33	141(20)	39	2	261(6)	37	2	
	1937-38	225(26)	48	2	411(12)	75(1)	3	
European History	1927-28	32(12)	9	..	..	..	..
	1932-33	34(7)	5	..	..	..	..
	1937-38	48(9)	11	..	..	..	..
Economics and Sociology.	1927-28	170(4)	30	1	*312	27	2	*Economic only.
	1932-33	143(27)	47	4	327(10)	36	3	
	1937-38	202(19)	41(1)	3	449	65	1	
Persian	1927-28	65(1)	5	..	59	59	1	
	1932-33	90	8	..	75	5	1	
	1937-38	68(7)	4	3	76	8	1	
Sanskrit	1927-28	14(3)	3	..	30	8	1	
	1932-33	18	6	..	35	9	3	
	1937-38	23(8)	9(3)	3(1)	96(9)	8	1	
Arabic	1927-28	9	1	..	6	6	..	
	1932-33	11	4	..	13	2	..	
	1937-38	9	..	3	9	2	..	
†Mathematics	1927-28	85	..	..	198	33	1	†Include both Arts and Science students.
	1932-33	130(1)	10	..	258	43	4	
	1937-38	149(4)	13(2)	..	281(3)	39(3)	3	
Political Science	1927-28	162	12	2	96	..	..
	1932-33	256(22)	30	4	175	27	1	
	1937-38	409(37)	52(1)	4	375(12)	39(1)	4	
Hindi (with Sanskrit) in Lucknow University.	1927-28	21	..	..	49	9	1	
	1932-33	42	..	..	140(6)	10(1)	1	
	1937-38	70	..	..	236(19)	11(4)	5	
Urdu (with Persian) in Lucknow University.	1927-28	33	..	..	34	4	1	
	1932-33	55	..	..	58	15	1	
	1937-38	101	..	2	92	4	1	

APPENDIX E(2)—(concluded)

Growth of Students in the Teaching Universities (subjectwise)
during the years 1927-37—(concluded)

(Figures enclosed in brackets indicate the number of women-students)

Subject	Year	Number of students in the Lucknow University			Number of students in the Allahabad University			Remarks
		Under-graduates	Post-graduates	Research	Under-graduates	Post-graduates	Research	
Under Faculty of Science								
Physics	1927-28	63	24	2	163	27	2	
	1932-33	115	42(1)	5	208	29	6	
	1937-38	118	31	5	205(1)	33	5	
Chemistry	1927-28	130(2)	9	3	241	29	8	
	1932-33	178(9)	21(1)	2	314	36	10	
	1937-38	249(6)	25(2)	5	297(1)	36	10	
Botany	1927-28	67(2)	12	3	77	10	1	
	1932-33	59(7)	17	3	88	18	6	
	1937-38	122(5)	12(1)	13(1)	99	14	2	
Zoology	1927-28	68(2)	11	..	77	14	6	
	1932-33	58(8)	13	5	88	13	7	
	1937-38	127(5)	15	5	99	10	3	*3
Agriculture	1932-33	..	..	..	14	..	..	*Part-time.
	1937-38	..	..	..	44	..	..
Physiology	1937-38	6	..	..	..	..	..
Under Faculty of Commerce								
Commerce	1927-28	68	..	..	42	..	..
	1932-33	51	..	..	58	..	..
	1937-38	87	..	..	85	..	..
Economics	1927-28	68	..	..	..	..	..
	1932-33	51	..	..	..	..	..
	1937-38	87	..	..	..	..	..

APPENDIX E (3)

Statement showing increase of Teaching Staff in the Allahabad and Lucknow Universities between 1922 and 1938

APPENDIX E]

	Allahabad University								Lucknow University							
	1922				1938				1922				1938			
	Arts	Science	Com- merce	Law	Arts	Science	Com- merce	Law	Arts	Science	Com- merce	Law	Arts	Science	Com- merce	Law
Professors	5(+1)	4(+2)	..	1	6	5	1	1	3	2	..	..	5	5	..	..
Readers	6(+1)	6	..	2(+1)	10	7	3	2	16(5)	7	2	6	12(3)	7(1)	5	6
Lecturers	15(+2)	6(+2)	..	..	26(+1)(5)	14	8(1)	2	13	7	2	..	24	9	3	..
Lecturers (B) .. .. .	..	10	..	..	9	15	..	..	5	..	..	..	6	..	..	1
Part-time Teachers	11	1	..	1	3	..	..	3	..	..	..	..	2	..	..	2
Demonstrators .. .. .	..	..	..	..	..	..	..	..	..	5	..	..	..	12	..	..
Teachers .. .. .	..	..	..	..	..	..	..	..	1	..	..	..	7(5)	4(2)	..	..

Figures enclosed in brackets and preceded by + indicate number of posts not filled.

Figures enclosed in brackets but not preceded by + indicate number of women teachers.

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APPENDIX E (4)

Statement showing the amount of teaching work done by individual teachers in Allahabad and Lucknow Universities in the year 1937-38

- (NOTE—1. Other work includes the correction of written work, guidance of research scholars, etc.
 2. Correction of written work of students is not included in the figures of the English Department of the Allahabad University.
 3. Figures followed by "P" in the Lucknow University denote the number of periods of 50 minutes each.

Allahabad University					Lucknow University				
Name of Teacher	Number of periods (of 50 minutes each) devoted per week to				Name of Teacher with designation	Number of hours devoted in the year to			
	Lecture	Seminar	Other work	Total		Lecture	Seminar	Other work	Practical instruction
<i>Department of English</i>									
1. Professor A. Jha	13	6	..	19	1. Mr N. K. Sidhanta, Professor	263	144	400	..
2. Mr. S. A. Pande	9	10	..	19	2. Mr. F. T. Roy, Lecturer ..	345	132	586	..
3. Mr. S. C. Deb	16	4	..	20	3. Mr. C. G. Roy, Lecturer ...	351	165	675	..
4. Dr. P. E. Dastoor	13	6	..	19	4. Dr. A. V. Rao, Lecturer ..	226	67	141	..
5. Mr. D. Ojha	3	16	..	19	5. Mr. R. R. Shreshta, Lecturer	242	186	93	..
6. Mr. K. M. Sirkar	9	8	..	17	6. Mr. A. T. Bhattacharya, Lecturer.	190	230	280	..
7. Mr. L. D. Gupta	13	6	..	19	7. Mr. Dayamoy Mitra, Junior Lecturer.	140	276	200	..
8. Mr. S. N. Misra	11	8	..	19	8. Mr. R. S. Rastogi, Junior Lecturer.	141	257	150	..
9. Mr. K. K. Mehrotra	8	12	..	20	..	..	..	..	..
10. Mr. Bene Simlai	6	12	..	18	..	..	..	..	..
11. Mr. Raghupati Sahai	6	12	..	18	..	..	..	..	..
12. Mr. Bhagwat Dayal (part-time).	6	6	..	12	..	..	..	..	..
13. Mr. Bhawani Shankar	6	12	..	18
14. Mr. R. N. Deb	9	10	..	19
15. Mr. Harish Chandra	9	10	..	19
16. Miss V. Bhandarkar	12	4	..	16

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APPENDIX E (4)—(continued)

Allahabad University					Lucknow University				
Name of Teacher	Number of periods (of 50 minutes each) devoted per week to				Name of Teacher with designation	Number of hours devoted in the year to			
	Lecture	Seminar	Other work	Total		Lecture	Seminar	Other work	Practical instruction
<i>Department of Philosophy</i>									
1. Professor R. D. Ranade.. ..	6	6	6	18	1. Dr. N. N. Sen Gupta, Professor	313P	16P	83P	..
2. Mr. A. C. Mukerjee	10	5	4	19	2. Mr. E. Ahmad Shah, Reader ..	280P	66P	48	..
3. Mr. N. C. Mukerjee	9	6	3	18	3. Mr. Kali Prasad, Lecturer ..	285	80	..	..
4. Mr. R. N. Kaul	11	7	3	21	..	..	..	..	..
5. Mr. M. U. Ahmad	6	6	6	18	..	..	..	..	..
6. Miss A. L. Halder	12	4	2	18	..	..	..	..	..
<i>Department of History (Indian History)</i>									
1. Sir Shafa'at Ahmad Khan ..	6	9	..	15	1. Dr. Radha Kumud Mukerjee, Professor.	240	25	..	..
2. Dr. R. P. Tripathi	6	13	..	19	2. Dr. S. K. Banerji, Reader ..	368	36	60	..
3. Dr. Ishwari Prasad	10	9	..	19	3. Mr. C. D. Chatterji, Lecturer..	303	76	115	..
4. Mr. Parmanand	10	12	..	22	4. Dr. N. L. Chatterji, Lecturer ..	361	68	500	..
<i>(European History)</i>									
5. Dr. B. P. Saksena	8	12	..	20	1. Mr. S. B. Smith, Professor ..	255	..	..	..
6. Dr. Bishenwar Prasad	10	13	..	23	2. Mr. S. N. Das Gupta, Lecturer	262	174	..	..
7. Mrs. B. K. Mitter	12	6	..	18					

<i>(Department of Economics)</i>				<i>(Economics and Sociology Department)</i>					
1. Professor S. K. Ruchya	10	2	4	16	1. Dr. Radha Kamal Mukerjee, Professor.	312	120	..	..
2. Mr. G. D. Karwal	11	6	6	23	2. Mr. Bhujang Bhushan Mukerjee, Reader.	312P	48P	144	..
3. Mr. B. P. Adarkar	7	9	14	30	3. Mr. Shitla Prasad Saksena, Lecturer.	224P	280P	280P	..
4. Mr. B. G. Bhatnagar	5	8	6	19	4. Dr. O. P. Gupta, Lecturer ..	173	239	..	..
5. Mr. D. S. Dubey	7	11	3	21	<i>Anthropology Department</i>				
6. Mr. J. K. Mehta	11	7	8	26	1. Dr. D. N. Majumdar, Lecturer	252	280	224	112
7. Mrs. A. Thomas	12	5	Twice every month.	..					
8. Mr. Saraswati Prasad	6	11	9	26					

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APPENDIX E (4)--(continued)

Allahabad University					Lucknow University				
Name of Teacher	Number of periods (of 50 minutes each) devoted per week to				Name of Teacher with designation	Number of hours devoted in the year to			
	Lecture	Seminar	Other work	Total		Lecture	Seminar	Other work	Practical instruction
<i>Department of Sanskrit</i>									
1. Dr. P. K. Acharya ..	13	..	..	13	1. Mr. K. A. Subramania Iyer, Reader.	360	..	25	..
2. Dr. B. R. Saksena ..	16	4	..	20	2. Pandit A. D. Thakur, Lecturer	370	60	..	..
3. Dr. U. Misra ..	12	9	..	21	3. Dr. K. C. Pandey, Lecturer	394	50	..	..
4. Pandit K. Chattopadhyaya ..	19	1	..	20					
5. Pandit R. M. Shastri ..	13	8	..	21					
6. Miss M. Harlekar ..	12	4	..	16					
<i>Department of Hindi</i>									
1. Dr. D. Varma ..	13	6	2	21	Mr. Din Dayal Gupta, Lecturer	211	..	240	..
2. Mr. R. K. Varma ..	19	2	1	22					
3. Pandit R. S. Shukla ..	13	11	2	25					
4. Pandit D. P. Shukla (part-time).	6	10	2	18					

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<i>(Arabic)</i>										
1. Dr. A. Siddiqi	..	12	..	*	12	1. Dr. M. Wahid Mirza, Reader ..	306	11	100	..
2. Maulvi S. M. Ali Nami	..	17	17	2. Dr. Abdul Aleem, Lecturer	292	26
<i>(Persian)</i>										
3. Dr. M. G. Zubaid Ahmad	..	13	6	..	19	1. Syed Masud Hasan Rizvi, Reader.	273	91	..	..
4. Mr. M. N. Rahman	..	14	4	..	18	2. Maulana Mohammad Abdul Qazi Fani, Lecturer	302	..	132	..
5. Dr. Saeed Hasan	..	13	4	..	17	3. Syed Yusuf Husain Mosvi, Lecturer.	326	..	156	..
6. Mr. M. A. Siddiqi	..	11	6	..	17			.		
<i>Urdu Department</i>										
1. Captain S. M. Zamin Ali	..	15	3	4	22	Syed Mohammad Hussain, Lecturer	311	..	241	
2. Dr. M. H. Syed	..	9	14	3	26					
3. Mr. S. Aijaz Husain	..	15	6	2	23					

*Guidance of research scholars—30 hours annually.

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APPENDIX E (4)—(continued)

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Allahabad University					Lucknow University				
Name of Teacher	Number of periods (of 50 minutes each) devoted per week to				Name of Teacher with designation	Number of hours devoted in the year to			
	Lecture	Seminar	Other work	Total		Lecture	Seminar	Other work	Practical instruction
<i>Politics Department</i>									
1. Dr. Beni Prasad	10	5	30	45	1. Dr. V. S. Ram, Reader	336P	72P	..	..
2. Dr. Tara Chand	4	2	Written work of 22 students.	..	2. Mr. V. K. Nandan Menon, Lecturer.	364P	196P	..	..
3. Mr. Ilyas Ahmad	7	11	Usual other work.	..	3. Dr. P. S. Muhar, Lecturer	378	196	196	..
4. Mr. G. S. Chatterji	4	10	150 per year.	..	4. Dr. B. M. Sharma, Lecturer	336P	252P	..	..
5. Mr. Avadh Behari Lal	6	12	About 800 in the year.	..	5. Mr. Muhammad Sultan, Lecturer	308	336	..	..
					6. Mr. A. L. Loombs, Junior Lecturer.	308P	280P	..	..
<i>Commerce Department</i>									
1. Mr. A. K. Ghosh	10	3	About 4	17	1. Mr. B. N. Das Gupta, Reader	197	73	..	..
2. Mr. R. C. Chowdhury	13	7	4	24	2. Dr. D. Pant, Lecturer	206	153
3. Dr. R. N. Dubey	10	9	3	22					
4. Mr. K. L. Ghosh	9	8	6	23					

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<i>Mathematics Department</i>										
1. Professor A. C. Banerji	..	12	1. Mr. J. A. Strang, Professor	408			
2. Dr. Gorakh Prasad	..	15	2	..	17	2. Mr. Lakshmi Narain, Reader	505	21	..	..
3. Dr. P. L. Srivastava	..	13	4	..	17	3. Dr. A. N. Singh, Lecturer	368	73	No. record kept.	..
4. Dr. B. N. Prasad	..	12	6	..	18					
5. Captain S. G. Tiwari	..	12	6	..	18					
6. Mr. P. Mohan	..	12	6	..	18					
7. Mr. R. N. Chaudhury	..	12	6	..	18					
<i>Oriental Department</i>										
						1. Moulvi Mustafa Hasan Alavi, First Moulvi.	208	28	..	..
						2. Moulvi Syed Ali Zainabi, Second Moulvi.	294	28	..	..
						3. Moulvi Syed Ali Naqi Naqvi, Third Moulvi.	260	28	..	..
						4. Pandit Girish Chandra Avasthi, First Pandit.	427
						5. Pandit Ghatoor Jha Shastri, Second Pandit.	442

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APPENDIX E (4)—(continued)

Allahabad University						Lucknow University				
Name of Teacher	Number of hours devoted in the year to					Name with designation of Teacher	Number of hours devoted in the year to			
	Lec- ture	Tu- torial	Prac- tical	Other work	Total		Lec- ture	Semi- nar	Other work	Practical instruc- tion
<i>Law Department</i>										
1. Professor A. P. Dube (Took charge on 16th November, 1937).	149	..	..		149	1. Dr. R. U. Singh, Reader ..	329	120	..	..
2. Mr. K. K. Bhattacharya (Proceeded on leave on 15th November, 1937).	150	..	..		150	2. Mr. J. N. Chak, Part-time Reader	125	..	..	..
3. Mr. K. R. R. Sastry ..	362	..	..		362	3. Mr. L. S. Misra, Part-time Reader	125	..	..	..
4. Mr. K. K. Pathak ..	335	..	..		335	4. Mr. K. P. Misra, Part-time Reader	118	..	..	..
5. Mr. L. R. Tewari ..	305	..	..		305	5. Mr. K. S. Hajela, Part-time Reader	125	..	..	..
6. Mr. P. N. Sapru ..	221	..	..		221	6. Mr. S. C. Das, Part-time Lecturer	108	..	..	..
7. Mr. Mukhtar Ahmad ..	120	..	..		120	7. Mr. Naim Ullah, Part-time Lecturer	102	..	..	..
8. Mr. B. K. Mukerji ..	73	..	..		73					
<i>Physics Department</i>										
Hours per week										
1. Dr. M. N. Saha ..	6	..	..	12	18	1. Dr. Wali Mohammad, Professor ..	216	..	72	576
2. Dr. R. N. Ghosh ..	5	1	18	3	27	2. Dr. D. B. Deodhar, Reader ..	286	..	72	504
3. Dr. G. S. Deodhar ..	4	2	18	3	27	3. Dr. K. N. Mathur, Lecturer ..	84	..	84	756
4. Dr. K. Majumdar ..	4	2	18	3	27	4. Dr. P. N. Sharma, Lecturer ..	84	..	84	756

6. Dr. G. R. Zoshermal	..	5	1	12	6	27	6. Mr. S. S. L. Mathur, Demon-					
7. Mr. B. N. Srivastava	..	3	3	6	6	18	trator.					
8. Mr. R. N. Rai	..	1	6	12	6	24						
9. Mr. Amar Nath Tandon	..											
<i>Chemistry Department</i>												
1. Professor K. P. Chatterji	..	6	..	12	13	31	1. Mr. P. S. MacMahon, Professor	..	120P	..	..	288P
Professor K. P. Chatterji (when Dr. Dhar was on leave.)		6	..	6	23	35						
2. Dr. S. Dutta	..	8	..	14	8	30	2. Dr. S. M. Sane, Reader	..	120P	..	..	288P
3. Dr. I. K. Taimani	..	6	..	12	5	23	3. Dr. Syed Husain Zaheer, Reader	..	96P	..	..	360P
4. Mr. M. Mehrotra (when Dr. Dhar was on leave otherwise Mr. I. Prasad.)	..	2	..	21	6	29	4. Dr. A. C. Chatterji, Lecturer	..	140P	..	..	588P
5. Dr. S. Ghosh	..	5	..	12	10	27	5. Mr. M. Raman Nayar, Lecturer	..	112P	..	..	588P
6. Dr. C. C. Palit	..	3	..	20	6	29	6. Mr. P. L. Asthana, Demon-	..	28P	..	..	672P
7. Dr. J. D. Tewari	..	2	..	20	8	30	trator.					
8. Dr. A. K. Bhattacharya	..	2	..	18	9	29	7. Mr. S. C. Varma, Demonstrator	..	56P	..	..	588P
9. Mr. R. K. Kaul	..	3	..	22	6	31	8. Dr. S. N. Shukla, Demonstrator	..	56P	..	..	588P
10. Dr. Satya Prakash	..	2	..	18	6	26	9. Mr. L. N. Srivastava, Demons-	..	28P	..	..	588P
							trator.					
							10. Mr. A. B. Sen, Demonstrator.	..	28P	..	..	588P

NOTE—No regular time is set apart for correction of note-books in the Allahabad University. This work is done by teachers when not otherwise engaged.

APPENDIX E (4)—(concluded)

Allahabad University					Lucknow University				
Name of teacher	Number of hours devoted per week to—				Name with designation of teacher	Number of hours devoted in the year to—			
	Lec- ture	Semi- nar	Other work	Total		Lec- ture	Semi- nar	Other work	Practical Instruc- tion
<i>Botany Department</i>									
1. Dr. J. H. Mitter ..	5	14	..	19	1. Dr. B. Sahni, Professor ..	48P	144P	..	312P
2. Dr. Shri Ranjan ..	5	16	3	24	2. Dr. S. N. Das Gupta, Reader...	48P	144P	..	528P
3. Dr. R. K. Saksena ..	8	16	6	30	3. Mr. H. P. Chowdhuri, Lecturer	56P	..	..	588P
4. Mr. G. D. Srivastava ..	7	16	..	23	4. Dr. S. K. Pande, Lecturer	112P	168P	..	560P
5. Dr. P. Maheshwari ..	7	17	5	29	5. Mr. A. R. Rao, Demonstrator	56P	..	..	644P
6. Dr. S. P. Naithani ..	2	26	..	28	6. Dr. S. C. Varma, Demonstrator	56P	..	..	672P
7. Mr. A. K. Mitra ..	..	23	13	36					
Note—Administrative and non-academic work is not shown in this statement.									
<i>Zoology Department</i>									
1. Dr. D. R. Bhattacharya ..	5	..	12	17	1. Dr. K. N. Bahl, Professor	456P	(including practical instruction.)		
2. Dr. H. R. Mehra ..	5	..	11	16+	2. Dr. G. S. Thapar, Reader ..	72P	48P	48P	288P
	12 (lectures to B.Sc. Pass students in the whole year.)								
3. Dr. R. S. Dass ..	5	..	19	24	3. Mr. M. L. Bhatia, Lecturer	560P	(including practical instruction.)		
4. Mr. S. C. Varma ..	8	3	13	24	4. Mr. J. Dayal, Demonstrator ..	560P	Ditto.		
5. Mr. S. K. Dutta ..	4	3	14	21	5. Dr. M. B. Lal, Demonstrator	560P	Ditto.		
6. Mr. Nihaluddin	23	23	6. Dr. S. M. Das, Demonstrator	588P	Ditto.		

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APPENDIX E

APPENDIX E(5)

Statement showing scales of pay in force in the Allahabad and Lucknow Universities during 1922 to 1938 (excluding scales of pay for Government servants on deputation) in Allahabad University

Allahabad University (All Faculties)				
—	Original Scales (1921 or 1922)		Original Scales (1921 or 1922)	Original Scales (1921 or 1922)
	Rs.		Rs.	Rs.
Professors	1,200—50—1,500	..	800—50—1,250	600—30—900—50—1,000.
Readers	500—50—1,000	..	450—40—800	350—15—380—20—500—25—600.
Lecturers—				
(a) Grade	250—25—500	..	250—25—450	200—10—300.
(b) Grade .. .. .	..	..	..	125—5—175.
Demonstrators	150—10—200	..	150—10—250	..
Other teachers	250 Part-time	..	..	250
Permanently employed	200	..	200	200
Lucknow University (Faculties other than Law and Medicine)				
—	Original scales (1921 or 1922)		Original scales (1921 or 1922)	Original scales (1921 or 1922)
	Rs.		Rs.	Rs.
Professors	1,200—50—1,500	..	800—50—1,200	600—30—900—50—1,000.
Readers	500—40—1,000	..	500—50—800	350—15—380—20—500—25—600.
Lecturers—				
(a) Grade	250—25—500	..	250—25—450	200—10—300.
(b) Grade .. .. .	..	..	..	900 P. A. (Part-time in French).
Demonstrators	Nil	..	130—10—250	125—5—175.
Other teachers	Nil	..	150—10—250	125—5—175.
Lucknow University				
—	Faculty of Law		Faculty of Medicine	
	Original scales (1921)	Scales introduced in 1934	Scales in 1925	Scales in 1933
Professor	Rs. Nil	Rs. Nil	Rs. 1,200—50—1,400 (P.P.) 1,450—50—1,650 (N.P.) 250 (P.T.)	Rs. 900—40—1,140 (P. P.) 1,100—40—1,340 (N. P.) 100 (P. T.) (in Hygiene). 500—30—800 (P. P.) 600—30—900 (N. P.)
Reader	Nil	350—15—380—20—500—25—600.	750—50—1,150 (P.P.) 900—30—1,300 (N.P.)	150 per mensem 200 ditto. 280—15—400.
..... (Part-time)	250	250 (Chamber Practice).	..	100 per mensem.
Lecturer	Nil	Nil	350—25—600 50 per mensem	200 for the 1st year continuous service. 200 after 1 year's approved continuous service.
..... (Part-time)	Nil	150	100 ditto 225 ditto	Nil
Demonstrator (Medicine)	..	..	250 per mensem (after 1 year's probation). 50 per mensem.	600 and 500 respectively.
Part-time .. .. .	..	..	Honorarium to Lecturer in Sanitary Engineering and Dentistry, Rs.500 and Rs.500 respectively.	

N. B.—P. P.=Private Practice permitted,

N. P.=No Private Practice

P. T. =Part-time.

APPENDIX E(6)

*Cases of Migration of teachers from the Allahabad and Lucknow Universities
in the year 1937-38*

Allahabad University

Serial number	Name	Position in University	Migrated to with date
1	Mr. Radha Kishan Vaish	Lecturer, Economics Department.	Customs House, Calcutta—1925.
2	Dr. Nalini K. Sur ..	Lecturer, Physics Department.	Meteorological Department, Simla—1927.
3	Dr. K. C. Sen ..	Demonstrator in Chemistry.	Imperial Institute of Veterinary Research, Mukteshwar—1929.
4	Mr. E. V. Bobb ..	Lecturer in English ..	Ismail College, Andheri, Bombay—1931.
5	Dr. L. C. Jain ..	Lecturer in Economics	Punjab University—1931.
6	Dr. D. S. Kothari ..	Demonstrator in Physics	Delhi University—1934.
7	Dr. M. U. S. Jung ..	Reader in Law Department.	Hyderabad State—1934.

Lucknow University

Serial number	Name	Position in University	Migrated to with date
1	Mr. J. P. Suda	Officiating Lecturer, Philosophy.	
2	Mr. Bhagat Ram Kumar	Lecturer, European History.	
3	Mr. H. S. Walker ..	Reader in English.	
4	Mr. L. P. Mathur ..	Lecturer, Zoology.	
5	Mr. C. J. Brown ..	Professor, English.	
6	Mr. R. H. Nixon ..	Reader in English.	
7	Mr. K. D. Agarwal ..	Lecturer, Political Science.	
8	Dr. B. B. Banerji ..	Demonstrator in Physics.	
9	Mr. Daya Shanker Dubey	Lecturer, Commerce.	
10	Mr. J. C. Dey ..	Lecturer, European History.	
11	Dr. B. B. Das ..	Lecturer, Commerce.	
12	Mr. T. N. Taluqdar ..	Lecturer, European History.	
13	Mr. M. Z. Siddiqui ..	Reader in Arabic.	
14	Dr. M. B. Rehman ..	Reader in Persian.	
15	Mr. S. S. Chaudhari ..	Demonstrator in Zoology.	
16	Mr. M. Y. Mangroolkar	Ditto.	
17	Captain B. S. Nat ..	Professor of Anatomy.	
18	Dr. H. L. Dey ..	Lecturer in Economics.	
19	Dr. E. Asirvatham ..	Lecturer in Political Science.	
20	Mr. Indra Dutta Sharma	Junior Lecturer in Political Science.	
21	Mr. C. N. Chak ..	Lecturer in Mathematics.	
22	Dr. S. K. D. Gupta ..	Reader in Law.	
23	Dr. S. C. Varma ..	Demonstrator in Botany.	

APPENDIX E (7)

Statement showing the cases of difference between the Executive Council and the Selection Committee in Allahabad and Lucknow Universities

Lucknow University			Remarks
Date of decision of the Executive Council	Permanent appointment	Person appointed	
22nd April, 1932.	Professor of Anatomy.	Mr. M. A. H. Siddiqui ..	The Executive Council did not accept the recommendation of the Selection Committee. The matter was referred to the Chancellor who made the appointment in accordance with the recommendation of the Selection Committee which met a second time on 10th August, 1932, to advise the Chancellor.
1st October, 1937.	Lecturer in Commerce.	Mr. K. C. Sarcar ..	The Executive Council did not accept the recommendations of the Selection Committee in making these two appointments.
Ditto ..	Demonstrator in Pharmacology.	Mr. R. D. Kapoor ..	
4th March, 1938.	Reader in Pathology	Dr. V. S. Mangalik ..	The Executive Committee did not accept the recommendation of the Selection Committee. The matter was referred to the Chancellor who appointed the candidate originally recommended by the Committee.

Allahabad University

1. *Professor in English*—
The Selection Committee recommended two names in order of precedence (Mr. F. J. Fieldon and Pandit A. N. Jha) with the remark that the question of paying higher rate of salary demanded by Mr. Fieldon may be decided by the Executive Council. The Executive Council decided to appoint Pandit A. N. Jha on account of his good work in the University and for reasons of economy.
 2. *Lecturer in Law*—
Mr. K. K. Pathak's name was recommended as second in order of precedence by the Selection Committee and the Executive Council appointed Mr. Pathak.
 3. *Lecturer B Grade in Arabic—Persian Department*—
Mr. Mohammad Ahmad Siddiqui's name was recommended as second in order of precedence by the Selection Committee and the Executive Council appointed Mr. Siddiqui.
 4. *Appointment of Lecturer in Law*—
Mr. Lalla Ram Tewari whose name was not recommended by the Selection Committee was appointed to the post by the Executive Council.
 5. *Appointment of Assistant Registrar*—
Mr. Baj Prakash Bahadur's name was third in order of precedence but he was appointed by the Executive Council.
- Cases of reference to the Chancellor with result*—
Only one case of the appointment of Professor of English was referred to the Chancellor and he appointed Pandit Amaranatha Jha as Professor agreeing with the decision of the Executive Council. The Chancellor in his letter of appointment said he had accepted the unanimous recommendation of a separate Selection Committee appointed by him.

Statement showing the colleges, halls and hostels maintained or

Name of college or hostel	By whom main- tained	For whom accom- modation available	Number						
			Actually residing in—						
			1933- 1934	1934- 1935	1935- 1936	1936- 1937	1937- 1938		
Canning College									
1. Hewett Hostel ..	Lucknow University.	114	112	111	112	107	110		
2. Meeton Hostel ..	Ditto ..	102	98	99	99	100	99		
3. Butler Hostel ..	Ditto ..	104	99	102	102	97	101		
4. Mahmudabad Hostel ..	Ditto ..	102	102	102	102	102	102		
5. Habibullah Hostel ..	Ditto ..	100	100	100	100	100	100		
6. Kailash Hostel ..	Ditto ..	1935—8 1936—8 1937—10 1938—11	..	2	3	8	11		
King George's Medical College									
7. T. G. Hostel ..	Lucknow University	94	72	76	83	88	86		
8. C. G. Hostel ..	Ditto ..	148	127	123	132	142	136		
Isabella College.	Thoburn Recognized by the University.	..	54	56	69	69	60		

DIX E(8)

recognized by the Lucknow University

Area of land on which situated	Covered area of residential block	Number of play-grounds	Staff		Remarks
			Honorary	Paid	
Sq. ft.	Sq. ft.	Hockey fields $9\frac{4}{5}$ bighas, Tennis courts $10\frac{4}{5}$ bighas.			
226,625	28,957	2 Tennis courts, Volley-ball and Basket-ball field.	..	1. Warden* .. 2. Assistant warden.*	*Teachers of the University; have free quarters. One warden and one Assistant warden have an allowance in addition of Rs.50 and Rs.25 per mensem respectively.
137,113	17,392	Ditto ..	..	-Ditto ..	..
172,300	18,043	Ditto ..	..	Ditto ..	..
183,500	18,187	Ditto ..	..	Ditto ..	..
206,400	18,935	Ditto ..	..	Ditto ..	..
274,428	6,147	..	..	Lady warden whole-time on Rs.160 per mensem.	..
34,000	31,556	One play ground and several Tennis lawns.	..	Warden .. Assistant warden	Professor of the college; allowed a free house. Lecturer of the college allowed a free house.
280,000	34,365	Ditto ..	..	Warden .. Assistant Warden	A Professor who gets a rebate of Rs.75 per mensem in the rent of bungalow. A Lecturer who gets free house.
38 bighas	35,945	11 Besides these provision for running, jumping and other forms of exercises also exists.	Chief warden. 5 wardens assisted by officers of the College Government Association.		

Statement showing the colleges, halls and hostels

Name of college or hostel	By whom maintained		Number					
			For whom accommodation available	Actually residing in—				
				1933-1934	1934-1935	1935-1936	1936-1937	1937-1938
1. Muir Hostel ..	Allahabad	University.	84	90	92	92	93	92
2. Sir Sunder Lal Hostel ..	Ditto	..	107	107	107	107	107	107
3. Sir P. C. Banerji Hostel	Ditto	..	107	107	107	107	107	107
4. Pandit Ganganatha Jha Hostel.	Ditto	..	158	159	160	156	148	149
5. Women's Hostel ..	Ditto	..	21	..	..	..	21	25
6. S. D. Jaina Hostel ..	Recognized by the	University.	40	..	39	40	39	40
7. Macdonnell University Hindu Boarding House.	Ditto	..	216 (152 single seated + 32 double seated)	195	193	180	194	185
8. Muslim Boarding House	Ditto	..	80	76	74	77	80	75

DIX E (8)

maintained or recognized by the Allahabad University

Area of land on which situated	Covered area of residential block	Number of play-grounds	Staff		Remarks
			Honorary	Paid	
6.2 acres ..	Sq. ft. 34,021	7 ..	Warden .. Lecturers—3	Superintendent†	†Allowance Rs.30 per mensem and free quarters.
8.8	43,326	6 ..	Warden ..	Superintendent†	
8.8	54,492	9 ..	Warden ..	Superintendent†	
9.6	37,000	3 ..	Warden ..	Superintendent†	
6.3	24,200	6 (Proposed)	..	Superintendent† Assistant Superintendent*	*Allowance Rs.20 per mensem adjusted against rent-free quarters.
35,308 sq. ft.	18,284	3 ..	Warden ..	Superintendent Rs.35 + free quarters.	
467,592 sq. ft. (approximately).	151,508 (block for students = 125,628).	3 ..	..	1 Warden. 2 Superintendents	
4 acres (approximately).	1½ acres (approximately).	2 ..	Warden ..	1 Superintendent 2 Assistant Superintendents.	

APPENDIX F (I)

Analysis of the composition of the Courts of the Allahabad and Lucknow Universities during the years 1927-38

(Figures in brackets indicate the number of women which is included in the total)

Year	Total strength	Number of teachers—			Government Officers	Registered graduates	Other categories
		Of the University	Of other Universities or University colleges	Other teachers			
1	2	3	4	5	6	7	8
<i>Allahabad University</i>							
1935	127 (4)	50	4(1)	..	15(1)	30(1)	28(1)
1937	136	51	3	..	16(1)	30(1)	32(1) +4 (Donors).
<i>Lucknow University</i>							
1927	188 (11)	60(6)	..	10	24(1)	..	88(4)
1928	195 (10)	71(5)	..	7	24(1)	..	93(4)
1929	195 (11)	71(6)	..	7	24(1)	..	93(4)
1930	192 (11)	70(6)	..	7	24(1)	..	91(4)
1931	200 (14)	71(6)	..	7	24(1)	..	98(7)
1932	202 (14)	71(6)	..	7	24(1)	..	100(7)
1933	170 (17)	72(8)	..	8(1)	22(1)	..	68(7)
1934	197 (17)	72(8)	..	8(1)	22(1)	..	95(7)
1935	198 (18)	72(9)	..	10(1)	23(1)	..	93(7)
1936	198 (19)	72(9)	..	10(1)	23(1)	..	93(8)
1937	194 (16)	71(7)	..	11(2)	25(2)	..	87(5)
1938	194 (16)	71(7)	..	11(2)	25(2)	..	87(5)

APPENDIX F (2)

Analysis of attendance of members at the meetings of the Courts of the Allahabad and Lucknow Universities during the years 1927-38

(Figures in brackets indicate the number of women which is included in the total.)

Year	Total numbers attending the meeting	Number of teachers--			Government officers	Other categories
		Of the University	Of other Universities or University colleges	Other teachers		
1	2	3	4	5	6	7
<i>Allahabad University</i>						
1925	94 (including 25 Registered Graduates).	46	4	..	2	17
1926	82 (including 19 Registered Graduates).	48	..	..	..	13
1927	109 (including 4 donors and 25 Registered Graduates).	50	3	..	2	22
<i>Lucknow University</i>						
1927	92 (4)	58(4)	..	6	2	26
1928	107 (5)	64(5)	..	5	6	32
1929	100 (5)	65(5)	..	3	4	28
1930	112 (5)	63(5)	..	6	5	38
1931	95 (5)	61(4)	..	2	3	29(1)
1932	105 (8)	64(0)	..	4	6	31(2)
1933	133 (12)	68(8)	..	7(1)	8	50(3)
1934	126 (11)	62(6)	..	4(1)	10(1)	49(3)
1935	104 (8)	65(5)	..	3	..	36(3)
1936	130 (14)	64(8)	..	6(1)	5(1)	55(4)
1937	105 (10)	62(6)	..	5(1)	1	37(3)
1938	104 (9)	60(8)	..	3(1)	2	39(2)

APPENDIX F (3)

Analysis of the composition of the Executive Councils of Allahabad and Lucknow Universities during the years 1927-38

Year	Allahabad University						Lucknow University					
	Total strength	Number of teachers—			Government officers	Other categories	Total strength	Number of teachers—			Government officers	Other categories
		Of the University	Of other Universities or University colleges	Other teachers				Of the University	Of other Universities or University colleges	Other teachers		
1927-28	20	8	2	1	3	6	21	8	..	..	4	9
1928-29	20	9	2	1	2	6	23	9	..	..	4	10
1929-30	20	9	2	1	2	6	22	8	..	..	4	10
1930-31	20	9	2	1	2	6	23	10	..	..	3	10
1931-32	20	9	2	..	3	6	23	10	..	..	3	10
1932-33	20	9	2	..	3	6	23	10	..	..	3	10
1933-34	19	8	2	..	3	6	23	10	..	..	3	10
1934-35	20	9	2	..	3	6	24	10	..	..	3	11
1935-36	20	9	2	..	3	6	24	10	..	..	3	11
1936-37	20	9	2	..	3	6	23	11	..	..	3	9
1937-38	20	9	2	..	4	5	20	11	..	..	3	10

APPENDIX G (1)

Statement showing the Principal Sources of income to the Allahabad and Lucknow Universities and the proportion contributed by each during the year 1938-39

Head of income	Allahabad University		Lucknow University	
	Amount	Percentage to total	Amount	Percentage to total
	Rs.	Per cent.	Rs.	Per cent.
1. Government grant	7,60,316	66	8,68,397	60
2. Fees	3,81,383	33	3,09,743	27
3. Income from investments	11,405	1	67,522	5
4. Public contribution .. .. .	..	..	64,163	4
5. Income from property .. .. .	..	..	26,789	2
6. Other sources .. .. .	..	..	3,300	2

APPENDIX G (2)

Statement showing the proportion of the recurring cost, borne by Government, of the Allahabad and Lucknow Universities during the years 1923-24 to 1938-39

Year	Allahabad University		Proportion of Government grant to the total recurring expenditure
	Total recurring grant received	Total recurring expenditure	
	Rs.	Rs.	
1923-24	6,65,693	7,65,633	86.9
1924-25	6,66,750	7,87,384	84.6
1925-26	6,94,000	8,21,778	84.4
1926-27	8,95,000	8,96,548	77.5
1927-28	7,18,203	9,23,683	77.7
1928-29	6,96,783	9,29,330	74.9
1929-30	7,91,186	10,10,133	78.3
1930-31	7,32,021	10,32,068	70.9
1931-32	6,43,966	10,07,131	63.9
1932-33	6,02,374	9,82,705	61.3
1933-34	6,52,983	10,21,228	63.9
1934-35	6,79,738	10,59,168	64.1
1935-36	7,27,769	11,14,896	65.0
1936-37	7,58,723	11,26,489	67.3
1937-38	7,65,000	11,54,405	65.4
1938-39	7,60,316	11,53,105	66.87

Lucknow University

Year	Lucknow University		Proportion of Government grant to the total recurring expenditure
	Total recurring grant received	Total recurring expenditure	
	Rs.	Rs.	
1925-26	75
1926-27	79
1927-28	73
1928-29	70
1929-30	70
1930-31	70
1931-32	61
1932-33	60
1933-34	67
1934-35	80
1935-36	81
1936-37	84
1937-38	64

APPENDIX G (3)

Statement showing the rates of various fees realized or paid by the Allahabad and Lucknow Universities during the year 1937-38

Name of class and the University	Fees received by Universities									Fees paid by Universities			
	Admission fees			Tuition fee per year	Examination fee	Hostel fee			Paper-setting fee	Examining fee per paper	Practical or <i>via voce</i>		
	For registration of application	For admission	For enrolment			Admission fee	Room rent per year				Rate per head	Minimum	
							Large	Small					
1	2	3	4	5	6	7	8	9	10	11	12	13	
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs. a. p.	Rs. a. p.	Rs.	
B. A. II Year.	Allahabad ..	1	4	..	120	Hons. 30 35	4	80	45	40	1 4 0	1 4 0	50
	Lucknow ..	..	4	12	109	Hons. 30 35	..	108	72	60	1 8 0	1 8 0	50
B.Sc. II Year.	Allahabad ..	1	4	..	140	Hons. 30 20	4	80	45	40	1 4 0	1 4 0	50
	Lucknow ..	..	4	12	127	Hons. 30 55	..	108	72	60	1 8 0	1 8 0	50
M.A. ...	Allahabad ..	1	4	..	150	Previous 20 Final 30	4	80	45	75	2 0 0	2 0 0	50
	Lucknow ..	..	4	12	136	Final 30	..	108	72	75	2 0 0	2 0 0	..

APPENDIX G]

(80A)

M.Sc.	Allahabad ..	1	4	..	160	Previous	20	4	80	45	75	2	0	0	2	0	0	75
	Lucknow	4	12	151	Final	30	..	108	72	75	2	0	0	2	0	0	75
					138													
					120	(Part I)	20	4	80	45	40	1	4	0	1	4	0	50
B. Com.	Allahabad ..	1	4	..	120	(Part II)	20											
	Lucknow	4	12	109	Previous	10	..	108	72	40	1	0	0	2	0	0	50
					..	Final	20											
LL.B.	Allahabad ..	1	4	..	150	Previous	30	4	80	45	40	1	4	0	..	..	..
	Lucknow ..	..	4	12	146	Final	40										
					..	Previous	20	..	108	72	40	1	4	0	..	..	..
					..	Final	40											
LL.M.	Allahabad ..	1	4	100	4	80	45	75	2	0	0	2	0	0	50
	Lucknow	4	12	50	..	108	72	75	2	0	0	2	0	0	75
LL.D.	Allahabad ..	1	4	..	..	..	200	4	80	45	..	..	..	..	..	..	..
	Lucknow ..	..	4	12	..	..	200	..	108	72	100	2	8	0	..	..	100
Ph. D.	Allahabad ..	1	4	..	..	..	100	4	80	45	..	..	50*	..	50*	..	..
	Lucknow ..	..	4	12	..	..	200	..	108	72	100	2	8	0	..	..	100
D.Litt.	Allahabad ..	1	4	..	..	..	200	4	80	45	..	..	400†	..	..	..	..
	Lucknow ..	..	4	12	..	..	..	..	108	72	..	..	..	..	..	..	..
D.Sc.	Allahabad ..	1	4	..	..	..	200	4	80	45	..	..	100†	..	100‡	..	..
	Lucknow ..	..	4	12	..	..	200	..	108	72	100	2	8	0	..	..	100

*Rs.75 to examiners who conduct both examinations.
†For reading thesis.
‡Rs.150 to examiners who conduct both examinations.
§It is a new degree not appearing in the Calendar.

APPENDIX G]

(82A)

APPENDIX G(4)

Approximate value of the assets in the possession of the Allahabad and Lucknow Universities in 1922 and 1938 respectively

Description	Allahabad University		Lucknow University	
	1922	1938	1922	1938
	Rs.	Rs.	Rs.	Rs.
1. Buildings and fittings ..	26,22,000	37,02,000	..	..
	4,70,000 land.	7,70,000 land.	..	..
	} Including Muir Central College.			
2. Roads	20,000	25,000	..	..
3. Furniture	60,000	1,00,000	..	..
4. Laboratory and equipment	1,02,494	3,44,281	..	..
5. Library books	97,403	4,31,384	..	..

APPENDIX G (5)

Note on the Financial Implications of the Committee's Recommendations for extending the first Degree course to three years and reducing the Post-Graduate course to one year

1. The calculations below are based on the figures of enrolment in Allahabad University in the year 1937-38 and the scales of fee prevailing in that year. The scales of pay and Provident Fund benefits taken into account in calculating the cost of the additional staff required are those recommended by the Committee for new entrants. Some difference will be made if the existing scales are applied. In calculating the increase of income only tuition fee has been taken into account as there will be no increase in Admission or Examination fees.

2. In calculating the number of teachers required to deal with increased numbers of students it has been assumed that the number of students which a teacher can deal with is 17. The present number in Allahabad University is 17 and in Lucknow University less than 16. (If the students residing in the "Colleges" of Allahabad University are considered to be in their charge the number of students per teacher in that University falls to 14.6.) The numbers of students per teacher in the other University institutions of India are exhibited in Appendix D(4).

3. In calculating expenditure, only the pay and Provident Fund of the additional staff have been taken into account. No account has been taken of expenditure due to leave rules or additional inferior establishment or of any additional cost of maintenance of buildings, fittings, furniture, libraries and laboratories. It has been assumed that a more economical adjustment of the time-table and the holding of classes in the morning and afternoon will enable the additional classes to meet in the existing buildings, with the present furniture and fittings and to use the present laboratories and libraries. The inferior establishment will need strengthening and there will be increased expenditure on electric current and chemicals, specimens in laboratories, etc. No estimate of this has been attempted here.

4. The non-recurring cost which will in these circumstances be entailed will be on account of residential arrangements mainly. For the 680 more undergraduates or so whom the University will have on its hands it will require 8 hostels costing about 10 lakhs in the aggregate. No account has been taken of the recurring cost of these hostels to the University, as it is assumed that hostel fees should cover the recurring expenditure.

It will appear from the calculations below that if the Committee's recommendations are adopted the number of students in Allahabad University will be increased by about 460 which added to the existing enrolment of 2,200 would bring the total up to near 2,700.

The corresponding increase of income from fees will be about Rs.50,100 while the increase in recurring expenditure on the teaching staff calculated on the basis of the maximum pay of each post in the new scale recommended by the Committee will be Rs.1,40,640 entailing a net extra expenditure of Rs.90,540 a year in Allahabad University.

5. Allowance will have perhaps to be made for a decrease in student-numbers when the first degree course is extended to three years. Allowing for a 10 per cent. decrease in these classes and a corresponding 10 per cent. increase in post-graduate classes which will be of shorter duration, the alteration required in the above figure will be less than 10 per cent. In other words the extra cost to the Allahabad University will be between Rs.80,000 and Rs.90,000 a year.

Calculation of Income

Class	Scale of tuition fee per year	Number enrolled in 1937-38	Increase due to lengthening of course		Decrease due to shortening of course		Remarks
			In numbers	In income from fees	In numbers	In income from fees	
B. A.	120	970	485	58,200	..	..
M. A.	150	308	..	..	154	23,100	
B. Sc.	140	305	153	21,420	..	..
M. Sc.	180	127	..	..	63	11,340	
B. Com.	120	81	41	4,920	..	..
	..	..	679	84,540	217	34,440	

Net increase in enrolment 679-217=462
 Net increase of income 84,540-34,440=50,100

Calculation of Expenditure

A.—*Non-recurring*—Six hostels to accommodate roughly 600 additional under-graduate students will cost about 10 lakhs on a conservative estimate.

B.—*Recurring*—Additional teachers needed to deal with an increase of 462 in student-numbers at the rate of 17 students to a teacher will be 27 or 28.

According to the Allahabad University rule which requires that 40 per cent. of the teachers in each department should be Professors and Readers and the rest Lecturers, 11 of these 27 posts should be Readerships—the remaining 16 may be equally divided between Lecturerships of grades A and B, though the present strength of Lecturers, B Grade, in most Arts Departments is negligible.

The cost of these posts calculated on the basis of the maximum salary and the Provident Fund contributions recommended by the Committee is as follows :

Post	Number	Monthly salary		Monthly Provident Fund contribution	
		Rate	Amount	Rate	Amount
Readers	11	560	6,160	6½	385
Lecturers, A grade	8	350	2,800	6½	175
Lecturers, B grade	8	250	2,000	10	200
Total	27	..	10,960	..	760
Total monthly cost .. .. .		..	..	..	$10,960 + 760 = 11,720$
Total annual cost .. .. .		..	..	..	$11,720 \times 12 = 1,40,640$
Increase in expenditure .. .. .		..	..	..	1,40,640
Increase in income .. .. .		..	..	..	50,100
Net increase in expenditure .. .. .		..	..	..	90,540

APPENDIX H(1)

Strength of the Teaching Staff of the Medical Faculty of the Lucknow University

Subject	Professors	Readers	Lecturers		Other Teachers
			A Grade	B Grade	
Anatomy	1	..	2	(+1)	..
Physiology	1	..	1	2(+1)	..
Forensic Medicine .. .. .	..	1 Part-time	..	..	1
Pharmacology .. .. .	..	1	1	1	..
Pathology	1	1	1	(+2)	..
Medicine	1	..	1	..	..
Surgery	1	1	1	..	..
Radiology .. .. .	..	1	..	..	..
Ophthalmology	1	..	1	..	..
Obstetrics and Gynaecology	1	..	2	..	..
State Medicine	1 Part-time	..	..	..	..

NOTE.—Figures in brackets preceded by +mark indicate the number of posts vacant.

APPENDIX H(2)

Statement showing the amount of teaching and other work done by individual Teachers in the Medical Faculty of the Lucknow University in the year 1937-38

NOTE.—(Other work includes the correction of written work and guidance of research scholars, etc.)

Name with designation of teachers	Lectures	Practical Instruction	Other work
<i>Anatomy Department</i>			
1. Mr. M. A. H. Sidtqi, Professor	78	275	132
2. Mr. P. D. Mukerji, Lecturer	45	308	145
3. Mr. B. N. Sinha, temporary Lecturer (Senior Demonstrator)	45	308	145
4. Mr. S. S. Misra, Junior Demonstrator .. .. .	..	350	145
<i>Physiology Department</i>			
1. Dr. W. Burrige, Professor	72	288	..
2. Dr. S. N. Mathur, Lecturer	84	336	..
3. Mr. Gopal Krishna, Senior Demonstrator .. .. .	..	336	..
4. Mr. Kartar Singh, Junior Demonstrator .. .. .	..	336	..
<i>Department of Forensic Medicine</i>			
Lieut. Col. D. Clyde	42	260	10(+380- Mediologi- cal Injury Exami- nation).
<i>Pharmacology Department</i>			
1. Dr. B. B. Bhatia, Reader	46(+566 Clinical teaching)	37(+350 Hospital work)	..
2. Mr. N. K. Sinha, Lecturer	57	301	62
3. Mr. R. D. Kapoor, Demonstrator .. .. .	..	197	62
<i>Pathology Department</i>			
1. Lieut. Col. H. Stott, Professor	47	514	..
2. Dr. Mohammad Abdul Hameed, Reader	37	164	..
3. Dr. S. P. Gupta, Lecturer	10	176	..
4. Mr. G. K. Tyagi, Senior Demonstrator .. .. .	..	6	..
5. Mr. P. R. Suri, Junior Demonstrator .. .. .	..	..	..
<i>Department of Medicine</i>			
1. Captain R. D. Alexander, Professor	61	864	..
2. Rai Bahadur Hargovind Sahai, Lecturer	40	20	..
<i>Department of Surgery</i>			
1. Rai Bahaur Captain K. S. Nigam, Professor	144	1,632	..
2. Mr. S. N. Mathur, Reader	194	864	..
3. Mr. T. Prasad, Lecturer	24	944	157
<i>Department of Radiology</i>			
Rai Bahadur Raghunandan Lal, Reader	28	153	..
<i>Anaesthetics Department</i>			
Mr. R. D. Pramanik, Part-time Lecturer .. .. .	..	48	864
<i>Ophthalmology Department</i>			
1. Mr. C. P. Misra, Professor	*33	864	..
2. Captain R. S. Varma, Lecturer .. .. .	..	904	..

*Seminars.

APPENDIX H(2)—(concluded)

Name with designation of teachers	Lectures	Practical Demonstration	Other work
<i>Department of State Medicine</i>			
Dr. H. G. D. Mathur, Part-time Professor	38	22	.. .. .
<i>Obstetrics and Gynaecology Department</i>			
1. Dr. (Miss) G. H. Marchant, Professor	50	450	.. .. .
2. Miss A. Sirat, Lecturer .. .. .	.. .. .	508	.. .. .
3. Miss S. Itty, Lecturer .. .. .	.. .. .	482	.. .. .

APPENDIX H(3)

Statement showing the Distribution of Beds in King George's and Associated Hospitals, among different sections.

Name of Department	Number of beds
Medical	115
Surgical	107
Ophthalmic	42
Mixed—	
Isolation, Students Nurses Sick Room, }	52
Private, Cottage Wards. }	
Obstetrics and Gynaecological	56
Total	372

NOTE.—There are two sorts of accommodations in these Hospitals, i.e. (1) General Wards—344 beds for treatment of patients free of charge and (2) Paying Wards—28 (Private Wards 10+ Cottage Wards 14+ Emergency Ward 1+ Detention Wards 3).

APPENDIX H(4)

SCALE OF HOSPITAL CHARGES

(a) Scales of Charges in the Paying Wards of the King George's Group of Hospitals, Lucknow

A.—Cottage Wards—

The daily charge for each patient including light, fans and attendance is Rs.3 per day.

The following Hospital charge is made in the event of a patient having an operation performed:

	Rs.
A major operation	50
A minor operation	10
Fracture (Simple)	25

Any excessive drugs, stimulants and excessive dressings ordered will be charged to patients.

B.—Private Wards—

The daily charge for each patient including light, fans and attendance is Rs.5 per day. All extras are charged for separately.

The following charge is made in the event of a patient having an operation performed :

	Rs.
A major operation	60
A minor operation	10
Fracture (simple)	25

Hospital diet will be supplied to both Cottage and Private Wards as noted below:

European diet	Rs.2-8 per day
Indian diet	Rs.1 per day

and European diet will be supplied to the General Ward patients on payment of Re.1 per day.

Patients requiring a special nurse will have to make their own arrangements for the nurse. Any nurse so engaged must be approved by the Lady Superintendent, who would arrange for her food at a cost of Re.1-4 per day.

All maternity cases admitted into Hospital are charged a fee of Rs.60 for the confinement in addition to Hospital charges, unless patients consent to the presence of students during labour when no charges are made.

All extras such as alcohol, concentrated soups, jellies, etc. have to be signed for by patients and extra cost is recovered from them. All expensive medicines and dressings are charged for separately.

(b) Scale of fees for X-ray Skiagrams and Electrical treatment

	Rs.
1. X-ray Skiagram of upper and lower extremities	12
2. " " " thorax and abdomen	18
3. " " " head and face	18
4. " " " with bismuth meal or visualisation by opaque medicine.	24
5. " " " localization of foreign body	24
6. " " " dental films	6
7. " treatment superficial therapy	9
8. " " deep therapy	4
9. " " ultra-violet rays	9
10. " Ionization and high frequency	12
11. " screen examination	16
12. " taking and delivery of an Electrocardiogram	
Special written opinion on references beyond the statement of findings when required by the Medical attendant only in the case of patients not admitted in the Hospital	10

NOTE.—In all cases charges will be made for one single plate except in those cases where more than one plate are required for proper diagnosis.

(c) Schedule of Charges for Pathological Examinations from Private and Cottage
Wards patients

	Rs.
I. Blood—	
1. Wassermann Examination	10
2. Total W. B. C. Count	5
3. Total R. B. C. Count	5
4. Haemoglobin %	5
5. Blood films for parasites or differential count	5 each
6. Widal test to any combination of organism	10
7. Blood culture (sterile)	10
8. Blood culture with identification of organisms	15
9. Van-den-Burgh's test	5
10. Aldehyde test	5
11. Urea stibamine test	5
12. Opsonic index	15
13. Blood coagulation time	5
14. Blood Urea	10
15. Blood chlorides	10
16. Blood cholesterol	15
17. Blood calcium	15
18. Blood alkali Reserve	15
19. Blood grouping	5
20. Price Jones Curve	32
21. Khan's test	15
22. Fasting Blood Sugar	10
23. Sugar Tolerance Test (7 specimens)	32
II. Urine, qualitative, quantitative (Sugar, albumen, etc.) Rs.5 each—	
24. Chemical and microscopical for both	5
25. Cultural (if sterile)	5
26. „ (with identification of organisms)	15
27. Urea concentration test	10
III. Stool—	
28. Microscopical	5
29. Chemical (fat analysis)	32
30. Ocult blood	5
31. Cultural	15
IV. Sputum—	
32. Film Examination	5
33. Cultural (for T. B., etc.)	15
34. Albumin test	5
V. Pus and Exudates—	
35. Microscopic	5
36. Cultural with identification	15
37. K. L. B. Swab (film and culture)	10
VI. C. S. Fluid—	
38. Microscopical	5
39. Cell count	5
40. Chemical (for each ingredients)	5
41. Cultural (if sterile)	5
42. „ (with identification of organisms)	15
43. Langes Collidal Gold test	32

		Rs.
VII. Serious fluid—		
44. Microscopical	.. .. .	5
45. Cell Count	.. .. .	5
46. Chemical (for each ingredient)	.. .. .	5
47. Cultural (if sterile)	.. .. .	5
48. „ (with identification of organisms)	.. .. .	15
49. Dark ground illumination	.. .. .	10
50. Vaccines	.. .. .	20
51. „ (single dose of stock vaccine)	.. .. .	1 per dose.
52. Animal experiments	.. .. .	15
53. Zendeich Aschiem reaction	.. .. .	15
54. Tissue Sections	.. .. .	16
55. Fractional test meal	.. .. .	32

Rs.5 extra will be charged if specimen has to be collected from outside the Hospital
by Pathology staff.

Comparative statement showing details of the Staff, Students, Beds and

Name of University or College	College											Number of students per faculty	Annual expenditure on Faculty or College
	Teaching staff						Students			Number of students per teacher	Annual expenditure on Faculty or College		
	Professors	Readers and Assistant Professors	Lecturers	Demonstrators and Assistant Demonstrators	Other whole time teachers	Part time-teachers	Total	Degree course	Others					Total
1. Lucknow University King George's Medical College, Lucknow.	8	5	12	6	..	..	31	293	16	309	10	Rs. 2,70,685
2. Punjab University													
1. Lady Hardings Medical College, New Delhi.	9	7	2	1	3	6	25	143	..	143	6	2,67,470	
2. Women's Christian Medical College, Ludhiana, Punjab.	2	..	14	9	..	2	26	33	154	187	7	1,15,000	
3. King Edward Medical College, Lahore.	10	12	1	19	2	7	47½	602	20	622	13	5,62,731	
3. Osmania University Osmania Medical College, Hyderabad (Deccan).	5	4	4	4	..	26	30	159	..	159	5	2,01,237	
4. Rangoon University Medical College, Rangoon	..	2	..	5	6	19*	22½	153	..	153	7	1,50,000	
5. Bombay University													
1. Seth G. S. Medical College, Parel, Bombay 12.	4	5	(Hon.) 37	17	4	..	67	470	..	470	7	2,62,214	
2. Grant Medical College, Byculla, Bombay 8e.	5	5	21	24	..	35	72½	660	..	660	10	3,01,931	
6. Mysore University Mysore Medical College	..	11	5	7	10	..	33	149	..	149	5	90,000	
7. Andhra University Medical College, Vizagapatam	..	12	18	12	9	..	61	260	..	260	5	2,80,740	
8. Patna University Prince of Wales Medical College, Patna.	11	..	5	7	..	17	31½	290	..	290	7-2	25,50,631	
9. Calcutta University Medical College, Calcutta	..	1	4	..	13	12	30	623	16+ 40 (Military).	679½	9	5,34,158	

* Includes 3 Professors.

† Temporary Honorary staff not included.

‡ Including military pupils (40)

DIX H(3)

Expenditure of various Medical Colleges and Hospitals in India

Name of Hospitals	Hospital staff				No. of beds	Annual expenditure	Expenditure per bed	Total expenditure on College and Hospital		
	Whole-time	Honorary	Others	Total					Ps.	Ra.
King George's Hospital ..	}	15	..	15	390	2,68,060	856	6,04,580		
Queen Mary's Hospital ..						59,110				
Tuberculosis Hospital ..						8,715				
The College Hospital ..	8	..	..	8	322	1,73,420	538	4,40,890
Memorial Hospital, Ludhiana, Punjab.	26	..	..	26	333	1,10,000	330	2,25,000
1. Mayo Hospital, Lahore ..	7	7	..	14	475	5,11,610	Approx. 950-95 1721-65	12,04,769		
2. Lady Willingdon Hospital, Lahore.	2	..	..	2	70	1,27,402		
Osmania General Hospital	34	4	..	38	About 800	5,79,975	..	7,80,212		
General Hospital, Rangoon	..	..	..	..	540	9,00,000	1,665	..
1. K. E. M. Hospital ..	45	35	..	80	426	5,92,013	1,389	8,54,227		
2. N. W. Maternity Hospital	..	..	..	..	150	1,56,400	1,043	..
J. J. Group of Hospitals, Bombay	13	09	..	112	599	6,92,338	1,509-4	9,94,269		
1. Sri Krishna Rajendra Hospital, Mysore.	33	..	..	33	303	1,99,500	658	..
2. Chetavamba Maternity Hospital,	6	..	..	6	120	68,100	568	..
King George's Hospital, Vizagapatam.	23	10	..	33	408	2,72,030	782	5,52,770		
Patna Medical College Hospital, Patna.	15	3	24	42	639	4,74,010	741.13 per year	7,29,072		
Medical College group of Hospitals.	35	20	..	755	728	10,83,580	1,488	16,17,536		

APPENDIX H(6)

SCHOLARSHIPS AND OTHER FORMS OF AID AVAILABLE TO STUDENTS

IN THE MEDICAL FACULTY

I—Research scholarships

1. One University Fellowship awarded every year, value Rs.100 per mensem tenable for 12 months.
2. Captain Kunwar Indrajit Singh Research Scholarships, value Rs.100 per mensem each, tenable for 6 months and extendable to twelve months; a further extension to 2 years may be given provided the work done shows sufficient promise. The scholarships will be subject to the retention of Rs.15 per mensem payable only at the completion of the full tenure of the scholarships.

II—Other scholarships

1. Four University Scholarships of Rs.16 per mensem in the I Year and four in the II Year and four Scholarships of Rs.20 per mensem in each of the III, IV and V year classes.
2. Two Raja Raghubar Dayal Scholarships of Rs.10 per mensem in the 1st Year class only, one to a male preferably to a Khattri student and one to a female.
3. Five Bhing, Raj Kshattriya Scholarships of Rs.12 per mensem in the I and II Years and Rs.15 per mensem in the III, IV and V Years available for Kshattriya students.
4. Eight MacDonnell Fund Scholarships of Rs.20 per mensem to lady students only.
5. Naṣrullah Khan Prize of Rs.50 annually to a Muslim student for obtaining the highest number of marks in the subject of Chemical and Practical Medicine.
6. Batool Bursary Prize of Rs.70 annually to an Indian student resident of Rohilkhand who has passed 1st M. B. B. S. Examination and wishes to proceed with further course of study preferably to a female student.
7. Dr. Har Prasad Kayastha Scholarship of Rs.40 per mensem for 5 years awarded by Kayastha Pathshala, Allahabad, to a First Year Kayastha student.

III—Concession in fees

Maximum number of free-scholars—5 per cent. of enrolment.

APPENDIX J(1)

Colleges affiliated to the University of Agra

(Revised by the Principals of the Colleges)

(1) Agra College, Agra

The origin of the institution can be traced to a grant of lands in the districts of Agra, Muttra and Aligarh made by the Peshwa Madho Rao to Pandit Ganga-dhar Shastri, son of Missur Deo Narain in 1796 so that (to quote the original sanad) "he may defray the necessary want of himself, of comers and goers, and students of the Vedas."⁽¹⁾ The Paudit died in 1813 leaving the endowments, which then amounted to Rs.23,000 a year, to the East India Company and the College was established in 1823. By 1844 it had about 400 students. The syllabus of studies, which was originally oriental, was amended to include western subjects in compliance with the new policy of Government. In those early days the College had no rivalry to face, the only other institution of its type being Queen's College, Benares. But during the decade, 1870-80, rival colleges appeared at Delhi, Aligarh, Bareilly and Allahabad, and the students of Agra College decreased in number. "The Agra College," said a Government report, "with its staff of able professors and empty class-room, is a melancholy proof of how little high class education is deemed a desideratum." It was proposed that the College, which had been in succession managed by the Committee of Public Instruction of Calcutta, the supreme Government and the Local Government, should be closed. But the public was prepared to help the institution and in 1883, at first as a provisional measure, its administration, subject to the general control of Government, was transferred to a Trust consisting of about thirty gentlemen each of whom had subscribed Rs.1,000 or more. In 1909 the School attached to the College was handed over to Government.

Early History.

In accordance with the rules made by Government, the administration of the College is vested in a Board of Trustees and a Managing Committee, "which under the general direction of the Board of Trustees, controls the general administration of the College."

Government Rules.

"The Board of Trustees shall consist—(1) of official members; (2) of non-official members approved by Government. The *ex officio* members shall be (a) the Commissioner of Agra Division; (b) the Collector of the Agra District and

Board of Trustees.

(¹) Standing Report, 1936; Periodical Inspection Reports, 1930 and 1935; Recognition Reports, B.A. and B.Sc. in Military Science, 1930; B.A. in Political Science, 1931; B.A. in Hindi, 1931; M.A. in Hindi and B.A. in Urdu, 1936. Also material supplied by the courtesy of the Principal; the Principal's Reports, College Budgets, etc.

(c) the Director of Public Instruction. The non-official members shall consist (a) of persons who have contributed, or the representatives of persons who have contributed, to the funds of the College irrespective of the place where such persons may reside; failing them such persons as Government may appoint; (b) of two members of the Agra Municipal Board to be nominated by that Board; and (c) of two members from each district of the Agra Division to be nominated by the respective district boards⁽¹⁾." The number of non-official members is not to exceed fifty or fall below thirty and "vacancies in class (a) of non-official members shall be filled up by Government as may be required"; such members may be re-nominated but their seats are declared vacant if they fail to attend four half-yearly meetings of the Board. "The Government may remove from the Board of Trustees any member for reasons of which Government shall be the sole judge⁽²⁾. The ordinary meetings of the Board are held twice a year, in April and October; special meetings are called by the President at his own initiative or at the requisition of five Trustees. Eight members form a quorum at the ordinary and thirteen at the special meetings." The entire supervision and control of the Agra College shall be exercised by the Board of Trustees in accordance with the rules. "The Board is required to administer the proceeds of the endowments, grants-in-aid, and all the income which accrues to the College generally for the sole use and benefit of the Agra College" and it has "subject to the sanction of the Local Government, power to sell any portion of immovable property and to grant leases of the same." The funds of the Trust are to be invested in securities prescribed by the Trusts Act of 1882. The Board can appoint and dismiss its Secretary.

Managing
Committee.

The Board of Trustees is 'represented' by a Managing Committee of the members—the Commissioner and the Collector, who are *ex officio* President and Vice-President, and eight members elected by the Board "with the final approval and sanction of Government" for a period of three years. The Secretary of the Board is the Secretary of the Committee. Members who fail to attend six consecutive meetings cease to be members. At least one meeting must be held every month; three members form a quorum provided two of them are other than *ex officio* members. The Committee is to control the College under the direction of the Board, and the Board may, subject to the rules, delegate its powers to the Committee. More specifically the duties of the Committee are defined by the rules as follows:—Sanctioning estimates of expenditure; checking receipts and disbursing money for current expenses; maintaining accounts and returns; fixing the strength of the establishment along with the salaries of different posts; appointment, promotion, punishment and dismissal of the College staff; and enforcement of the provisions of the Trust deed. Proceedings of all the meetings

(1) Articles II, III and IV.

(2) Article VIII of Government Rules.

of the Committee are to be submitted to the Board which has the power of confirming and modifying them.

"The Principal of the College," declare the rules⁽¹⁾ "shall have absolute power in all matters relating to admission, promotion and expulsion of students, the discipline of the classes and the collection and remission of fee. He shall be solely responsible for fixing the hours of study, for the giving and refusing of holidays, for regulating the details of the course of studies and for the grant of scholarships so far as is consonant with the orders of Government on the subject and the provision of the rules." The College is subject to the inspection of the Director of Public Instruction. "The teachers and students of Agra College shall entirely eschew politics⁽²⁾". The orders of Government are final on all questions about the interpretation of the rules.

Powers of
the
Principal.

Menial servants are appointed by the Principal; other appointments carrying a salary of less than Rs.50 are made by the Principal subject to the sanction of the Managing Committee; appointments with pay of over Rs.50 and less than Rs.100 are made by the Managing Committee subject to the revising power of the Board of Trustees. "Appointments with pay of Rs.100 per mensem or upwards shall be made by the Managing Committee subject to the sanction of Government⁽³⁾."

Contracts of service have been entered into with permanent members of the staff as required by the University. Members of the staff are appointed by a resolution of the Managing Committee after one year's probation⁽⁴⁾. The following grades were sanctioned in 1934 but persons appointed on a higher grade before 1933 were not to be affected:—Principal, Rs.800—50—1,000 with rent-free house or in the case of a specially qualified person, Rs. 1,000—50—1,250; Professors, Rs. 350—35—700; Readers, Rs. 250—15—400; Lecturers, Rs.150—10—250; Junior Lecturers, Rs.100—10—200⁽⁵⁾. The Provident Fund Association includes all employees in permanent service on salaries of Rs.50 or more; the employees contribute 5 per cent. of their salary and the College contributes an equal amount; one half of the College contribution to the Provident Fund is allowed for in the Government grant. The strength of the staff, including the staff of the Intermediate classes, is as follows:—Professors, 6; Readers, 8; Lecturers, 23; Junior Lecturers, 12.

Grades and
Service.

⁽¹⁾ Article XXVIII.

⁽²⁾ Government rules, Article XXIV.

⁽³⁾ Government rules, Article XXIV.

⁽⁴⁾ Standing Report of 1936.

⁽⁵⁾ Professors appointed before 1933 were divided into five grades—Rs. 500—50—1,000; Rs. 450—30—750; Rs. 350—30—550; Rs. 200—20—400; Rs. 200—10—300. The last two grades have been consolidated in the grade of the present Readers. A higher salary within the grade may be given to Professors specially qualified.

Income and
Expenditure.

The principal sources of income and expenditure in 1935-36 (actual) were as follows :—*Income*—Pandit Gangadhar Shastri's village endowment, Rs.13,926 ; interest on Pandit Gangadhar Shastri's cash endowment (of Sicca Rs.1,78,000), Rs.7,612 ; interest on Government securities (General Fund) of Rs.1,33,000, Rs.4,612 ; Government Maintenance Grant, Rs.98,066 ; Fees, Rs.1,03,448 ; interest on Government Securities of Rs.58,500 earmarked for Scholarships Fund, Rs.2,042 ; Boarding House rent, Rs. 11,475 ; Agra Municipal grant, Rs.2,500. *Expenditure*:—Salaries of the teaching staff, Rs.2,01,467 ; clerical and subordinate staff, Rs.7,446 ; menial staff, Rs.4,171 ; maintenance charges including the expenditure on the laboratories, Rs.41,471 ; Boarding House staff and maintenance charges, Rs.10,915. The budget of the College exceeds two lakhs a year but the College has Intermediate classes also and the expenditure and income due to these classes have been included in figures given above.⁽¹⁾

Scope of
instruction,
students, etc.

Provision is made for instruction in all B.Sc. and most B.A. subjects and for post-graduate instruction in English, History, Economics, Mathematics, Sanskrit, Physics, Chemistry, Botany and Zoology. The total number of students, including the Intermediate and LL. B. classes, in 1937-38 was 990:—M. A. Final, 13 ; M. A. Previous, 16 ; M. Sc. Final, 22 ; M. Sc. Previous, 21 ; B. A. Senior, 124 ; B. A. Junior, 103 ; B. Sc. Senior, 69 ; B. Sc. Junior, 64 ; Inter. Sc. II Year, 114 ; Inter. Sc. I Year, 107 ; Inter. Arts II Year, 74 ; Inter. Arts I Year, 55 ; LL. B. Previous, 108 ; LL. B. Final, 100. The College has seven hostels providing accommodation for 270 students ; there are also four caste-hostels, recognized by the University and placed in charge of Wardens who are teachers of the Agra College, where students of the institution are allowed to live. The number of books in the Library was over 10,000 in 1935. The budget estimates of the College and the Principal's Annual Report are printed and circulated for information.

(2) St. John's College, Agra

The Parent
Society.

The College was founded by the Church Missionary Society in 1850 " and has been carried on and developed by that Society in the service of India and the Indian Church.⁽²⁾ The immovable property of the College is vested in the Church Missionary Trust Association. The Parent Committee—i.e. the Church Missionary Society in London—retains the 'ultimate financial responsibility' and, consequently, 'some measure of control'. But it has been the aim of the Parent Committee to transfer the control of the College—including control of policy—to " a Governing Body in India representative of the Church of which

⁽¹⁾ The College is the best endowed one in the University. (*Inspection Report, 1935*).

⁽²⁾ Standing Report, 1936 ; Periodical Inspection Reports of 1930 and 1935 ; Recognition Reports—B.A. and B. Sc. in Military Science (1930), B.A. in Hindi and Urdu (1930), M.A. in Hindi and B.A. in Geography (1936) ; Principal's Reports for 1936-37 and 1937-38 ; financial statements ; Provident Fund Rules ; also material supplied by the country of the Principal.

the College is the servant." The revised Constitution of November, 1935, has been drawn up on the basis of the Lindsay Commission Report.⁽¹⁾

"The aim of St. John's College, Agra, is to give Christian education up to the highest University standards, such education including the imparting of sound learning, the building of character and the spread of spiritual truth and knowledge of God. True to the Missionary purpose of its founders, the College seeks both by its whole influence and by definite teaching to realize and share with all who join it that fullest life which we believe God gives to men through Jesus Christ, our Lord, and to train and prepare those who may serve and lead the Christian Church in India in its great task of the extension of Christ's Kingdom throughout the world."⁽²⁾

Aims of the College.

"All members of the Governing Body shall be Christians, not more than four shall be members of the staff and at least one shall be a woman."⁽³⁾ Subject to these conditions the Governing Body is constituted as follows: (1) *Life Members*.—The Governing Body may, in recognition of distinguished service to the College, appoint its former members as Life Members. No limit to the number of persons who can be appointed is prescribed. (2) *Five ex officio Members*.—The Bishop of the Diocese (Chairman), the Principal, Vice-Principal, and Bursar of the College and the Diocesan Representative of the Church Missionary Society. (3) *Five elected representatives*.—A member of the staff who has been in permanent service for at least two years elected by the permanent members of the staff; a representative of the Diocese Mission Board; two persons elected by the Indian Board of the Diocese; a member or officer of the National Christian Council elected by that Council; and one representative of the United Provinces Board of Higher Education. (4) *Six members co-opted by the Governing Body*.—One ex-student; one Christian resident of Agra co-opted by the Governing Body and "not more than four persons co-opted annually by the Governing Body, not more than one of whom may be a member of the staff, one shall be preferably a representative of European education, but two shall be residents of Agra and one of these preferably an official." Members of the staff may not come on to the Governing Body except through the specified channels; persons (except *ex officio* members) who are absent from two consecutive meetings "without adequate reason given" are deemed to have vacated their places on the Governing Body. The Governing Body is required to meet at least twice during the College year; a special meeting will be called by the Secretary at the requisition of any four members. A quorum of six suffices, provided the staff are not in a majority.

Constitution and powers of the Governing Body.

The Governing Body governs and controls the affairs of the College. It may delegate part of its powers to the staff council, the finance committee or to its own

(1) Approved by the Parent Committee.

(2) Article I of the Constitution.

sub-committees and the powers so delegated may be recalled. "Such delegation shall in no way impair the ultimate responsibility of the Governing Body for action taken under these powers."

Staff Council. The Staff Council consists of the Principal, the Vice-Principal, the Dean of Hostels, the Dean of Day Students, the Warden of the Women's Hostel, four persons appointed by the Governing Body from among the permanent staff, and other permanent teachers of the College co-opted by the Council to secure that there are at least ten members on the Council and at least four-fifths of the members are Christians. The Council is to meet at least once a term. Its function is to "consider the general policy of the College and initiate new developments." It makes recommendations on all such matters to the Governing Body but recommendations affecting the budget have to be submitted through the Finance Committee.

Finance Committee. The Finance Committee is composed of the Principal, the Vice-Principal, the Bursar, and three residents of Agra (not being members of the College staff) of whom at least two shall be members of the Governing Body. The Finance Committee prepares the financial business of the Governing Body, including the budget; it has the power of modifying the estimates of expenditure approved by the Governing Body but has to report such action to that authority at its next meeting. The previous sanction of the Parent Committee is required for building schemes or structural changes costing more than Rs.10,000, sale of land or buildings belonging to the Society and for all acts which involve the hypothecation of properties vested in the Church Missionary Trust Association or prejudice their value.

Academic Council. Two other bodies are organized under the Standing Rules of the Governing Body. (1) The Academic Council—consisting of the Principal, the Vice-Principal, the Chairmen of Faculties, Heads of Departments, the Superintendent of Games, the Dean of Hostels, the Dean of Day Students, the Librarian and up to six additional members nominated by the Principal—advises the Principal "on matters of discipline and academic arrangements." (2) Periodical meetings of the Christian members of the staff are to be called by the Principal to consider "methods and policy in regard to the religious life and work of the College." His Annual Report on this subject, prepared in consultation with the Christian staff, is submitted to the Governing Body and the Parent Committee and copies of it are forwarded to the Provincial and the Central Boards of Christian Higher Education of the National Christian Council.⁽¹⁾

Powers of the Principal. The Principal of the College is appointed by the Parent Committee after considering the recommendations of the Governing Body. He is the *ex officio* Secretary of the Governing Body and a member of all its sub-committees. His chief functions and powers are defined by Articles VIII, IX and X: "The

(1) Standing Rule 3 and Article VII.

Principal shall be responsible for the discipline of the College and shall administer its affairs in accordance with the aim of the College and the decision of the Governing Body, and within the limits of the Budget as passed by the Governing Body. The Principal shall, as occasion arises, appoint, suspend or remove any member of the staff, but shall in every case report his actions and reasons to the Governing Body. Agreements with such members of the staff as are to be confirmed in their appointments by the Governing Body shall be executed by the Principal in the form prescribed. Members of the permanent staff on such agreements shall have a right of appeal to the Governing Body against any decision of the Principal involving suspension or dismissal." Subject to the provisions of the budget and the modifications made in it by the Finance Committee, "the Principal is authorized to administer all college funds."

The constitution of the College may be amended by the Governing Body and its annual meeting by a two-thirds majority. But no amendment so made is valid without the sanction of the Parent Committee if it affects the aims and objects of the College as defined above, the composition of the Governing Body, the proportion of Christian teachers on the Staff Council, the procedure for appointing the Principal, the control of the Parent Committee over properties vested in the Church Missionary Trust Association and the conditions at present prescribed for amending the constitution.

Amendment
of the
College
Consti-
tution.

The Church Missionary Society is expected to maintain five qualified missionary professors on the staff and they are paid by the Parent Committee at its own rates. But their salaries, calculated at the rates fixed by the Department of Public Instruction, are deemed a contribution of the Parent Society to the College⁽¹⁾; this contribution is not constructive but real and is taken into consideration in fixing the Government grant. The College also engages young English teachers on short term contracts extending from two and a half to five years on a salary just enough to cover their passage and living expenses. There are at present, including the missionaries, 6 English and 41 Indian teachers on the College staff; of the latter 24 are Hindus, 13 are Indian Christians and 4 are Musalmans. Apart from a Senior Professor (Rs.500—50—1,000) and the Vice-Principal (Rs.300—30—650), there are 7 Professors on the grade, Rs.200—20—400, and a Professor of Persian on the grade, Rs.250—10—300. There are 3 Assistant Professors on the grade, Rs.200—10—250; 7 Lecturers on the grade, Rs.150—10—200; an Urdu Lecturer on Rs.100—5—150, and other Junior Lecturers or Tutors on fixed salaries of Rs.100 (in some cases with additional allowances). The ordinary demonstrators grade is Rs.100—5—150, but there are certain additional part-time demonstrators on salaries ranging from Rs.60 to Rs.100. Lastly, there are two honorary teachers to whom an honorarium is paid. The rules and regulations of the Provident Fund require all permanent

Missionary
and other
teachers.

(1) Five Missionary Professors and one teacher on short-term contract.

members of the Tuitional and Ministerial staff to contribute $6\frac{1}{4}$ per cent. of their monthly salary to the Fund and the College contributes an equal amount. There are no leave rules for the staff.

Service con-
ditions.

Appointments, in the first instance, are made for one year, but the probationary period may be continued up to three years. Probationers selected by the Principal and the Governing Body for permanent appointment enter into a formal agreement with the Principal. The contract has been drawn up on the lines suggested by the University. "Preference in appointments is generally given to Christian applicants," the College circular on "Staff Appointments" declares, "but this fact in no way affects the security of any teacher with whom the College has entered into a definite agreement. It is not expected that the Hindu and Muhammadan members of the staff will feel able to identify themselves with the religious aim or activities of a Christian College, but they are expected to adopt a view of their obligations which will go beyond the delivery of prescribed lectures, and embrace a regard for the good name and the progress of the College, the promotion of good understanding and fellowship in the staff as a whole, and the welfare of the students, not only in the class room but in their hostels and in their homes."

Students.

Provision exists for the teaching of nearly all B. A., B. Sc. and B. Com. subjects and for post-graduate instruction in English, History, Economics, Persian, Hindi, Mathematics, Philosophy, Chemistry and Zoology. The total enrolment of the University classes in 1939-40 was 288 : B. A. Junior, 52 ; B. A. Senior, 56 ; M. A. Previous, 44 ; M. A. Final, 23 ; B. Sc. Junior, 29 ; B. Sc. Senior, 22 ; M. Sc. Previous, 10 ; M. Sc. Final, 7 ; B. Com. Junior, 23 ; B. Com. Senior, 22. Including the Intermediate classes, there were 541 students of different communities in the College : Europeans and Anglo-Indians, 5 ; Indian Christians, 70 ; Hindus, 361 ; Muslims, 101 ; others, 4. The number of women students studying in the College was 49. The College has four hostels for boys with accommodation for 184 boys and one hostel for girls (Davies House) with accommodation for 35 girls.

The real property of the College is estimated at about Rs.8,83,693. The permanent yearly income of the College is about Rs.64,600 : Davies India Education Fund, Rs.14,400⁽¹⁾ ; Haileybury grant, Rs.2,000 ; Church Missionary Society's grant, Rs.48,200. The last item includes the estimated salary of five missionaries (Rs.45,000). A Reserve Fund of Rs.12,775 has also been built up in accordance with the Department rules. The fee income in 1939-40 was Rs.53,446, and the Government grant was Rs.90,176. The total expenditure of the College in the year mentioned was Rs.2,02,520 of which the principal items were—staff

(1) "There is an endowment fund held by the C. M. T. A., for the benefit of St. John's College and School amounting to £30,396 and the normal income to the College amounts to Rs.14,500," (*Standing Report, 1936.*)

salaries, Rs.1,10,217; Provident fund contribution, Rs.6,045; Library, Rs.2,915; Upkeep of laboratories, Rs.7,759.

(3) Maharaja's College, Jaipur

The institution has gradually developed from a High School which was founded in 1844.⁽¹⁾ The present College building was constructed seven years ago. "It is probably safe to say that no other College in the University has a building which could be compared with it."⁽²⁾ The College is maintained by the Durbar under the supervision of the Director of Education, Jaipur State. Immediate control is vested in the Principal. "He has absolute power in all matters relating to the admission, promotion and expulsion of students, the discipline of the classes, and the collection and remission of fees. He is responsible for fixing the hours of study, for the giving and refusing of holidays, for regulating the details of the course of study and for the grant of scholarships and freeships, so far as is consonant with the orders of the Durbar on the subject."⁽³⁾ Out of the 27 members of the staff, six are allotted to the Intermediate and the rest to the Intermediate and the University classes. Their appointment and tenure of service is in accordance with the general service rules of the State, which provide for confirmation after a probationary service of one year and prescribe the conditions on which leave and pension are granted to all servants of the State. The staff is divided into the following grades: Principal, Rs.600—30—750; Professors, Rs.175—20—375; Professors of Sanskrit and Persian, Rs.125—10—225; Assistant Professors (Upper Grade), Rs.150—10—250; Assistant Professors (Lower Grade), Rs.120—10—220; Assistant Professors of Sanskrit and Persian, Rs.110—7½—200; Demonstrators, Rs.110—7½—200. The annual expenses of the College amount to more than a lakh of rupees. Provision has been made for the teaching of Commerce subjects in B. Com. from the session 1939-40, and of all subjects for B. A. and B. Sc. except Arabic, Hindi, Urdu and Biology; and for post-graduate instruction in English, History, Sanskrit, Persian and Mathematics. The total number of students in the B. A., B. Sc., M. A. and M. Sc. classes in 1935-36 was 198. Subjects of the State are required to pay half the tuition fee only.

(4) Meerut College, Meerut

The College, which owes its existence to "the liberal efforts of the gentry and the nobility of the division," was affiliated to the Allahabad University Board of Management.

⁽¹⁾ Standing Report, 1936; Periodical Inspection Reports, 1929, 1934, 1939; Recognition Report for B. Com.

⁽²⁾ Periodical Inspection Report, 1934, page 1.

⁽³⁾ *Ibid.* page 2

for the B. A. examination in 1892.⁽¹⁾ Its expansion has been fairly rapid. The rules governing the institution at present were framed by the Meerut College Association in April, 1920, and sanctioned by Government.⁽²⁾ The Board of Management consists of four classes of members. (1) *Eight official members*—The Commissioner of Meerut Division (President), the Collector of Meerut (Vice-President), the Director of Public Instruction, the Inspector of Schools for Meerut Division, the Superintendent of Dehra Dun and the Collectors of Muzaffarnagar, Bulandshahr and Saharanpur. (2) *Representatives of Local Bodies*—Every municipality and district board contributing Rs.1,000 a year to the funds of the College is entitled to elect a member to the Board of Management so long as its contribution continues. Such representatives are elected for three years and are re-eligible. (3) *Donors*—Every person who contributes Rs.1,000 to the funds of the Association or transfers to it property, which in the opinion of the Executive Committee is equivalent to Rs.1,000 or more, becomes a life-member of the Board. But this privilege is not extended to a donor while he is a minor or *in statu pupillari*. Further, the Board on the recommendation of the Executive Committee may remove any non-official member on any of the following grounds : “refusal to act or incapacity to act ; insolvency ; conviction for a defect of character which makes him unfit to be a member.” In 1937 the Board had only one representative of local bodies, two life-members ⁽³⁾ and forty-three donors of whom thirty-two belonged to the Meerut District. The Secretary who is appointed by the Board from among its members for three years is also the *ex officio* Secretary of the Executive Committee and the Working Committee ; he is an honorary officer and can be re-elected when his term of office expires. Joint Secretaries and Assistant Secretaries may also be appointed by the Board. The ordinary meeting of the Board is held in July or August. An extraordinary meeting can be called by the President (or in his absence by the Vice-President) or at the written requisition of twenty members. The quorum prescribed for ordinary meetings is eight and for extraordinary meetings twelve. The Board has “general control” over the funds of the Association, and must satisfy itself that the funds are utilized for the proper purpose—“the advancement of collegiate education in the Meerut Division.” The Board can call for reports from the Executive Committee

⁽¹⁾ Standing Report, 1935 ; Periodical Inspection Reports of 1930 and 1935 ; Recognition Reports, B. Com. (1935) ; M. A. in Political Science (1933) ; M. A. Economics (1930) ; B. A. in Hindi, Urdu and Politics, and B. A. and B. Sc. in Military Science (1930) ; M. A. in Mathematics ; the Principal's Annual Reports ; Financial statements ; and also material supplied by the courtesy of the Principal.

⁽²⁾ G. O. no. 1864/XV—180, dated the 26th June, 1920.

⁽³⁾ Persons who were life-members before the present rules were sanctioned by Government continue to be life-members.

and is required to publish an annual statement of accounts. Members of the Board are individually entitled to inspect the minute book, public correspondence and accounts of the Executive Committee. The rules of the Association may at any time be amended by the Board with the sanction of Government ; all disputes about the " meaning " of rules must be referred to Government for final decision.

The Executive Committee consists of six *ex officio* members—the Commissioner of Meerut Division (Chairman), the Collector of Meerut (Vice-President), the Inspector of Schools for Meerut Division, the Secretary, the outgoing Secretary, and the Principal—and twelve elected members. The latter are elected by the Board at its ordinary meeting for a period of three years. The following procedure for voting is prescribed. Each member writes on a slip of paper the names of the twelve persons for whose election he votes and the persons who obtain the largest number of votes are declared elected. The Executive Committee is expected to meet once every quarter ; three members form a quorum ; failure to attend six consecutive meetings is considered equivalent to resignation. The Executive Committee, in case of vacancies, can co-opt a member of the Board for the residuary term but is required to report the fact to the Board for approval. Subject to the " general control " of the Board, the Executive Committee has been assigned the following functions : administration of the grants-in-aid and income of the Association and vesting in the Treasurer of Charitable Endowments all securities for money and other property ; appointment, suspension, dismissal and " general control " of the teaching staff and fixing their pay and emoluments.

Executive
Committee.

The Executive Committee in turn constitutes a smaller body, the " Working Committee." It consists of three *ex officio* members—the Collector of Meerut (President), the Secretary and the Principal—and five members elected by the Executive Committee from among themselves. " They are not responsible for the details of the administration but put forward their recommendation to the Executive Committee for sanction. This is a very busy body and has to meet once before every meeting of the Executive Committee and sometimes oftener."

The Working
Committee.

The Principal is *ex officio* Joint Secretary of the Board and the Executive Committee and his powers are defined by the rules. " The Principal of the College shall have full powers in all matters relating to the admission, promotion and expulsion of students, the general discipline of the classes, the collection of fees and the appointment and dismissal of the menial staff : provided that when the Committee consider that peculiar hardship has been caused by the Principal's action, it may report the case with the Principal's remark to the Board of Management, whose decision shall be final. The Principal's recommendations regarding the appointment, promotion, suspension and dismissal of the College

Powers of the
Principal.

staff shall receive due consideration from the Committee.”⁽¹⁾ As the rules prescribe no special procedure for the appointment of the Principal, it is to be assumed that the question is left to the Executive Committee.

The Academic Council.

An Academic Council has also been organized to help the Principal. “It is constituted of the heads of the various departments. The functions of the Council are to make recommendations to the Principal on practically all academic matters connected with the administration of the College, such as admissions, scholarships, examinations and promotions, the College library, magazine, reading room and the various sectional and departmental societies. The work of the Council is done mostly through sub-committees.”⁽²⁾

Staff and contracts of service.

Contracts of service on the lines prescribed by the University have been signed with the staff. But there are some additional items. An employee will be offered the opportunity of answering the charges brought against him; a timely warning will be given in case of wilful neglect of duty; and he can only be dismissed if a resolution to this effect is passed by a two-thirds majority of the Executive Committee at a meeting specially convened for the purpose. There are at present about 45 teachers on the staff on the following grades: Principal, Rs.1,200—10—1,250; 1 Professor, first grade, Rs.300—660; 8 Professors, second grade, Rs.200—20—400; 2 Professors, second grade (Persian and Sanskrit), Rs.200—10—300; 14 Assistant Professors, first grade, Rs.200—10—250; 1 Assistant Professor, second grade, Rs.150—10—250; 14 Lecturers and Demonstrators and the Professor of Law, Rs.100—10—150; 2 Assistant Professors of Law, Rs.75—5—125; 2 Readers in Sanskrit and Persian, Rs.75—5—100; 1 Assistant Business Instructor, Rs.40—4—60. According to the present Provident Fund Rules, drawn up in 1934, all employees of the College getting Rs.20 per month or more, whether on probation or in permanent service, contribute 5 per cent. of their salary and the College contributes another 5 per cent., but probationers, who have not been confirmed, have no claim to the College contribution.

Students and subjects taught.

Provision is made for instruction in English, History, Philosophy, Economics, Politics, Mathematics, Persian, Urdu, Sanskrit, Hindi, Military Science, Chemistry and Physics up to the B. A. and B. Sc. standards and for post-graduate stage in English, History, Philosophy, Mathematics, Economics, Persian, Sanskrit and Law. The total number of students in the University classes in the session 1937-38 was 597 distributed as follows: Law, 159; M. A. Previous, 27; M. A. Final, 25; B. A. Senior, 164; B. A. Junior, 165; B. Sc. Senior, 28; B. Sc. Junior, 29. The College has a Business Department for Banking and Stenotyping, the Diploma of which has been recognized by the Federal Public Service

⁽¹⁾ Article XXVI (2).

⁽²⁾ Principal's Report, 1936-37.

Commission for the recruitment of clerical staff⁽¹⁾; it had 87 students on the rolls in 1937-38. The three Hindu Hostels of the College provide accommodation for 267 students and the Muslim Hostel for about 110.

The budget of the College comes to about two lakhs. The principal items (actual) for 1936-37 were as follows. *Income*—Government grant, Rs.67,989; Meerut District Board, Rs.2,000; Interest on Government promissory notes of Rs.70,000 at 3½ per cent., Rs.2,419; Fees and Fines, Rs.94,088. *Expenditure*—Establishment, Rs.1,49,282; Provident Fund, Rs.7,272; Library, Rs.2,000; Laboratories, Rs.5,642. In addition to the Government promissory notes of Rs.70,000, the College has other investments for scholarships, medals, etc. of Rs.34,127.

(5) Indore Christian College, Indore

The institution was founded in 1884 by the Central India Mission of the Presbyterian Church in Canada and was at first called the Canadian Mission College. B. A. classes were started in 1893. In 1915 its name was changed to Indore Christian College.⁽²⁾

The Governing Board of the College is the Mission Council of the Central India Mission of the United Church of Canada. But management is vested in a local board consisting of: (1) the Principal and Vice-Principal, *ex officio*; (2) two representatives, who may not be members of the College staff, nominated by the Mission Council; (3) three representatives of the College staff elected by the College staff; (4) one representative of the Malwa Church Council, who may not be a teacher of the College; (5) two members co-opted by the local board annually. All members, except the Principal and Vice-Principal, hold office for three years. The Local Board is expected to meet every month; it determines the educational, religious and financial policy of the College, maintains the buildings, prepares the budget and administers the property of the College, fixes the scale of pay of all its employees and makes appointments to the teaching and clerical staff other than those made by the Governing Board. All actions of the Local Board are subject to the approval of the Governing Body. The Local Board and the Governing Board can only change their constitution by a two-thirds majority.

The Mission
and the
Local Board.

"As in most missionary institutions, the Principal has ample powers in managing the affairs of the institution and is not handicapped at all by outside interference."⁽³⁾ He is the Chairman of the Local Board and its executive officer. "Machinery is also provided for consultation between the Principal and members of the staff in matters concerning the internal administration of the College⁽⁴⁾".

Powers of the
Principal.
The Faculty.

⁽¹⁾ Standing Report, page 1.

⁽²⁾ Periodical Inspection Reports of 1930, 1935 and 1938; Standing Report, 1936; Recognition Report, B.A. in Political Science.

⁽³⁾ Periodical Inspection Report, 1930, page 1.

⁽⁴⁾ *Ibid*, page 1.

In accordance with the constitution of the College, the Staff Council or Faculty, of which all teachers are members, controls the students and frames the rules that may be required, grants class-promotions and gives the certificates required by the University and the Board, prepares the time-table, makes arrangements for teaching and receives reports on the attendance, conduct and work of the students. All decisions of the Faculty are subject to the approval of the Local Board.

The staff which consists of about fourteen teachers is divided into two grades : Professors, Rs.150—5—225 ; Lecturers, Rs. 100—5—125. Tutors are employed without any fixed grade. Missionaries appointed by the Mission Board in Canada have contracts with that Board ; other teachers have agreements with the College according to the contract prescribed by the Agra University. " The income of the College is derived from (a) Mission grant, (b) donations, and (c) fees. The financial position of the College has been seriously affected in recent years owing to a substantial reduction in the Mission grant and the budget has been balanced only by imposing a cut of 25 per cent. and 20 per cent. on the already none too high salaries of the staff ."(1) The College receives no permanent grant from the State.

(6) Holkar College, Indore

The College, which was founded in 1891, is administered by the Durbar through the Minister of Education who is responsible to the Huzur or Cabinet.(2) All teachers of the College are State servants ; their conditions of service are prescribed by the Service Rules of the State and are the same as for the employees of the other State Departments. " The Principal's powers are limited to appointments up to salaries of Rs.60 per mensem, higher appointments being made by the Minister or the Cabinet in accordance with a graded scale based on salaries".(3) The staff consists of about thirty teachers with different salaries.(4)

(1) Periodical Inspection Report, 1938.

(2) Standing Report, 1936 ; Periodical Inspection Reports, 1930, 1935 and 1939 ; Recognition Reports—LL. B., 1928, M. Sc. in Chemistry, 1929 ; B. A. in Marathi, 1931 ; M. A. in History, 1937.

(3) Standing Report, 1936.

(4) The present cadre is as follows :

	Rs.
1 Principal	750—50—1,000
1 Vice-Principal	400—25—500
1 Professor	300—25—400
8 Professors	250—10—350
4 Professors	200—10—250
6 Assistant Professors	150—10—250
3 Lecturers	100—5—150
2 Lecturers	100
2 Demonstrators	125—5—175
2 Demonstrators	75—5—125
1 Demonstrator	75

The College has no separate funds; fee and other incomes are paid into the State Treasury and the annual needs of the College are provided for by the State budget. A Staff Council has been organized to assist the Principal. "It meets in July, November, January and April and whenever the Principal wants the advice of the members of the staff on any matter concerning the administration of the College."⁽¹⁾ The College provides instruction in almost all B. A. and B. Sc. subjects and has post-graduate classes in English, Economics, History, Chemistry and Law. In the year 1938-39 there were 112 students in B. A. and B. Sc. Junior; 126 in B. A. and B. Sc. Senior; 171 in LL.B. Previous and Final; 29 in M. A. Previous; 22 in M. A. Final and 7 in M.Sc. (Chemistry).

(7) Sanatan Dharama College, Cawnpore

The College was founded under the auspices of the Shree Brahmavart Sanatan Dharma Mahamandal in 1921 as a Commercial College.

The aims and objects of the Mahamandal have been defined by Article 2 of the Memorandum of Association as follows:

Aims and
objects of
the Mandal

(a) To preach and spread orally and by writings the Sanatan Dharma based on the Shruti (Vedas), Smirities, the Itihasas and the Puranas.

(b) To establish harmony and unity among the various sects of Sanatan Dharma.

(c) To improve and ameliorate the religious and social training of all the Hindus, and to diffuse the principles of the Sanatan Dharma by means of Periodicals, Tracts, Pustakalayas, Rishikul, Mahavidyalayas, Kanya Vidyalaya, Pathshala, schools and colleges and to start such institutions.

(d) To preserve the caste system among the Hindus as enjoined by the Shastras.

(e) To improve the condition of all the Sanatan Dharma Sabhas already established in the United Provinces to establish new ones.

(f) To correct and improve the undesirable condition of the temples in the Province and to make arrangements for the preservation and proper application of the properties and funds of the said temples.

(g) To improve the unhappy condition of the Hindu sacred places of pilgrimage (Tirth Sthan) and to protect the cows.

(h) To regulate and improve the charity system (Dan Pranali) among the Hindus and to systematize the Hindu festivals by explaining their aims and objects and by fixing correct dates for the same.

(i) To help poor widows and orphans and start institutions for their necessary protection and education.

⁽¹⁾ Inspection Report, 1935.

(j) To help the organization of the Shri Bharat Dharma Mahamandal and other Sanatan Dharma institutions as far as possible.

NOTE—This Mandal shall have nothing to do with current or party politics.

Grades of
Mandal
members.

Only persons above the age of 18 years, who are ready to follow "the aims and objects of the Mandal and the Varnasharam Dharma" are eligible for membership. Members of the Association are elected by the Executive Committee (not by the General Committee) by a majority of votes. Members of the Mandal are divided into six grades : (a) *Sam Rakhshaks (Patrons)*—donors of Rs.5,000 in cash or kind ; they are entitled to vote at any meeting of the Managing Committee without being elected to it and can inspect the Head Office and the affiliated Sabhas of the Mandal ; they can also offer suggestions on any important matter and call a meeting of the Managing Committee through the Secretary to consider their suggestions. (b) *Vishesh (Special Members)*—donors of Rs.1,000 or more. (c) *Sahayaks (Helpers)*—persons who pay at least Rs.12 per year. (d) *Ajeevan (Life Members)*—donors of at least Rs.250. (e) *Udyogi (Honorary Members)*—Persons who serve the Mandal with their learning and educational experience or have rendered any special services to the Mahamandal. (f) *Sadharan (Ordinary Members)*—Persons who pay Rs.6 annually to the Mandal. "The office-bearers and the members of the Executive Committee will be selected from the above-mentioned (first) five classes of members and the Executive Committee will have a right to pass resolutions and to alter or modify any rules or regulations by a three-fourths majority of votes."

The Association has two bodies—The Maha Sabha (the General Committee) and the Antaranga Sabha (the Executive or the Managing Committee). The Executive Committee can constitute any number of sub-committees for the fulfilment of the objects of the Mandal.

The Maha
Sabha.

The Maha Sabha consists of members of all the six categories mentioned above and it exercises the following powers at its annual sittings : (a) election of office-bearers and the members of the Executive Committee ; (b) passing of accounts and the annual report ; (c) passing of the budget ; and (d) 'any other competent business for the management of the Mandal.' The following office-bearers are elected by the General Committee at the annual sitting : One President, two Vice-Presidents, one General Secretary, one Secretary, two Joint Secretaries, three Assistant Secretaries, one Treasurer and one Librarian. All office-bearers are elected for one year.

The Antar-
anga Sabha.

The Managing Committee or Antaranga Sabha has "full powers to control the acts and proceedings of the Mandal." It may consist of 25 to 51 members ; a meeting of the Executive Committee is to be held at least once a month. The Committee fills up all temporary vacancies among the office-bearers of the Mandal

as well as its own members for the residuary term ; a member of the Executive Committee may be removed from the roll of its members by a three-fourths majority. The funds and properties of the Mandal are controlled by the Executive Committee ; sub-committees constituted by the Executive Committee have to work under its control but are allowed to manage their own affairs. All servants of the Mandal getting a salary over Rs.20 per mensem are appointed and dismissed by the Executive Committee.

Sanatan Dharma Sabhas affiliated to the Mandal are divided into three grades. Sabhas of the first grade pay an annual donation of Rs.50 to the Mandal and are entitled to send four representatives (Pritinidhis) to the annual meetings ; Sabhas of the second grade pay Rs.30 annually and send two representatives, while Sabhas of the third grade pay Rs.15 annually and send one representative.

The religious functions of the Sabha are prescribed by Articles 21 and 22 of the constitution :

" 21. Learned and qualified Lecturers (Updeshaks) shall be sent free to the affiliated Sabhas on the occasion of their anniversaries and circulars (Anushthan Patra) will also be issued from the Head Office to the affiliated Sabhas from time to time. Religious functions.

" 22. There will be a Nirnaya Samiti to decide questions of religious importance and those concerning the Shastras. In the Samiti, besides the President and the General Secretary, the Managing Committee shall select persons learned in Sanatan Dharma theology and take their decision and opinions on subjects under consideration."

The rules and regulations of the Sanatan Dharma College vest the control of the College in a Board of Management.⁽¹⁾ Two conditions of eligibility to the Board are prescribed—"Only gentlemen professing Varnashram Dharm as sanctioned by Sanatan Dharm are eligible," and they must be donors of Rs.1,000 or more. Salaried teachers of the College are not eligible. A list of the persons eligible is prepared by the Shree Brahmavart Sanatan Dharma Mahamandal at its Executive Committee meeting ; out of this list the Shree Brahmavart Sanatan Dharma Mahamandal elects the office-bearers and members of the Board for a period of one year at a meeting specially called for the purpose. The Shree Brahmavart Dharm Mahamandal (of Benares) also has "the right of nominating one member on the Board of Management out of the Pritinidhis or representatives." The rules specify four officers—President, Visitor, Secretary and Assistant Secretary—and prescribe ten members as the minimum. The present membership is 24. "The Principal and any other experts in education can be Board of Management of the S. D College.

(1) Standing Report, 1936 ; Periodical Inspection Reports of 1931 and 1936 ; Recognition Reports—LL. B. (1928), M. A. in English and B. A. in Mathematics (1929) ; M. A. in History and B. A. in Politics (1930) ; B. A. in Philosophy (1931) ; the Principal's annual report ; also material supplied by the courtesy of the Principal.

co-opted as a member of the Board and shall possess such rights and privileges as the Board may confer."

The Board is required to meet at least once a month; a member who is absent from four consecutive meetings is deemed to have vacated his place; casual vacancies are filled up by the Board itself. Five members constitute the quorum. A requisition meeting can be called by one-third of the members.

The powers of the Board have been defined as follows :

- (1) management of property and investment of funds;
- (2) appointment of standing, temporary and special sub-committees to which other members of the Mandal may be appointed;
- (3) delegation of powers to officers and sub-committees under such conditions as the Board thinks fit;
- (4) framing of by-laws for regulating the business of the College;
- (5) appointment, suspension and dismissal of all College staff and the granting of leave of absence "on any terms or conditions."

Visitor. "The Visitor may visit the institution from time to time or at suitable intervals. He may see the religious teaching, the disciplinary arrangements and the general tone of the institution and may record his opinions and suggestions in the log-book specially maintained for the purpose." The first Visitor, Sri Swami Dayanand Maharaj, was nominated by the rules; his successors are to be elected by the Board

Secretary. The Secretary is to exercise such power as may be delegated to him by the Board. The present rules invest him with the power of appointing and dismissing all College employees of Rs.100 per month or less, and of granting leave to all members of the teaching staff. He has charge of the funds and properties of the College and also of its correspondence.⁽¹⁾

Religious training. The following rules have been laid down for religious training. "Religious training will be compulsory in the College for all Hindu students for which one or more professors of religion will be maintained. The resident scholars of the College will be required to practice all rituals and daily observances enjoined by Sanatan Dharma and to observe festivals as far as possible. The noble lesson of temperance should also be advantageously followed by all students. The Principal

(1) It will be observed that the Rules are silent about the powers of the Principal. The University requires that the Principals of the Colleges should be invested with sufficient powers for the discharge of their duties. By its resolution no. 14 of 20th April, 1932, the Executive Council of the University asked that the rules of the Management be so revised as to give the following powers to the Principal; (a) granting of scholarships and concessions to the students; (b) casual leave to the staff; (c) appointment and punishment of servants of the College; and (d) incurring expenditure in accordance with the budget. The Principal submitted the following note to the University Inspectors in 1933, "The Board of Management granted the necessary powers to the Principal under their resolution of 28th October, 1932. I am satisfied that I possess all the necessary powers of administration.—(Inspection Reports of 1931 and 1933)."

of the College will be responsible to see that the rules regarding religious teaching, discipline of students and observance of temperance are followed."⁽¹⁾

There are at present 26 persons on the College staff on nine grades:—Principal, Rs.500—25—700; two professors on the special grades of Rs.300—25—600 and Rs.250—25—500; two professors, Rs.200—20—400; eight lecturers (Class A), Rs.150—15—300; five lecturers (Class B) Rs.100—10—200; six lecturers (Class C) Rs.80—10—200; one Vedanta Shastri, Rs.50—5—75 and a typing instructor, Rs.75—5—100. College Staff

Contracts have been signed with the staff on the lines laid down by the University. The Provident Fund has been existing since 1921. The employees contribute 6½ per cent. of their salary and the College contributes an equal amount. As at other colleges, the Management keeps to itself the right of withholding the College contribution in case of dismissal for "dishonesty or gross misconduct or other reasons." Conditions of service.

Gross misconduct is defined as—“(a) insubordination, such as disobedience, defiance of authority, wilful neglect of duty; (b) any action calculated to injure the interests of the College; (c) any anti-Sanatanist words or actions; (d) other things that in the opinion of the Board of Management would be looked upon as misconduct.”

Provision has been made for the teaching of English, History, Politics, Economics, Mathematics, Hindi and Sanskrit to the B.A. classes; for all subjects to the B. Com. classes; and for post-graduate instruction in English, Economics, Sanskrit, Hindi and Law. The total number of students in the University classes in 1938 was 403—B. A. Junior, 64; B. A. Senior, 64; M. A. Previous 22; M. A. Final 16; LL. B. Previous, 37; LL. B. Final, 39; B. Com. Junior, 83; B. Com. Senior, 78. The College hostels provide accommodation for about 296 students. Students

The College estimates the value of its buildings at about Rs.5,45,000 and its investments amount to about Rs.1,30,000. The annual expenses of the College exceed a lakh. The financial statement for 1937-38 shows an income of Rs.46,114 from fee and Rs.29,381 from Government grant. The salaries (including Provident Fund contribution) came to Rs.73,670.

(8) Bareilly College, Bareilly

The institution was established as a High School in 1837 and was raised in 1850 to the status of a College⁽²⁾. After passing through many vicissitudes, it was Board of Control.

⁽¹⁾ Articles 28—30 of the Rules.

⁽²⁾ Standing Report, 1936; Inspection Reports, 1931 and 1936; Recognition Reports, B.A. Politics (1939), M.A. Hindi and Urdu (1934), M.A. English and Economics (1932), B.A. Hindi and Urdu (1931), M.A. Mathematics and Law (1930); Prospectus; Budget; also material supplied by the courtesy of the Principal.

re-organized in 1906 and established in its own buildings⁽¹⁾. The Constitution and powers of the two authorities in charge of the College—the Board of Control consisting of forty to sixty members and the Managing Committee—are defined by Government rules. The Board of Control consists of five *ex-officio* members—the Commissioner of Rohilkhand (President), the Collector of Bareilly (Vice-President), the Director of Public Instruction, the Subordinate Judge of Bareilly and the Inspector of Schools for the Rohilkhand Division. Every Municipality and District Board contributing Rs.500 a year to the funds of the College is entitled to elect a member to the Board of Control so long as its subscription continues; persons so elected remain members for three years. The remaining members are nominated by Government for life or till resignation. “On the occurrence of a vacancy among its nominated members, the Board of Control shall lay before Government for its approval the name of a gentleman whose interest in the Bareilly College is well-known and who has given not less than Rs.100 to the College fund. Preference shall be given to the graduates of the Bareilly College of not less than five years standing.” The Board meets twice a year—in March and in August or September. Extraordinary meetings can be called by the President, or, in the alternative, by a written requisition of eleven members. The quorum for ordinary meetings is eight and for extraordinary meetings twelve. The Secretary is appointed by the Board. Government rules give the Board power of ‘general control’ over the funds and the ‘policy’ of the College. The Principal’s report, the annual account of income and expenditure, the current budget, and a memorandum on the collegiate funds along with other information the Board may require is laid before it at the annual meeting. The Board has the power of interpreting the ‘rules’ and it can amend the rules with the approval of Government.

The Managing Committee.

The Managing Committee, which is an ‘executive working committee,’ consists of fourteen members who elect the President and the (second) Vice-President from among the officials or non-officials. The Inspector of Schools, Bareilly Division, is *ex officio* Vice-President. The Secretary of the Committee is not entitled to vote unless he is a member elected by the Board. A professor of the College, elected annually by the staff, is included as an additional member; he can take part in the

(1) Bareilly College is a good example of the difficulties some of our older institutions have had to face. “This College had its origin in a Government School which was established in Bareilly in 1837, and raised to the status of a Government College in 1850. During the Mutiny the buildings were badly damaged, and the College was re-opened in 1858. In 1876 the College was abolished but was reuscitated through donations and subscriptions in 1883 in the form of College classes attached to the District High School. Its existence was again threatened in 1902, but a fresh endowment raised by subscription and supplemented by liberal grants from Government enabled the College to become an independent institution. In 1906 it was transferred to the present buildings which were erected on a site presented by His Highness the Nawab of Rampur and were formally opened on 17th July, 1906, by Sir James Dyer La Touche, K.C.S.I., Lieutenant-Governor of the United Provinces of Agra and Oudh.”—(*Standing Report of 1934*.)

discussions but cannot vote. Twelve members of the Committee are elected by the members of the Board from among themselves subject to the approval of the Local Government for a period of three years ; in case of a temporary vacancy due to resignation or death, a new member for the residuary term is elected by the Board in the same manner. The Committee is required to meet once a month ; extraordinary meetings are to be convened by the President either on his own initiative or at the written requisition of three members. The rules require a quorum of four for ordinary and of six for extraordinary meetings. The chief functions of the Managing Committee are—(a) making rules for the management and administration of the College funds ; (b) sanctioning expenditure with due regard to the budget, the policy of the Board and the regulations of the University ; (c) applying to Government that the surplus money in its hands be vested in the Treasurer of Charitable Endowments ; (d) deciding, subject to the powers reserved to the Board, all matters relating to " the appointment, dismissal and salaries of the professorial, clerical and menial staff, due regard being paid to the recommendations of the Principal " ; (e) arranging for the annual audit of accounts ; (f) making recommendations to the Board ; and (g) giving to the Board information on all matters mentioned by the rules.

The power of appointing and dismissing the Principal and fixing the rate of his salary is vested solely with the Board.⁽¹⁾ " The Principal of the College shall have absolute power in all matters relating to the admission, promotion and expulsion of students, the discipline of the classes, and the collection and remission of fees. He shall be solely responsible for fixing the hours of study, for the giving and the refusing of holidays, for regulating the details of the course of studies and for the grant of scholarships so far as is consonant with the orders of the Government on the subject and the provisions of these rules."⁽²⁾

Power of
the Prin-
cipal.

The tenure of service of all other employees is regulated by rules made by the Managing Committee. Provision is made by these rules for the following grades : Professors, Rs.200—20—400 ; Professors of Oriental Departments, Rs.200—10—300 ; Lecturers, Rs.150—10—200 ; Demonstrators, Rs.100—10—150. All vacancies are advertised ; applications received are scrutinized by a standing committee consisting of the Principal and two members elected annually by the Managing Committee. " Candidates may be called for an interview at their own expense. Canvassing shall always be considered a disqualification."⁽³⁾ Appointments in the first instance are on one year's probation but the Managing Committee may extend the period. The service of teachers in permanent employment is governed by the conditions of the contract signed by the Principal (on behalf of the Managing Committee) and the teachers as

Teaching
staff.

(1) Article 11 of Government Rules. (2) Government Rules, Article 16 (a).

(3) Rule 6 of the Managing Committee.

prescribed in Statute 5, Chapter XVI of the Agra University Act. Appointment of the clerical staff is left in the hands of the Principal but the aggrieved party is allowed to appeal to the Managing Committee; one month's notice for the termination of service is considered sufficient for clerks in permanent as well as temporary service. Permanent employees on all substantive posts of Rs.10 or more contribute 5 per cent. of their monthly salary to the Provident Fund and the College contributes an equal amount. The College staff, including teachers of Intermediate and Law classes, consists of 36 persons. Provision is made for instruction in General English, English Literature, Urdu, Political Science, Economics, History, Philosophy, Persian, Hindi, Mathematics, Physics and Chemistry up to the graduate standard; and for post-graduate instruction in English, Economics, Hindi, Mathematics and Law. The total number of students in the University classes on 31st March, 1940, was 319. They were distributed as follows: B. A. Junior, 105; B. A. Senior, 108; B. Sc. Junior, 20; B. Sc. Senior, 20; M. A. Previous, 19; M. A. Final, 5; M. Sc. Previous (Mathematics), Nil; M. Sc. Final (Mathematics), 2; LL. B. Previous, 24; LL. B. Final, 16. There are two hostels. Accommodation is provided for 80 boarders in the Old Hostel and 20 in the New Hostel.

Income and
expenditure.

The annual income and expenditure of the College comes to about a lakh and a half. The main items (actuals) for 1939-40 were as follows:

Income—Government grant-in-aid, Rs.31,308; contribution from municipal and district boards, Rs.869; income from College funds, Rs.11,378-13-6; fees and fines, Rs.60,136-13.

Expenditure—Salaries of the Principal and the teaching staff, Rs.92,445; Library books, Rs.2,300; provident fund contribution, Rs.4,536. The general fund of the College amounts to Rs.2,93,300, and is invested in Government promissory notes. There is also a separate endowment for permanent scholarships, prizes and medals amounting to Rs.20,572 of which the sum of Rs.16,600 is invested in Government promissory notes; the balance has been invested in Post Office cash certificates or is deposited with the Allahabad Bank and other banks.

(9) Government College, Ajmer

The institution has grown out of a High School established by the Government of Bengal in 1836.⁽¹⁾ It is affiliated now up to the B. A. and B. Sc. Examinations. There are no post-graduate classes. There is no Governing Body or Advisory Committee. The College is financed by Government; its receipts and expenditure form part of the budget of the Education Department, Ajmer-Merwara.⁽²⁾ The ultimate administrative authority is the Chief Commissioner.

⁽¹⁾ Standing Report, 1936; Periodical Inspection Reports, 1929, 1934 and 1939; Recognition Reports, B. Sc. in Botany and Zoology, 1931; B. A. in Philosophy, 1929.

⁽²⁾ Inspection Report, 1939.

All members of the staff are in Government service subject to the usual Government rules about pay, pension etc. The present grades are : Principal, Rs. 600—30—900 ; Vice-Principal, Rs. 625—25—650 ; Professors, Rs. 200—15—545 ; Assistant Professors, Rs. 150—10—300. The College sent up 40 candidates for the B. A. and 23 for the B. Sc. examination in 1938.

(10) D. A.-V. College, Cawnpore

At a meeting of the representatives of the Arya Samaj Societies of this province held in Meerut in 1893, the Dayanand Anglo-Vedic College Trust and Management Society was established in memory of Shri Swami Dayanand Saraswati, Founder of the Arya Samaj.⁽¹⁾ The aims of the Society have been defined as : (a) establishment of an educational institution consisting of a college, a school and a boarding house in memory of Shri Swami Dayanand in order to promote the study of Hindi, classical Sanskrit, the Vedas, English literature and theoretical and applied Science, and to provide means for the spread of the Vedic faith ; (b) provision of training in arts and crafts at the Anglo-Vedic College ; (c) welfare of the Arya Samaj Organizations, protection and improvement of their properties, and the management, directly or through the Arya Samaj Organizations, of estates and trusts for charitable purposes ; and (d) all matters incidental to the above mentioned objects.⁽²⁾

The D. A.-V. Trust and Management Society.

The Arya Samaj Societies are defined as all societies which believe in the following ten principles or articles of faith :

Definition of Arya Samaj Societies.

“(1) Of all true knowledge and whatever is known from knowledge the Primary cause is God.

“(2) God is an embodiment of truth, intelligence and bliss and one without form, all-powerful, just, kind, unborn, infinite, unchangeable, beginningless, incomparable, support of all, lord of all, all-pervading, omniscient, undeteriorable, immortal, fearless, eternal, holy and Creator of the Universe. He alone is worthy of worship.

“(3) The Vedas are the books of all true knowledge. It is the paramount duty of all Aryas to read them, to teach them, to hear them and to preach them.

“(4) We should be ever ready to accept truth and renounce untruth.

⁽¹⁾ Standing Report, 1936 ; Inspection Reports of 1931 and 1936 ; Recognition Reports—LL. B. (1928), B. Com. (1928), M.A. in Philosophy and Economics and B.A. in Hindi (1929), B.A. in Politics (1930), financial statements and Principal's Reports ; also material supplied by the courtesy of the Principal.

⁽²⁾ ' Rules ' and ' Bye-Laws ' of the Society with amendments. Printed in Urdu and Hindi by the Law Commercial Press, Cawnpore, in 1934. The aims of the Society have been defined in Clause 3.

The terms, "Arya Samaj Societies" and "Arya Samaj Organizations" have been employed to avoid using Samaj as equivalent to ' Society ' would confuse the meaning in English.

“(5) Everything should be done according to Dharma, that is, after considering what is truth and what is untruth.

“(6) The chief object of the Arya Samaj is to do good to the world, i.e. to make physical, spiritual and social improvement.

“(7) We should treat all with love and justice according to their deserts.

“(8) We should dispel ignorance and diffuse knowledge.

“(9) Nobody should remain contented with his personal progress. One should count the progress of all as one's own.

“(10) Every one should consider oneself as bound in obeying social and all benefiting rules, but every one is free in matters pertaining to individual well-being.”

Only persons of the Arya Samaj faith and co-opted sympathizers can be members of the D. A.-V. Trust and Management Society and its Managing Committee.

Four classes of members.

The Society is composed of four classes of members : *Class I*—Persons who have contributed Rs.50 personally and are members of an Arya Samaj organization which has contributed Rs.500 to the Society. *Class II*—Members of an Arya Samaj organization who have contributed Rs.200 or more personally. *Class III*—Members of an Arya Samaj organization who are interested in the aims and objects of the Society but owing to some reason cannot become members of the first two classes. *Class IV*—Persons who sympathize with the aims and objects of the society and have either donated Rs.500 or have won public distinction in medicine, engineering, law or other professions. Classes I and II constitute the original members ; i.e. members by right. Members of Class s III and IV are co-opted by the original members and may in no case exceed one-tenth of the original members of Classes I and II.

Office-bearers of the Society

The office-bearers of the Society—the President, two Vice-Presidents and the Secretary—are elected by the Society for a period of three years from among members of Class s I and II and are eligible for re-election. The ordinary meeting of the Society is convened once a year. Special meetings may be called by the President or the Managing Committee and shall be called at the requisition of 20 members. The rules can be changed at a meeting of the Society by a majority of votes provided a month's notice of the meeting has been given and either one-third of the members or 21 members are present.

The Managing Committee.

The Managing Committee consists of three kinds of members : *First*—Arya Samaj organizations who have contributed Rs.500 or more are entitled to elect one or more members from among Society members of Class I according to a fixed scale : Rs.500, one member ; Rs.500 to 1,000, 2 members ; Rs.1,000 to Rs. 3,000, 3 members ; Rs.3,000 to Rs.5,000, 4 members ; Rs.5,000 to Rs.7,000,

members; Rs.7,000 to Rs.10,000, 6 members; Rs.10,000 to Rs.20,000, 7 members; and for every additional Rs.20,000 or part thereof, one additional member. *Secondly*, Society members of Class II elected to the Managing Committee by Society members of Class I; but they may not be more than half of the representative members or Pritinidhis. *Thirdly*, Society members of Class's III and IV can be elected to the Managing Committee but they may not be more than one-fourth of the other members of the Committee. Members of the Managing Committee are elected for three years. Every Arya Samaj organization, which has paid its subscription, is entitled to demand a right of representation in accordance with the rules. No paid servant of the Society is eligible for membership of the Managing Committee, but this restriction does not apply to the permanent Principal of the College. At least two meetings of the Managing Committee are to be called every year. A special meeting has to be called on a requisition being made by ten members. The Managing Committee can elect its officers and make its by-laws subject to the sanction of the Society; but the President and Secretary of the Society are *ex officio* President and Secretary of the Managing Committee also.

Subject to the supervision of the Society and in accordance with the rules, the Managing Committee has the control of the finances of the Society. The functions of the Managing Committee are to be specified from time to time by resolutions of the Society; apart from this, the Committee is entrusted by the rules with the duty of collecting funds, purchasing and mortgaging land and immovable property, seeing to the deposit of securities in the name of responsible officers, etc. By a resolution passed by a two-thirds majority, the Managing Committee is empowered to allot up to one-third of the permanent funds for the construction of buildings required by the institutions of the Society.⁽¹⁾

The D. A.-V. College was founded in 1919 and its expansion has been fairly rapid. The control of the College is vested in an Executive Committee which is elected for three years by a special resolution of the Society.⁽²⁾ The Principal is required to carry out the policy of the Society and the two Committees, but he has full powers to admit, punish and suspend students, to grant concessions and stipends, and to take all other actions necessary for the proper discharge of his responsibilities.⁽³⁾

There were 34 teachers on the staff in 1937. The grades, as in other colleges, have tended to multiply. Principal, Rs.500—50—1,000. Twenty—

The Executive Committee of the College.

Staff and students.

(1) "The Managing Committee controls the institution in all aspects—financial and academic—but as it meets only once or twice a year, the Working Committee is entrusted with the disposal of current business, as it arises. The Principal exercises the powers normally exercised by the Head of a College; they have not been specifically defined by any resolution of the Working Committee."

(Principal's Note).

(2) Standing Report, 1936.

(3) *Ibid.*

seven lecturers on various grades; six on Rs.200—20—400; two on Rs.150—15—300; twelve on Rs.150—10—250; five on Rs.75—5—100, and two on Rs.125. There are, in addition, one tutor on Rs.75 per mensem and two tutors on Rs.30 per mensem. The Law Department has four part-time teachers—one on Rs.200, two on Rs.100 and one on Rs.600 (per year). Contracts of service on the lines required by the University have been signed. The usual period of probation is two years, but it is reduced to one year in case of teachers who have been serving other institutions. Membership of the provident fund is not compulsory but all whole-time members of the staff are members of the Provident Fund Scheme. The employees contribute 5 per cent. and the College contributes an equal amount.

Instruction is provided in Physics, Chemistry and Mathematics to the B. Sc. classes, in almost all subjects to the B. A. classes⁽¹⁾, and in all compulsory subjects of the B. Com. course. There were 407 students in the University classes on 1st September, 1937—M.A. (Economics), Previous 9, Final 6; Law Previous 67; Law Final 67; B. A. Senior, 89, Junior, 123; B. Sc. Senior, 17, Junior, 29. The College hostel can accommodate about 272 students.

Income and
expenditure.

The expenditure of the College came to Rs.1,06,586 in 1936-37, the main items being staff salaries, Rs.82,918, and provident fund contribution, Rs.4,411. The College received Rs.50,496 from the Government and realized Rs.41,901 from fee.

The income from College funds (i.e. the contribution of the society) amounted to Rs.13,810. The Standing Report of 1936 noted that in the twelve preceding years the College had spent Rs.4,50,270 on site and buildings, out of which Rs.2,18,000 had been contributed by Government. The endowments at that time amounted to Rs.44,000.

(11) Victoria College, Gwalior

This name was given in 1900 to the institution formerly known as Lashkar College.⁽²⁾ "All the expenses of the College are met by the grant of the Gwalior Durbar; the tuition fees are credited to the Gwalior Durbar and are not taken into account in connexion with any college expenses. The internal administration of the College rests entirely with the Principal who for the conduct of the College is directly responsible to the Education Department of the State and to no other person or persons, either separately or collectively".⁽³⁾ The staff is on the

⁽¹⁾ Persian was discontinued 'for lack of adequate demand for this branch of learning' (Principal's Report for 1935-36).

⁽²⁾ Standing Report, 1936; Periodical Inspection Reports, 1931 and 1936; Recognition Reports—B.A. in Geography, 1938, B.A. in Political Science, 1936, B.A. in Marathi, 1933, B.Sc. in Botany and Zoology, 1931, B.A. in Hindi, 1930. Recognition of M.A. classes in English and Economics was sought in 1928 but classes were not started.

⁽³⁾ Standing Report, 1936.

following grades : Principal, Rs.500—1,000 ; Professors, Rs.200—300 ; Assistant Professors, Rs.175—250 ; Lecturers, Rs.125—200 ; Assistant Lecturers, Rs.100—150 ; Demonstrators, Rs.75—125. The teachers of the College, like the other employees of the Education Department, are bound by the service rules of the State. There is no form of agreement. There are thirty-three teachers in addition to the Principal. There are no post-graduate classes but provision has been made for instruction in almost all subjects up to the B. A. and B. Sc. stage. There were 157 students in the B. A. and 44 in the B. Sc. classes in 1939-40. Subjects of the State are required to pay half the tuition fee only.

(12) St. Andrew's College, Gorakhpur

The institution owes its foundation to the Church Missionary Society (C. M. S.) of London.⁽¹⁾ The Intermediate classes were started in 1899 ; the College was moved to its present site in 1914 and was affiliated with the Allahabad University for the B. A. Examination in 1916. In 1934 the Church Missionary Society made over the College 'as a going concern' to the National Missionary Society of India (N. M. S.) on account of financial difficulties at the pepper-corn rent of Rs.3 per annum for a period of three years expiring on 30th April, 1937. The land and buildings of the College were estimated at about 2½ lakhs.⁽²⁾ An interim committee of ten members appointed by the National Missionary Society took charge of the College on 1st May, 1934, and drew up the constitution of the Governing Body of the College. The Church Missionary Society in 1937 consented to give a lease for five years to the Governing Body from 1st May, 1937, at the same pepper-corn rent provided that the College was maintained as a Christian institution in accordance with its Memorandum and Rules and the Governing Body had the Bishop of Lucknow as its *ex officio* Chairman and a majority of Christian members. These terms were accepted by the Governing Body. The National Missionary Society ceased to exercise any direct control over the College but recognized it as an autonomous and affiliated institution controlled by the Governing Body. The Memorandum of Association, registered under Act XXI of 1860 declares that the object of St. Andrew's College Association shall be "to continue at Gorakhpur in the United Provinces the institution known as St. Andrew's College, already established with a view to impart sound education on a Christian basis." The Board of Direction (i.e. the Governing Body) is to 'conduct and administer' the College in affiliation with the National Missionary Society of India.

The composition of the Governing Body is prescribed by the Memorandum as follows : *Four ex officio members*—(i) The Rt. Revd. the Bishop of Lucknow

Transfer of
the College
by the C.M.S.

Aims and
objects of
the College.

The Govern-
ing Body.

⁽¹⁾ Standing Report, 1936 ; Periodical Inspection Reports of 1929, 1934 and 1939 ; Recognition Report, B.A. Economics (1929) ; Principal's Reports for 1936-37 and 1937-38 ; also material supplied by the courtesy of the Principal.

⁽²⁾ The area of the land is 22 acres. In addition to the College building and the hostel there are six houses for the staff.

(Chairman), (ii) the Principal of St. Andrew's College (Secretary), (iii) the Vice-Principal of the College, (iv) the General Secretary of the National Missionary Society. *Eight elected and nominated members*—(v)—(viii) a representative each of the Executive Committee of the National Missionary Society (of India), the United Provinces Provincial Committee of the National Missionary Society, the Executive Committee of the Indian Christian Association of the United Provinces and the United Provinces Board of Christian Higher Education, (ix) a member of the permanent staff of the College elected by the College staff, (x) a member of the Fellowship elected by the Fellowship, (xi) a non-student representative of the Students Christian Association being resident in the United Provinces elected by the Executive Committee of the S. C. Association, (xii) a Christian officer of the B. N.-W. Railway nominated by the Agent. *Five co-opted members*—(xiii) a Principal of a Christian College co-opted by the Governing Body, (xiv) an Indian Christian resident of Gorakhpur co-opted by the Governing Body, (xv to xvii) three residents of Gorakhpur City or District, not being members of the College staff, of whom two shall be non-Christians and one at least a Government official, to be co-opted by the Governing Body. "Women are eligible for membership of the Governing Body." Elected, co-opted and nominated members hold office for three years; members who are not *ex officio* members vacate their seats if they fail to attend two consecutive meetings. Casual vacancies are to be filled by the authorities mentioned within two months; failing this the Governing Body will make an appointment till the next annual meeting. The Governing Body is ordinarily to meet once a year, but a special meeting can be called by the Secretary with the approval of the Chairman or at the written request of three members. Seven members form a quorum. The proceedings are to be reported to the Executive Committee of the National Missionary Society.

Functions of
the Govern-
ing Body.

'The decisions of the Governing Body are final' in all matters affecting general policy. "Its general functions are thus defined—All administrative and executive powers necessary to ensure the working of the Association; all powers not expressly delegated to the Principal; appointment, suspension and dismissal of the Principal; sanctioning the budget; submitting an annual report on the work of the Association to the National Missionary Society; conducting legal proceedings through the Secretary; deciding all appeals against the orders of the Principal; establishing a provident fund; arranging the annual audit; investing funds; collecting subscriptions; borrowing money and pledging the assets of the Association; acquiring and selling properties and giving and obtaining leases. All movable and immovable property of the Association vests in the Governing Body; contracts are to be signed by the Secretary (Principal) but he may not, without the previous sanction of the Governing Body, alienate any land or undertake any substantial improvement or alteration in the buildings. Amendments to

the constitution may only be considered at a general meeting at which two-thirds of the total number are present ; and they can only be passed by a two-thirds majority of the members present and voting.

The Principal is required to " maintain the discipline of the College and to administer its affairs in keeping with the aim of the College and in accordance with the decisions of the Governing Body and within the limits of the Budget." He operates the banking accounts of the College. He is empowered to appoint, suspend and dismiss any member of the staff of the College but has to report the matter to the Governing Body. " Members of the permanent staff shall have the right to appeal to the Governing Body against any decision of the Principal involving suspension or dismissal." If a member of the staff is present at a meeting of the Governing Body when a matter concerning him individually is discussed, the Chairman may ask him to withdraw from the meeting after making a statement. A meeting of the whole staff, known as the Faculty, is required to meet from time to time to help the Principal in matters of discipline and academic arrangements. The Principal is also required ' to initiate and control ' the religious life and work of the College. He is assisted in this duty by a committee consisting of the Christian members of the staff, the General Secretary of the National Missionary Society, the incumbents in charge of Christ Church and St. Andrew's Church at Gorakhpur, and the member representing the local Christian community on the Governing Body. The Principal's annual report is divided into two parts : Part I dealing with the finances and the general work of the College is to be placed before the entire Governing Body for adoption and then submitted to the Executive Committee of the National Missionary Society. Part II together with the proceedings of the religious Committee is to be forwarded through a sub-committee of the Governing Body (consisting of the Chairman, the General Secretary of the National Missionary Society and the Principal) to (1) the Executive Committee of the National Missionary Society, (2) the Secretary to the United Provinces Provincial Committee of the National Missionary Society and (3) the Central and United Provinces Provincial Boards of Christian Higher Education of the National and United Provinces Provincial Councils respectively.

The Principal
and the
staff.

There are at present, excluding the Principal, eighteen teachers on the staff and only six of them are Christians. The present grades are : Principal, Rs.500—25—850 ; five senior lecturers, Rs.200—10—300 ; five junior lecturers, Rs.175—5—225 ; three junior lecturers, Rs.150—5—200 ; two demonstrators, Rs.100—5—120 and three teachers on the fixed salaries of Rs.130, Rs.100 and Rs.85 per month.

Contracts for at least three years of service beginning from 1st July, 1937, have been signed by the Principal and the members of the staff. The staff contribute 6½ per cent. of their salary to the Provident Fund and the College contributes

an equal amount. There are no leave rules; all applications for leave are considered by the Principal on their merits.

The College is affiliated for the B. A. Examination only and provision is made for the teaching of English, History, Philosophy, Economics, Sanskrit, Persian, Political Science and Mathematics. The total number of students in the two University classes in 1939 was 86; out of whom 46 were in the B. A. Senior and 40 in the B. A. Junior class. There are no Science classes and no post-graduate classes. The College hostel accommodates 34 students.

Financial position of the College.

The institution has been in a state of transition for about a decade. The financial position, in particular, has been a source of great anxiety to the authorities and the staff. In 1929 the University Inspectors remarked; "The statement (of the Principal) showed that provided the number of students in the College rises from 200 to 250⁽¹⁾ and the fees are raised by 8 annas per mensem all round, it should be possible to pay the salaries of the staff. We consider, therefore, that though the financial position is by no means free from anxiety, there is no reason to doubt that the College will be able to meet its obligations to the staff." The Inspection Report of 1934 remarks: "the present position appears to be that practically the entire staff will be on probation to the end of 1935-36, and such of them as will be retained at the end of this period will be placed on the revised scale of salaries."⁽²⁾

The Church Missionary Society of London as landlords of the College lands and buildings made it clear by their resolution of 25th February, 1937, that "the Church Missionary Society accept no financial responsibility." The College though affiliated to the National Missionary Society is an autonomous institution and has to provide for itself. Contributions amounting to Rs.8,400 per year may be regarded as regular.⁽³⁾ Occasional contributions coming from well-wishers are put into an Auxiliary Fund which is used for balancing the budget. The College also has a Reserve Fund of Rs.6,753 deposited with the Allahabad Bank. The expenditure of the College in 1938-39 (actual) was Rs.65,465 and its income

⁽¹⁾ This includes the students in the Intermediate classes.

⁽²⁾ "The cases of the following members of the staff attracted our special attention. . . . They have served the College for 17, 16, 15, 13 and 12 years, and by the end of 1935-36 they will have put in two more years of service. They have probably given the best part of their life to the College." (Inspection Report of 1934). Four of the five teachers mentioned by the Inspection Report were in the service of the College on the 1st January, 1940, and had put in six more years of service. They have now been made permanent.

⁽³⁾ Management's contribution (which is really made up by the difference between the recognized salary of the Principal and the actual salary he takes), Rs. 3,925; (2) National Missionary Society's contribution, Rs.1,200; (3) B. N.-W. Railway's contribution, Rs.1,440; (4) Balrampur Estate's contribution, Rs.500; (5) Bettiah Estate's contribution Rs.120; (6) interest on Rs.50,000, the promised donation of the Mian Sahib (the principal amount has not yet been paid to the College), Rs. 4,250.

Rs. 64,160, the principal sources of the income being Government grant, Rs. 29,744, and fee, Rs. 24,870.

(13) Christ Church College, Cawnpore

The College was founded in 1892 and affiliated to the Allahabad University in 1896.⁽¹⁾ It became an Intermediate College in 1922 in pursuance of the plan of the Intermediate Education Act, but in 1926 the B. A. Junior class was formed and in 1928 the College was affiliated to the Agra University.

The institution is managed by the Governing Body on behalf of the parent organization, the Society for the Propagation of the Gospel (S. P. G.), who constructed the College and hostel buildings. The Constitution consists of six-clauses: "1. The Governing Body shall consist of—the Bishop of the Diocese (Chairman); the Principal (Secretary); the Head Master of the Christ Church School; the Warden of the Hostel. 2. The Governing Body shall govern, direct and control the policy of the College. 3. The Principal shall administer the affairs of the College. He shall, as occasion arises, appoint or remove any member of the staff of the College, other than those appointed by the Society, but shall in every case report his action to the Governing Body. The Principal shall correspond with Government. 4. In the month of March or April each year the Principal shall prepare for presentation to the Governing Body a budget containing an estimate in detail of the expenditure proposed to be incurred during the ensuing year and of the income expected from fees, Government grants, Society's grants and local sources. The Governing Body shall have the power of modifying the budget. 5. At the discretion of the Chairman, members of the staff, other than the Principal, shall withdraw when any personal matters are under discussion. 6. The Governing Body shall not entertain any complaint made by a member of the staff, other than those appointed by the Society, against any administrative action of the Principal." There are generally two or three meetings of the Governing Body every year.

There are at present 18 members on the staff on the following grades: Principal, Rs. 600—50—800; three Missionary Professors, Rs. 350—50—850; four Professors (old grade), Rs. 200—20—400; one Professor (new grade), Rs. 150—10—300; five Lecturers (old grade), Rs. 150—10—250; two Lecturers (new grade), Rs. 100—10—200; two temporary Lecturers, Rs. 100. "The Missionary members of the staff are provided by the S. P. G. Mission. They receive Missionary stipends from the Society and are not paid a salary by the College." "The salaries shown against their names represent a valuation of their services in accordance with a scale of pay approved by the Director of Public Instruction."⁽²⁾

⁽¹⁾ Standing Report, 1936; Periodical Inspection Reports of 1929, 1932 and 1938; Recognition Reports, M. A. in Mathematics (1928), B.A. in Politics (1931), M. A. in Politics (1932), B. A. in Hindi (1932), B. A. in Urdu (1939); Contract service form; leave rules, Provident Fund rules; also material supplied by the courtesy of the Principal.

⁽²⁾ Principal's note.

The salaries calculated for the Missionary Professors are considered a contribution of the Society to the College; the contribution is 'constructive' the Society sends men and not cash to the College, but it is 'real' as indicating actual educational service rendered. The Principal has now signed contracts of service with the non-missionary staff on the lines required by the University. Apart from the Principal and the Missionary Professors, only one of the College teachers is a Christian; of the remaining teachers two are Muslims and eleven are Hindus. Members of the permanent staff contribute $6\frac{1}{2}$ per cent. of their salaries to the Provident Fund and the College contributes an equal amount. The leave rules are brief. Teachers are entitled, with the previous sanction of the Principal, to 10 days' casual and 15 days' duty leave for attending meetings of educational and other bodies approved by the Governing Body. Sick leave is given at the Principal's discretion and special cases are referred to the Governing Body.

Provision is made for the teaching of English, History, Economics, Philosophy, Political Science, Persian, Hindi and Urdu to the B. A. classes and of Mathematics and Political Science to the M. A. classes. There are no Science and no Commerce classes at the University stage. The total number of students in the University classes in 1938 was 84—B. A. Junior, 35; B. A. Senior, 42; M. A. Previous, 5; M. A. Final, 2. Including the Intermediate classes there were 261 students in the College who belonged to the following communities: Caste Hindus, 175; Harijan, 1; Muslims, 38; Indian Christians, 13; Parsis, 2; Sikhs, 2. Twenty-five women students were also studying in the College.⁽¹⁾ The College Hostel can accommodate 60 students and is open to students of all communities.⁽²⁾

Income and expenditure.

Apart from the fee income and the contribution from the Mission, the College has no source of income except the Government grant.⁽³⁾ The Reserve Fund, started in 1928 according to the rules of the Education Department, amounted to Rs.3,947 in 1938. There is an endowment of Rs.7,000 for scholarships and prizes. The (actual) figures for 1938-39 were as follows:

Total income, Rs.83,331; which includes income from fees, Rs.19,351; Government grant, Rs.38,915; valuation of the services of the Missionary staff, Rs.21,900. *Total expenditure*, Rs.86,040 including salaries of the teaching staff, Rs.53,293; bonus contribution, Rs.3,135.

(14) Jaswant Collège, Jodhpur.

The institution was founded by the Durbar in 1893 and the B. A. classes were opened in 1898.⁽⁴⁾ Subject to the control of the Director of Public Instruction, the Principal is in charge of administration and discipline, and all

⁽¹⁾ Principal's Report, 1938, page 120.

⁽²⁾ *Ibid.*

⁽³⁾ *Ibid.*

⁽⁴⁾ Standin Report, 1936; Periodical Inspection Reports, 1929, 1933 and 1938; Recognition Report in History and Hindi, 1938.

appointments and promotions are made on his recommendation. The staff consists of twenty-five members on the following grades, which were revised about 1935 : Principal, Rs.500—25—750 and Rs.30 per mensem for house allowance; Readers, Rs.200—10—300—(efficiency bar)—10—400, but at no time is the efficiency bar to be lifted for more than 6 Readers; Lecturers, Rs.150—10—250; Teachers, Rs.70—4—90—4—110—8—150. According to the State Regulations either party can terminate service by giving three months' notice. The employees pay 6½ per cent. of their salary to the provident fund and the State contributes an equal amount. A fee of Rs.50 per annum is charged from Intermediate class, and Rs.60 per annum from B. A. class students; the College is a charge on the State revenues and the fee realized from the students is credited to the State treasury. The following subjects are taught for the B. A. Examination—English, Philosophy, Economics, Sanskrit, Mathematics, Hindi and History. There are no post-graduate and no B. Sc. classes. The total number of students in the B. A. classes in 1935-36 was 88—B. A. Junior, 43; B. A. Senior, 45.

(15) Government Agricultural College, Cawnpore

The College had a small beginning and grew out of the first agricultural experimental farm in India.⁽¹⁾ It started as a small school in 1893 with a handful of students intended mainly for the training of junior Revenue officers. In 1906 this school was raised to the status of a college and the original course of two years was elaborated into one of three years and a Diploma in Agriculture was instituted. Seven years later a qanungo school was opened at Hardoi and with it the course of study of this College was re-organized and divided into a vernacular certificate course of two years and a diploma course of four years. In 1925 the College was affiliated to the Board of High School and Intermediate Education, United Provinces, for the Intermediate Examination in Agriculture and in 1930 to the Agra University for the B. Sc. (Agriculture) Degree. With the affiliation of the College to the University, the Vernacular certificate course was discontinued which was taken over by the Agricultural Schools at Bulandshahr and Gorakhpur.

History of
the College

The College now offers the following optional groups of subjects for the B. Sc. (Ag.) Degree :

- (1) Botany with Horticulture.
- (2) Botany with Plant Pathology.
- (3) Zoology with Entomology and Parasitology.

On account of the rapid development of agriculture taking place in the country, the demand for higher education in scientific agriculture has increased very considerably. To meet this demand the Government have recently sanctioned enlargement of this institution. When fully-expanded it will have larger farm and laboratory accommodation and 350 students in residence.

⁽¹⁾ This account of the Agricultural College is based on the University Calendar.

The courses are of a practical nature and are mainly designed to assist members of the agricultural community who will return to manage their own land. To the larger land-holders who are not directly dependent on their own exertions, the degree course offers, in addition, a sound education stimulating an interest in their own properties and their improvement.

Management. The College is a Government institution financed entirely by the United Provinces Government through the Department of Agriculture. Its administration is vested in a senior officer of this Department who acts as its part-time Principal. It has a Governing Body appointed by the Government for terms of three years, consisting of official and non-official members, which deals with matters relating to admissions, award of stipends, freeships and scholarships and such other matters. In academic matters the Principal is advised by an Advisory Council consisting of the research officers nominated by the Director of Agriculture and the heads of the teaching sections of the College.

(16) Dungar College, Bikaner

The institution was affiliated to the University in 1935 for the B. A. examination in the following subjects : English, History, Economics, Philosophy, Sanskrit and Hindi.⁽¹⁾ There are no science classes and no post-graduate classes. No tuition fee is charged from the students and all the expenses of the College are borne by the State.⁽²⁾ There is no provident fund and the staff is governed by the service rules of the State; the College has no endowments or reserve funds of its own. There are ten teachers for the B. A. classes apart from the Principal. The following scales of pay have been sanctioned by the State : Principal, Rs.400—30—700; four Professors, Rs.150—10—350; nine Lecturers, Rs.100—6—220. Twenty-one candidates appeared from the College at the B. A. examination in 1937.

(17) Mayo College, Ajmer^(*)

The General Council.

Founded by Lord Mayo in 1875; affiliated to the Rajputana Board and the Agra University in 1938. Subject to the general supervision of the Government of India, the College is under the control of a General Council consisting of the President, the Vice-President, all Ruling Princes of Rajputana, four Ruling Princes co-opted by the General Council, the Educational Commissioner, a political officer nominated by the Hon'ble the Resident for Rajputana, a representative of

(¹) Affiliation Report, 1935, Periodical Inspection Report, 1938.

(²) "The College is Catholic in character and is open to students of every race and creed, though at present there is only one Muslim student and the rest are all Hindus. There are now seven High Schools in the State which serve as feeders to the College." (*Inspection Report, 1938*).

(^{*}) Affiliation Report, 1936; Standing Report, 1938; Periodical Inspection Report, 1938; Memorandum of Association of the General Council, dated the 1st September, 1932; Rules and Regulations, dated the 6th January, 1933.

Ajmer-Merwara nominated by the Hon'ble the Chief Commissioner, four representatives of the Old Boys, and persons of distinguished position and ability, not exceeding five in number, co-opted by the General Council. The Ruling Princes (or in case of minority the head of the administration) may appoint, a high official of the State or a gentleman of high social status, preferably an 'Old Boy,' as his representative. His Excellency the Viceroy is the 'Patron' and the Hon'ble the Resident is the 'Visitor' of the College. The General Council usually meets once a year; its agenda is prepared by the Secretary under the instructions of the Working Committee. The President and the Vice-President are elected annually by the General Council from among the Ruling Princes of Rajputana. The Principal of the College is the Secretary of the Council as well as the Committee. The annual inspection of the College is conducted by the Educational Commissioner or an officer appointed by the Government of India in association with a political officer of the Rajputana Agency.

The management of the College is vested in a Working Committee consisting of eight members—five Rajputana Princes and two "Old Boys"—elected by the Council for a period of three years from among its members and a political officer appointed by the Hon'ble the Resident for Rajputana. The budget requires the sanction of the General Council, and the rules and regulations framed by the Working Committee have to be submitted for its consideration, but the Working Committee has the management of all the affairs and funds of the General Council and 'the authority to exercise all the powers of the General Council.' The Principal has 'the executive and disciplinary charge of the College.' He appoints members of the staff and has the power of appointing them from a lower to a higher grade post. It is his duty to enforce the rules and regulations but, subject to some conditions, the teachers are allowed to appeal from his orders to the Working Committee.

Apart from the Principal, six teachers are in the service of the College on various grades. They are employed according to a written contract which is full and detailed; service may be terminated at any time by three months' notice on either side; notice on behalf of the College is to be given by a resolution of the Working Committee. The Assistant Warden's grade is Rs.750—50—1,000 and the two senior Lecturers, Rs.400 and Rs.300—15—375. The staff contributes one-twelfth of their salary to the provident fund and the College contributes an equal amount.

There are no science classes and no post-graduate classes. The College buildings and gardens cover an area of 300 acres. 'The financial resources of the College Section are sufficient to ensure its continued maintenance.' The endowment and reserve funds are invested in Government securities to the face value of Rs.1,69,300.

APPENDIX
Staff of the United
(As at Jan

Serial no.	Subject	Name	Qualifications
1	2	3	4
(1) AGRA COLLEGE, AGRA			
1	Chemistry	H. Krall	B.A. (T.C.D.), M.Sc., Dip. Ed., F.I.C.
2	English	M. S. Sundaram	M.A. (Madras), B.Litt. (Oxon.), Dip. Ed. (Oxon.).
3	Do.	Chandra Puri Goswami	M.A. (Alld.), LL.B.
4	Do.	Hari Ram	M.A. Eng. (Punjab), B.T., M.A., Phil. (Alld.).
5	Do.	N. N. Mukerji	M.A. (Cal. & Dacca), F.R.E.S. (London)
6	Do.	Kishore Saran Varma	M.A. Eng. & Phil. (Patna)
7	Do.	Shyam Sundar Chaturvedi	M.A. (Alld.)
8	Do.	Brijedish Prasad	M.A. (Alld.), Research Scholar I Year (Alld.).
9	Do.	Kunwar Bahadur Bhatnagar	M.A. (Agra)
10	Persian	Muhammad Tahir Faruqi	M.A. (Agra), Dabir-i-Kamil (Luck.), Fazil, Kamil, L.E.A.U. (Alld.), H.P.A. (Hons.) in Urdu (Punjab).
11	Sanskrit and Hindi	Jagannath Tewari	M.A. (Hindi and Sans., Benares), Shastri.
12	Do.	Kailash Chandra Misra	M.A. (Agra), Hindi and Sans., Sahitya Shastri, Sahitya Acharya (Benares).
13	Hindi	Bishambhar Dayal Shandiliya	M.A. (Agra)
14	Philosophy and Logic.	P. M. Bhambhani	B.A. Hons., M.A. (Bombay)
15	Do.	Ramesh Varma	M.A. (Agra)
16	Economics	Lokendra Nath Ghosh	M.A. (Cal.)
17	Do.	Kashi Prasad Mathur	M.A. (Alld.)
18	History and Political Science.	Dr. Y. Prasad	M.A. (Benares), Ph.D. (London).
19	Do.	Dr. Mahdi Husain	M.A. (Punjab), Hons. Persian Ph.D. (Lond.), D.Litt. (Paris).
20	Do.	Bishan Narain Verma	M.A. (Alld.), LL.B.
21	Mathematics	Shyama Charan	M.Sc. (London), M.A. (Benares), Holland Medalist.
22	Do.	Mannoo Lal Misra	M.A. (Alld.)
23	Do.	Rama Kant Chaturvedi	M.Sc. (Luck.), B.Sc. (Hons.)
24	Do.	Joti Prasad Agarwal	M.A. (Agra)
25	Physics	Dr. N. K. Sethi	D.Sc. (Cal.), M.Sc. (Alld.)
26	Do.	Dr. S. K. Mukerji	M.Sc. (Alld.), Ph.D. (London)
27	Do.	Sukhdeo Prasad Khandelwal	M.Sc. (Alld.), F.C.I. (Birm.)

"J" (2)

Provinces Colleges

ary, 1940)

Designation	Scale of salary	Present pay	Last date of increment
5	6	7	8
	Rs.	Rs.	
Principal and Professor ..	1,200—50—1,250	1,250	15th October, 1938.
Professor	350—35—700	433	15th October, 1939.
Do.	200—20—400	400	1st July, 1930.
Lecturer	200—10—250	250	1st July, 1928.
Do.	200—10—250	250	Ditto.
Do.	150—10—250	170	1st August, 1939.
Do.	200—10—250	250	1st July, 1933.
Junior Lecturer	100—10—200	140	10th July, 1939.
Do.	100—10—200	110	7th October, 1939.
Professor	200—10—300	250	7th August, 1939.
Do.	200—10—300	220	15th July, 1939.
Lecturer	100—10—200	130	8th November, 1939.
Temporary Lecturer .. ..	.. ..	100	.. ..
Professor	200—20—360	360	1st July, 1936.
Temporary Lecturer .. ..	.. ..	100	.. ..
Professor	200—20—400	400	1st July, 1928.
Lecturer	200—10—250	250	1st July, 1934.
Professor	450—30—750	750	1st September, 1939.
Lecturer	200—10—250	250	1st July, 1928.
Do.	150—10—250	210	1st July, 1939.
Professor	350—30—700	700	Ditto.
Lecturer	200—10—250	250	28th July, 1931.
Do.	200—10—250	250	1st July, 1933.
Do.	100—10—200	160	15th July, 1939.
Professor	500—50—1,000	950	1st October, 1939.
Do.	200—20—400	400	1st July, 1930.
Lecturer	200—10—250	250	1st July, 1928.

Serial no.	Subject	Name	Qualifications
1	2	3	4
(1) AGRA COLLEGE, AGRA—(concluded)			
28	Physics	Vacant	.. ..
29	Do.	Sada Behari Raizada	M. Sc. (Alld.).. ..
30	Do.	Ram Swarup Singh	Ditto
31	Do.	Mata Prasad Mathur	M. Sc. (Agra).. ..
32	Do.	N. R. Banerji	Ditto
33	Do.	Shambhu Dayal Chaube	Ditto
34	Chemistry	Bishambhar Lal Vsiah	M. Sc. (Alld.), A. I. C. (Great Britain and Ireland).
35	Do.	Jang Bahadur Jha	M. Sc. (Alld.).. ..
36	Do.	P. N. Katju	Ditto
37	Do.	Purshottam Das Goyal	Ditto
38	Do.	Lalta Prasad Saxena	M. Sc. (Agra).. ..
39	Do.	Rameshwar Dayal Gupta	M. Sc. (Agra), A. I. C.
40	Do.	Jag Ram Gupta	M. Sc. (Agra), L. T. (Alld.), LL. B. ..
41	Do.	Dr. Kunj Behari Lal	M. Sc. (Agra), D. Sc. (Agra), Research A. I. C.
42	Do.	Kesho Das Jain	M. Sc. (Agra).. ..
43	Zoology	A. J. Faruqi	M. Sc. (Alld.), Ph.D. (London), D. I. C.
44	Do.	Nawal Kishore Singh	M. Sc. (Alld.).. ..
45	Do.	Raghunandan Prasad Varma	Ditto
46	Do.	Dayal Saran Srivastava	M. Sc. (Luck.)
47	Do.	Raghunandan Sahai	M. Sc. (Agra).. ..
48	Botany	Rai Bahadur Dr. K. C. Mehta	M. Sc. (Punjab), Ph.D. (Cantab), F. N. I.
49	Do.	Salig Ram Sud	M. Sc. (Punjab)
50	Do.	Babu Lal Gupta	M. Sc. (Alld.).. ..
51	Do.	Dr. R. P. Asthana	M. Sc. (Alld.), Ph. D. (London), D. I. C.
52	Do.	Dr. U. N. Chatterji	M. Sc. (Alld.), D. Phil. (Alld.), B.Sc. (Hons.)
53	Law	Joti Prasad	B. A., B. Sc., LL. B. (Alld.), Lumsdon Gold Medalist.
54	Do.	H. P. Bagehi	M. A., LL. B. (Alld.)
55	Do.	A. C. Mukerji	B. Sc., LL. M. (Bombay).. ..
56	Drawing	M. K. Verma	Teacher Artist and member of Royal Society of London.

DIX "J" (2) - (continued)

Designation	Scale of salary	Present pay	Last date of increment
5	6	7	8
	Rs.	Rs.	
Lecturer	100—10—200	..	..
Do.	200—10—250	250	1st July, 1934.
Junior Grade Lecturer ..	120—10—200	200	Ditto ..
Ditto	120—10—200	200	1st July, 1935.
Temporary Lecturer .. ..	..	100	..
Demonstrator .. ..	..	50	..
Professor	200—20—400	400	1st July, 1928.
Lecturer	200—10—250	250	Ditto ..
Do.	200—10—250	250	26th February, 1933.
Do.	200—10—250	250	23rd December, 1935.
Junior Grade Lecturer ..	120—10—200	200	1st July, 1933.
Ditto	120—10—200	200	15th July, 1938.
Ditto	120—10—200	200	15th July, 1939.
Temporary Demonstrator ..	..	50	..
Ditto .. ..	..	50	..
Professor	350—30—650	380	11th July, 1939.
Lecturer	200—10—250	250	1st July, 1928.
Junior Grade Lecturer ..	120—10—200	200	1st July, 1933.
Ditto	120—10—200	200	1st July, 1939.
Temporary Demonstrator ..	..	50	..
Professor	500—50—1,000	1,000	17th September, 1932.
Lecturer	200—10—250	250	1st July, 1928.
Do.	200—10—250	250	1st September, 1934.
Temporary Lecturer .. ..	..	230	..
Junior Lecturer	100—10—200	120	..
Professor	200—20—400	400	1st August, 1934.
Reader	200—10—250	250	1st August, 1930.
Junior Lecturer	100—10—200	140	18th August, 1939.
Lecturer .. ..	..	150	..

Serial no.	Subject	Name	Qualifications	Designation
(2) ST. JOHN'S COLLEGE, AGRA				
1	..	The Rev. Canon T. D. Sully.	M.A. (Oxon.) ..	Principal ..
2	English ..	Mr. C. Mahajan ..	Ditto ..	Vice-Principal ..
3	Do. ..	Mr. Suraj Prasad Sharma.	M. A. (Alld.) ..	Assistant Professor ..
4	Do. ..	Mr. P. C. Gupta ..	Ditto ..	Lecturer ..
5	Do. ..	Mr. B. P. Bagchi ..	M. A. (Agra) ..	Tutor ..
6	Do. ..	Miss M. Bald ..	B.A., Ph. D. (Edin.)..	Assistant Professor ..
7	Persian and Urdu	Mr. A. H. Faridi ..	M. A., L. T. (Alld.) ..	Professor ..
8	Ditto ..	Mr. H. H. Qadri ..	Inter. (Punjab) ..	Lecturer, Urdu ..
9	Ditto ..	Mr. Wali Mohammad Khan.	Fazil (Alld.) ..	Tutor, Persian ..
10	Hindi ..	Mr. Hari Har Nath Tandon.	M. A. (Benares) ..	Professor ..
11	Do. ..	Mr. Ambika Charan Sharma.	M. A. (Agra) ..	Tutor ..
12	Do. ..	Mr. Gulab Rai ..	M. A. (Alld.) ..	.. ..
13	Philosophy ..	Mr. S. P. Adinarayan	M. A. (Madras) ..	Lecturer ..
14	Do. ..	The Rev. J. P. Ferguson	M. A. (Glasgow) ..	Assistant Professor ..
15	Economics and Commerce.	Mr. R. R. Gupta ..	M. A. (Cal.), B. Com..	Professor ..
16	Ditto ..	Mr. H. L. Puxley ..	M. A. (Oxon.) and Yale	Do. ..
17	Ditto ..	The Rev. N. Timothy	M. A. (Agra), B. Com.	Lecturer ..
18	Ditto ..	Mr. R. S. Dwivedi ..	Ditto	Assistant Professor ..
19	Ditto ..	Mr. C. T. Gideon ..	M. A., L. T. (Alld.) ..	Lecturer ..
20	Ditto ..	Mr. N. K. Sarkar ..	M. A. (Cal.) ..	Tutor ..
21	Ditto ..	Mr. E. W. Lall ..	Dip. Stenotyping ..	Do. ..
22	Ditto ..	Mr. J. S. Gideon ..	M. A., L. T. (Alld.) ..	Do. ..
23	Ditto ..	Mr. Chandra Bhan Gupta.	M. A. (Agra) ..	Do. ..
24	Ditto ..	Mr. A. N. Agarwal ..	M. A. (Alld.) ..	Do. ..
25	History ..	Mr. J. C. Taluqdar ..	M. A. (Cal.) ..	Professor ..
26	Do. ..	Miss M. E. Gibbs ..	M.A. (Oxon.) and Manchester.	Assistant Professor ..
27	Do. ..	Mr. V. Tapper ..	M. A., L. T. (Alld.) ..	Lecturer ..
28	Mathematics ..	Mr. C. R. Chaturvedi	M. A. (Alld.) ..	Professor ..
29	Do. ..	Mr. P. T. Chandni ..	M. A. (Madras), M.Sc., (London.)	Assistant Professor ..
30	Do. ..	Mr. Athar Ali Khan	M. A. (Agra) ..	Lecturer ..

DIX "J" (2)—(continued)

Date of birth	Community	Date of joining College	Scale of salary	Present pay	Last date of increment
10-3-'80	English ..	November, 1912	Rs. 100 (fixed)	Rs. 100	
2-1-'95	Indian Christian.	July, 1929 ..	350—30—650	650	July, 1939.
March, 1903	Hindu ..	July, 1926 ..	230	230	Ditto.
16-3-'08	Do. ..	July, 1931 ..	100 (fixed)	100	
2-7-'17	Do. ..	July, 1939 ..	125	125	
..	English ..	October, 1936	200 (fixed)	200	
1892	Muslim ..	July, 1920 ..	250—10—300	300	
1891	Do. ..	July, 1927 ..	100—5—150	150	
1890	Do. ..	Ditto ..	80—5—100	100	
November, 1904	Hindu ..	July, 1928 ..	200	200	
12-2-'09	Do. ..	July, 1936 ..	100	100	
..	Do. ..	..	Honorarium ..	250 per annum.	
..	Indian Christian.	July, 1931 ..	150—10—200	190	
15-5-'07	English ..	July, 1938 ..	Missionary ..	..
5-4-'08	Hindu ..	July, 1922 ..	200—20—400	400	
6-11-'07	English ..	November, 1932	Missionary ..	..
27-3-'01	Indian Christian.	July, 1924 ..	150—10—200	200	
23-10-'00	Hindu ..	July, 1928 ..	200—10—250	220	
17-11-'05	Indian Christian.	July, 1930 ..	150	150	
12-12-'14	Do. ..	October, 1939	100	100	
3-7-'93	Do. ..	July, 1926 ..	100—5—120	120	
30-12-'08	Do. ..	July, 1931 ..	100 (fixed)	100	
25-6-'15	Hindu ..	July, 1938 ..	100	100	
15-3-'19	Do. ..	July, 1939 ..	100	100	
September, 1893	Do. ..	July, 1919 ..	200—20—400	400	
3-9-'01	English ..	November, 1933	Missionary ..	..
13-12-'07	Indian Christian.	July, 1939 ..	150	150	
14-10-'94	Hindu ..	July, 1916 ..	200—20—400	400	
24-8-'07	Indian Christian.	October, 1935	235—5—250	250	
July, '07	Muslim ..	July, 1934 ..	100 (fixed) + 20	120	

Serial no.	Subject	Name	Qualifications	Designation
(2) ST. JOHN'S COLLEGE, AGRA—(contd.)				
31	Geography ..	Mr. N. N. Ghose ..	M. A. (Liverpool) ..	Lecturer ..
32	Do. ..	Dr. D. N. Mehta ..	M. A. (Alig.) ..	Tutor ..
33	Physics ..	Mr. K. C. Banerji ..	M. Sc. (Alld.) ..	Professor ..
34	Do. ..	Mr. K. P. Mathur ..	M. Sc. (Agra) ..	Demonstrator ..
35	Chemistry ..	Dr. K. C. Pandya ..	M. A. (Bom.), Ph. D. (London) ..	Professor ..
36	Do. ..	Mr. N. M. Antani ..	M. A. (Bom.) ..	Do. ..
37	Do. ..	Mr. Jagdish Shanker ..	M. Sc. (Luck.) ..	Lecturer ..
38	Do. ..	Mr. F. C. Bosman ..	B. Sc. (Alld.) ..	Demonstrator ..
39	Do. ..	Mr. S. C. Banerji ..	M. Sc. (Agra) ..	Do. ..
40	Do. ..	Mr. Sodhi Tejpal Singh ..	Ditto ..	Do. ..
41	Zoology ..	Mr. L. P. Mathur ..	M. Sc. (Benares) ..	Professor ..
42	Do. ..	Mr. Beni Charan ..	M. Sc. (Alld.) ..	Lecturer ..
43	Do. ..	Mr. R. P. Cornelius ..	M. Sc. (Agra) ..	Do. ..
44	Botany ..	Mr. M. N. Mukerji ..	M. A. (Cal.) ..	Professor ..
45	Do. ..	Mr. C. S. Krishnamurti ..	M. Sc. (Benares) ..	Demonstrator ..
46	Physiology and Hygiene ..	Mrs. R. P. Cornelius ..	.. ..	.. ..
47	.. ..	Student Tutors ..	.. ..	.. ..
48	.. ..	Student Demonstrators ..	.. ..	.. ..
<i>Missionary Staff—</i>				
1	.. ..	The Rev. Canon T. D. Sully ..	M. A. (Oxon.) ..	Principal ..
2	Philosophy ..	The Rev. J. P. Ferguson ..	M. A. (Glasgow) ..	Assistant Professor ..
3	History ..	Miss M. E. Gibbs ..	M. A. (Manchester) ..	Ditto ..
4	Economics ..	Mr. H. L. Puxley ..	B. A. (Oxon.) ..	Professor ..
5	Physics ..	Mr. R. L. Moore ..	B. Sc. (Manchester) ..	Assistant Professor ..
(3) MEERUT COLLEGE, MEERUT				
1	.. ..	Col. T. F. O'Donnell ..	B. A. (Hons.) Dublin ..	Principal ..
2	English ..	Chand Bahadur ..	M. A. (Punjab and Alld.) ..	Professor ..
3	Do. ..	J. C. Biswas ..	M. A. (Cal.) ..	Assistant Professor ..
4	Do. ..	H. M. Mukerji ..	Ditto ..	Ditto ..
5	Do. ..	U. N. Mathur ..	M. A. (Alld.) ..	Ditto ..
6	Do. ..	P. K. Goswami ..	Ditto ..	Ditto ..
7	Do. ..	G. P. Rajbanshi ..	M. A. (Luck.) ..	Lecturer ..
8	Do. ..	Ishtar Saran ..	M. A. (Agra) ..	Do. ..
9	Do. ..	Daya Ram ..	M. A. (Alld.) ..	Do. ..
10	Do. ..	Karar Husain ..	M. A. (Agra) ..	Do. ..
11	Do. ..	D. P. Vaishya ..	M. A. (Eng. and Hist.) Benares ..	Do. ..
12	Do. ..	G. N. Agnihotri ..	M. A. (Agra) ..	Do. ..

DIX "J" (2)—(continued)

Date of birth	Community	Date of joining College	Scale of salary	Present pay	Last date of increment
			Rs.	Rs.	
21-3-'99	Indian Christian.	July, 1934 ..	150—10—200	190	
1-6-'11	Hindu ..	July, 1939 ..	50	50	
11-3-'98	Do. ..	July, 1918 ..	200—20—400	400	
14-11-'05	Do. ..	July, 1939 ..	100—5—120	100	
24-8-'86	Do. ..	July, 1924 ..	500—50—1,000	1,000	
1-12-'91	Do. ..	July, 1920 ..	200—20—400	400	
3-10-'12	Do. ..	July, 1939 ..	150	150	
1-11-'94	Indian Christian.	July, 1922 ..	100—5—120	120	
..	Hindu ..	July, 1939 ..	60	60	
18-2-'17	Do. ..	Ditto ..	60	60	
28-12-'85	Do. ..	July, 1920 ..	200—20—400	400	
27-11-'03	Do. ..	July, 1927 ..	150—10—200	200	
6-11-'04	Indian Christian.	July, 1929 ..	150—10—200	200	
17-1-'92	Hindu ..	July, 1921 ..	200—20—400	400	
28-3-'98	Do. ..	July, 1926 ..	100—5—120	120	
..	Indian Christian.	July, 1938 ..	Honorarium ..	250 per annum.	
..	
..	
..	
..	English ..	..	..	..
..	Do. ..	..	..	..
3-9-'1	Do. ..	..	..	..
..	Do. ..	..	..	..
..	Do. ..	..	..	..
..	..	..	1,200—10—1,250	1,250	
..	..	..	200—20—400	400	
..	..	..	200—10—250	250	
..	..	..	200—10—250	250	
..	..	..	200—10—250	250	
..	..	..	200—10—250	250	
..	..	..	100—10—150	150	
..	..	..	100—10—150	150	
..	..	..	100—10—150	150	
..	..	..	100—10—150	150	
..	..	..	100—10—150	150	
..	..	..	100—10—150	150	
..	..	..	100—10—150	150	
..	..	..	100—10—150	150	
..	..	..	100—10—150	150	
..	..	..	100—10—150	150	
..	..	..	..	100	Temporary.

Serial no.	Subject	Name	Qualifications	Designation
(3) MEERUT COLLEGE, MEERUT— (contd.)				
13	Persian	F. S. Gilani	M. A. (Punjab)	Professor
14	Do.	M. A. Khan	M. A. (Agra)	Reader
15	Sanskrit	D. N. Shastri	M. A., M. O. L. (Punjab)	Professor
16	Do.	P. L. Shastri	Shastri (Punjab)	Reader
17	Hindi	K. N. Pant	M. A. (Agra and Alld.)	Lecturer
18	Urdu	S. A. Mazhary	M. A. (Bombay)	Do.
19	Philosophy	J. N. Sinha	M. A., Ph. D., P. R. S. (Cal.)	Professor
20	Do.	J. P. Suda	M. A. (Alld. and Agra)	Assistant Professor
21	Economics	N. L. Bhatnagar	M. A. (Alld.)	Professor
22	Do.	D. L. Dubey	M. A. (Alld.), Ph. D. (London)	Do.
23	Do.	Dhru Singh	M. A. (Alld.)	Lecturer
24	History and Politics	B. R. Chatterji	D. Litt. (Punjab), Ph. D. (London)	Professor
25	Ditto	G. N. Bose Mullick	M. A. (Alld.)	Do.
26	Ditto	S. P. Sinha	Ditto	Assistant Professor
27	Ditto	Bal Kishan	M. A. (Hist.) Agra, M. A. (Pol.) Nagpur	Lecturer
28	Mathematics	Madan Mohan	M. A. (Benares)	Professor
29	Do.	Rameshwar Dayal	M. A. (Alld.)	Assistant Professor
30	Do.	D. M. Roy	M. A. (Cal.)	Ditto
31	Do.	Dharamvir Singh	M. A. (Benares)	Ditto
32	Physics	V. S. Tamma	M.Sc. (Alld.)	Professor
33	Do.	R. B. Mathur	Ditto	Assistant Professor
34	Do.	Shital Prasad	Ditto	Ditto
35	Do.	Roop Kishore	Ditto	Demonstrator
36	Do.	Shiam Lal	M. Sc. (Agra)	Do.
37	Chemistry	S. S. Joshi	M. Sc., D. Sc. (Luck.)	Professor
38	Do.	M. M. Sharif	M. Sc. (Aligarh)	Assistant Professor
39	Do.	M. P. Gupta	M. Sc. (Alld.)	Ditto
40	Do.	A. N. Chatterji	Ditto	Demonstrator
41	Do.	H. L. Dubey	M. Sc., D. Phil. (Alld.)	Do.
42	Law	B. N. Mithal	B. Sc., LL. B. (Alld.)	Professor of Law

DIX " J " (2) — (continued.)

Community (English, Indian Christian, Hindu or Muslim)	Date of birth	Date of joining College	Scale of salary		Present pay	Last date of increment
			Rs.	Rs.		
..	200—10—300	300		
..	75—5—100	100		
..	200—10—300	300		
..	75—5—100	100		
..	100—10—150	150		
..	100—10—150	150		
..	200—20—400	400		
..	200—10—250	250		
..	200—20—400	400		
..	200—20—400	300		
..	100—10—150	150		
..	300—30—650	650		
..	200—20—400	400		
..	200—10—250	250		
..	100	Temporary.	
..	200—20—400	400		
..	200—10—250	250		
..	200—10—250	250		
..	150—10—250	200		
..	200—20—400	400	Allowance.	
..	200—10—250	250		
..	200—10—250	200		
..	100—10—150	150		
..	100—10—150	100		
..	200—20—400	400		
..	200—10—250	250		
..	200—10—250	250		
..	100—10—150	150		
..	100—10—150	150		
..	100—10—150	150		

Serial no.	Subject	Name	Qualifications	Designation
(3) MEERUT COLLEGE, MEERUT— (concluded.)				
43	Law ..	M. D. Jaini ..	M. A. (Cantab), Bar-at-law ..	Assistant Professor
44	Do. ..	S. C. Gupta ..	Bar-at-law ..	Doitt. ..
45	Com. and Business	Banwari Lal ..	M. A., B. Com.(Agra)	Ditto. ..
46	Ditto. ..	S. K. Tankha ..	B. Com. (Bombay) ..	Doitt. ..
47	Ditto: ..	B. N. Tandon ..	M. A. (Agra), M. A. (Com.) Calcutta, Ph. D. (Munich).	Instructor ..
48	Ditto. ..	J. P. Rastogi ..	M. A., B. Com. (Agra)	Do. ..
49	Ditto. ..	P. D. Mathur ..	M. A. (Prev.), B. Com. (Agra).	Do. ..
50	Ditto. ..	S. S. L. Gupta ..	B. Com. (Lucknow) ..	Do. ..
51	Drawing ..	R. N. Tandon ..	School of Arts, Bombay.	Lecturer ..
52	Biology ..	V. Puri ..	B. A. (Agra), M. Sc., D.Sc. (Agra) ..	Do. ..
53	Do. ..	P.D. Gupta ..	M. Sc. (Zool.) (Luckow)	Demonstrator ..
(4) SANATAN DHARMA COLLEGE, CAWNPORE				
1	History ..	Kali Shankar Bhatnagar	M. A., LL. B. ..	Professor ..
2	English ..	Vidya Dhar Misra ..	M. A., B. A., (Hons.), LL. B.	Do. ..
3	Do. ..	Mahadeo Prasad Srivas- tava.	M. A. ..	Lecturer ..
4	Do. ..	Devi Prasad Srivastava	M. A., LL. B. ..	Do. ..
5	Do. ..	H. N. Sabharwal ..	M. A. (History and Politics), LL. B.	Lecturer, English and History.
6	Do. ..	Siv Saran Sharma ..	M.A., B. A. (Hons.) ..	Lecturer, English and Mathematics.
6(a)	Do. ..	Har Narain Misra ..	M. A. ..	Lecturer ..
7	Sanskrit ..	C. S. Pande ..	M. A. (Hindi & Sans.)	Do. ..
8	Do. ..	Satya Narayan Pandey	M. A. ..	Lecturer, Hindi and Sanskrit.
9	Hindi ..	Ayodhya Nath Sharma	M. A. ..	Lecturer ..
10	Bengali and Theology.	Radhika Prasad Shastri.	Vedanta Shastri ..	Do. ..
11	Economics ..	L. C. Tandon ..	M. A., M. Com. (Cert.), A. I. B. (London).	Professor and Prin- cipal.
12	Do. ..	Krishna Kumar Sharma	M. A., B. Com. ..	Lecturer, Com. and Econ.
13	History and Pol. Science.	Mahadeo Prasad Sharma	M. A. (History and Politics).	Lecturer ..
14	Mathematics ..	Kunwar Bahadur ..	M. A. ..	Do. ..
15	Law ..	Kali Shankar Sharma	M. A., LL. B. ..	Professor ..

DIX "J" (2) - (continued.)

Community (English, Indian, Christian, Hindu or Muslim)	Date of birth	Date of joining College	Scale of salary Rs.	Present pay Rs.	Last date of increment
..	75-5-125	115	
..	75-5-125	90	
..	200-10-250	250	
..	200-10-250	250	
..	100-10-150	150	
..	40-4-60	60	
..	60	Temporary.
..	60	Do.
..	100-10-150	150	
..	100-10-150	140	
..	100	Temporary.
Hindu	..	July, 1923 ..	300-25-600	600	July, 1938.
Do.	..	August, 1931 ..	200-20-400	275	Do.
Do.	..	July, 1929 ..	150-15-300	290	Do.
Do.	..	December, 1931	150-15-300	255	Do.
Do.	..	November, 1934	100-10-200	130	January, 1939.
Do.	..	December, 1937	80-10-200	110	December, 1939.
Do.	..	November, 1936	80-10-200	100	January, 1940.
Do.	..	August, 1928 ..	150-15-300	200	July, 1938.
Do.	..	July, 1936 ..	80-10-200	100	August, 1938.
Do.	..	July, 1926 ..	150-15-300	300	
Do.	..	August, 1930 ..	50-5-75	75	
Do.	..	July, 1928 ..	500-25-700	600	July, 1939.
Do.	..	July, 1925 ..	150-15-300	280	July, 1938.
Do.	..	July, 1925 ..	150-15-300	270	August, 1938.
Do.	..	August, 1930 ..	150-15-300	300	July, 1938.
Do.	..	August, 1929 ..	150-15-300	300	
Do.	..	July, 1928 ..	250-25-500	475	Ditto

Serial no.	Subject	Name	Qualifications	Designation
(4) SANATAN DHARMA COLLEGE, CAWNPORE—(concluded.)				
16	Law	Babu Lal Misra	B. A., LL.B.	Lecturer
16(a)	Do.	Ganga Ram Talwar	M. A., B. Com., LL. B	Do.
17	Commerce	S. R. Rallan	B. Com. (Hon.) (Birm.)	Professor
18	Do.	Bhagwati Prasad Gupta	M. A., B. Com.	Lecturer
19	Do.	Avtar Singh Upla	Ditto	Do.
20	Do.	Milki Ram Tokhi	M. A., B. Com., LL.B.	Do.
21	Do.	Pran Nath Kapoor	Ditto	Do.
22	Do.	Shiv Narain	B. Com., L. C. C. (London)	Instructor, Type-writing.
23	Do.	C. L. Mehrotra	M. A., B. Com.	Lecturer
24	Do.	G. S. Verma	Ditto	Do.
(5) BAREILLY COLLEGE, BAREILLY 1938-39				
1	English	A. C. Dutt	M. A. (Alld.), M. A. (Lko.), M. R. A. S. (England).	Principal
2	Do.	Dr. A. K. Das Gupta	M. A., B. T. (Cal.), Ph. D. (Edin.).	Professor
3	Do.	G. P. Johari	M. A., LL. B. (Lko.)	Lecturer (English)
4	Do.	P. G. Narayana	M. A. (Agra)	Ditto.
5	Do.	R. A. Misra	M. A. (Lko.)	Ditto.
6	Do.	A. Shakoar	M. A., B. T. (Alig.)	Assistant Lecturer
7	Do.	D. C. Sharma	M.A. (Lko.)	Ditto.
8	Persian and Urdu	Kabir Ahmad	M.A. (Alld.)	Professor (Persian)
9	Ditto	M. T. Siddiqui	Ditto	Lecturer (Urdu)
10	Ditto	Khaleeque Ahmad	M. A. (Nagpur)	Assistant Lecturer (Urdu).
11	Sanskrit and Hindi	S. D. Pant	M. A. (Alld.) and (Agra), B. T. (B. H. U.), M. A. (Agra)	Professor, Sanskrit
12	Ditto	B. N. Sharma		Lecturer, Hindi
13	Ditto	G. N. Jayal	Ditto	Assistant Lecturer, Hindi.
14	Philosophy	H. D. Gupta	M. A., LL. B. (Alld.)	Professor
15	Economics	R. K. Sharma	Ditto	Do.
16	Do.	S. S. Saxena	M. A. (Agra), B. Com. (Alld.), M. Com. (Cal.)	Lecturer
17	Do.	N. K. Chaddha	M. A., LL.B. (Alld.)	Do.

DLX "J" (2)—(continued.)

Community (English, Indian Chris- tian, Hindu or Muslim)	Date of birth	Date of joining College	Scale of salary		Present pay	Last date of increment
			Rs.	Rs.		
Hindu ..	..	July, 1929 ..	100—10—200	170	May, 1938.
Do. ..	..	October, 1930	100—10—200	120	October, 1938.
Do. ..	..	July, 1939 ..	200—20—400	320	Ditto.
Do. ..	..	July, 1928 ..	100—10—200	200	..
Sikh ..	..	January, 1932	80—10—200	100	July, 1938.
Hindu ..	..	August, 1937 ..	80—10—200	100	July, 1939.
Do. ..	..	August, 1933 ..	100—10—200	140	February, 1939.
Do. ..	..	July, 1925 ..	75—5—100	100	July, 1930.
Do. ..	..	July, 1939 ..	150—15—300	230	..
Do. ..	..	July, 1938 ..	80—10—200	100	July, 1939.
Hindu ..	11-12-'82	16-7-'09	650—50—800	800	23rd August, 1938.	
Do. ..	January, 1897	19-8-'32	200—20—400	320	1st July, 1938.	
Do. ..	29-10-'08	6-1-'32	150—10—200	190	Ditto.	
Do. ..	23-12-'08	1-8-'32	150—10—200	190	1st July, 1937.	
Do. ..	31-12-'09	4-11-'32	150—10—200	160	1st July, 1938.	
Muslim ..	3-7-'97	12-7-'34	125—0—125	125	..	
Hindu ..	15-1-'07	2-11-'35	..	120	..	
Muslim ..	7-4-'90	10-12-'23	200—10—300	300	July, 1936.	
Do. ..	25-9-'01	7-8-'29	150—10—200	200	December, 1936	
Do. ..	10-12-'04	14-7-'36	..	60	..	
Hindu ..	31-3-'93	1-7-'25	200—10—300	300	July, 1937.	
Do. ..	22-1-'06	1-7-'29	125—10—200	185	1st July, 1938.	
Do. ..	1-12-'05	5-11-'34	100—5—150	115	1st December, 1938.	
Do. ..	8-11-'95	15-12-'24	200—20—400	400	15th December. 1 1934.	
Do. ..	7-12-'99	9-7-'24	200—20—400	400	July, 1935.	
Do. ..	28-8-'04	7-8-'29	150—10—200— 5—250.	215	1st July, 1938.	
Do. ..	1-1-'08	1-8-'32	150—10—200	200	Ditto.	

Serial no.	Subject	Name	Qualifications	Designation
(5) BAREILLY COLLEGE, BAREILLY— (concluded)				
18	Economics ..	B. R. K. Tandon ..	M. A. (Agra) ..	Assistant Lecturer ..
19	History ..	S. B. Banerjee ..	M. A. (Cal.) ..	Professor ..
20	Do. ..	G. P. Mehrotra ..	M. A. (Alld.) ..	Lecturer, Civics ..
21	Mathematics ..	D. P. Bhattacharya ..	M. A. (Cal.) ..	Professor ..
22	Do. ..	R. K. Vaish ..	M. Sc. (Alld.) ..	Lecturer ..
23	Do. ..	B. R. Thakur ..	Ditto ..	Do. ..
24	Physics ..	B. P. Saxena ..	M. Sc., LL. B. (Lko.)	Professor ..
25	Do. ..	R. S. Mathur ..	M. Sc. (Agra) ..	Lecturer ..
26	Do. ..	Muhammad Yehiya ..	M. Sc. (Lko.) ..	Demonstrator ..
27	Chemistry ..	Lakshmi Narayana ..	M. Sc. (Alld.) ..	Professor ..
28	Do. ..	A. K. Bhattacharya	Ditto ..	Lecturer ..
29	Do. ..	Karta Sabai ..	Ditto ..	Demonstrator ..
30	Law ..	M. A. Hussain ..	B. A., LL. B. (Cantab.)	Senior Lecturer ..
31	Do. ..	M. M. L. Mathur ..	B. A., LL. B. (Alld.) ..	Junior Lecturer ..
32	Do. ..	B. L. Agarwala ..	M. A., LL. B. (Alld.) ..	Ditto ..
33	Commerce ..	Shankar Lal ..	M. A. (Alld.), B. Com. (Lko.)	Lecturer ..
34	Do. ..	R. N. Bhatnagar ..	B. Com. (Agra) ..	Assistant Lecturer ..
35	Do. ..	V. N. Verma ..	B. Com. (Lko.) ..	Stenotyping Instructor.
(6) D. A.-V. COLLEGE, CAWNPORE				
1	Philosophy ..	L. Diwan Chand ..	M. A. (Phil. and Eng.)	Principal ..
2	English ..	Mr. S. P. Saxena ..	M. A. (Eng.) ..	Professor of English
3	Do. ..	Mr. R. D. Trivedi ..	Ditto ..	Ditto ..
4	Do. ..	Mr. R. K. Ghosh ..	Ditto ..	Assistant Professor
5	Do. ..	Thakur Jaideo Singh	M. A. (Phil. and Sanskrit.)	Ditto ..
6	Do. ..	Mr. R. C. Rao ..	M. A. (Eng.) ..	Ditto ..
7	Do. ..	Dr. H. Hukku ..	Ditto ..	Ditto ..
8	Sanskrit and Hindi	Pandit Ram Behari Lal	M. A. (Prev. Sans.), Shastri, Veda Tirth.	Professor of Sanskrit
9	Ditto. ..	Pandit Munshi Ram	M. A. (Hindi and Sans.)	Professor of Hindi

DIX " J " (2)—(continued.)

Community (English, Indian Christian, Hindu or Muslim)	Date of birth	Date of joining College	Scale of salary		Present pay	Last date of increment
			Rs.	Ra.		
Hindu	1-3-'10	14-7-'36	..	60	..	..
Do.	7-'93	1-9-'19	200-20-400	..	400	February, 1931.
Do.	16-9-'14	14-11-'38	..	75	..	..
Do.	3-'88	1-8-'13	200-20-400-25 -500.	..	500	July, 1935.
Do.	13-1-'01	2-8-'26	150-10-200-5- 250.	..	215	1st July, 1938.
Do.	16-11-'06	1-8-'30	150-10-200-5- 250.	..	210	Ditto
Do.	1-1-'04	2-8-'26	200-20-400	..	340	Ditto
Do.	27-12-'04	1-8-'31	150-10-200	..	200	Ditto
Muslim	16-1-'05	1-8-'32	100-10-150	..	150	Ditto
Hindu	30-6-'91	16-7-'21	200-10-400	..	400	July, 1933.
Do.	17-12-'01	1-7-'25	150-10-200-5- 250.	..	215	1st July, 1938.
Do.	31-10-'05	1-7-'32	100-10-150	..	140	Ditto
Muslim	4-11-'94	1-8-'30	..	..	150	..
Hindu	6-4-'96	1-8-'30	..	..	100	..
Do.	12-2-'96	1-9-'31	..	..	100	..
Do.	20-8-'01	16-8-'27	150-10-200	..	200	July, 1933.
Do.	1-3-'04	1-7-'25	70-5-100	..	100	July, 1932.
Do.	17-1-'08	1-7-'31	50-5-100	..	75	1st July, 1938.
Hindu	1878	1-7-'19	500-50-1,000	..	1,000	1st July, 1936.
Do.	1903	1-7-'27	200-20-400	..	400	1st July, 1939.
Do.	1898	16-10-'29	150-10-250	..	250	1st July, 1935.
Do.	7-'87	16-8-'24	150-15-300	..	300	Ditto
Do.	16-1-'96	9-7-'28	150-10-250	..	250	Ditto
Do.	22-4-'1900	13-7-'28	150-10-250	..	250	1st July, 1939.
Do.	1905	1-11-'30	150-10-250	..	220	Ditto
Do.	1891	1-7-'19	150-10-250	..	250	1st July, 1932.
Do.	1902	12-7-'26	150-10-250	..	210	1st July, 1939.

Serial no.	Subject	Name	Qualifications	Designation
	(6) D. A.-V. COLLEGE, CAWNPORE-- (concluded.)			
10	Philosophy ..	Lala Krishna Kumar	M. A. (Phil.) ..	Assistant Professor of Philosophy.
11	Economics and Commerce.	Lala Kalka Prasad Bhatnagar.	M. A. (Econ.) ..	Professor of Econo- mics.
12	Ditto ..	Mr. Baljit Singh ..	Ditto ..	Assistant Professor of Economics.
13	Ditto ..	Mr. D. K. Sakhwalkar	M. A. (Econ.), B. Com.	Professor of Commerce
14	Ditto ..	Thakur Balwan Singh	Ditto ..	Assistant Professor of Commerce.
15	Ditto ..	Mr. C. P. Srivastava	Ditto ..	Ditto ..
16	Ditto ..	Mr. Satyadeo Chanda- puri.	Ditto ..	Ditto ..
17	Ditto ..	Mr. Raghunath S. Sax- ena.	Ditto ..	Ditto ..
18	Ditto ..	Mr. Budh Sen Nigam	Ditto ..	Lecturer in Commerce.
19	History and Poli- tical Science.	Lala Gobind Ram Seth	M. A. (History) ..	Professor of History.
20	Do. ..	Mr. S. N. Varma ..	M. A. (Pol.) ..	Professor of Politics.
21	Mathematics ..	Mr. Ekanath Banerji	M. A. (Math.), B. Sc.	Professor of Mathe- matics.
22	Do. ..	Pandit Kanhaiya Lal Mishra.	Ditto ..	Assistant Professor of Mathematics.
23	Physics ..	Pandit Tota Ram Sherma.	M. Sc. (Phys.) ..	Professor of Physics
24	Do. ..	Mr. Bishambhar Dayal	Ditto ..	Assistant Professor of Physics.
25	Do. ..	Mr. B. G. Kacker ..	Ditto ..	Demonstrator ..
26	Chemistry ..	Mr. Hazari Lal Rohtagi	M. Sc. (Chem.) ..	Professor of Chemis- try.
27	Do. ..	Mr. D. P. Goswami ..	Ditto ..	Assistant Professor of Chemistry.
28	Do. ..	Mr. Ramavatar Srivaa- tava.	Ditto ..	Demonstrator ..
29	Law ..	Babu Niwaran Chandra	M. A., LL. B.	Professor of Law ..
30	Do. ..	Babu Ganesh Prasad	B.A., LL.B.	Part-time Lecturer in Law.
31	Do. ..	Mr. Shah Bashir Alam	Ditto ..	Ditto ..
32	Do. ..	Mr. Devendra Swarup	Ditto ..	Ditto ..

DIX J (2)—(continued)

Community	Date of birth	Date of joining the college	Scale of salary	Present pay	Last date of increment
			Rs.	Rs.	
Hindu ..	9-1-'98	24-8-'21	150—10—250 ..	250	1st July, 1933.
Do. ..	5-'98	1-7-'19	200—20—400 ..	400	1st July, 1936.
Do. ..	..	23-9-'37	..	140	..
Do. ..	1-6-'93	21-9-'21	150—15—300 ..	300	1st July, 1933.
Do. ..	21-1-'01	9-7-'23	150—10—250 ..	250	1st July, 1933.
Do. ..	1-2-'05	9-8-'29	150—10—250 ..	190	1st July, 1933.
Do. ..	21-7-'05	16-7-'28	100—10—200 ..	200	Do.
Do. ..	1900	7-'21	100—10—200 ..	200	1st July, 1932
Do. ..	1-9-'14	14-7-'37	..	75	..
Do. ..	9-'94	8-8-'20	200—20—400 ..	400	1st July, 1936.
Do. ..	6-'08	1-9-'31	150—10—250 ..	200	1st July, 1933.
Do. ..	24-5-'37	17-8-'27	200—20—400 ..	400	1st July, 1937.
Do. ..	1898	9-7-'23	150—10—250 ..	250	1st July, 1933.
Do. ..	1892	1-7-'27	200—20—400 ..	400	1st July 1933.
Do. ..	3-'03	14-7-'28	150—10—250 ..	230	1st July, 1933.
Do. ..	23-8-'09	8-7-'31	75—5—100 ..	100	1st July, 1933.
Do. ..	11-'03	13-7-'27	200—20—400 ..	340	1st July, 1933.
Do. ..	6-3-'03	27-10-'28	150—10—250 ..	250	Do.
Do. ..	1-1-'09	18-7-'32	75—5—100 ..	100	1st July, 1933.
Do. ..	1899	9-8-'29	200	200	1st July, 1933.
Do. ..	6-3-'04	20-7-'33	100	100	Do.
Muslim ..	1903	1-7-'33	100	100	Do.
Hindu ..	16-4-'12	7-'36	100	100	1st July, 1933.

Serial no.	Subject	Name	Qualifications	Designation
(6) ST. ANDREW'S COLLEGE, GORAKHPUR				
1	History	D. Raja Ram	M. A.	Principal and Professor.
2	English	C. C. Chatterji	M.A.	Professor
3	Do.	J. D. Khan	M. A., L.T.	Do.
4	Do.	H. C. Mukerji	M.A.	Do.
5	Persian	M. O. Rahman	M.A. (Pers. and Urdu)	Do.
6	Sanskrit	H. V. Kocher	M. A.	Do.
7	Hindi	R. N. Pandey	M. A., L. T.	Do.
8	Urdu	A. S. Majnoon	M. A. (Eng. and I.V.)	Do.
9	Philosophy	H. B. Mundle	M. A.	Professor
10	Economics	R. N. Sanyal	M. A. (Econ., Hist.)	Do.
11	History	N. N. Mundle	M.A.	Do.
12	Civics	S. K. Patro	M. A., B.L.	Do.
13	Mathematics	K. C. Chatterji	M. Sc.	Do.
14	Logic	T. P. Roy	M. A. (Eng., Matha.)	Do.
15	Physics	B. N. Ghose	M. Sc.	Do.
16	Chemistry	J. W. Paul	M. Sc.	Do.
17	Do.	Demonstrator	M. Sc.	Do.
18	Biology	M. O. Varkey	M. Sc.	Do.
19	Do.	S. M. Ali	M. Sc.	Demonstrator
(7) CHRIST CHURCH COLLEGE, CAWNPORE				
1	Philosophy	S. C. Chatterji	M.A. (Punjab)	Principal and Professor.
2	English	M. N. Sen	M.A. (Cal.)	Professor
3	Persian	K. A. Wajid	M. A. (Alig.), B. A.	Lecturer
4	Hindi	Pandit Bhuder Shastri	M.A. (Punjab), (Agra), B.A.	Do.
5	Urdu	S. Nawab Husain	M.A. (Alid.)	Lecturer, Urdu and Economics.
6	Economics	Tara Chand	M.A. (Alid.)	Professor
7	Logic	W. Adiseslinah	M.A. (Madras)	Lecturer
8	History	L. K. Tripathi	M.A. (Alid.)	Professor

DIX J (2)—(continued)

Community	Date of birth	Date of joining the college	Scale of salary	Present pay	Last date of increment
			Rs.	Rs.	
Christian ..	..	1938 ..	500-25-350 ..	525	May, 1939.
Hindu ..	..	1918 ..	200-10-300 ..	300	
Christian ..	..	1926 ..	150-5-200 ..	200	
Hindu ..	..	1928 ..	150-5-200 ..	200	
Muslim ..	..	1931 ..	175-5-225 ..	195	July, 1939.
Hindu ..	..	1937 ..	..	150	Ditto.
Do. ..	..	1937 ..	..	80	
Muslim ..	..	1937 ..	..	100	July, 1939.
Christian ..	..	1931 ..	200-10-300 ..	280	Ditto.
Hindu ..	..	1921 ..	200-10-300 ..	300	
Christian ..	..	1917 ..	200-10-300 ..	300	
Do. ..	..	1934 ..	..	120	
Hindu ..	..	1919 ..	200-10-300 ..	300	
Do. ..	..	1934 ..	150-5-200 ..	155	July, 1939.
Do. ..	..	1925 ..	175-5-225 ..	225	
Do. ..	..	1924 ..	175-5-225 ..	225	
Christian ..	..	1939 ..	100-5-120 ..	120	
Christian ..	..	1925 ..	175-5-225 ..	225	
Muslim ..	..	1934 ..	100-5-120 ..	120	
Indian Christian ..	6-1-'92	July, 1914 ..	600-50-850 ..	850	July, 1930.
Hindu ..	4-5-'99	8th November, 1928.	200-20-400 ..	400	November, 1937.
Muslim ..	27-10-'96	July, 1919 ..	150-10-250 ..	250	July, 1938.
Hindu ..	29-10-'97	July, 1925 ..	150-10-250 ..	230	July, 1939.
Muslim ..	15-3-'06	8th July, 1931	150-10-250 ..	230	Do.
Hindu ..	10-7-'98	17th November, 1927.	200-20-400 ..	400	November, 1937.
Indian Christian ..	1-1-'09	July, 1931 ..	200-20-400 ..	300	July, 1939.
Hindu ..	1-11-'99	July, 1923 ..	150-10-300 ..	280	Do.

Serial no.	Subject	Name	Qualifications	Designation
CHRIST CHURCH COLLEGE, CAWNPORE—(concl'd.)				
9	Civics ..	Deva Raj ..	M.A. (Cal.) ..	Lecturer ..
10	Mathematics ..	S. D. Seth ..	M.Sc. (Alld.) ..	Professor ..
11	Do. ..	J. L. Sharma ..	M.A. (Alld.) ..	Lecturer ..
12	Physics ..	J. N. Budhwar ..	M.Sc. (Luck.) ..	Do. ..
13	Chemistry ..	A. K. Chaudhri ..	M.Sc. (Alld.) ..	Do. ..
14	Mathematics ..	H. C. Gupta ..	M.Sc. (Agra) ..	Do. ..
15	History ..	M. L. Vidyarthi ..	M.A. (Agre) ..	Do. ..
<i>Missionary Staff</i>				
1	English ..	R. G. Slater ..	B.A. (Hons.) (Cantab) ..	Professor ..
2	Political Science ..	C. Aekroyd ..	M.A. (Hons.) (Oxon.) ..	Do. ..
3	English ..	Rev. R. C. Llewelyn ..	M.A. (Hons.) (Cantab) ..	Do. ..