

ESTIMATES COMMITTEE 1957-58

SEVENTEENTH REPORT

(SECOND LOK SABHA)

**MINISTRY OF EDUCATION AND SCIENTIFIC
RESEARCH**

UNIVERSITY AND RURAL HIGHER EDUCATION



**LOK SABHA SECRETARIAT
NEW DELHI
April, 1958**

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*Ceased to be a member of the committee with effect from the 2nd April 1958.

INTRODUCTION

I, the Chairman, Estimates Committee having been authorised by the Committee to submit the Report on their behalf present this Seventeenth Report, on the Ministry of Education and Scientific Research on the subject of "University and Rural Higher Education."

The Committee wish to express their thanks to the Officers of the Ministry of Education and Scientific Research for placing before them the material and information that they wanted in connection with the examination of the estimates. They also wish to express their thanks to Dr. V. K. R. V. Rao, Vice-Chancellor, University of Delhi and Shrimati Hansa Mehta, Vice-Chancellor, Baroda University for giving their evidence and making valuable suggestions to the Committee.

BALVANTRAY G. MEHTA
Chairman,

NEW DELHI ;
The 7th April, 1958.

Estimates Committee.

UNIVERSITY EDUCATION

I. INTRODUCTORY

A. Introduction

The universities of free India, have a number of duties and responsibilities. They have to provide leadership in politics and administration, the professions, industry and commerce. They have to meet the increasing demand for every type of higher education, literary and scientific, technical and professional. They must assist the country to attain, in as short a time as possible, freedom from want, disease and ignorance, by the application and development of scientific and technical knowledge. India is rich in natural resources and her people have intelligence and energy and are throbbing with renewed life and vigour. It is for the universities to create knowledge and train minds that would bring together the material resources and human energies.

2. *The aims of university education have been strikingly depicted in chapter II of the Report of the University Education Commission, and the Committee can do no better than to include the summary of that chapter given by the Commission itself, as Appendix I. The Committee suggest that this summary of the Aims of University Education should be printed in the form of a folder and distributed to every university student.*

B. Historical Background

3. In ancient times there were a number of centres of learning in India which achieved great reputation throughout the sub-continent and in neighbouring countries and which grew in wisdom at the feet of the presiding Rishis. The university of Takshashila or Taxila was the most important centre of learning, where medicine and surgery, archery and allied military arts, astronomy and astrology, accountancy and commerce, agriculture, snake charming and magic etc. were taught. It continued to flourish till the third century A.D. Banaras perhaps did not attain the same fame, as the religious side of education was given preference there over the intellectual side. The introduction of Buddhism and its growth into a widespread religion under the patronage and favour of powerful monarchs brought a new influence into Indian Education. The Buddhist centres were Nalanda, Valabhi (Saurashtra), Ujjain, Vikramshila, Odantapuri etc. Gradually Hinduism absorbed its good points before Buddhism as such decayed in the country. These institutions which were Brahmanical or Buddhistic in origin achieved considerable proportions and high standards in terms of knowledge available to man in those times. In mediaeval times the Muslim rulers encouraged the establishment of colleges

(Madarsahs) at places like Lahore, Delhi, Rampur, Lucknow, Allahabad, Jaunpur, Ajmer and Bidar. Thus under the Muslim rulers, centres of Islamic learning existed alongside places of Hindu learning.

4. After a more or less total eclipse of the indigenous schools of learning, signs of reviving life were visible in India at long last in the opening decades of the nineteenth century. With the establishment of British rule in India, the question of setting up a well integrated system of education for the whole country became a subject of discussion amongst the British themselves as also amongst leading Indians. There were two schools of thought in this matter, one which advocated the use of Persian or Sanskrit as the medium of instruction and the other which advocated the use of English and the setting up of institutions of learning like those in Europe. For a time there was hesitation in introducing English. Eventually with the intervention of Macaulay a decision was taken in 1835 that Government funds available for education were to be devoted to support schools and colleges which imparted European learning through the English language. A number of schools and colleges sprang up in the chief commercial cities of India such as Calcutta, Bombay and Madras and also at some other places. It was soon found necessary to organise higher education in India and to provide for granting of degree by the setting up of universities. The old universities of Oxford and Cambridge in England could not be used as models for this purpose in India. It happened that the University of London had been newly established in 1854 and appeared a more suitable model. The first universities of India were established in 1857. These were the Universities of Calcutta, Bombay and Madras. The function of these universities was to lay down courses of study for the various colleges affiliated to them, to examine the candidates prepared by these colleges, and to grant them degrees. This system of affiliation of colleges to universities has continued to this day in India, although a number of the younger universities in the country are unitary and residential in character and are themselves teaching bodies. In course of time as more and more colleges sprang up and the number of university students and graduates increased, new universities were brought into being. The educational system in India was subjected to frequent examinations and various Commissions, appointed by the Government, made proposals of different kinds for the improvement of university education in the country.

C. Important efforts made to improve University Education

5. The first step taken to improve university education was the setting up of the Calcutta University Commission (1919). Acting upon its many significant suggestions, some of the older universities have tried to differentiate between academic and administrative functions and also to organise under their immediate control post-graduate courses in teaching and research, while several of the newer universities have with some reservations accepted the unitary pattern. The report of the Central Advisory Board of Education on Post War Educational Development in India (Sargent's Report) was another step to improve

the university education. It was a compact yet comprehensive document and its principal virtue was that it surveyed the Indian educational structure as an inter-related whole, covering the various grades from pre-primary to university and also covering adult education, technical, commercial and art education besides cognate problems such as health, recreation and unemployment. Like the Calcutta Commission Report, the Sargent Report also evoked a great deal of comment and criticism and raised high hopes.

6. The Sargent Report devoted a valuable chapter to university education in the course of which it deplored the failure of the Indian universities to realize 'the full aims and aspirations of a university education in the highest sense', and deplored no less their failure 'to relate these activities sufficiently closely to the practical needs of the community as a whole'. Mushroom colleges etc. had progressively brought down standards, and it had 'yet to be appreciated in many quarters that to run education on the cheap is the falsest of false economies'. Among the reforms advocated were:

- (i) the conditions for admission must be revised with the object of ensuring that students admitted to a university course really benefit by it;
- (ii) the Intermediate course should be abolished, one year being added to the high school and the other to the university, thereby making three years the length of a university degree course;
- (iii) the tutorial system should be widely extended;
- (iv) high standards in post-graduate courses and research should be maintained; and
- (v) an Indian University Grants Committee should be constituted to exercise a general supervision over the allocation of grants to universities from public funds.

7. The years immediately following the publication of the Sargent Report were a period of uncertainty and so long as the political situation was fluid no determined forward move could be taken. The advent of Independence, however, changed the situation and in 1948 the Government of India appointed a University Education Commission 'to report on Indian University Education and suggest improvement and extensions that may be desirable to suit present and future requirements of the country'. The Radhakrishnan Report is an impressive and meritorious document, sending out its roots into the immemorial past and stretching courageously into the far horizons of the future. The Committee regret to note that many of the recommendations of the Commission have not yet been fully implemented. The Committee propose to take up and deal with some of the important recommendations of the Commission on various subjects in the following chapters.

D. Secondary and University Education

8. Before dealing exhaustively with the university education, the Committee would like to refer briefly to the secondary education which prepares the boys and girls for higher education in universities. Any university reform will remain largely ineffective unless the level of secondary education is raised so as to furnish necessary foundation for a sound university system. It is due to the close relationship between the secondary and university education that even the Radhakrishnan Commission appointed solely for university education dealt with some aspects of secondary education and emphasised the necessity of reform in secondary education to develop university education. Although the Committee have exhaustively dealt with this subject in their Report on Secondary Education, they would like to stress one point specially here.

9. When students pass out of school they are ill adjusted and cannot take their place confidently and competently in the community. The Committee have made recommendations in their report on Secondary Education to remedy the situation. The Committee hope that the recommendations, when implemented, will provide suitable diversification of courses at the higher secondary stage and suitable employment opportunities thereafter to reduce the indiscriminate mad rush of students for Arts colleges merely to postpone the problem of unemployment.

E. Universities

10. A university in India to be properly so called has to be established by an Act either of the Central Government or one of the State Governments. In this sense there are today 37 universities. A statement showing the names of universities, their headquarters, faculties under them and remarks whether affiliating or unitary is enclosed as Appendix II. Four of these universities namely; Aligarh, Banaras, Delhi and Viswa Bharati have been established under the Central Acts. These Universities are also mentioned in the Seventh Schedule, List I-B3 (Union List) of the Constitution. Therefore, the maintenance and development of these Central Universities are the responsibilities of the Centre. Other universities established by State Acts are not the direct responsibility of the Centre, but development grants are given by the Centre to these universities for specific projects. A sub-Committee of the Estimates Committee during the course of the examination of the estimates relating to the Ministry of Education have visited the Central Universities. Material relating to other universities was, however, also collected through the Ministry in order to obtain an integrated picture.

11. In this connection, it is significant to note that the responsibility for the co-ordination and determination of standards in institutions for higher education or research, scientific and technical institutions, has been enjoined upon the Central Government by the Constitution

(Seventh Schedule, List 1-66). This responsibility is largely discharged by the University Grants Commission. The allocation and disbursement of the grants to universities is done by the University Grants Commission. Therefore, it would be appropriate to take up some features of the University Grants Commission, and the procedure followed by it in giving maintenance grants to Central Universities and development grants to Central and State universities.

F. University Grants Commission

12. In India a University Grants Committee was established in 1945 in pursuance of the recommendations of the Central Advisory Board of Education on Post War Educational Development in India (Sargent's Report). It was formed with limited membership to deal solely with three universities, Aligarh, Banaras and Delhi. In 1946 and again in 1947, its membership was increased and it was empowered to deal with all universities. It had no funds placed at its disposal by the Government. It only made recommendations to the Education Ministry which in turn transmitted the case to the Finance Ministry, which judged for itself each recommendation for a grant recommended by the Committee. The University Education Commission 1948-49 under the Chairmanship of Dr. Radhakrishnan recommended that the Committee should be reorganised and should have power to allocate grants within total limits set by the Government instead of recommending their allocation to the Finance Ministry.

13. In accordance with the recommendation of the University Education Commission, a University Grants Commission was established in 1953 by a resolution of the Ministry of Education for the purpose of allocation and disbursement of grants to universities as well as for the purpose of co-ordination and maintenance of standards of university education in India. The constituent colleges of the University of Delhi were brought within the purview of the Commission in 1955.

14. Early in 1956, the University Grants Commission Act, 1956 was passed by the Parliament in order to reconstitute the Commission as a statutory body. The Act was brought into operation with effect from 5th November, 1956 and with effect from the same date the Commission was reconstituted with a Chairman and eight other members.

15. The powers and functions of the University Grants Commission and the procedure followed by it in giving grants are given in brief at Appendices III & IV respectively.

16. During the Second Five Year Plan Rs. 34.4 crores have been provided for the Centre including an allotment of Rs. 27 crores for the University Grants Commission. Rs. 7.4 crores at the disposal of the Centre for the development of Higher Education includes a provision of Rs. 5 crores for the improvement and development of

educational institutions at the collegiate level. The Committee were informed that this amount was not entrusted to the University Grants Commission because at present the colleges did not come under the purview of the Commission. *The Committee are of the opinion that the Commission is a more competent body for the improvement and development of educational institutions at the collegiate level and recommend that the rules and regulations be amended with a view to entrust the Commission with the work of improving the educational standards even in colleges.*

17. The Committee also learn that at present the University Grants Commission receives requests from the Universities including the constituent colleges of Delhi University for the grant of loans for the construction of hostels and staff quarters which are processed and examined by the Commission. But, thereafter, the proposals are submitted to the Central Government for payment. The Committee were informed that this was done because the Commission was precluded from giving loans to universities under the provisions of the University Grants Commission Act. *The Committee recommend that the desirability of suitably amending the rules and regulations or, if necessary, the Act itself so as to entrust the University Grants Commission with the power to grant loans for the construction of hostels and staff quarters, may also be examined.*

II. STANDARDS OF UNIVERSITY EDUCATION

A. Introduction

18. A university is a place of higher education where the personality and capacity of the students are developed to the utmost by teachers who should themselves be at work on the frontiers of knowledge in their respective fields. The success of a university is to be judged as much by the type of graduate it turns out as by the amount and quality of research contributed by its teachers and research students. Unfortunately in India at present there is a feeling that both the quality of the graduates turned out by the universities as well as the quality of research contributed by the teachers and research students are not upto the mark. The following remarks of the examiners on the performance of candidates in the written examinations of the Union Public Service Commission, mentioned in the Seventh Report of the Commission (1956-57) clearly show how far the standards of teaching have gone down in Indian universities:

"As a general rule, candidates do not show any real grasp of their subjects and their answers are mainly based on cramming. This lack of grasp is brought out prominently at the interviews. The combined examination for the Indian Administrative Service, Indian Police Service, Indian Foreign Service and other Central Services produces a number of bright and intelligent young men whose personality and mental qualities are of a high standard and who are quite fit for the service for which they are recruited. But it must be remembered even here that only a few hundreds are selected out of over 6,000 candidates who actually take the examination. As for the services where candidates of a younger age group are required, the results have been very disappointing; and in the Services Selection Boards and the physical endurance tests, a distressingly large number of candidates from among those successful at the written examination have to be rejected. This poses a problem for our educationists. The Commission have to point out their experience that the present system of education leaves much to be desired so far as the development of the mind and attitudes of the candidates is concerned. The tone of discipline, the level of academic achievement to be aimed at and the methods of promotion from lower classes to higher classes have all, no doubt, a bearing on the standard of education. But it should be seriously examined

whether the present educational system provides adequate facilities and opportunities for the enlargement of the mind and development of the character and personality of our students."

19. *The above observations of the Union Public Service Commission clearly indicate the urgent necessity of improving the standard of university education in each of the following three directions:*

- (i) *Teaching,*
- (ii) *Research, and*
- (iii) *Character building.*

B. Co-ordination

20. The Constitution (Seventh Schedule List 1—item 66) enjoins upon the Central Government the responsibility for co-ordination and determination of standards in institutions for higher education or research and scientific and technical institutions. This gives powers to the Central Government to see that proper standards are maintained in various universities. The University Grants Commission is mainly responsible for discharging this responsibility of the Central Government. The Commission has through the grants paid to the universities for specific and general purposes, through visits of Committees, of the Chairman and officers of the Commission and by the improvement of facilities and by extension and development of resources in the universities helped in some measure to bring about better co-ordination. The Committee were informed that the conferences of Vice-Chancellors and the activities of the Inter-University Board also helped in co-ordinating the standards of university education.

21. *The Committee learn that the University Grants Commission has appointed a Committee to consider more fully the steps to be taken to bring about better co-ordination. This Committee consists of the Chairman of the University Grants Commission, Dr. A. L. Mudaliar, Professor N. K. Sidhanta and Prof. M. S. Thacker. The Committee hope that the deliberations and recommendations of this Committee will help in achieving better co-ordination.*

22. The Committee gathered from the evidence that during the last few years the Ministry convened conferences of teachers of Psychology, Philosophy, Hindi, Sanskrit etc., which discussed the question of raising the standard of teaching on the subjects and formulated schemes of courses to be adopted by universities. But now this responsibility of calling conferences has been passed on to the Inter University Board and some grants are given to the Board for this purpose. The Board has called two conferences of the Heads of Commerce and Physics Departments of the universities. *The Committee are glad that this work has been entrusted to a*

competent body which is in close touch with the various universities and suggest that such conferences may be called on other subjects also.

C. Tutorials and Seminars

23. Tutorial instruction usually means periodical assessment of work and meeting with students in small groups by teachers. In tutorials the learner discovers how to analyse, judge and evaluate, while the tutor leads and criticizes as the pupils try their own wings and pursue their intellectual flights. The tutor sometimes advises about the selection of a field of study, lectures to be attended and practical questions relating to the student's studies. The tutorial system as a teaching device is employed as supplementary to the lectures.

24. Seminars are different from the tutorials. In the tutorial there is a relationship in which a master is developing a novice, while in a seminar a group with maturer minds working in one subject engages in a joint discussion. The technique involves the launching of theses of a penetrating and provocative character upon which all members of a group have opportunity to express themselves freely around a table. The objectives are to stimulate discussion, clarify issues, and arrive at the truth through co-operative approach. The seminars are always popular and much more interesting than lectures.

25. In India tutorial work is done only at very few colleges and universities; only at some places there are tutorial groups of a manageable size, while at others as many as twenty or twenty-five students form a group—this is really not a tutorial but merely another lecture class in which the tutorial loses its essential character. The University Education Commission were of the opinion that tutorials can be employed successfully in groups of less than six students only.

26. The Committee were informed that the University Grants Commission had the question of instituting tutorial system under consideration, but any positive action in this regard could only be taken when the Commission's other activities relating to improvement of teacher-pupil ratio, libraries, laboratories etc., had met with some success and had resulted in definite improvement in the facilities in the universities. The Committee understand that the introduction of any kind of system in which the teacher comes more directly in contact with students in small numbers involves an increase in the number of teachers and an increase in other facilities such as accommodation etc. They also realise the difficulties in getting large amount of funds to introduce a good tutorial system in various colleges and universities. *They, therefore, recommend that the introduction of tutorial system should be the goal, to be reached by stages as and when resources permit. The Committee would also like to mention here a suggestion about utilising post-graduate research*

students for taking tutorials of under graduate classes, the feasibility of which may be examined by the Ministry or University Grants Commission in consultation with the different universities.

27. *The Committee were glad to learn that the University Grants Commission was surveying the situation in universities to introduce something like a seminar system where one teacher would be looking after 10 or 12 students. The Committee suggest that steps for having a larger and more continuous use of the seminar techniques should be taken up expeditiously, in view of the anticipated delay in the introduction of a good tutorial system.*

D. Teacher-Pupil Ratio

28. One of the greatest reasons for the lowering of standards in the Indian universities has been the lack of proper teacher-pupil ratio. During the last 10 to 15 years there has been growing pressure for an increase in the number of admissions at the universities, but the facilities for university education have not kept pace with the increasing demands.

29. A statement showing the number of students and teachers in universities during the years 1954-55 and 1955-56 is enclosed as Appendix V. The Committee find that at present the average ratio of teacher-student in colleges is something like 1:19 or 1:20. The actual ratio in many of the Arts colleges is considerably higher, with the result that the intimate personal contact between the teacher and the taught, which is the essence of a good tutorial system, is practically lost.

30. The Committee were informed that the diversification of courses at the secondary stage would reduce the present scramble for university education and would reduce overcrowding. *They also learnt that a Committee appointed to examine the need for a university degree as a pre-requisite qualification for the public services had recommended abolition of degree qualification for the lower and the middle level public services. The Committee consider this as a move in the right direction which will help in improving the teacher-pupil ratio by lessening the pressure on University Education.*

31. The Committee understand that the Ministry had a scheme for the improvement of University Education at Collegiate level and proposals were invited from the State Governments for fixing a ceiling for the number of students in a college of average size and also for fixing a definite teacher-pupil ratio. The whole scheme, however, underwent considerable changes as a result of the recommendations of the three-year degree course estimates Committee appointed by the Government of India to work out the estimates of expenditure connected with the introduction of the three-year degree course in universities and affiliated colleges. *The Committee feel*

that there is a great necessity to improve the teacher-pupil ratio in the universities and colleges of India so as to minimise the evil effects resulting from the overcrowding of students. The Committee, therefore, recommend that effective steps should be taken to reduce the teacher-pupil ratio and to make the education pupil-centred. In this connection, they would also like to reiterate the following recommendation of the three-year degree course estimates Committee:

"The number of students should be restricted to 800-1000 per college. Colleges with larger enrolment but with no suitable accommodation should stabilize as a ceiling the present number of students and should prepare a scheme of gradually diminishing their enrolment so that the desired limit is reached by 1961. The University Grants Commission should prepare a brochure for the guidance of such colleges indicating how this may be done without any undue hardship to students or the colleges".

E. Libraries

32. The library is the heart of the university's work, directly so, as regards its research work, and somewhat indirectly, as regards its education work. Scientific research needs a library as well as its laboratories while for humanistic research the library is both library and laboratory in one.

33. At present the University Grants Commission gives non-recurring grants to the universities for the purchase of library books periodically on the basis of their requirements. A statement showing the grants paid to the universities for the purchase of library books during the last three years is attached as Appendix VI. The University Grants Commission has also approved the schemes of the following universities for the construction of library buildings:

Name of the University	Total cost	Share of the Commission	Grants
			paid to universities till 31-9-1957
1	2	3	4
	Rs.	Rs.	Rs.
Aligarh	9,94,250	9,94,250	1,25,000
Andhra	9,64,000	6,42,000	..
Annamalai	9,00,000	6,00,000	1,00,000
Baroda	11,00,000	5,00,000	2,00,000
Bombay	5,22,000	3,48,000	50,000
Calcutta	28,90,000	19,26,666	..
Delhi	12,83,000	12,83,000	9,60,000
Gauhati	10,00,000	6,66,700	1,00,000

1	2	3	4
Gujarat (Completion of Building).			
Jadavpur	1,50,000	1,00,000	..
Karnatak	8,75,000	4,50,000	..
Nagpur	3,74,000	2,49,000	1,00,000
	6,98,000	3,49,000	3,00,000
			(Building completed)
Osmania	12,99,000	9,66,000	50,000
Patna	10,00,000	6,66,666	..
Poona	3,75,000	3,33,000	50,000
Rajasthan	6,93,000	4,42,300	50,000
Roorkee	7,00,000	4,67,000	..
Saugar	5,72,000	3,72,600	3,00,000
			(Building Completed)
Travancore	10,00,000	6,66,700	..
Venkateswara	8,80,000	5,87,000	1,00,000

34. The statement shows a great disparity in the share of the Commission in percentage even if the Central universities are not taken into consideration. It was stated that the University Grants Commission decided in its Resolution dated the 14th February, 1955 that in future the basis of contribution by it will be 2.3 while before that it was 1.2.

35. While welcoming the steps taken by the University Grants Commission, the Committee suggest that a long term policy may be laid down for library buildings and purchase of books so as to achieve a minimum target within a fixed number of years. The Committee recommend that a perspective plan may be drawn up by the University Grants Commission in consultation with various universities and State Governments concerned with regard to library buildings and books alongwith a number of short term plans so as to complete the plan as and when the resources permit. Meanwhile the committee recommend that the existing libraries should have trained staff as Librarians and that they should be open for a longer period like the National Library at Calcutta.

F. Laboratories

36. The Committee were informed that most of our universities had the minimum equipment and facilities necessary for the ordinary requirements of scientific education upto the M.Sc. stage. But in the course of their visit, the members of the Committee noticed that the Natural Science laboratories of one of the Central universities

were not properly equipped in men and material. Further, the needs of scientific education and research are growing at a very rapid rate at the present time. Not only is there a need for diversifying the courses in relation to the many new fields of scientific study that are arising today but there is also a need to develop opportunities for research in the highly specialised fields such as Nuclear Physics, Plant Physiology etc. that have gained importance in recent times. In this regard our laboratories almost without exception are inadequately equipped in trained men and material. *The Committee, therefore, recommend that vigorous efforts should be made to improve the laboratories of various universities so that the standards of scientific education and research in the country may not lag behind those of other scientifically advanced countries.*

37. The Committee learn that the University Grants Commission is not concerned with the development of affiliated colleges of various universities except the constituent colleges of Delhi University. Therefore any grants for the development of laboratories are given to the universities and not to the affiliated colleges. *The Committee feel that the laboratories of affiliated colleges are in a more backward state and require immediate help for providing minimum facilities necessary for the ordinary requirements of scientific education. Incidentally this is true also about Libraries, Stadia, Gymnasia, Buildings, Hostels etc. The Committee recommend that some long term scheme should be drawn up to provide necessary equipment in the laboratories of affiliated colleges and the work regarding the development of the laboratories of the affiliated colleges should be started early.*

38. The University Grants Commission has taken steps for the improvement of laboratories by paying the following grants:

	1953-54 Rs.	1954-55 Rs.	1955-56 Rs.	1956-57 Rs.	TOTAL Rs.
Grants paid for the maintenance, improvement and expansion of laboratories' buildings (including fittings)	7,00,000	8,88,000	10,53,725	26,41,725	
Grants paid for the purchase of scientific equipment	19,58,500	32,08,300	58,49,818	36,29,123	1,46,45,741
Grants paid for providing workshop facilities	..	..	1,06,666	6,02,000	7,08,666
	19,58,500	39,08,300	68,44,484	52,84,848	1,79,96,132

39. The above table shows a reduction during the year 1956-57 when compared to the previous year in the grants paid for the purchase of scientific equipment. This reduction was stated to be largely due to the various difficulties experienced by universities in importing such equipment from foreign countries. It was explained that the Government provided assistance to various universities in obtaining import licences and the necessary foreign exchange, but the Ministry of Education also faced some difficulties due to the acute foreign exchange position. The Committee were, however, informed that now there were no difficulties in importing such equipment and customs clearance permits etc. were easily available. But the Committee were rather surprised to learn that customs clearance permits were required even for importing scientific equipment received as gifts from foreign countries. *The Committee suggest that such permits should not be insisted upon in case of gifts of scientific equipment for educational institutions as no foreign exchange is involved and the Ministry of Education should have this matter settled in consultation with the other Ministry concerned.*

G. Working days

40. The number of working days in a university should be sufficient to ensure a good output of work by teachers and students. Further there should not be a large number of stray holidays during the session on account of which the continuity of work is broken. The University Education Commission had on this subject recommended:

"that the number of working days be substantially increased to ensure a minimum of 180 in the year, exclusive of examination days; with three terms, each of about 11 weeks' duration".

The representatives of the Ministry were of the opinion that there was no university at present which had less than 180 working days and that some universities had even 200 working days. The Committee are not fully convinced about this as the Ministry did not have full information in this regard. *The Committee suggest that this information should be collected and the universities not having a minimum number of 180 working days exclusive of examination days should be persuaded to adopt the same. This should apply to all affiliated colleges also. The Committee are of the opinion that eventually the target should be raised by stages to 240 working days.*

H. Exchange of Teachers

41. The Committee understand that there are certain teachers of outstanding merit in every university on particular subjects. It would be desirable if such teachers are exchanged to some extent among different universities periodically as it would help the students of other universities also to take advantage of the talents of particular

teachers. The Committee, therefore, suggest that the University Grants Commission should make efforts to induce the universities to arrange for the exchange of teachers of outstanding merit by common agreement. A beginning in this respect may, however, be made by arranging a course of lectures by eminent scholars and professors in various universities.

III. TEACHING STAFF—UNIVERSITIES AND COLLEGES

A. Introduction

42. The university teacher is expected to guard, keep alive and, if possible, add to the heritage of knowledge; he is required to mould, by precept and example, the intellectual and moral life of the students committed to his charge, he is also invited to contribute his share to the corporate life of the university. It is, therefore, clear that university teachers are called upon to discharge a heavy responsibility. A rare combination of qualities is thus demanded of the college or university teacher. Success in choosing the right teaching staff is probably more important than any other single factor in the success of a university.

43. Although teaching is rather a sheltered profession and thus naturally attracts many young men and women, still the salaries and service conditions of the teachers should bear a reasonable relation to those obtaining in other spheres of life. The persons who are asked to assume the responsibility of a teacher should be those who have real interest and aptitude for teaching and not those who have been disappointed and reluctantly drifted to the teaching profession. The universities are finding it hard to retain their best teachers due to low scales of pay. It is, therefore, not surprising that the Indian universities have failed to produce, in adequate numbers, first rate teachers commanding fame and respect or investigators who have won international recognition.

44. Taking all these factors into consideration, the Radhakrishnan Report recommended that teachers in colleges and universities should be recruited and subsequently promoted from one grade to another—solely on grounds of merit, and that the scales of salaries should be as follows:—

For University Teachers

Research Fellows	.	.	.	Rs. 250-25-500
Instructors or Fellows (now called Tutors or Demonstrators)	.	.	.	Rs. 250
Lecturers	.	.	.	Rs. 300-25-600
Readers	.	.	.	Rs. 600-30-900
Professors	.	.	.	Rs. 900-50-1350

For Colleges which have no post-graduate classes

Lecturers	.	.	.	.	Rs. 200-15-320-20-400
Senior Posts	.	.	.	.	Rs. 400-25-600 (2 in each college)
Principals	.	.	.	.	Rs. 600-40-800

For Colleges which have post-graduate classes

Lecturers	Rs. 200-15-320-20-400-25-500
Senior posts	Rs. 500-25-800 (2 in each college)
Principals	Rs. 800-40-1000

45. After offering certain helpful suggestions regarding the payment of personal allowances or special emoluments in exceptional cases, the Report adds; 'It should be noted that when existing grades are changed to the proposed ones, the present incumbents are not to be automatically promoted but subjected to the scrutiny of Selection Committees'.

46. Other important recommendations in the Report are (1) the proportion of junior posts (Lecturers and Instructors) to senior ones (Professors and Readers) should be roughly 2:1, (2) the age of retirement for university teachers should be ordinarily 60, but extensions might be allowed up to 64 in the case of a Professor and (3) conditions regarding Provident Fund, provision for study leave, and procedure for arbitration in case of disputes between teachers and university authorities should be definitely laid down, and respected by all. As regards recruitment, the Report lays down these healthy principles:

'... if we want really to make our universities laboratories of national thought and nurseries of national leadership in the fields of science, culture, and public affairs, then we must induce our best men and women to devote themselves to university service. Their very nature and function demand that universities should not be treated in a narrow parochial or provincial manner, they ought to be regarded as assets of the nation as a whole. They should be gathering centres for teachers and students from all over India, and the culture and spirit of India should brood over them. They should be treated in principle as All India Services'.

B. Steps taken to improve the scales of pay (universities)

47. Under the First Five Year Plan the University Grants Commission recommended the following minimum scales for Professors and Lecturers in the universities:—

Professor	Rs. 800-40-1000-50-1250
Lecturer	Rs. 250-25-500

In accordance with these scales of pay the university teachers were paid as personal allowance the difference between the salary actually drawn by the Professor or Lecturer in the existing university scale and the salary he would have drawn if he had been on the scale proposed by the Commission. The payment of personal allowance

was made on the above basis leaving intact the structure of the salary scale, the provident fund and any other allowances obtaining in the universities.

48. Under the Second Five Year Plan the Commission recommended the following scales of pay:

NON-TECHNICAL

CENTRAL UNIVERSITIES

Aligarh, Banaras and Delhi University

Professors	.	.	.	.	Rs. 800-50-1250
Readers	.	.	.	.	Rs. 500-25-800
Lecturers					
Delhi	.	.	.	.	Rs. 250-25-500-30-560
Banaras	.	.	.	.	Rs. 250-20-450-25-600
Aligarh	.	.	.	.	Rs. 250-20-350-25-500

Vishva-Bharati University

Professors	.	.	.	.	Rs. 700-50-1000 (Special 1000-50-1250)	C ha
Readers	.	.	.	.	Rs. 400-25-700	
Lecturers	.	.	.	.	Rs. 200-20-400-EB-25-450	
Asstt. Lecturers	.	.	.	.	Rs. 150-15-270-EB-15-300 Selection grade-20-400	

OTHER UNIVERSITIES

Professors	.	.	.	.	Rs. 800-50-1250
Readers	.	.	.	.	Rs. 500-25-800
Lecturers	.	.	.	.	Rs. 250-500 (with minimum annual increment of Rs. 20)

TECHNICAL

Degree Institutions

Professors	.	.	.	.	Rs. 1000-1500-with a selection grade of Rs. 1600-1800.
Lecturers	.	.	.	.	Rs. 400-800-with a selection grade upto Rs. 1000.
Assistants or Instructors	.				Rs. 250-500

Diploma Institutions

Principal	.	.	.	.	Rs. 800-1250
Senior Lecturers	.	.	.	.	Rs. 400-800
Junior Lecturers	.	.	.	.	Rs. 250-500

(a) Enforcement of Scales of pay (Non-technical)

49. It was stated that the Commission agreed to revise the scales of pay of teachers in the universities on the conditions that the increased cost on this account would be shared by the University Grants Commission and the State Governments/State Universities in the ratio of 80:20.

50. The Committee were informed that the Central Universities of Alighrah, Banaras, Delhi and Vishva-Bharati had enforced the scales of pay recommended by the Commission. So far as the State universities were concerned the following universities and/or the State Governments concerned had not agreed to share the expenditure at 20 per cent. of the increased cost consequent upon the fixation of salaries of non-technical teachers in the revised grades and hence the revised scales of pay had not been enforced in their cases:—

1. Baroda
2. Mysore
3. Poona
4. S.N.D.T. Women's University, Bombay
5. Srivenkateswara.
6. Sardar Vallabhbhai Vidyapeeth.

51. In the following universities the salary scales were either better or equivalent to those recommended by the Commission:—

1. Allahabad
2. Agra
3. Bombay
4. Jammu & Kashmir
5. Lucknow
6. Saugar.

52. Excepting Roorkee University (which is a technical university) the remaining sixteen universities or the State Governments concerned had agreed to share the expenditure and necessary grants had either been paid or were being paid by the University Grants Commission on this account. The Committee were also informed that in the case of Poona University, the University authorities had suggested a certain grade in between their existing grade and that recommended by the Commission, the approval of which was under the consideration of the Commission. *In the case of universities which are not in a position to introduce the grades recommended by the Commission, due to financial difficulties or due to prevailing pay-structure in the other institutions in the neighbouring area, the Committee suggest that any intermediate grades suggested by such universities should be accepted as an interim measure. The Committee would also like to recommend that special efforts should be made to persuade those universities which have not yet enforced*

the scales of pay recommended by the University Grants Commission, to enforce these or similar scales of pay.

(b) Enforcement of Scales of pay (Technical)

53. The Committee were informed that the University Grants Commission had also agreed to revise the scales of pay of teachers in technical institutions on the condition that the increased cost on this account would be shared by the University Grants Commission and State universities in the ratio of 80:20. But the implementation of the scheme had not materialised as the All India Council of Technical Education had not yet given their final approval.

54. During the course of their study tours the members of the Committee noticed that the universities were experiencing much difficulty in attracting and retaining well qualified persons on the staffs of the colleges of Engineering, Mining and Metallurgy, Technology etc. on account of great demand for qualified engineers in industry and Government services. *The Committee feel that expeditious remedial measures in this direction are necessary and suggest that an equitable solution should be found jointly by the University Grants Commission and All India Council for Technical Education. The Committee also suggest that steps should be taken to meet the demand of qualified teachers by increasing the supply.*

C. Steps taken to improve the scales of pay (Affiliated Colleges)

55. The University Grants Commission had recommended the following minimum scales of pay for the staff in affiliated colleges on the condition that the increased cost on this account should be shared equally between the Central Government and the State Government:

Principals	Rs. 600-800
Heads of Departments	Rs. 400-700
Teachers Class I	Rs. 300-500
Teachers Class II	Rs. 200-400

But the Government of India intimated to the Commission that they were not in a position to share with the State Governments the expenditure of upgrading the salaries of teachers in affiliated colleges. The Commission later on came to the conclusion that the upgrading of the salaries of teachers in affiliated colleges was of the highest importance and was directly relevant to its work of co-ordinating and improving standards in the universities. The Commission has, therefore, decided to offer to the universities 50 per cent. of the cost of upgrading the salary of college teachers provided that the scales of pay adopted are within the range recommended by the Commission and provided that the college or university and/or State Government concerned is prepared to meet the other 50 per cent. The Committee learnt that the University Grants Commission proposed to make grants to the universities for this purpose as and when the universities themselves were ready to accept these grants from the Commission.

56. The Committee further learnt that the Commission had agreed to accept the proposal of the Bombay University to revise pay scales of college teachers in Bombay and consequently to meet 50 per cent. of the cost as from 1-4-1957 for the remainder of the Plan period.

57. *The Committee appreciate the efforts made by the University Grants Commission to improve the scales of pay of teachers of universities and colleges. They recommend that efforts in this direction should continue and also suggest that Commission should agree to meet 80 per cent of the cost of upgrading the salary of teachers in affiliated colleges, as in the case of universities. This is necessary in view of the fact that the local resources are even more limited in the case of affiliated colleges.*

58. While dealing with the subject of getting the right type of persons to join the teaching profession the Committee would like to refer to another important aspect of the problem. *Man does not live by bread alone; and apart from emoluments attached to a profession, the amount of respect it commands in society has a great influence in attracting the right type of man. The Committee are inclined to believe that the teaching profession, at present, does not get the same amount of respect as a Guru was entitled to get in earlier days. A conscious all-round effort is necessary to restore the earlier dignity and status to the teaching profession.*

D. Shortage of Personnel

59. Dr. V. K. R. V. Rao, the Vice-Chancellor of Delhi University, who gave evidence before the Committee when asked about tackling the problem of shortage of the teaching personnel in the universities and colleges, said:

"No effort has been made to assess how many teachers are required for various projects and how many more will be required . . . when you come to educational field . . . nobody seems to bother about planning the manpower requirements of the universities and colleges."

60. *The Committee suggest that the Ministry should appoint a Manpower Committee to make an over-all assessment of the requirements of teachers in universities and colleges and recommend measures to overcome the shortages on a planned basis.*

E. Staff Quarters

61. It is generally recognised that without proper residential facilities being available to the teachers they will not be in a position to discharge their duties satisfactorily. The Radhakrishnan Commission had, therefore, observed:—

"In the residential universities especially and in other universities generally it is desirable that teachers should live

on the campus of the university or as near to it as possible. Universities will be well advised to provide residential accommodation on rent to the teachers in the neighbourhood of its buildings and hostels."

62. The Committee regret to note that the position in regard to staff quarters still continue to be far from satisfactory in Indian Universities. The following table indicates the position of staff quarters with the percentage of teaching staff provided with quarters in the four Central Universities:

University	Total No. of teachers in the University	Total No. of teachers provided with quarters by the University	Percentage
Aligarh	320	70	22%
Banaras	500	170	34%
Delhi	177	66	37.3%
Vishva-Bharati	156	104	66.7%

63. The above table clearly brings out the fact the except Vishva-Bharati, rest of the three Universities are not providing residential facilities to the majority of their staff. The position of other universities is on an average no better than the Central Universities. In regard to Central Universities the Committee were, however, informed that the following amounts had been allocated by the University Grants Commission for payment of interest bearing loans for the construction of staff quarters under the Second Five Year Plan:

University	Amount allocated
	Rs.
Aligarh	8,36,000
Banaras	16,83,000
Delhi	16,50,000
Vishva-Bharati	1,59,000

64. The Committee learnt that against these allocations the Universities of Aligarh and Banaras had so far been paid the amounts mentioned below:—

Aligarh	Rs. 2,69,500
Banaras	Rs. 1,83,000

65. As regards the rate of interest to be charged on such loans the Committee were informed that the rate was fixed by the Ministry of was, however, uniform at any particular point of time. The Com- was, however, uniform at any particular point of time. The Com- mittee were further informed that it was also being examined whether the funds for the construction of staff quarters to Central Universities should not be given as a loan but as a grant.

66. The Committee gathered from the evidence that such loans for construction of staff quarters were not given to the colleges affiliated to various universities except those under the University of Delhi. *The Committee recommend that high priority should be given for the provision of quarters for college and university teachers and suggest that the feasibility of giving interest free loans for this purpose may be examined.*

IV. COURSES OF STUDY

A. Introduction

67. The ordinary university course at most of the universities (other than certain professional courses) is of four years' duration after Matriculation. At the end of the first two years there is the Intermediate Examination. Students may choose one of a number of groups of subjects and the Intermediate Examination may be one in, for example, Arts or Science or Agriculture or Commerce. The successful candidate then commences the B.A., B.Com., B.Sc., or other Bachelor degree course. The degree course is usually of two years' duration (after the Intermediate), at the end of which a student appears for the degree examination (B.A., B.Com., B.Sc., etc.). In some universities, especially in the universities in South India, there are, in addition to the two year pass courses, separate Honours courses which are of three years' duration after the Intermediate. After the Bachelor's degree, there is the Master's degree which is awarded after a further period of one or two years of study and a further examination. In the universities of Andhra, Annamalai, Madras and Travancore, however, Honours graduates in Arts and Science, who obtain their Honours degree after three years' study subsequent to the Intermediate Examination, are awarded the Master's degree without further examination, after the lapse of a certain period of time.

68. The main defect in the above arrangements has been that the Intermediate and the post-Intermediate Courses are usually unrelated to each other academically and sometimes even administratively, as for instance when the Intermediate classes are under the jurisdiction of a separate Board. Further the standards of the Honours courses in the North Indian Universities are not at par with the Honours courses in the South. The Committee, therefore, feel that there is an urgent need to modernise and extend the base of our graduate courses so as to remove the above mentioned defects and to provide for General Education courses.

B. Three-year Degree Course

69. With a view to provide an integrated course for the first degree the Calcutta University Commission recommended three years for the Bachelor Degree for pass as well as for Honours, as early as in 1919. Subsequently, the Sargent Report and Radhakrishnan Commission also recommended the abolition of the Intermediate class and institution of a three year continuous degree course. The Secondary Education Commission (1952-53) also recommended the first degree course in the universities to be of three years' duration. It further

maintained that the reorganisation of the first degree course in Indian universities was an essential corollary of the reorganisation of Secondary Education in the country. Subsequent Commissions and Conferences like University Survey Commission (1953) etc., also reiterated this recommendation of earlier Commissions.

70. The Committee were informed that the recommendation that first degree course should consist of three years could not be implemented owing partly to paucity of funds and partly to lack of consensus of opinion. In addition to the paucity of funds the following factors were mentioned which delayed its implementation:—

- (a) Education being a state subject it was impossible for the Centre alone to take effective steps in this direction without the fullest measure of support and co-operation coming from the States.
- (b) The diversity of the views held by the universities and the variety of the courses offered by them had also come in the way of a uniform policy being adopted with regard to the reorganisation of under-graduate courses.
- (c) The reorganisation of university courses depended on the prior reorganisation of secondary education. While some provisional measure had been suggested to meet the present situation *i.e.* the introduction of the preparatory class, the effective introduction of three-year degree course in universities was possible only when the reorganisation at secondary level was completed.

71. It is only during the Second Five Year Plan that a provision of Rs. 5 crores has been made for the improvement of University Education at under graduate level through the introduction of the three year degree course in the universities and affiliated colleges.

72. The Committee learnt that in accordance with the recommendations of the Education Ministers' Conference held on the 2nd and 3rd September, 1956 the Government of India appointed a Committee under the chairmanship of Shri C. D. Deshmukh, Chairman, University Grants Commission "to work out the estimates of expenditure connected with the introduction of three-year degree course in the universities and affiliated colleges, and to consider such other problems as may be ancillary to it". The Report of this Committee was received by the Government of India on 1st May, 1957 and was still under their consideration on financial grounds.

73. The Committee find that the three-year degree course Estimates Committee has recommended that the share of the Central Government should be paid only when a university has taken a decision to introduce the three-year degree course and the State Government is prepared to pay its share of the expenditure to the university or college concerned from its own resources or private resources are available to match the Central contribution. Although no decision has been taken in this regard the Committee learnt that besides the

University of Delhi, which introduced the three-year degree course in 1941, the Universities of Annamalai, Banaras, Bihar, Calcutta, Jadavpur, Madras, Sardar Vallabhbhai Vidyapeeth, Rajasthan, Saugar, Sri Venkateswara, S.N.D.T. (Shreemati Nathi Bhai Damodhar Thackersey) Women's, Kerala, Osmania, Nagpur and Baroda, have either already introduced or have agreed to introduce the three-year degree course. The universities of Aligarh, Allahabad, Gauhati, Gujarat, Jammu & Kashmir, Karnatak, Kurukshetra, Lucknow, Poona, Punjab, Utkal and Patna have agreed in principle to the introduction of three-year degree course. Utkal University was likely to introduce the pre-university course in 1959. Other universities had not come to final decision regarding the introduction of three-year degree course.

74. The Committee are of the opinion that introduction of three-year degree course in all the universities will improve and broad-base the present degree courses all over India and it will also help in bringing about a reasonable degree of uniformity in the courses of study and thus make the coordination of standards possible. Moreover, it will facilitate the introduction of General Education courses. *The Committee, therefore, suggest that efforts should be made at the highest level to persuade the remaining universities to introduce the three-year degree course.*

C. General Education

75. The Harvard Report describes General Education as "that part of student's whole education which looks first of all to his life as a responsible human being and citizen", in contrast to "special education" which is "that part which looks to the student's competence in some occupation". The General Education, however, is in no way hostile to specialisation nor does it in any measure undermine its significance. In fact the two are essentially complementary to each other. The object of general education is to remedy the lack of balance and undue specialisation which characterise the courses in colleges at present, resulting in the students studying natural science being ignorant of the basic ideas pertaining to social, economic and cultural life, and those studying humanities or social sciences, knowing little or nothing of natural sciences or about their impact on the present day life and their contribution to techniques of modern thinking and living. Consequently to meet its object, the programme in General Education deals with three broad areas of knowledge, *viz.*, the natural sciences, the social sciences and the humanities, and accompanying all these are the courses in communication.

76. While every nation needs more and more skilled workmen, medical men, technologists, engineers and scientific specialists, a democratic nation also requires that these should be people capable of grasping the complexities of life as a whole and discerning enough to elect the right men to lead the society. There is a need for infusing vocational education with a deep sense of the social foundations and social consequences of industry and technology, so that

everyone may assess his surroundings and the course of events. This need can be met only by General Education.

77. It is commonly acknowledged in India today that one of the defects of the present system has been to produce university graduates who though reasonably well informed in regard to factual knowledge, often are not adequately trained to meet new situations and quite frequently turn out to be incomplete as far as development of personality is concerned. This shows the great need of General Education in India.

78. As early as 1948-49, the University Education Commission devoted some sections in its report to General Education, dealing with the effects of over-specialisation and stressing the need for a well balanced education. To give the necessary lead to the universities the Government of India sponsored a team of eight university teachers to go to U.K. and U.S.A. to study the organisation of General Education courses in some of the leading universities there and to suggest model courses for adoption by the universities in India. After the report of the team was received in August, 1956, the Government of India advised the universities to discuss it in small regional conferences, the cost of conferences being met by the Government of India. These conferences were held at Hyderabad, Baroda, Delhi, Aligarh and Calcutta. Most of the participating Universities accepted in principle the idea of introducing General Education courses as part of a three year degree course by suitably revising the syllabi at the first degree stage.

79. The Committee learnt that while the regional conferences were being held, the Government of India sent a group of 24 Indian teachers from 12 Indian universities, which were ready to introduce General Education courses, for 4½ months' study tours under the auspices of India Wheat Loan Educational Exchange Programme. These teachers had since returned to their universities and were busy preparing their reports. The Committee further learnt that the Government of India had also secured the services of a group of 8 U.S. experts in General Education to serve as consultants to Indian universities which were introducing General Education courses.

80. The Committee were informed that University Grants Commission has provided the following amounts in their budget for 1957-58 for the scheme of General Education:

Name of the Scheme	Amount provided
	Rs.
(a) Introduction of General Education courses .	1,00,000
(b) Project for preparing reading material for General Education courses at Aligarh University	30,000 (Recurring)
	11,000 (Non-recurring)

(a) Introduction of General Education Courses

81. The Committee were surprised to learn that out of Rs. 1 lakh provided for the introduction of General Education courses, no expenditure had been incurred by the Ministry under this head till January, 1958. It was stated that the introduction of General Education courses was bound up with the larger scheme of the introduction of a three-year degree course in which several items were included like improvement of libraries, laboratories, etc. and for which there had not yet been the final concurrence of the Ministry of Finance. Further the University Grants Commission decided to take up the introduction of General Education courses after having organised a seminar for the purpose. That seminar was held in December, 1957 and their report was to be considered by the Commission in its next meeting. *The Committee do not accept these as valid reasons for postponing the scheme of General Education and recommend that the books and scientific equipment should be made available at least to those universities which have agreed to introduce the scheme and that no amount earmarked for this purpose should in future be allowed to lapse.*

(b) Project for preparing reading material for General Education Courses

82. The project of Aligarh Muslim University for preparing reading material for the introduction of General Education in the University was approved by the Commission in November, 1956 at a cost of Rs. 1,05,300 (recurring) and Rs. 75,000 (non-recurring) for a period of three years. The scheme envisaged the preparation of reading material covering about 3,000 pages of which about 900 pages were to serve as a text for intensive study and the rest for rapid reading.

83. The Committee learnt that the material was to consist of three main parts dealing with (i) Humanities, (ii) Social Sciences, and (iii) Natural Sciences. Selections were to be made as far as possible from original writings of great thinkers of the world in simple non-technical language for lay readers, such selections to be supplemented by articles specially written for the purpose by eminent scholars in India and abroad.

84. As regards the progress of this scheme the Committee were informed that literature was being collected. The staff engaged upon this work had also held a series of discussions with University teachers with a view to find out what kind of reading material would best suit the under-graduates of Indian universities. As an experiment, reading material had been prepared on certain topics and was being tried with students of the pre-university class, for whom the University had introduced a course in General Education. *The Committee hope that the results of this experiment will be of great value in the preparation of reading material under the scheme and that the scheme will be implemented in all the universities early.*

D. Scientific and Technological Education in Indian Universities

85. The Committee hardly need mention the great importance of scientific and technological education in the development and advancement of a country in the present day world. In the words of the Prime Minister "we live in an age of revolutionary changes when the development of science and technology has opened out vast avenues of human progress". Successful implementation of any development programme depends largely upon the availability of scientists, engineers and technicians of the right type. *The Committee note that, at present, there is a tendency amongst students to join Arts Colleges merely to postpone the problem of unemployment. The Committee, therefore, suggest that Arts Education in universities should be suitably limited to those who have special aptitude for literary and academic studies, and more and more avenues and facilities provided for scientific and technical education. The numbers to be trained in each subject should be according to a pre-conceived plan, and should be related to the requirements of the country.*

86. *The Committee also suggest that the study of higher mathematics should be specially encouraged in colleges by offering attractive scholarships to brilliant students.*

87. The need to expand the provision of technical education in the country was keenly felt during the Second World War. The difficulties experienced during this period to meet various requirements were largely met by imports from other countries and this led to the formulation of post-war plans in almost every field. The fulfilment of these plans required, in turn, scientific and technical personnel. With the attainment of Independence, India was faced with the task of effecting an all round reconstruction of her national life. This necessitated an increase in the requirements of scientific and technical personnel. The Committee has already dealt with the improvement and expansion of facilities for technical education in their reports on "Technical Education". The Committee would, however, like to discuss at this stage the role of universities in providing higher scientific education.

(a) Higher Scientific Education

88. The Committee were informed that grants for the development of higher scientific education were given for improvement in laboratories and libraries by the addition of more buildings and more and better scientific equipment and books and journals which are essential for the raising of standard of education and research. The Committee have dealt with the development of laboratories and libraries while discussing the standard of teaching in Chapter II of this Report. As regards the higher scientific education, however, the Committee learnt that with a view to avoid duplication, study in specialised fields was generally confined to certain selected places

only as had been done in the case of experimental Astronomy at Hyderabad, Astro-Physics at Delhi, Geo-Physics at Banaras and Waltair, Oceanography and Marine Biology at Travancore and Waltair and High-Altitude Research Observatory at Gulmarg, Kashmir.

(b) Engineering and Technology

89. Universities have a definite role to play to meet the shortage of engineering and technological personnel in the country. They can assist in meeting such shortage by providing increasing facilities for training in technical subjects. The Committee learn that the following steps have already been taken by the Indian Universities for producing larger number of engineers and technologists:—

- (a) Increased admissions in the existing courses by providing additional accommodation, equipment and staff.
- (b) Extending facilities of training in allied branches of engineering where they did not exist before, as for example, introducing Civil Engineering courses in Jadavpur University where training was confined so far to Mechanical and Electrical Engineering. Similarly the Departments of Electrical and Mechanical Engineering have been added to the existing Department of Civil Engineering at Roorkee University. Training in Mining Engineering has been started in the college of Engineering, Osmania University, Hyderabad, in addition to the existing courses in other branches of Engineering.
- (c) Opening new centres of training in States where the need is the greatest. A new College of Engineering has been started at Burla (Orissa) under Utkal University and another at Waltair (Andhra State) under Andhra University.
- (d) Starting new post-graduate courses in specialised subjects as:
 - (i) Dam Design, Irrigation and Hydraulics.
 - (ii) Structural Engineering including Concrete Technology.
 - (iii) Public Health Engineering.
 - (iv) Electrical Machine Design.
 - (v) Applied Thermodynamics (Refrigeration and Air-conditioning) etc. etc.
- (e) Establishing new training centres in specific fields as the Water Resources Development Training Centre at Roorkee, started in April, 1956, for providing Serving Engineers opportunities to study the latest developments in engineering techniques now being employed in the construction of River-Valley Projects.

(f) Providing facilities for short Refresher Courses for teachers and Serving Engineers. The following four courses were run by the Roorkee University:

- (i) Water conservation and Storage Dams.
- (ii) Electrical Engineering including Thermal and Hydro-Electric Stations.
- (iii) Civil Engineering covering buildings Soil Mechanics, Highway Engineering and Bridges.
- (iv). Production Engineering.

(g) Encouraging post-graduate studies by awarding fellowships and studentships to 50% students on roll for each course.

(h) To maintain quality and keeping up standards of teaching, various measures have been taken, the implementation of which has been helped by the University Grants Commission with special grants as for example for:

- (i) Provision of better accommodation in laboratories and workshops.
- (ii) Addition of modern scientific and technical equipment.
- (iii) Encouraging post-graduate work and research.
- (iv) Sending teachers abroad under various schemes of assistance for higher training in foreign countries.
- (v) Provision of better libraries and greater facilities for field work and factory training.

90. The Committee further learn that in the field of engineering and technology the Commission generally acts on the advice of the All India Council for Technical Education. In accordance with the decision taken by the Council for Technical Education, the Commission has sanctioned increased intake in 7 existing Engineering Colleges and 4 Polytechnics. With a view to encourage this expansion programme, the Commission has agreed to bear the entire non-recurring cost (Rs. 164.285 lakhs) for buildings and equipment and to bear in decreasing ratio (100% 1st year, 80% 2nd year and 50% in the 3rd and 4th Years) the recurring expenditure (Rs. 75.51 lakhs for the duration of the Second Five Year Plan) on additional staff and maintenance. In addition to these grants loans amounting to Rs. 104.68 lakhs have been recommended to be given by the Ministry of Education for the construction of hostels. In the case of the Central Universities the full cost both non-recurring and recurring, is being borne by the Commission. The Committee further learn that schemes have been approved for the development, improvement and expansion of technical education in subjects like chemical engineering, radio Physics and Electronics and Applied Chemistry etc. Pharmaceutical Education has been helped by further grants and provision has been made that each major State should have at least one centre in Pharmaceutical Education.

91. The Committee find that during the Second Plan, the Planning Commission has made an allocation of Rs. 27 crores to the University Grants Commission for the development of universities (excluding sums required for maintenance grants to Central Universities). They were informed that of this amount approximately Rs. 10 crores were expected to be spent on the development of scientific education and Rs. 4.4 crores on technology.

92. The Committee, however, noticed that there was a fall in the total grants sanctioned by the Commission for higher scientific education during 1956-57 and similarly, there was a fall in the grants for technical education during the year 1955-56. The following table shows the grants paid by the Commission during the last three years for higher scientific and technical education:

Year	Higher Scientific (in lakhs of Rs)	Technical (in lakhs of Rs.)
1954-55	52.89	48.447
1955-56	78.00	37.560
1956-57	66.00	56.469

93. It was stated that the universities were greatly handicapped in their effort to increase training facilities on account of the following factors:—

- (a) Shortage of teaching personnel.
- (b) Difficulty in procuring licences for importing technical and scientific equipment.
- (c) Difficulty in procuring building materials such as cement and steel.

94. The Committee recommend that effective steps should be taken by the Ministry to remove these difficulties so that the universities are able to utilise the funds placed at their disposal for the purpose to the full extent.

95. The Committee also suggest that the feasibility of each university specialising in one or two scientific subjects for intensive advanced studies and higher research may be examined. Facilities for post-graduate research work in the subjects selected should be considerably increased and programmes for advanced research should be laid down. The universities should take pride in turning out inventors and people having highly specialised knowledge, and they should become famous centres of learning in the subjects specially selected.

96. *The Committee would also like the University Grants Commission and the All India Council for Technical Education to work in close collaboration, in so far as scientific and technical education is concerned to avoid duplication of effort, and to ensure the best use of the available resources in money, material and trained men.*

97. Before closing the subject, *the Committee would like to stress the importance of scientific and technical education with all the emphasis at their command.* It is significant to note that even a technologically advanced country like the U.S.A. have begun to feel that they have not done enough in this direction. The Committee would here like to make a reference to the Office of Education's Report on Soviet Education published by the Federal Office of Education U.S.A. on November 10, 1957. In this Report, it was pointed out that Soviet University students were encouraged to specialise in branches of science and technology by means of subsidies and subsistence grants. 80,000 students took degrees in engineering each year as compared with 30,000 in the U.S.A. and 70% of the higher degrees granted by Soviet Universities were in scientific and technological fields. Among the reasons for Soviet progress in education, the report pointed out, was the high prestige enjoyed by the teaching profession. As there was no shortage of teachers, the size of the average class was 17. Mrs. Eleanor Lowman, the author of the report, had further added that education in the Soviet Union was free at all levels; that teachers were paid for a three-hour day, which enabled them to earn more by double shifts, laboratory work, and correction of examination papers; that they were obliged to take periodical refresher courses; and that a Soviet student after five years' higher education was more advanced in mathematics than an American student with the degree of doctor of mathematics, whilst his training in other subjects had been equally thorough.

98. The report of the President's Committee on Scientists and Engineers published on November 30, 1957 in the U.S.A. gave warning that there was little doubt of Soviet superiority over the U.S.A. in science in five or ten years' time. In a letter sent to President Eisenhower with the report, Dr. Bevis, the Chairman of the Committee, stated: "Russia had made extraordinary progress. During the 1930's Russia imported American engineers and American machinery for such relatively simple tasks as building dams. Today Russia has more scientists, engineers and technicians than the United States, and is graduating more than twice as many each year. Competent American observers report that in certain fields Russian scientific work is comparable in quality to that done here. Certainly the manpower and effort devoted to research and to the education of future scientists exceeds our own. The rate of Russian progress in most scientific fields is so rapid that, unless we broaden and strengthen our own efforts, there is little question of Soviet superiority five or ten years from now."

The report further stated, "The Soviet Union is concentrating on the production of highly qualified scientists, engineers and technicians with a singleness of purpose unmatched in any other country

in the world. The Russians channel large numbers of students into engineering and scientific institutions. Their training is sound and modern. The favourable status and living conditions enjoyed by technical graduates do much to stimulate their efforts. Russian scientists and technologists are highly competent and productive. They constitute a challenge which we cannot ignore."

99. Lord Boyd Orr, who won the Nobel Peace Prize in 1949, referring to his recent visit to Communist China, stated at an informal Press Conference at the U.N. headquarters, on 17th March 1958, that China was industrialising more quickly than the Soviet Union. He added: "The Chinese are highly intelligent people and they are going on a big drive for education. It is like a new religion in China".

100. The Committee have made a reference to above aspects because *they feel that this country could and should draw useful lessons from what has been happening in the field of scientific and technical education in foreign countries.*

V. STUDENTS' ACTIVITIES AND WELFARE

A. Introduction

101. As rightly pointed out by the University Education Commission, the emancipation of young minds, the awakening of the consciousness of personal dignity, and the consecration of fresh recruits to the cause of human progress and services, are the greatest task of the university. The student is not created for the university but the university exists for the student and, therefore, it must spare no effort and omit no devices which may promote the fullest and most complete realization of the students' possibilities on all planes, physical, intellectual and spiritual. Education in a university should be for a student a source of interest and enjoyment, whatever be his specialty; every student should develop an intellectual habit, an attitude of mind, a temper of social behaviour.

B. Health

102. Health, both physical and mental, is basic and essential to all individual and social welfare. Good health is dependent on a multitude of factors like medical care, sufficient food of the right kind, recreation, personal habits etc. All of these are especially significant for young people who are still growing and who are forming their life habits. The health programme of a college or a university must emphasize these factors.

103. It is pertinent to note the following observations of the University Education Commission, in this regard:—

"Most universities and colleges visited by the Commission claimed to have some kind of physical check up with preventive and corrective measures but it is fair to say that these programmes, with a few exceptions, exist largely on paper and the authorities frankly admit that the administration of them is a fiction."

The position has, no doubt, somewhat improved since then.

104. The members of the Committee noticed during the course of their study tours that in Aligarh Muslim University health examination on entrance formed a regular feature of the health programme since 1950. It was conducted at the University Hospital and consisted of a complete clinical check-up including routine blood and urine tests. For carrying out such examination which lasted for about a month, help of additional part-time doctors including a dentist and an eye specialist was obtained. A repeat check was ordinarily provided annually and as often as required in individual cases.

The Committees recommend that facilities for such health examination should be provided in all the universities, where they are not already available.

105. The Committee are also of the opinion that health records are essential to provide data for interpretation to authorities on problems of student and community health and for purposes of individual health counselling. In this connection, the Committee were informed that the University Grants Commission had made a proposal for the establishment of health centres in the various universities. The maintenance of health records would be one of the main functions of these health centres. *The Committee recommend that the establishment of such health centres should be expedited.*

C. Physical Education, Sports etc.

106. The Committee learnt that facilities for physical education and other allied activities in the universities were meagre and inadequate. The scope and content of physical education in various universities did not generally extend beyond certain physical training activities. A recent survey conducted by the Ministry of Education on the subject of compulsory physical education in the universities revealed that physical education is compulsory for students generally during the first two years in 18 universities. The physical education programme was normally in charge of trained physical education directors or instructors working in each college.

107. The Committee understand that compared to standards prevailing in Europe and United States, the facilities available for sports in Indian universities are very inadequate. There are very few playing grounds, cinder tracks, courts, gymnasiums, stadia, swimming pools, etc. The Committee were informed that the universities were becoming increasingly aware of these deficiencies and a beginning had been made here and there with the help of grants from Ministry of Education for campus works. The Committee further learnt that there was an Inter-University Sports Control Board which co-ordinated sports activities on an inter-university basis and arranged competitive matches between universities in local, zonal and inter-zonal events. Grants were given to the Board by the Ministry to enable certain universities to purchase sports equipment. The Ministry had also initiated a scheme for holding coaching camps in universities. Each university was expected to nominate one nominee for each game. The camps were intended to impart training in the method and technique of the games concerned so that after the completion of the training the trainees would be in a position to conduct similar coaching camps within the universities. The teachers/physical instructors trained in the Ministry's coaching camps so far conducted 13 coaching camps in which 286 teachers/physical instructors or students received training in various games. *The Committee are of the view that adequate attention has not yet been paid to this*

problem in spite of stress laid by the University Education Commission and recommend that extra curricular activities such as sports, dramatics, arts, music, camping, debating, journalism, etc. should be encouraged to the maximum extent, consistent with proper academic studies so as to provide suitable channels for the abundant energy of the youth. The Committee would even suggest that N.C.C., sports etc. should be an integral part of education. Credit should be given for such activities also when assessing the total merit of students finally. Also, shields should be given to universities which produce larger number of such students.

108. *The Committee are also of the view that a measure of self government should be introduced amongst university students who should be encouraged to manage their affairs—particularly extra-curricular activities—with responsibility. They should also be responsible for maintaining their own discipline. This experience will be an asset to them in their after life. This will also provide a proper solution to the problem of student indiscipline.*

D. N.C.C. Facilities

109. The Committee learn that facilities for N.C.C. training have been provided in the colleges affiliated to the various universities. While for the boys senior divisions are raised in the three wings—Army, Navy and Air Force, for the girls the Ministry of Defence raise a composite senior wing girls division in the colleges. The N.C.C. training is imparted to the cadets outside their teaching hours. The training syllabus includes basic Military subjects such as drill, weapon training, field craft, map reading and other specialised and technical subjects of the Arms and the Services concerned. The total period of training is four years for Army and Naval Wing Cadets and three years for Air Wing Cadets. The Cadets do four hours' training per week and are expected to put at least 120 periods in one training year. In addition to the above training, the cadets also attend an annual training camp for 14 days for intensive field training. They also attend a combined cadre and social service camp for social service work once in their total period of stay in the N.C.C.

110. The Committee hardly need mention the nation-wide interest in the National Cadet Corps. The scheme is of national importance not only because it imparts rudiments of military training to the youth but because it inculcates in them the spirit of discipline and comradeship as essential pre-requisite of a free people. *The Committee, therefore, recommend that the Ministry of Education in consultation with the Ministry of Defence should take effective steps to increase the facilities for N.C.C. in various colleges and universities. The Committee are also of the opinion that even within the present sanctioned amount a larger number of students could be trained, if some economy could be effected in the purchase of equipment, weapons, uniforms etc. (In this connection, the Committee would*

:also, incidentally, like to refer to their recommendation made in para 133 of the Report on Special Education.)

The Committee would also like to suggest that the services of the retired military officers also should be usefully utilised for this purpose. As the age limit for retirement is low in military service, it would be cheaper and more useful to employ such personnel for this type of work.

E. Social Service

111. Every one recognizes the importance of the rural problems of the country, the future of the nation is bound up with them; education, agricultural production, particularly food, sanitation, health and other vital matters in the villages are the fundamentals of India's destiny. The Committee were informed that to create interest for village life in the minds of college students grants were given to universities and colleges for organising youth camps in rural areas. These camps were organised under the scheme for Labour and Social Welfare Camps. The object of the scheme is to inculcate a sense of dignity of manual labour among the students, while affording them an opportunity to get acquainted with village life and conditions. The camps are held in the villages and the work undertaken by the youth is of the following categories:

Construction of roads, digging of wells, pits, building of bunds, widening of lanes in the villages, soil conservation, afforestation, etc; and the girl campers engage themselves in environmental personal hygiene, sanitation etc. for the benefit of village population.

112. The Committee learn that the scheme for organising youth camps had been in operation for four years and almost all the universities had taken advantage of the scheme. During 1957-58, 20 universities were given grants for this purpose. Such grants were given mainly for providing transport charges and no remuneration was given to the students for work. These camps were organised from ten days to three weeks. As regards the co-ordination between the Ministry of Education and Ministry of Community Development in organising such camps, it was stated that the camps were organised in a Community Project area or National Extension Block where the students came into contact with the Block Officers who provided them certain facilities in the form of equipment etc. While appreciating the efforts made in this direction, the Committee are of the opinion that greater interest for village life in the minds of college students should be created by increasing the number of such Labour and Social Service camps and by creating enthusiasm for Shramdan in villages. Co-operation of the Community Development Organisation should be obtained for this purpose, to a much greater extent than done hitherto. In this connection the Committee would like to reiterate their recommendation made in para 129 of their 40th Report (First Lok Sabha) on the Ministry of Community Develop-

ment that (i) spending of at least one month's time in a village camp should be made compulsory before conferring a university degree and (ii) country's Five Year Plan and Community Development works should be made compulsory subjects for study by all college students.

113. The Committee learn that there is another scheme called Campus Work Projects scheme under which the grants are given to various colleges and universities for the construction of Recreation Hall-cum-Auditorium, Swimming Pool, Gymnasium, Small Stadium, Open Air Theatre, Pavilion and Preparation of Oval Cinder Track for track events. The object of the scheme is to improve physical amenities in institutions with the help of students and for their benefit. The pre-requisite conditions for a grant are that the staff and the students of the educational institutions applying for grant should render skilled or unskilled voluntary labour on the project and the institutions concerned should bear at least 25% of the actual expenditure excluding the cost of students' voluntary labour. The students render voluntary labour like carrying clay and bricks, levelling of ground, digging etc.

114. The Committee were informed that during the Second Five Year Plan, the provision made jointly for these two schemes i.e. Labour and Social Service Camps and Campus Work Project Scheme, was Rs. 3 crores. A budget provision of Rs. 60 lakhs had been made for the year 1957-58 in the ratio of 45:15 for 'Labour and Social Service Camps' and 'Campus Work Projects' respectively. A total amount of Rs. 12.3 lakhs had been sanctioned till the end of July, 1957.

115. *The Committee recommend that university students should be given wider opportunities to do manual constructive work on voluntary basis even on payment. The idea of "earn while you learn" may be spread as is the case in the foreign countries. In this connection the Committee would also like to refer to the following observations of our Prime Minister published in the 'Indian Express' dated the 19th September, 1957:—*

“Perhaps you know that in the United States of America, students often undertake some gainful work, manual or other, even while they are studying in colleges. A student can earn money this way for his fees and up-keep. In some other countries also, students are encouraged to do this.

“In India, in spite of what we say, manual labour is still looked down upon although this attitude is gradually changing. I think our colleges and universities should offer every opportunity to the students to do some manual constructive work on payment.

“I am not suggesting use of compulsion. But the opportunity should be given. This would result not only in a number

of students earning some money, but also in buildings being put up by spare time work.

"It would be necessary, of course, in such cases to provide adequate expert guidance. In the Roorkee Engineering University in the U.P., arrangements have been made for students to earn some money by part-time work in their spare time. I think this is an excellent idea. Apart from other advantages, the mere fact of constructing something with their own hands and labour gives a feeling of psychological satisfaction."

F. Hostels and Residence

116. No single factor has a more vital effect upon the atmosphere and morale of a college or a university than the prevalent conditions under which students live. Convenient and comfortable quarters for study and sleep, sufficient and wholesome food at low cost are essential to good spirit and the best progress in university work. These conditions may be found where students are housed in hostels properly organised, equipped and supervised. Unfortunately most universities and colleges in India do not have adequate residential and dining facilities for students. As a general rule only a small fraction of the students find accommodation in hostels.

117. University Education Commission devoted considerable attention to the development of hostel accommodation in various colleges and universities. The Committee regret to note that no action was taken by the Ministry on those recommendations. The recommendations were simply brought to the notice of the State Governments and the universities for necessary action and no efforts were taken to ensure their implementation. Subsequently the University Survey Committee (1954) recommended that the Government should give interest free loans to universities for the construction of hostels. Even before the Survey Committee submitted its report, loans were paid to engineering and technological institutions (universities and colleges) for construction of students' hostels. These loans were interest free. After the University Survey Committee submitted its report interest free loans were also paid to non-technical colleges and universities. A statement showing the loans paid to universities and colleges during the last five years for construction of students' hostels is attached as Appendix VII.

The terms and conditions for the grant of loans to universities and affiliated colleges are given as Appendix VIII.

118. The percentage of students staying in hostels in the two Central Universities is as under:

Aligarh	65 per cent
Banaras	40 per cent

The Committee were surprised to learn that even in these universities, which are residential, the percentage of students staying in hostels is not very high. *They are, therefore, of the opinion that the provision of hostel accommodation for students should be given a high priority.*

(a) *Affiliated Colleges*

119. The scheme for the advancement of loans to affiliated colleges for the construction of hostels came into force in 1956-57, the first year of the Second Five Year Plan. A sum of Rs. 38.41 lakhs was disbursed in the year 1956-57 to five colleges in the States of Kerala, U.P., Bombay and Madras. The Committee learnt that proposals had been invited from the remaining States during the current financial year which were receiving attention. On account of the paucity of funds it was stated that it would not be possible to cater to the needs of more than one college in the States who had come up with the proposals. The budget provision for the year was Rs. 14.4 lakhs of which a sum of Rs. 6.15 lakhs represented the Ministry's firm commitments for the year.

The terms and conditions for granting loans to affiliated colleges for the construction of hostels are given in Appendix VIII.

120. *In view of the general shortage of hostel accommodation, the Committee suggest that the feasibility of increasing the budget provision for this purpose, at least during the last two years of the Second Plan should be sympathetically examined.*

121. As regards the publicity given to the scheme, the Committee were informed that such loans to affiliated colleges were at present given through State Governments. The Ministry, therefore, used to approach only the State Governments who suggested the names of various colleges requiring such loans. *The Committee feel that every college may not come to know about the scheme according to the present method and, therefore, recommend that proper publicity should be given to the scheme so that every college on its own initiative can approach the Ministry through the State Government concerned, to take advantage of the scheme.*

(b) *Hostels for foreign students*

122. The Committee learnt that at present in certain universities separate hostel accommodation was provided for foreign students coming for study in India. In their visit to the Banaras Hindu University the members of the Committee noticed that one large fully equipped bungalow (called International House) had been allotted for the residence of foreign students coming for study in that University. Similar provisions might have been made in other universities also. *The Committee feel that the purpose of inviting students from other countries to study in our institutions with facilities by way of scholarships, students hostels etc. is that they*

should come in close contact with our countrymen. Therefore, the foreign students coming for study in various universities should share ordinary hostel accommodation with Indian students so that it may result in an intimate contact between the Indian and foreign students which will be conducive to the development of the spirit of comradeship. Separate arrangements, if necessary, may be made for their kitchen only. The Committee, therefore, recommend that all the universities may be persuaded to provide common hostel accommodation to foreign students alongwith Indian students.

(c) *Non-resident Students*

123. Due to the paucity of hostel accommodation, only a small fraction of the students stay in hostels. Students living outside the hostels lack the opportunities of corporate life which hostels, playgrounds and common rooms afford. The sub-Committee of the Estimates Committee which visited Aligarh University were, however, glad to find that for the non-resident students, two well equipped clubs have been started in the town and every non-resident student is required to join one of them. These clubs are under the overall supervision of the proctors who keep in touch with the students and their living conditions. The Committee understand that two such clubs have been sanctioned for the Calcutta University and the establishment of non-resident students' clubs for the Banaras, Patna, Osmania and Punjab Universities have also been approved. The Committee recommend that steps should be taken to extend similar facilities to other university students also.

VI. MISCELLANEOUS

A. Examinations

124. The prevalent system of examinations has been recognised as one of the unsatisfactory features of Indian education. Commissions and Committees have expressed their alarm at their disproportionate domination over the whole system of education. The present evils in the system of examinations emanate partly from the establishment of purely affiliating universities originally. A purely affiliating university is hardly more than a machine for conducting examinations, and, therefore, makes examinations its main function. University Education Commission had, therefore, urged that this type of universities should disappear from the Indian landscape at the earliest possible moment. Though at present there are only a few purely affiliating universities the evils created by such a system are still prevalent among them. An unsound system of examination continues to dominate instruction to the detriment of a quickly expanding system of education. The University Education Commission has observed:

"In our visits to the universities we heard, from teachers and students alike, the endless tale of how examinations have become the aim and end of education, how all instruction is subordinated to them, how they kill all initiative in the teacher and student, how capricious, invalid, unreliable and inadequate they are, how they tend to corrupt the moral standards of university life".

125. The chief purpose of the present examinations is not organically related to the actual process of education. They are a means to the giving of a hall-mark of competence which employers, public and private, may recognise as a more or less reliable indication of the possession of certain intellectual and, perhaps, moral qualities and of certain types of knowledge and skill. A university degree is at present a kind of passport for jobs. With the great economic pressure due to the prevailing poverty in the country, the insistence on a university degree as the minimum requirement for posts of minor officials and clerks has put a premium on a number of evils which have come to be associated with the examination system.

(a) *Steps taken to improve system of examinations in Indian universities*

126. The Committee were informed that the University Grants Commission considered the question of improving the system of examinations in Indian Universities in April, 1955 and decided that

the attention of the universities be drawn to the desirability of reducing the burden of the final examination, distributing the work of the students uniformly throughout the course, instituting tutorial work and trying out experiments of using objective tests and improving examinations. The universities were also asked to consider the desirability of completing the annual examinations before the end of April and of avoiding more than one paper of three hours' duration being set on any one day. But the Committee understand that the universities have not taken any appreciable steps to introduce such objective tests etc. The Commission, however, sanctioned in October, 1955 a recurring expenditure of Rs. 24,000 per annum for three years and a non-recurring expenditure of Rs. 14,700 to the Aligarh Muslim University for carrying out research in the system of examinations in relation to the University. The project was drawn up under the guidance of Dr. Zakir Husain while he was at that University and a Psychometric Unit was established. This Unit had been experimenting with comprehensive examinations of achievement in selected subject fields, and the achievement tests to be devised had been administered to groups of students in the under-graduate classes. The results were under statistical examination.

127. It was also stated that the Commission was collecting information on methods of educational testing and ways of testing the achievement of students through methods other than examinations. Officers of the Commission had visited Japan, the United States and other foreign countries and had collected some information on methods adopted in those countries. The Committee were also informed that the University Grants Commission had set up a Committee to examine the question of reform of the system of examinations in Indian universities. *The Committee feel that there has already been considerable delay in introducing reforms in the system of examinations and recommend that the introduction of suitable reform in the existing system of examinations in the universities should be considered to be a matter of prime importance.*

(b) Uniformity in awarding marks in examinations of various universities

128. The Committee learnt that at present there was no uniformity in awarding marks in examinations of various universities. It was brought to the notice of the Committee that in recent years there had been an abnormal increase in the number of first class students in certain universities. Consequent on certain universities conferring First Class to students more liberally than others, the students of those universities were placed at an unfair advantage in regard to securing certain services, admissions to special institutions, scholarships etc. It was stated that the universities were autonomous bodies which defined their own syllabi, methods of teaching and examination standards. The Ministry could not directly interfere in the working of these universities. But, whenever any specific case came to the notice of the Ministry, they brought that home to

the universities concerned. The Committee feel that it is not sufficient to take up a case only when it is brought to the notice of the Ministry. The Committee suggest that a small expert body may be appointed in consultation with the University Grants Commission to examine the statistical methods available to standardise the results of examinations and thus evolve a uniform standard of marking in the different universities with their co-operation. The Committee are of the opinion that the standard for giving first class marks should be pretty high and strict. A first class should be really first class and a person holding a first class degree of any university should invariably be a person of high calibre with an integrated personality.

(c) *Credit for class work*

129. At present only a few universities give credit for class work in courses. Sardar Vallabhbhai Vidya Peeth has introduced a tutorial system which includes the holding of fortnightly tests on each subject in addition to the examination at the end of each term. Results of these fortnightly tests are taken into account in the matter of final evaluation of the achievement of students at the final examination. Similarly Visva Bharati has introduced tutorial system for the last four years and 20 per cent. of the total number of marks in Honours and M.A. are assigned to it. Nagpur University has decided that 20 per cent. of the total number of marks be allotted to class work, which will include tutorial work done by the students, results of terminal or monthly examinations etc. in each subject in the Faculty of Arts and 80 per cent. be allotted to the examination held by the university. But such credit for class work is not given by a majority of universities.

130. *The Committee are of the opinion that it will be conducive to efficiency both in teaching and learning to give credit to class work. It will make it possible to spread the work uniformly during the academic year and the very common practice of working at high pressure in the last few months immediately preceding the examination, which is responsible for undermining students' health and causing severe nervous strain, will be effectively discouraged. The Committee, therefore, fully endorse the following recommendation of the University Education Commission:—*

"That one third of the marks allotted to each subject be reserved for work done during the course of instruction and that this be adopted forthwith in the teaching universities for the B.A. and B.Sc., M.A. and M.Sc. examinations. The affiliating universities should also take immediate steps to evolve a method of more or less uniform marking for this internal award at the affiliated colleges. An effective machinery for the supervision and inspection of affiliated colleges to insure uniformity of standards should be devised. In post-graduate courses, term papers could be required as a part of this course credit."

The Committee suggest that effective steps should be taken to see that the above recommendation is implemented by all the universities without undue delay.

B. Women's Education

131. Women have demonstrated their fullest ability to think and work alongside of men. Yet, as pointed out in the Radha Krishnan Report, though men and women are equally competent in academic work and though many subjects are equally interesting and appropriate, it does not follow that in all things men's and women's education should be identical. Indian universities for the most part are places of preparation for a man's world. Little thought has been given to the education of women, as will be seen from the prevalence of the following factors:

- (i) There are not many truly co-educational colleges in our country.
- (ii) There are men's colleges to which women have been admitted as students, which is a very different matter.
- (iii) In many co-educational colleges nearly all the amenities are available for men, and women are little more than tolerated.
- (iv) Sanitary facilities for women are totally inadequate, and sometimes wholly lacking.
- (v) Recreation space and facilities for women similarly are inadequate or lacking.
- (vi) In many co-educational colleges women have little or no share in college life.
- (vii) Separate hostel accommodation for women students is totally inadequate and often completely lacking.

132. The whole question of women's education at collegiate level has been considered at length by the University Education Commission. They have made the following recommendations:—

- (i) the ordinary amenities and decencies of life should be provided for women in colleges originally planned for men, but to which women are being admitted in increasing numbers;
- (ii) there should be no curtailment in educational opportunity for women, but rather a great increase;
- (iii) there should be intelligent educational guidance, by qualified men and women, to help women to get a clearer view of their real educational interests, to the end that they shall not try to imitate men, but shall desire as good education as women as men get as men. Women's and men's education should have many elements in common, but should not generally be identical in all respects, as is usually the case today;

- (iv) women students in general should be helped to see their normal places in a normal society, both as citizens and as women, and to prepare for it, and college programmes should be so designed that it will be possible for them to do so;
- (v) through educational counsel and by example, prevailing prejudice against study of home economics and home management should be overcome;
- (vi) standards of courtesy and social responsibility should be emphasised on the part of men in mixed colleges;
- (vii) where new colleges are established to serve both men and women students, they should be truly co-educational institutions, with as much thought and consideration given to the life needs of women as to those of men. Except as such colleges come into existence there are no valid criteria for comparing segregated education with co-education;
- (viii) women teachers should be paid the same salary as men teachers for equal work.

133. The Committee were informed that the recommendations made by the University Education Commission on women's education at collegiate level were primarily the concern of the universities themselves, which were autonomous bodies. It was for the universities to implement those recommendations. In respect of recommendation at item (v) above, it was, however, stated that to meet the great demand for the study of Home Economics and Home Management which far exceeded the facilities available at the various universities, the Ministry of Education and Scientific Research provided under the T.C.M. programme, assistance in the form of consultative services of U.S. Experts in Home Science, training facilities for Indian teachers in U.S.A. books and equipment to selected colleges of Home Science so as to enable them to offer extended and advanced courses in Home Science. It had been decided to extend the scope and coverage of this programme so as to operate it on a regional basis during the next three years (1958 to 1961). The Committee learnt that the following 15 Universities were holding examinations in Home Economics and Home Management:—

- (i) Punjab, (ii) Delhi, (iii) Rajasthan, (iv) Saugor, (v) Madras, (vi) Banaras, (vii) Baroda, (viii) Nagpur, (ix) S.N.D.T. Women's, (x) Mysore, (xi) Calcutta, (xii) Bihar, (xiii) Allahabad, (xiv) Patna, (xv) Andhra.

134. The Committee further learnt that most of the teaching in Home Science and Home Management was confined to the undergraduate level and as such did not come under the purview of the University Grants Commission at present. The M.S. University of Baroda is the only University which is conducting Post-graduate

courses in Home Science, "Food and Nutrition" and "Child Development" leading to M.Sc. degree. Some research work on "Nutrition and Dietetic" is being carried on in the Lady Irwin College, Delhi University, the Women's Christian College, Madras University and M.S. University of Baroda. The Lady Irwin College, Delhi and the Women's Christian College, Madras, have schemes under consideration for the development of Home Economics and for starting Post-graduate work in some specialised fields. The S.N.D.T. Women's University of Bombay has also under consideration a big scheme for the expansion of facilities in Home Economics.

135. The Committee were informed that the major difficulty in the expansion programme was the shortage of qualified teachers. Advantage had, however, been taken of several schemes of foreign assistance under which teachers in Home Science from various Indian Universities had gone for further study to U.S.A., U.K., and other foreign countries. Under these foreign assistance schemes, specialists in Home Science had been invited for periods varying from six months to two years to assist the Colleges in raising the standard of teaching. *The Committee recommend that early steps should be taken to introduce Post-graduate teaching in Home Economics subjects in various universities and that the University Grants Commission should also take up the expansion of facilities for Home Economics and Home Management at the under-graduate level.*

State Educational Development Programme

(For Development of Women's Education)

136. The Committee learnt that in connection with the Educational Development Programme of the States, Central assistance was provided to State Governments for the Scheme of "Development of Women's Education at Collegiate level" on the basis of 50 per cent. of the total estimated expenditure involved, provided the State Governments concerned included the schemes in development plans under the Second Five Year Plan. In connection with this scheme the following assistance had been given to the State Governments concerned during 1956-57:—

(Rs. in lakhs)

Name of State	Name of Scheme	Total amount of Central Assistance paid during 1956-57
1	2	3
Bihar	Assistance to Voluntary Organisations for college girls' tutorial classes.	0.175

I	2	3
Madhya Pradesh . . .	Completion of the Mahakoshal Maha- vidyalaya Buildings, Jabalpur . . . Development of M. H. College of Home Science for Women at Jabal- pur.	} 0.77582
	Girls Degree College, Indore . . .	0.282135
Punjab . . .	Opening of two colleges for women at Chandigarh and Rohtak.	0.955
Uttar Pradesh . . .	Expansion and improvement of State College of Home Science.	1.000
Jammu & Kashmir	Construction of laboratories and lec- ture rooms attached to Women College, Srinagar.	1.250
Rajasthan . . .	Raising of Girls Inter College at Bika- ner to Degree standard. Raising of Girls' Degree College at Jaipur to Post-Graduate standard. Upgrading of Government Girls' High School, Udaipur to Inter standard	0.324785 0.400000 0.107750

137. It was decided that financial assistance might be continued on the same basis to State Governments in respect of these and similar schemes which were included in the States' Educational Development Programme in the budget for 1957-58. The following schemes had been sanctioned for Central Assistance during 1957-58:

(Rs. in lakhs)		
Name of State	Name of Scheme	Amount provided for Central Assis- tance
Jammu & Kashmir	Hostel for Girls Education, Srinagar	0.25
Bihar . . .	Assistance to Voluntary Organisations for running private classes at Col- legiate level for Girl Students	0.25
Uttar Pradesh . . .	Expansion and improvement of State College of Home Science.	0.606
Madhya Pradesh	Development of M. H. College of Home Science for Women at Jabalpur and Sanskrit College, Raipur.	2.50

The schemes pertaining to the States of Punjab and Rajasthan for the year 1957-58 were under consideration.

138. To the Committee's observation that only six State Governments *i.e.* Bihar, Madhya Pradesh, Punjab, Uttar Pradesh, Jammu & Kashmir and Rajasthan included the schemes for the development of women's education at the collegiate level in their development plans during 1956-57 and 1957-58, and consequently Central Assistance was provided to these States only, it was explained that all the State Governments were informed of the proposal and the matter was also discussed with State representatives in the working groups. It was stated that in 1958-59 some more States were expected to take advantage of the scheme and that some of the State Governments did not need any special provision for women's education because girls were taking advantage of existing institutions. *The Committee are of the opinion that practically in all the States, there is a need to increase the facilities for women's education as there are backward areas in all States where such assistance will be necessary and therefore recommend that every State Government should be persuaded to take advantage of this scheme.* *The Committee are also of the opinion that the Central Assistance offered, as indicated above, is extremely meagre, and they suggest that the feasibility of increasing this assistance during the last two years of the Second Plan should be explored.*

139. *The Committee also suggest that a scheme to assist the universities and colleges to provide certain basic facilities for women students, including the provisions for hostel accommodation in cities to overcome the various drawbacks mentioned in para. 131 should be devised.*

140. While on the subject, *the Committee would like to point out that teaching is one of the professions which is pre-eminently suited to women. The Committee, therefore, suggest that the University Grants Commission should persuade the various universities and colleges to increase the percentage of women teachers on their staff. The Committee also suggest that liberal scholarships should be offered to intelligent women-students to prosecute higher studies, provided that they are willing to serve as teachers in colleges after completion of such studies.*

C. Central Universities

141. A university in India is established by an Act either of the Central Government or one of the State Governments. The Universities established under the Central Acts are as follows:

1. Benaras Hindu University.
2. Aligarh Muslim University.
3. Delhi University.
4. Visva Bharati.

The first three Universities were in existence as Central Universities even before the Constitution came into force.

Visva Bharati was declared to be an institution of national importance in May, 1951, and was incorporated as unitary, teaching and residential university by the Act XXIX of 1951 of the Indian Parliament.

142. The maintenance and development of these Universities are the responsibilities of the Centre. University Grants Commission which has been entrusted with all the work relating to universities on behalf of the Centre, allocates and disburses the maintenance and development grants. For maintenance purposes, Central Universities are paid annual block grants fixed for a period of five years by a Reviewing Committee appointed by the University Grants Commission. The first Reviewing Committee was appointed by Government in 1950-51 to determine block grants for these Universities. That Committee based their calculations on the net deficits of the Universities on the Revenue Account for the previous 3 years plus a 'Cushion' of 10 per cent. for vacant and new posts, increments, provident fund etc. The Second Reviewing Committee was appointed in October, 1954 to go into the financial needs of the Central Universities and to make proposals for block grants for the five years (1956-61). The Committee, however, learnt that the block grants fixed for Central Universities by this Committee were under-estimated and on receiving complaints from Universities another Committee had to be appointed to reassess the block grants. It was stated that the under-estimation was mainly due to the fact that some of the expenditure which was formerly regarded as of a non-recurring nature was found to be of recurring nature.

143. The Committee learnt that the Reviewing Committee appointed in 1954 had recommended that the Comptroller and Auditor-General might be requested to depute an officer of his department to lay down a standard accounting procedure for the Central universities and help these universities in putting this into effect. In addition they also suggested that each of the Central Universities should have a whole-time officer drawn from the Indian Audit Department to work as an Internal Auditor. The Committee were informed that such officers had been appointed in three of the four Central universities since then. The Committee suggest that this may be done in the fourth also.

144. The Committee were informed that in pursuance of the recommendations of the Reviewing Committee steps were being taken to amend the statutes in respect of three of the four Central Universities to have a representative of the University Grants Commission as a member of the Finance Committee. The Committee hope that this will enable the U.G.C., to maintain a very effective co-ordination with the Central Universities.

145. The Committee learnt that at the end of 1951-52, the accumulated deficits/bank overdrafts of the Aligarh and Banaras Universities were reported to be as follows:—

Aligarh Muslim University	·	·	·	·	Rs. 13,59,085
Banaras Hindu University	·	·	·	·	Rs. 12,84,067

These deficits on 31-3-56 were reported to be as follows:

Aligarh Muslim University	·	·	·	·	Rs. 28,38,057
Banaras Hindu University	·	·	·	·	Rs. 10,71,703

146. The Reviewing Committee which submitted its report in November, 1956 had recommended that the exact position of these deficits be examined by a special audit and if necessary the University Grants Commission might give a special grant to wipe off these deficits on the distinct understanding that under no circumstances would these Universities incur in future any expenditure over and above their income without the sanction of the University Grants Commission. The Committee were informed that the Accountant General, U.P. had been asked to undertake an audit to examine the exact position of these deficits. *The Committee would like to reiterate the recommendation of the Reviewing Committee that not only these two Universities but all the Central Universities should be asked not to incur any expenditure over and above their income without the sanction of the University Grants Commission.*

147. The Committee gathered from the evidence that Central Universities were functioning on the same lines as the State Universities except that in the case of the Banaras Hindu University and the Aligarh Muslim University. They had a certain responsibility for studying special cultural problems, and in the case of the Visva Bharati the old ideals on which it was founded by Gurudev Rabindra Nath Tagore formed an essential part.

148. *The Committee feel that these Universities are national institutions and that they are expected to serve not only the regional interests but national interests. The Committee, therefore, recommend that they should specialise in certain specific lines by imparting a very high type of education so that their names may be associated with the highest type of education in the country.*

149. *In earlier chapters, the Committee have indicated that a number of recommendations made by the University Education Commission have yet to be implemented by the universities.. The Committee are of the view that the University Grants Commission has a special responsibility to see that these are implemented at least in the four Central Universities, which should give a lead to other universities in all matters of educational reform.*

150. *The Committee note that the existing four Central Universities, at Delhi, Aligarh, Banaras and Shanti-Niketan are so situated*

as to serve mainly the Northern and the Eastern Zones. They, therefore suggest that two more Central Universities should be established, one in the Southern and one in the Western zone. This may be done either by the Centre taking over two of the existing universities or two new universities being established in the concerned zones, in consultation with the State Governments.

D. Affiliated Colleges

151. The Committee were informed that the Central grants hitherto had been almost wholly confined to departments of teaching and research directly run by the universities, and to what might be described as "headquarters activities" of the universities. But the Committee understand that by far the larger part of the actual teaching in the country including some of the post-graduate work, is provided by the colleges affiliated to the universities. The number of such colleges has been steadily growing, and there are over 830 colleges (not including professional institutes) in the country. The Committee were informed that most of these colleges received grants-in-aid from the State Governments. The Committee are, however, of the view that much of the quality of university education in India depends on the standards maintained by the colleges and unless it is made possible for them to work out rapid improvements in their staff, equipment libraries, laboratories and other facilities, no real improvement of university education will take place. The Committee have therefore discussed all the problems in this report as related to universities and affiliated colleges. They have also made suitable recommendations for the development of education in affiliated colleges.

E. Evening Colleges

152. The general question of providing collegiate education for employed persons, who cannot naturally avail themselves of the facilities provided by the day colleges, have been engaging the attention of educationists for a long time not only in India but also in other advanced countries. The problem is of particular importance in India where the percentage of qualified students who can afford the financial resources for continuing their studies is much smaller than in many advanced countries.

153. Evening colleges can serve a useful purpose in catering to the educational needs of employed persons, who naturally cannot attend day colleges. The University Education Commission definitely recognised the role which such colleges can play in university education. The following is an extract from the relevant portion of the Commission report:—

"Evening Colleges: A *via media* has been suggested for the benefit of the workers who are keen on improving their qualifications. In the University of London, Birkbeck College has been working for 125 years for the 'internal' students, who by reasons of the fact that they

are engaged in full time paid employment during the day, are unable to devote more than their leisure hours to study. The hours of work are in the evening, from about 5.30 to 9. The facilities provided at the college are intended primarily for those taking full courses in preparation for degrees but, subject to the concurrence of the relevant heads of departments, 'occasional' part-time students are also admitted, provided they have the proper preliminary education for following the instruction in the college. In the larger cities of our country, we may consider the feasibility of establishing institutions of this type in Arts and Science for full time workers. These institutions may have to use some of the buildings of the ordinary college, but it must be clearly understood that *the staff has to be a separate one*, as no teacher can possibly teach in the evenings in addition to teaching day classes. Not only should the teaching staff be separate, but all employees of the evening institutions have to be whole-time, and the college must have an organisation absolutely separate from that of the day institutions."

154. *The Committee regret to note that the Ministry of Education and Scientific Research do not have the information in regard to the number of evening colleges in the country, their headquarters, courses of study, students on roll etc. The Committee feel that for a proper development of the evening colleges in the country it is necessary to have such information. The Committee, therefore, recommend that detailed information in regard to evening colleges should be collected by the Ministry and included in the yearly statistics.*

155. The Committee were informed that there is one outstanding evening college (Camp College) in New Delhi which was established as an emergency measure. The college is at present affiliated to the Punjab University and has 3,086 students on rolls during 1957-58. But since the Act of Delhi University does not permit other universities functioning within their territorial jurisdiction, the Delhi University is prepared to run similar evening colleges of their own for employed students, provided that the Government gives the financial assistance for this purpose. The Committee learnt that a decision had now been taken to divide the present Camp College into four evening colleges affiliated to Delhi University.

156. *Just as there is a pressing need for more day colleges, there is also a need for instituting evening colleges for the employed. The Committee, therefore, recommend that to satisfy the yearning for higher education of those who have taken up jobs at an early age due to financial or other difficulties, evening colleges should be started in all big cities, care being taken to ensure that they have a separate staff and the standard of teaching in the evening classes is of a high order.*

F. Religious Education

157. In the Hindu and the Muslim periods the teaching of religion was an essential part of education. It was assumed that education

should not stop with the development of intellectual powers but must provide to the student, for the regulation of his personal and social life, a code of behaviour based on fundamental principles of ethics and religion. Where conscious purpose is lacking, personal integrity and consistent behaviour are not possible. For a satisfactory and successful life, a person must not only be intellectually alert but he must also be emotionally stable, and able to endure the conflicts and tensions that life is almost certain to bring. The emotional and ethical development of young people cannot therefore be left to chance.

158. "Religious instruction in the universities" figured in the terms of reference of the University Education Commission and a whole chapter is devoted to this subject in the Report. Already, in the Sargent Report, there was the admission that "religion in the widest sense should inspire all education and that curriculum devoid of an ethical basis will prove barren in the end". The Committee are of the view that just as dogmatic religion has no place in the universities, religious instruction as a prelude to proselytization has no place either; but religious instruction should be critical and comparative, emphasis being laid on those aspects to religion that transcend mere sectarianism and embrace humanity.

159. It is argued that in a secular State like India religious education should not be imparted. But the Committee, on the other hand agree with the Radhakrishnan Report that the fundamental principles of our Constitution—Democracy, Justice, Liberty, Equality and Fraternity—themselves call for spiritual training.

160. The University Education Commission had recommended:

- (i) that all educational institutions start work with a few minutes for silent meditation,
- (ii) that in the first year of the Degree course lives of the great religious leaders like Gautama, the Buddha, Confucius, Zoroaster, Socrates, Jesus, Shankara, Ramanujam, Madhva, Mohammad, Kabir, Nanak, Gandhi, be taught,
- (iii) that in the second year some selections of a universalist character from the Scriptures of the world be studied, and
- (iv) that in the third year, the central problems of the philosophy of religion be considered.

161. The Committee were informed that the recommendations made by the University Education Commission were primarily the concern of the Universities themselves, which were autonomous bodies. It was for the Universities to implement those recommendations. The Committee regret to observe that most of the universities have not taken any action in this regard. *The Committee, therefore, recommend that a comparative study of important religions of the*

world, on the lines recommended by the University Education Commission may be introduced in colleges so as to bring out the essential unity of the underlying ethical principles. This may also include stressing the idea of the common 'brotherhood of Man' and the spirit of 'internationalism'.

G. Discipline

162. Indiscipline in the student community of the country is a general complaint. It is clear that such unrest is at least partly due to the vacuum caused by the decay of old and the failure to substitute new values in their place. There is and may always be a certain degree of disequilibrium in any society. In fact, without such disequilibrium there can be no progress. A sharp distinction should, however, be made between restlessness which is healthy and maladjustment that becomes a menace to society. At least among a section of the youth of India, the restlessness has gone beyond the stage of mere disequilibrium and is tending to become a case of indiscipline and maladjustment.

163. Several causes of indiscipline have been mentioned by Committees and Commission appointed from time to time. The Radhakrishnan Commission have mentioned the following causes:

"The sources of indiscipline are many, but among the most general though indirect causes often cited by our witnesses were meagre finances and consequent lack of amenities required for healthy college life. Closely related to these elements in the economic distress of some of the institutions which lack the means to provide adequate hostels and comfortable living conditions, playgrounds and desirable corporate activities for students. The masses of students, the failure of parents at times to support the college authorities, the inability of the teachers to cope with confused thinking, admission of students without the intelligence or industry requisite for successful study, tensions over examinations which unfortunately dominate the education system, financial worry caused to poor students by the cost of university education—all these contribute to the difficulties of maintaining the best conduct and welfare of students".

164. The Committee feel that vigorous efforts should be made to eradicate the causes of indiscipline amongst University students. In this connection they would like to mention the following observations of the Prime Minister made in his letter to the Chief Ministers of various States on 28th August, 1954:

"You are aware of the unrest and turbulence which has characterised students' activities in different parts of the country in recent years. Sometimes there have been ugly manifestations of indiscipline as in the clash at Lucknow last year or at Indore only a few weeks ago.

Very often the violence of the outburst is out of all proportion to its alleged cause. I have been thinking over this matter and I am convinced that the future of the country demands that early measures must be taken to improve standards of education and discipline among students."

A large number of measures were suggested to various State Governments during the years 1954 to 1956 by Shri Humayun Kabir the then Educational Adviser to the Government of India on the advice of the Prime Minister.

165. The Committee understand that various measures adopted for improving university education will to some extent help in lessening indiscipline amongst university students. For instance, when education will be more pupil centred, the teacher will be able to look after individual student and thus will help in meeting the grievances of students to a great extent. Besides such general improvements in university education, the Committee are of the opinion that steps should be taken to canalise the youth unrest and youth energy in the generation of nation building work. In this connection, the Committee would like to reiterate their recommendation made while discussing "Students Activities and Welfare" in chapter V that extra curricular activities such as sports, dramatics, arts, music, camping, debating, journalism etc., should be encouraged to the maximum extent, consistent with the academic studies so as to provide suitable channels for the abundant energy of the youth, thus providing a proper solution to the problem of student indiscipline.

H. World Knowledge Books

166. During their visit to Vishva Bharati, the members of the Committee noticed that a remarkable contribution made by its Granthana Vibhaga (Publishing Department) to Bengali literature had been the Visva-Vidya-Samgraha Granthamala (World Knowledge Books) together with the companion series Lok Shiksha Granthamala (Popular Education Books). Uniformly priced at 50 nP. they summarised for the general reader, in the brief compass of about sixty pages, essential knowledge about a variety of subjects. The Committee suggest that the feasibility of bringing out such books by different universities in different regional languages as is being done by Vishva Bharati University, may be examined.

VII RURAL HIGHER EDUCATION

A. Introduction

167. In the past during the British regime education has been the prerogative of a minority and large sections of the people have thus been deprived of the opportunity to rise to positions of leadership in various fields. There has also been very unequal distribution of facilities between towns and rural areas. By and large, people in the villages have been denied the opportunities enjoyed by their more fortunate fellow citizens living in the towns. This has in fact set in process a vicious circle. Because facilities in rural areas were restricted, the abler among the villagers tended to drift to towns. On the other hand, because persons of initiative and ability moved away from the villages, the condition of the villages deteriorated further and made the provision of necessary facilities still more difficult.

168. After the attainment of Independence, India's decision to adopt a democratic way of life made it necessary to take steps to remedy this imbalance between the village and the town. The Radhakrishnan Commission which was appointed to look into the problems of higher education in the country made a strong recommendation for the expansion of facilities of higher education in rural areas. The Mudaliar Commission recommended similar enlargement of facilities at the secondary stage.

169. Since the vast majority of the Indian people live in villages and will continue to do so, it becomes specially necessary to form a clear and definite idea of the aims, objects and organisation of rural education. The recent awakening in villages makes such a definition all the more necessary. After decades, if not centuries of inertia and lethargy, the villagers are definitely on the march to-day. Community projects and national extension services are seeking to minimise, and in time eliminate, the differences in material conditions of life between the village and the town. It is imperative that upliftment of the standard of life must be accompanied by expansion of the scope for mental and intellectual development. The decision to adopt the pattern for elementary education in both rural and urban areas has settled the problem at the elementary stage. At the secondary stage, the programme of proposed reconstruction will narrow the difference between rural and urban schools and expand considerably the facilities and quality of education in rural areas. The emergence of the multipurpose and the post-basic schools will also contribute to the expansion of educational facilities for all. The Committee have dealt with these elementary and secondary stages of education in their reports on Elementary and Secondary Education. The Committee now propose to deal with the various attempts made in the field of higher education in rural areas.

170. The aims and objectives of higher education in rural areas are not fundamentally different from those of higher education in urban areas. The University Education Commission has stated clearly that the social philosophy which underlines our Constitution should govern all our institutions including all higher educational institutions. In other words, the principal goal of higher education should be the full development of individuality in the context of a democratic society.

171. The Committee learn that with a view to evaluate the various attempts in the field of higher education in rural areas made by voluntary agencies and also to formulate a clearer picture of the pattern of such education it was decided in October, 1954 to appoint a small Committee of experts to review the whole position and make recommendations for the reorientation of higher education in rural India. That Committee submitted its report in January, 1955. The Committee were informed that the Government accepted the recommendations of that Committee in broad outline and in pursuance of its recommendations ten institutions had been selected for development into Rural Institutes.

B. National Council for Rural Higher Education

172. The National Council for Rural Higher Education was established in pursuance of the recommendations of the Committee on Rural Higher Education with Headquarters at New Delhi.

The composition, functions and powers of the National Council for Rural Higher Education are given at Appendix IX.

173. From the provisions for the composition of the Council it is seen that Members from the States are nominated by the Chairman. It was stated that the council consists of eminent educationists with a view to have their valuable advice and not to safeguard the interests of any particular State. Still, *the Committee do not consider it desirable that the members from the States should be nominated by the Chairman of the Council without the States having any say in the matter.* The Committee, therefore, recommend that *a system of inviting a panel of names from the States and the Chairman nominating the representatives out of the panel should be introduced.*

174. The Committee were informed that the Council at present discharged all functions relating to the Rural Institutes such as examination, syllabi, rules for admission, schemes of stipends, scheme of extension services etc. The Council served as an expert body to advise the Central and State Governments and the Rural Institutes about improvement and expansion of Rural Higher Education in all its phases and maintenance of standards of education. Being only an advisory body it could suggest to the Ministry of Education and Scientific Research as to the grants to be given to the Rural Institutes. The grants, were, however, given by the Ministry. It was explained that the Council had no independent Secretariat of its own where it

could undertake the financial scrutiny and other formalities necessary for giving grants. It was due to that reason that the grants for Rural Higher Education were given by the Ministry. The Committee are not satisfied with this reasoning. On the other hand, *they feel that as a matter of general principle the Ministry should not take upon itself administrative and executive responsibility, but should revert to its original conception of being a supervisory and policy making body.* The Committee, therefore, recommend that the National Council for Rural Higher Education should be made an autonomous or semi-autonomous body, and it should function on lines somewhat similar to the All India Council of Agricultural Research. It should be empowered to give grants for the development of rural higher education.

C. Rural Institutes

175. The Committee on Rural Higher Education recommended the establishment of Rural Institutes or institutions of higher learning which could give to the rural youth that training and skill which would make them effective leaders of the Community. That Committee envisaged that:

"Rural Institutes will help in breaking down economic and geographic barriers which prevent the rural population from taking full advantage of higher education. These Institutes will also help in bridging the gulf which unfortunately exists in our country between culture and work, between the humanities and technology and between the practical and the ideal. In these Institutes students should learn how to approach and also how to grapple with the real problems of rural life and should not confine themselves to the study of abstract theories for the sake of a degree. This approach does not in any way under rate the high value of the 'life of the mind' which must remain one of the chief concerns of Higher education but it does imply that the mind must find nourishment for its healthy growth from many different sources including productive work and realistic social experience."

(a) Grants Paid

176. In pursuance of the recommendations of the Committee on Rural Higher Education the following ten Rural Institutes were developed and started functioning in June/July, 1956 with the courses mentioned against each. The list of these Institutes with the courses introduced there is given in Appendix X.

177. The Committee were informed that *ad hoc* grants amounting to Rs. 2 lakhs each to the first five and Rs. 1 lakh each to the remaining Institutes (mentioned in Appendix X) were sanctioned during the year 1955-56 to enable them to make preliminary arrangements. Further grants on the basis of the Central Government meeting 75

per cent of the non-recurring and 50 per cent of the recurring expenditure, were sanctioned to the following institutions during 1956-57:

	Rs.
1. Rural Institute, Amravati	1,86,565
2. Vidya Bhawan Rural Institute, Udaipur	2,22,435
3. Gandhigram Rural Institute, Madurai	1,31,280
4. Ramakrishna Mission Vidyalaya Rural Institute, Coimbatore	2,07,612
5. Balwant Vidyapeeth Rural Institute, Agra	2,37,104
6. Institute of Rural Higher Education, Sriniketan	2,35,822
7. Lok Bharati, Sanosara	1,32,772
8. Mouni Vidyapeeth, Gargoti	29,580

The Committee learn that the remaining two Institutes were given an *ad hoc* grant of Rs. 2,00,000 each in March, 1956 to make preliminary arrangement for the establishment of the Rural Institutes. As this amount was not spent upto the end of March, 1957 no further grant could be made during 1956-57.

178. The Committee were informed that during the Second Five Year Plan period, these Institutes would be further developed. A sum of Rs. 1.8 crores had been provided in the Central budget for the Second Plan period. The Committee were further informed that the Ministry had written to the Rural Institutes in April, 1957 that budgets for the next year would be considered only when the Five Year Plan of development of each Rural Institute had been received and approved and the current year's budget estimates were also supported by Plans and the estimates approved by the State P.W.D.

179. As regards the steps taken to ensure that grants sanctioned to an Institute were spent for the intended purposes it was explained that chartered accountants were required to audit the accounts of these Institutes. It was also stated that an Assessment Committee on the lines for the Basic Education had also been appointed to look into the working of these Institutes. *The Committee hope that the report of the Assessment Committee will help in removing any defects in the working of Rural Institutes.*

(b) *Teaching, Research and Extension Programme*

180. The Committee on Rural Higher Education had observed that by providing a comprehensive teaching-cum-research-cum-extension programme, Rural Institutes would strive to meet the educational needs of every one in the area they set out to serve. As regards the progress made in this respect, the Committee were informed that the Rural Institutes established in accordance with the recommendations of that Committee had been only about a year old and, therefore, it could not be said as to how far the Institutes had been successful in integrating the three functions of Research, Teaching, and Extension services. It was, however, explained that the emphasis had been firstly to ensure that teaching was properly organised. In the second order of priority extension work had been developed in co-operation

with the Ministry of Community Development. Rural Higher Education Committee had also recommended that close and constant contact between the Rural Institutes and other agencies working in the field of rural reconstruction such as the Community Projects Administration and National Extension Service was highly desirable. In pursuance of this recommendation, N.E.S. Blocks had been created around the Rural Institutes and co-ordination between the National Extension Service Blocks and the extension activities of the Rural Institutes were to be co-ordinated to the fullest possible extent. *In this connection, a meeting between the Ministries of Community Development and Education and Scientific Research was held on 19th March, 1957 where it was decided that the Ministry of Community Development would address the State Governments to form Committees on which representatives of the Rural Institutes would also sit to look after the co-ordination of activities between these blocks and Rural Institutes. The Committee hope that this measure will help in achieving the required co-ordination.*

181. As regards research it was stated that it was to be taken up only in later stages when the students had been trained and the staff had got a proper idea of the research problems. *The Committee hope that Research will also be undertaken before long and thus the Rural Institutes will be able to integrate the three functions of Research, Teaching and Extension Services as envisaged by the Rural Higher Education Committee.*

(c) Staff

182. The Committee learn that the Rural Institutes required persons who had academic qualifications as well as rural orientation. As such persons were not readily available, there had been some difficulty in securing the staff, but experience had varied from Institute to Institute. Some Institutes had been able to secure a set of persons with whom they were satisfied in every way. Certain other Institutes had recruited the best available. The Committee were, however, informed that no particular difficulty regarding recruitment of staff was brought to the notice of the Ministry.

183. The Committee understand that one of the ways to have a competent staff is to train them on required lines after recruitment. In this respect it was stated that the Ministry had organised certain seminars sometimes on a regional basis and once on a national basis. The Ministry had also asked the Institutes to organise local seminars to train the staff in new methods and objectives of Rural Higher Education. *The Committee hope that in future also such seminars and other measures of improving the staff will continue so as to make the staff more competent.*

184. The Committee understand that in some Institutes there was a tendency to give very high salaries while in others they were very moderate. It was explained that the Shrimali Committee as well as the National Council had laid down a uniform scale of pay for these Institutes. But in actual practice, it was found that salaries differed

in corresponding colleges from State to State and Institutes followed the State pattern.

185. In this context, the Committee would like to observe that while the saving made by the employment of under-qualified staff is not a wise economy, it is also to be kept in view that the Rural Institutes do not become more costly or as costly as the colleges and universities in urban areas are. *Rural Institutes are, therefore, expected to make efforts to add simplicity of the rural life in all their plans by discarding costly items and exercise utmost economy in the construction work.* Simultaneously efforts should be made to avoid employing unqualified or under-qualified staff because the standards will mostly depend on the kind of staff that is appointed in the Institutes.

(d) *Students*

186. The main purpose of the Rural Institutes is to prepare rural youth for the service and uplift of the rural community. If the majority of the students who seek admission to the Rural Institutes come from urban areas, it is obvious that the Institutes cannot play their special role as the youth coming from urban areas will not ordinarily look to the villages for service opportunities. The Committee, therefore, observe that students should not be admitted in these Institutes indiscriminately, otherwise the students from urban areas would crowd out the students from rural areas. But the Committee are glad to learn that the present composition of students in these Institutes is as under:

Students from Urban Areas.

<i>Belonging to</i>	<i>No. of Students</i>
Traders and Business men	58
Office services	174
	232

Students from Rural Areas

Agriculturists	52
Rural Agriculturist Labourers	612
Non-Agriculturists belonging to rural areas	347
	1011

The above figures reveal that *out of a total of 1243 students on roll in various Institutes 232 have come from urban areas and the rest (1011) have come from the rural areas.* The Committee hope that the students from rural areas will continue to dominate in these Institutes in future also.

187. The Committee learnt that there were about 21 women students in the Rural Institutes out of a total of 1243 students. The reasons for such a small number of women students was stated to be the scarcity of educated women in villages. *The Committee recommend that special efforts should be made to increase the enrolment of women students.*

(e) Rural Health Workers' Course (Women) *

188. The Committee on Rural Higher Education had recommended the introduction of Rural Health Workers' Course (Women) in the Rural Institutes alongwith other courses of study. In this connection the Committee learn that the National Council, while accepting this recommendation, got ready with the help of experts, a scheme of studies and examinations. But *due to some differences of opinion with the Ministry of Health which had to be consulted in this behalf as a competent body, it had not been possible to implement this scheme. The Committee suggest that these differences of opinion whatever they may be should be resolved quickly, if necessary, at the ministerial level, so that the proposed course exclusively for the benefit of womenfolk of the villages may be started at an early date.* A course exclusively for women is all the more necessary to attract women for study in the Rural Institutes in view of the fact that there are at present only 21 women students in the Rural Institutes out of a total of 1243 students.

(f) Training in Handicrafts**

189. The Committee find that in the report of the Rural Higher Education Committee no provision has been made for imparting training in handicrafts. No efforts have, therefore, been subsequently made to make such a provision. *The Committee are of the opinion that for the economic development of rural areas, the promotion of handicrafts to an economic standard, and the improvement in technology and economics of crafts is essential. The Committee, therefore, recommend that a faculty of cottage industry for imparting training in handicrafts should be opened in each Rural Institute. The Committee also suggest that these Rural Institutes should be made training centres for Ambar Charkha.*

Since the finalisation of the Report, the Ministry have furnished the following additional information:—

**"Ministry of Health has now agreed to our scheme and now it is proposed to start health courses provided more funds are available. Action is being taken with regard to finding these funds."

***"Training in selected crafts has been provided for in the following courses:—

- (a) Preparatory Course
- (b) Engineering Course
- (c) Agriculture Course.

In the three-year Diploma Course we have a regular scheme of Village and Small Scale Industry Group. We have listed some eight major industries and 17 minor industries out of which a student has to select one major industry and two minor industries. The course is of three years duration and would be equivalent to a degree course of a University. The syllabuses for all these courses are not ready but the course has been started at one institute i.e., Gandhigram Rural Institute where a number of major and minor industries have been started. This course will promote small-scale industries for the improvement and economic standards of the rural people."

(g) *Stipends*

190. The Rural Higher Education Committee had recommended that in order that there might not be any economic barriers for the students of the Rural Institutes, a scheme of scholarships should be instituted for their benefit. The Committee were informed that this question was considered in the meeting of the Standing Committee. It was decided that 20 per cent of the number of students on the roll in each course should be awarded stipends at the following rates:—

	Rs. p.m.
1. Three year Diploma Course in Rural Services	60
2. Three year certificate course in Civil and Rural Engineering	50
3. Two year certificate course for Agricultural Science	40
4. One year Teaching Diploma course	35
5. One year Teaching Certificate course	25
6. Preparatory Course	40

191. The scheme was approved by the Council of Rural Higher Education. It was, however, decided that in the absence of provision for one year Diploma course in teaching and one year certificate course in teaching, the consideration of the scholarships for these two courses might be postponed.

192. A statement showing the number of students who were awarded stipends during 1956-57 is enclosed as Appendix XI. The Committee were informed that the scheme of awarding stipends had been continued during the year 1957-58. As regards the steps taken to ensure that the stipends awarded were received in time and no difficulties experienced by the students to continue their studies, it was explained that it had been decided to sanction stipends in advance. Thus action was being taken to pay the entire amount of stipends for the period January to March, 1958 in the month of January. *The Committee hope that this system will avoid the possibility of hardship that is sometimes caused due to the late receipt of stipends or scholarships.*

(h) *Examinations*

193. The Committee learn that examinations for awarding various diplomas etc. for the courses started in various Rural Institutes are held by the National Council for Rural Higher Education. As regards the provision to give credit for the work done in classes, laboratories, workshops and fields in assessing the merit of students in examinations, the Committee were informed that 20 per cent of marks were set aside for the work done by the students during the period of study. The matter was also examined at a seminar at Agra. *The Committee are glad to note that provision has been made for giving credit to the work done during the study and hope that this would help in making the students work throughout the year and not to concentrate only during the examination days.*

(i) *Universities and Rural Institutes*

194. The Committee learnt while visiting the Rural Institute at Jamia Millia that Diplomas etc. conferred by the Rural Institutes

were not recognised by the universities and the State Governments. The views of the Rural Higher Education Committee, on the other hand had been:

"There should be no barriers between these Institutes and the universities as there should be none between the villages and towns. It is only when there is a proper give and take between the cities and the villages that both will be enriched."

195. The Committee were informed that the certificates and diplomas awarded by the National Council for Rural Higher Education on the basis of external examinations conducted by it would have to be recognised by the various universities and State Governments. The syllabi for various courses had already been drawn up in consultation with well-known university professors. The Inter-University Board was also approached to assess the curriculum and the general standards of work in these Institutes so as to secure recognition of their diplomas from the universities. Further, it was proposed to conduct the examinations in association with university professors. So far as the certificate in Civil Engineering to be given at Jamia Millia was concerned, it was stated that efforts were being made to have it recognised by the All India Council for Technical Education and it was expected that no difficulty would be experienced in its recognition by the Council as the syllabi prepared were acceptable to the Council. It was further stated that once the All India Council for Technical Education recognised them, the question would be taken up with the State Governments.

196. The Committee also learnt that it was decided in the second meeting of the National Council for Rural Higher Education that a Committee might be appointed in terms of the decision taken at the Education Ministers' Conference held in September, 1956 to examine the feasibility of treating the three year diploma courses equivalent to first degree of university for employment purposes. The Committee were informed that a decision had been taken to appoint a Committee with a Member of the Union Public Service Commission as the Chairman for assessing the standards of courses of Rural Institutes. *The Committee recommend that this decision to set up an expert body to consider the standards of courses in Rural Institutes in association with the Union Public Service Commission should be implemented early and the matter settled, so as to attract good quality of students to these Institutes. As the Rural Institutes are still in a formative stage, it is necessary that they are handled sympathetically and given necessary expert advice and guidance, so that they can fulfil satisfactorily the role that is assigned to them.*

BALVANTRAY G. MEHTA,
Chairman,
Estimates Committee.

NEW DELHI;
The 7th April, 1958.

APPENDIX I

(vide PARA 2)

Summary of Chapter II of the University Education Commission Report on the Aims of University Education.

Democracy depends for its very life on a high standard of general, vocational and professional education. Dissemination of learning, incessant search for new knowledge, unceasing effort to plumb the meaning of life, provision for professional education to satisfy the occupational needs of our society are the vital tasks of higher education.

There must be a sufficient unity of purpose in all this diversity to produce a community of values and ideas among educated men. Our policies and programmes must be brought into the line with the social purposes which we profess to serve. We may use various institutional forms as time and circumstances may require but we must be steadfastly loyal to the abiding elements of respect for human personality, freedom of belief and expression for all citizens, a deep obligation to promote human well-being, faith in reason and humanity.

The greatness of a country does not depend on the extent of its territory, the length of its communications or the amounts of its wealth, not even on widespread education or equitable distribution of wealth, important as all these things are. If we wish to bring about a savage upheaval in our society, a *Raksasa Raj*, all that we need to do is to give vocational and technical education and starve the spirit. We will have a number of scientists without conscience, technicians without taste who find a void within themselves, a moral vacuum and a desperate need to substitute something, anything for their lost endeavour and purpose. Society will then get what it deserves. If we claim to be civilised, we must develop thought for the poor and the suffering, chivalrous regard and respect for women, faith in human brotherhood regardless of race or colour, nation or religion, love of peace and freedom, abhorrence of cruelty and ceaseless devotion to the claims of justice.

We cannot preserve real freedom unless we preserve the values of democracy, justice and liberty, equality and fraternity. It is the ideal towards which we should work though we may be modest in planning our hopes as to the results which in the near future are likely to be achieved. "Utopias are sweet dreams" wrote Kant, "but to strive relentlessly towards them is the duty of the citizen and of the statesman as well". Universities must stand for these ideal causes which can never be lost so long as men seek wisdom and follow righteousness.

Our Constitution lays down the general purposes of our State. If we are to make the understanding and vision of our farsighted and sensitive leaders who framed the Constitution the common possession of all our people, our universities must educate on the right lines and provide proper facilities for educating a larger number of people. If we do not have the necessary intelligence and ability to work out these purposes, we must get them through the universities. What we need is the awareness of the urgency of the task, the will and the courage to tackle it and a whole-hearted commitment of this ancient and yet new people to its successful performance.

APPENDIX II

(vide PARA 10)

Statement showing the names of Universities, their headquarters, faculties under them and remarks whether affiliating or unitary etc.

S. No.	Name of the University	Headquarters	Faculties	Remarks
1	2	3	4	5
1	Agra	Agra U.P.	Arts, Science, Agriculture, Commerce, Engineering, Law, Medicine, Veterinary Science and Animal Husbandry.	Affiliating.
2	Aligarh	Aligarh U.P.	Arts, Science, Engineering and Technology, Medicine and Theology.	Residential and Teaching.
3	Allahabad	Allahabad U.P.	Arts, Science, Commerce, and Law.	Residential and Teaching.
4	Andhra	Waltair (Andhra Pradesh.)	Arts, Science, Agriculture, Ayurveda, Commerce, Engineering, Fine Arts, Law Medicine Oriental learning and teaching.	Teaching and affiliating.
5	Annamalai	Annamalai Nagar	Arts, Science, Education, Engineering, Fine Arts and Oriental Studies.	Residential and teaching.
6	M.S. Uni- versity.	Baroda	Arts, Science, Commerce, Education, Psychology, Fine Arts, Home Science, Medicine, Technology (including Engineering) and Social Work.	Residential and teaching.

1	2	3	4	5
7	Banaras	Banaras	Arts, Science, Medicine and Surgery (Ayurveda), Law, Music and Oriental learning, Fine Arts, Technology and Theology.	Residential and teaching.
8	Bihar	Patna	Arts, Science, Agriculture, Commerce, Engineering, Law, Medicine and Veterinary Science, Education, Mining and applied Geology.	Teaching and affiliating.
9	Bombay	Bombay	Arts, Science, Commerce, Law, Medicine and Technology.	Teaching and Federal.
10	Calcutta	Calcutta	Arts, Science, Agriculture, Commerce, Education, Engineering, Law, Medicine, Technology and Veterinary Science.	Teaching and affiliating.
11	Delhi	Delhi	Arts, Science, Agriculture and Forestry, Education, Law, Medical Sciences, Technology and Social Sciences.	Teaching and affiliating.
12	Gauhati	Gauhati	Arts, Science, Agriculture, Commerce, Law, Medicine and Veterinary Science.	Teaching and affiliating.
13	Gujarat	Ahmedabad	Arts, (including Education). Science, Agriculture, Commerce, Law, Medicine (Ayurvedic) and Technology (including Engineering).	Teaching and affiliating.

1	2	3	4	5
14	Jadavpur	Jadavpur (W. Bengal)	Arts, Science, Engineering, Medicine and Technology.	Residential and teaching.
15	Jammu & Kashmir	Srinagar	Arts, Science, Education, Oriental Learning and Commerce.	Affiliating.
16	Karnatak	Dharwar	Arts, Science, Agriculture, Engineering, Law, Medicine and Social Sciences.	Teaching and affiliating.
17	Lucknow	Lucknow U.P.	Arts, Science, Commerce, Law and Medicine (Ancient and Modern).	Residential and teaching.
18	Madras	Madras	Arts, Science, Agriculture, Commerce, Engineering, Fine Arts, Law, Medicine, Oriental Learning, Teaching, Technology and Veterinary Science,	Teaching and affiliating.
19	Mysore	Mysore	Arts, Science, Commerce, Engineering and Technology, Law and Medicine.	Teaching and affiliating.
20	Nagpur	Nagpur	Arts, Science, Agriculture, Commerce, Education, Law and Medicine.	Teaching and affiliating.
21	Osmania	Hyderabad	Arts, Science Agriculture, Commerce, Education, Engineering, Law, Medicine, Religion and Culture and Veterinary Science.	Residential and teaching.
22	Patna	Patna	Arts, Science, Commerce, Education, Engineering, Law and Medicine.	Residential and teaching.

1	2	3	4	5
23	Poona	Poona	Arts, Science, Agriculture, Engineering, Law, Medicine, and Mental, Moral and Social Sciences.	Teaching and affiliating.
24	Punjab	Chandigarh	Arts, Science, Agriculture, Commerce, Education, Engineering, Law, Medicine, Oriental Learning and Veterinary Science.	Teaching and affiliating.
25	Rajasthan	Jaipur	Arts, Science, Commerce, Education, Engineering, Law, Medicine and Pharmaceuticals.	Teaching and affiliating.
26	Roorkee	Roorkee	Engineering.	Residential and teaching.
27	Saugar	Saugar	Arts, Science, Education, Law and Engineering.	Teaching and affiliating.
28	S.N.D.T. Women's	Bombay	Arts (including Nursing and Home Science.)	Teaching and affiliating.
29	Travancore (Kerala)	Trivandrum	Arts, Science, Commerce, Education, Fine Arts, Law, Oriental Studies, Technology, Ayurveda and Medicine.	Teaching and affiliating.
30	Utkal	Cuttack	Arts, Science, Commerce, Education, Law, Medicine and Agriculture.	Teaching and affiliating.
31	Visva- Bharati	Santiniketan (W. Bengal)	Arts, Education, and Fine Arts.	Residential and teaching.
32	Sri Van- kateswara.	Tirupati (Andhra)	Arts and Science.	Residential and teaching.

1	2	3	4	5
33	Sardar Vallabhbhai Vidyapeeth	Vallabh Vidyanagar Via. Anand (W.R.)	Arts, Science, Agriculture, Commerce and Technology (including Engineering.)	Affiliating.
NEW UNIVERSITIES				
34	Gorakhpur	Gorakhpur		
35	Jabalpur	Jabalpur		
36	Kurukshestra	Kurukshestra Pb.)		
37	Vikram	Ujjain.		

*Information not readily available.

APPENDIX III

(*vide Para 15*)

Powers and Functions of the University Grants Commission as provided in Section 12 of its Act

It shall be the general duty of the Commission to take, in consultation with the Universities or other bodies concerned, all such steps as it may think fit for the promotion and co-ordination of University education and for the determination and maintenance of standards of teaching, examination and research in Universities, and for the purpose of performing its functions under this Act, the Commission may :—

- (a) inquire into the financial needs of Universities ;
- (b) allocate and disburse, out of the Fund of the Commission, grants to Universities established or corporated by or under a Central Act for the maintenance and development of such Universities or for any other general or specified purpose;
- (c) allocate and disburse, out of the Fund of the Commission, such grants to other Universities as it may deem necessary for the development of such Universities or for any other general or specified purpose :

Provided that in making any grant to any such University, the Commission shall give due consideration to the development of the University concerned, its financial needs, the standard attained by it and the national purposes which it may serve ;

- (d) recommend to any University the measures necessary for the improvement of University education and advise the University upon the action to be taken for the purpose of implementing such recommendation ;
- (e) advise the Central Government or any State Government on the allocation of any grants to Universities for any general or specified purpose out of the Consolidated Fund of India or the Consolidated Fund of the State, as the case may be ;
- (f) advise any authority, if such advice is asked for, on the establishment of a new University or on proposals connected with the expansion of the activities of any University ;
- (g) advise the Central Government or any State Government or University on any question which may be referred to the Commission by the Central Government or the State Government or the University, as the case may be ;
- (h) collect information on all such matters relating to University education in India and other countries as it thinks fit and make the same available to any University.

- (i) require a University to furnish it with such information as may be needed relating to the financial position of the University or the studies in the various branches of learning undertaken in that University, together with all the rules and regulations relating to the standards of teaching and examination in that University respecting each of such branches of learning ;
- (j) perform such other functions as may be prescribed or as may be deemed necessary by the Commission for advancing the cause of higher education in India or as may be incidental or conducive discharge of the above functions.

APPENDIX IV

(*vide* PARA 15)

Procedure followed by University Grants Commission in giving grants

The University Grants Commission make maintenance grants to Central universities and development grants to Central and State universities and the following procedure is followed in giving these grants :—

- (a) *Maintenance Grants (Central Universities).*—Central Universities are paid annual block grants fixed by the Commission. The grant is paid in four equal instalments on the 15th of April, 15th of July, 15th of October and 15th of January.
- (b) *Development Grants (Central and State Universities).*—Each University is asked to prepare and send to the Commission a detailed statement of the proposals it has for improvement, expansion and development of its departments of teaching and research over a period of five years, corresponding to the Five Year Plan periods of the Government of India. The statements submitted by the Universities are processed in the Commission's office and placed before a Scrutiny Committee specially appointed by the Commission for the purpose. This Committee is made up of a few well-known persons, representing various fields of learning, drawn from the universities and outside. After examination the Scrutiny Committee recommends acceptance in principle, or rejection, of a proposal. The Commission itself then goes over the list. Each approved proposal is further examined in detail by a Visiting Committee. The Visiting Committee usually consists of two or three specialists in the field concerned, drawn from other universities, and an officer of the Commission. Such a Committee or a combination of such Committees in related fields goes to the university concerned, spends a day or two there, and has discussions with the authorities of the university. The report of the Visiting Committee is then examined by the Commission and a grant is made to the University on the basis of the recommendations of the Visiting Committee. In the field of engineering and technology the Commission generally acts on the advice of the All India Council for Technical Education.

The Commission's grants to State Universities are made on a sharing principle. The present normal practice is that 2/3rd of all non-recurring expenditure on schemes accepted by the Commission are paid by the Commission, the remaining 1/3rd being met by the university and/or the State Government. On items of recurring expenditure the Commission shares half the cost. Grants are paid in accordance with the priorities fixed by the Commission.

Plans and estimates of all buildings of Central Universities are scrutinised by the Central Public Works Department. In the case of State Universities the local Public Works Department issues a certificate after scrutiny of the estimates, that the rates in the estimates are in accordance with the local Public Works Department rates.

Payments are made to the universities on the estimated demand received from them for accepted proposals in instalments as and when required. The universities are asked to send a quarterly report of the progress of expenditure on each scheme. On the completion of the scheme the universities have to submit a utilisation certificate certified by the Auditors of the university that the amount of the grant has been spent on the object for which it was made and that the conditions laid down for the grant have been fulfilled.

APPENDIX V

(vide PARA 29)

Statement showing the number of students and teachers in Universities during the years 1954-55 and 1955-56.

Sl. No.	Name of the University	No. of students 1954-55	No. of students 1955-56	No. of teachers 1954-55	No. of teachers 1955-56
1	2	3	4	5	6
1	Agra	34,243	41,159	2,608	2,798
2	Aligarh	3,466	3,905	323	325
3	Allahabad	7,083	7,736	303	322
4	Andhra	31,876	35,726	2,073	2,235
5	Annamalai	2,080	2,483	170	196
6	Benares	10,076	9,959	549	564
7	M.S. University, Baroda	4,365	4,803	386	390
8	Bihar	31,673	39,996	1,241	1,585
9	Bombay	32,222	36,304	1,611	1,799
10	Calcutta	93,628	1,00,136	3,999	4,499
11	Delhi	10,598	11,615	774	849
12	Gauhati	12,983	14,571	609	691
13	Gujarat	17,267	20,924	931	1,085
14	Jadavpur	..	1,396	..	95
15	Jammu & Kashmir	4,698	5,670	296	387
16	Karnatak	6,991	7,675	429	504
17	Lucknow	8,879	10,113	489	549
18	Madras	53,177	Not readily avail- able	3,691	Not readily avail- able
19	Mysore	21,509	24,347	1,162	1,256
20	Nagpur	12,620	13,153	648	709
21	Omania	13,568	15,132	895	969
22	Punjab	42,017	48,125	2,034	2,318
23	Panna	8,016	8,417	452	454

1	2	3	4	5	6
24	Poona . . .	76,198	₹18,188	906	982
25	Rajputana . . .	16,115	17,724	894	1,067
26	Roorkee . . .	488	567	41	59
27	Saugar . . .	6,266	6,925 }	454	511
28	S.N.D.T. Women's .	1,023	1,613	121	131
29	Sri Venkateswara .	39	428	6	54
30	Travancore . . .	28,269	29,878	1,507	1,643
31	Utkal . . .	6,002	6,403	394	422
32	Viveva-Bharati .	476	579	97	112
33	Sardar Vallabhbhai Vidyapeeth .				
34	Gorakhpur . . .		**		
35	Jabalpur . . .				
36	Kurukshestra . . .				
37	Vikram . . .				
TOTAL . . .		5,37,901	5,45,650	30,093	29,552

**Information not readily available.

APPENDIX VI

(vide PARA 33)

Statement showing the grants paid to the universities for the purchase of library books during the last three years

University	Amount paid in		
	1954-55	1955-56	1956-57
	Rs.	Rs.	Rs.
Agra	30,000	30,000	20,000
Aligarh	1,00,000	50,000	90,000
Allahabad	75,000	1,05,000	40,000
Andhra	1,30,000	25,000	90,000
Annamalai	60,000	35,000	80,000
Benares	70,000	55,000	80,000
Baroda	80,000	20,000	90,000
Bihar	80,000	40,000	70,000
Bombay	70,000	20,000	65,000
Calcutta	80,000	50,000	1,00,000
Delhi	1,30,000	50,000	50,000
Gauhati	60,000	30,000	60,000
Gujarat	80,000	30,000	60,000
Jammu & Kashmir	62,000	30,000	10,000
Jadavpur	..	..	80,000
Karnatak	80,000	60,000	70,000
Lucknow.	40,000	55,000	90,000
Madras	70,000	30,000	70,000
Mysore	40,000	55,000	30,000
Nagpur	21,500	45,000	70,000
Osmania	75,000	1,10,000	90,000
Patna	30,000	50,000	30,000
Poona	60,000	30,000	70,000
Punjab	50,000	..	1,00,000
Rajputana	45,000	10,000	50,000
Roorkee	..	30,000	30,000
Saugor	50,000	80,000	70,000
S.N.D.T. Women's	30,000	..	..
Travancore	80,000	30,000	70,000

APPENDIX VII

(Vide *Passa* 117)

Statement showing the loans paid to Universities and Colleges during the last five years for construction of students' hostels

Engineering and Technological Institutions (Universities & Degree Colleges)

S. No.	Name of the Institution	LOANS PAID IN				
		1952-53	1953-54	1954-55	1955-56	1956-57
1	2	3	4	5	6	7
West Bengal						
1.	Bengal Engineering College, Sibpur	2,00,000	1,00,000	..	7,81,050	..
2.	Calcutta University, Calcutta	54,000	..	84,750	..	..
3.	Jadavpur University of Engineering and Technology, Jadavpur	..	..	..	12,309	..

West Bengal

Asian

1	2	3	4	5	6	7
15.	Madras Institute of Technology, Madras	2,50,000	..	2,59,275	..	
16.	A.C. College of Engineering and Technology, Karaikudi	..	1,00,000	3,00,000	3,00,000	
17.	P.S.G. & Sons Charities College of Technology, Coimbatore	..	1,00,000	2,00,000	2,00,000	1,50,000
18.	Engineering College, Annamalai University	1,28,000	1,00,000	36,000	..	
	<i>Andhra</i>					
19.	College of Engineering, Kakinada	..	..	..	2,00,000	
20.	College of Engineering, Anantapur	..	..	..	2,00,000	
21.	Engineering College, Omannia University, Hyderabad	..	..	2,50,000	..	1,50,000
	<i>Kerala</i>					
22.	Engineering College, Trivandrum	..	..	2,50,000	..	
	<i>Mysore</i>					
23.	B.D.T. Engineering College, Davangere	..	..	..	1,80,000	
24.	Government Engineering College, Bangalore	..	..	..	1,50,000	

Rajasthan

25.	M.B.M. Engineering College, Jodhpur	..	..	..	..	..	3,80,000
<i>Uttar Pradesh</i>							
26.	Dayalbagh Engineering College, Agra	..	..	2,520	..	..	..
27.	Roorkee University, Roorkee	(i)	..	2,50,000	3,55,000 9,46,000	4,13,000	..
		(ii)	..	..	..	..	..

28. College of Technology, Banaras Hindu University (Department of Chemical Technology and Department of Pharmaceuticals) 1,00,000

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1	2	3	4	5	6	7
<i>Universities and Colleges (Non-Technical Education)</i>						
1. Aligarh Muslim University, Aligarh	1,10,000
2. Shri Ram College of Commerce, Delhi	50,000	1,00,000	90,000	90,000
3. Kirori Mal College, Delhi	1,25,000	1,00,000
4. Hans Raj College, Delhi	2,64,000	..
Interest-free loans to Affiliated Colleges during 1956-57						
(a) Bombay State						
(i) M.B. Society's College for Arts and Science, Poona	2,00,000
(ii) S.B. City College, Nagpur	2,00,000
(iii) D.G. Ruparel College, Bombay	2,00,000
(iv) L.D. Arts College, and M.G. Science Institute, Ahmedabad	2,00,000
(v) V.P. Mahavidyalaya, Vallabh Vidyanagar	2,00,000
(b) Kerala						
(i) Shree Narayana College, Quilon	2,00,000
(ii) N.S.S. College, Pandalam	2,00,000
(iii) Mahatma Gandhi College, Trivandrum	2,00,000

APPENDIX VIII

(*Vide PARAS 117 & 119*)

Terms and conditions for the grant of loans to Universities and Affiliated Colleges

UNIVERSITIES

Interest free loans are sanctioned for construction of student hostels to Government and non-Government engineering and technological institutions in the Universities imparting instruction at degree and diploma levels. These loans are interest free and are repayable in 33 years. In the case of university institutions, however, the University Grants Commission had first decided that loans should be repaid in 25 years. This decision has now been modified to the extent that loans should be repaid in 30 yearly instalments. Loans are sanctioned to only those institutions which are recommended for developmental grants by the All India Council for Technical Education. Non-Government institutions receiving these loans have to execute a bond for the amount of the loan on stamped paper mortgaging the building to Government. Loans are sanctioned only when the land free from all encumbrances is available with the institution. The quantum of loans to be sanctioned to an institution depends upon the number of students for whom hostel facilities should be provided and the location of the institution. For residential institutions, loans are sanctioned for 100 per cent of the students taking into consideration, of course, the number of students who are permitted to stay outside with their parents. For non-residential institutions, hostel loans are sanctioned upto 50 per cent. of the total strength of the institution.

The Central Public Works Department have laid down a schedule of rates of construction for different cities in India with Delhi as the index figure of 100. For Delhi the C.P.W.D. has estimated that the cost of construction of a hostel seat will be of the order of Rs. 2750/-. The residential area available for a student is of the order of 80 sq. ft. This ancillary space includes kitchen, dining halls, verandahs and other necessary accommodation for a residential institution.

The loans are repayable one year after the completion of the buildings in question. This is to enable the institutions to repay the instalments from rents collected. On an average the rents ranged from Rs. 7/- to 15/- depending upon the locality of the institution.

As regards the universities other than those covered by the All India Council for Technical Education Scheme, interest free loans are paid which are recoverable in 30 yearly instalments. In the case of four Central Universities grants and not loans are paid for construction of hostels.

AFFILIATED COLLEGES

The conditions for granting loans to affiliated colleges for the construction of hostels are as under :

- (i) The maximum amount of loans to be sanctioned to a particular institution will not, as a rule be more than Rs. 2 lakhs.

- (ii) The loan shall not bear any interest.
- (iii) The amount of the loan shall be repayable in thirty equal instalments.
- (iv) The first instalment in repayment of the loan shall fall due in the year following that in which the hostel is completed.
- (v) The rates of construction to be adopted shall not be in excess of the schedule of rates of the P.W.D. of the State concerned and a certificate to that effect shall be furnished by the head of the institution duly countersigned by the Head of the State P.W.D. or his nominee concerned, at the time of applying for a loan. Detailed plans and estimates in respect of the buildings proposed to be constructed, shall be approved by the Ministry of Education before the payment is made. No change will be allowed in the approved plan without the prior approval of the Ministry of Education and Scientific Research.
- (vi) The head of the institutions shall ensure that hostel buildings are thrown open to inspection by the officers of the State P.W.D. or of the C.P.W.D. or any other officers designated for the purpose by the Central Government both during the period of their construction as well as after the construction is completed. It shall be the duty of the head of the institution to carry out any instructions which may be issued in this behalf by the Central Government.
- (vii) The institution shall execute a bond with the State Government concerned on stamped paper of the proper value and the expenditure thereon shall be borne by the institution concerned. The form in which the bond is to be executed shall be prescribed by the State Government concerned.
- (viii) A certificate shall also be furnished at the time of application that a site for the construction of a hostel has been acquired by the institution concerned. No loan shall be sanctioned unless a site has already been acquired.
- (ix) The building shall be completed as soon as possible and in any case not later than close of the financial year following the one in which the payment of the loan by the Central Government is sanctioned unless special extension of time is granted by the Government of India.
- (x) After completion of the buildings, the head of the institution shall furnish to the Central Government copies of the following documents :—
 - (a) A certificate from State P.W.D. to the effect that the buildings have been completed in accordance with the approved plans and estimates ; and
 - (b) A statement of expenditure incurred on the construction of buildings, duly audited by the authorised auditors.
- (xi) Any unspent portion of the loan shall be refunded to the Central Government at once.
- (xii) The loans will be recovered through the State Government concerned.

APPENDIX IX

(*Vide Para 172*)

The composition, functions and powers of the National Council for Rural Higher Education

The composition of the Council is as under :—

A. Ex Officio Members :

- (a) Minister for Education—Chairman.
- (b) Secretary, Ministry of Education—Vice-Chairman.
- (c) Deputy Education Adviser in charge of the Division—Secretary.

B. Eleven members to be nominated by the Chairman from the States.

C. Other Officials :—

- (a) One representative of the Ministry of Health.
- (b) One representative of the Ministry of Agriculture.
- (c) One representative of the Ministry of Production (Cottage Industry Section).
- (d) One representative of the Community Projects Administration.
- (e) One representative of the Ministry of Finance.
- (f) One representative of the Inter-University Board.
- (g) One representative of the University Grants Commission.

FUNCTIONS AND POWERS

The Council has the following functions and powers :—

- (a) to serve as an expert body to advise the State and Central Governments about improvement and expansion of Rural education in all its phases ;
- (b) to advise the Rural education institutions and to act as the co-ordinating agency amongst them ;
- (c) to examine and appraise proposals in this behalf referred to by the Government of India and the State Governments and to assist in the implementation of approved programme ;
- (d) to initiate schemes for the development and maintenance of standards of higher education in areas and to encourage research in problems relating to Rural education in all its aspects ;

- (e) to advise the Government of India on grants to be paid to institutions participating in the rural development schemes ;
- (f) to appoint *ad hoc* committees to assist in the attainment of any of its objectives ;
- (g) to frame its own rules and regulations to regulate matters not covered by the resolution ; and
- (h) to do all other acts and things whether incidental to the power aforesaid or as may be required in order to further its objects

APPENDIX X

(*Vide PARA 176*)

Statement showing the names of Rural Institutes with the Courses introduced therein

Serial No. 1	Name 2	Courses introduced 3
1	Institute of Rural Higher Education, Sriniketan.	(i) Three-year Diploma in Rural Services. (ii) Two-year Certificate in Cultural Science. (iii) One year Preparatory Course.
2	Gandhigram Rural Institute, Madurai.	Do.
3	Jamia Millia Rural Institute, Jamia Nagar, New Delhi.	(i) Three-year Diploma in Rural Services. (ii) One-year Preparatory Course.
4	Vidya Bhavan Rural Institute, Udaipur.	(i) Three-year Diploma in Rural Services. (ii) Three-year certificate in Civil and Rural Engineering. (iii) One-year Preparatory Course.
5	Rural Institute of Higher Studies, Darbhanga, Bihar.	Three-year Diploma in Rural Services.
6	Balwant Vidyapeeth Rural Institute, Agra.	(i) Three-year Diploma in Rural Services. (ii) Three-year certificate in Civil and Rural engineering. (iii) One-year Preparatory Course.
7	Lok Bharati Rural Institute, Sansars, Bombay.	(i) Two-year certificate in Agricultural Science. (ii) One-year Preparatory Course.

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8 Ramakrishna Mission Vidyalaya,
Rural Institute, Coimbatore. (i) Three-year certificate in Civil
and Rural Engineering.
(ii) Two-year certificate in Agri-
cultural Science.

9 Rural Institute, Amravati, Bombay: (i) Three-year Diploma in Rural
Services.
(ii) Two-year certificate in Agri-
cultural Science.
(iii) One-year Preparatory Course.

10 Mouni Vidyapeeth Rural Institute, Started working in November 1957
Gargoti. (Information about courses intro-
duced not readily available).

APPENDIX XI

(*vide* PARA 192)

Statement showing the number of students in Rural Institutes awarded stipends during 1956-57

	Name of the Institute	July 1956— Feb. 1957	March 1957— June 1957
1	Institute of Rural Higher Education, Sriniketan	19	19
2	Gandhigram Rural Institute, Madurai . . .	39	36
3	Vidya Bhavan Rural Institute, Udaipur . . .	21	20
4	Jamia Rural Institute, New Delhi . . .	20	19
5	Rural Institute of Higher Studies, Birouli, Bihar	20	20
6	Balwant Rural Institute, Bichpuri, Agra . . .	49	47
7	Lok Bharati Rural Institute, Sanosara (Gohilwad), Bombay	9	9
(June, 1956—(March, 1957— Feb. 1957) May, 1957)			
8	Amravati Rural Institute, Amravati . . .	40	33
9	Ramakrishna Mission Vidyalaya, Rural Institute, Perianaickenpalayam, Coimbatore Distt., Madras	22	22

APPENDIX XII

Statement showing the Summary of Conclusions/Recommendations

Serial No.	Reference to Para No.	Summary of Conclusions/Recommendations
1	2	3
1	2	The aims of university education have been strikingly depicted in chapter II of the Report of the University Education Commission and the Committee have enclosed the summary of that chapter given by the Commission itself as Appendix I. The Committee suggest that this summary of the Aims of University Education should be printed in the form of a folder and distributed to every university student.
2	9	When students pass out of school they are ill adjusted and cannot take their place confidently and competently in the Community. The Committee have made recommendations in their report on Secondary Education to remedy the situation. The Committee hope that the recommendations when implemented will provide suitable diversification of courses at the higher secondary stage and suitable employment opportunities thereafter to reduce the indiscriminate mad rush of students for Arts colleges merely to postpone the problem of unemployment.
3	16	Rs. 5 crores provided in the Second Five Year Plan for the improvement and development of educational institutions at the collegiate level, have not been entrusted to the University Grants Commission because at present the colleges do not come under the purview of the Commission. The Committee are of the opinion that the Commission is a more competent body for the improvement and development

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of educational institutions at the collegiate level and recommend that the rules and regulations be amended with a view to entrust the Commission with the work of improving the educational standards even in colleges.

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At present the University Grants Commission is precluded from giving loans to universities under the provisions of its Act. The Committee recommend that the desirability of suitably amending the rules and regulations or, if necessary, the Act itself so as to entrust the University Grants Commission with the power to grant loans for the construction of hostels and staff quarters may also be examined.

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The observations of the Union Public Service Commission with regard to performance of candidates in the written examinations of the Commission (mentioned in para 18) clearly indicate the urgent necessity of improving the standard of University education in each of the following three directions :

- (i) Teaching,
- (ii) Research, and
- (iii) Character building.

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The University Grants Commission has appointed a Committee to consider more fully the steps to be taken to bring about better co-ordination. This Committee consists of the Chairman of the University Grants Commission, Dr. A. L. Mudaliar, Professor N. K. Sidhanta and Prof. M. S. Thacker. The Committee hope that the deliberations and recommendations of this Committee will help in achieving better co-ordination.

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The work of calling conferences of Heads of Departments of various universities on a particular subject so as to raise the standard of teaching of that subject has been passed on by the Ministry to the Inter University Board and some grants are

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given to the Board for this purpose. The Board has called two conferences of the Heads of Commerce and Physics Departments of the universities. The Committee are glad that this work has been entrusted to a competent body which is in close touch with the various universities and suggest that such conferences may be called on other subjects also.

8 26 The Committee recommend that the introduction of tutorial system should be the goal to be reached by stages as and when resources permit. The Committee would also like to mention here a suggestion about utilising post-graduate research students for taking tutorials of under-graduate classes, the feasibility of which may be examined by the Ministry or the University Grants Commission in consultation with different universities.

9 27 The Committee were glad to learn that the University Grants Commission was surveying the situation in universities to introduce something like a seminar system where one teacher would be looking after 10 or 12 students. The Committee suggest that steps for having a larger and more continuous use of the seminar techniques, should be taken up expeditiously, in view of the anticipated delay in the introduction of a good tutorial system.

10 30 The Committee appointed to examine the need for a university degree as a prerequisite qualification for the public services has recommended abolition of degree qualification for the lower and the middle level public services. The Committee consider this as a move in the right direction which will help in improving the teacher-pupil ratio by lessening the pressure on University Education.

11 31 The Committee feel that there is a great necessity to improve the teacher-pupil ratio in the universities and colleges of India so as to minimise the evil effects

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resulting from the overcrowding of students. The Committee, therefore, recommend that effective steps should be taken to reduce the teacher-pupil ratio and to make the education pupil-centred. In this connection, they would also like to reiterate the following recommendation of the three-year degree course estimates Committee :

"The number of students should be restricted to 800-1000 per college. Colleges with larger enrolment but with no suitable accommodation should stabilize as a ceiling the present number of students and should prepare a scheme of gradually diminishing their enrolment so that the desired limit is reached by 1961. The University Grants Commission should prepare a brochure for the guidance of such colleges indicating how this may be done without any undue hardship to students or the colleges.

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While welcoming the steps taken by the University Grants Commission, the Committee suggest that a long term policy may be laid down for library buildings and purchase of books so as to achieve a minimum target within a fixed number of years. The Committee recommend that a perspective plan may be drawn up by the University Grants Commission in consultation with various universities and State Governments concerned with regard to library buildings and books along with a number of short term plans so as to complete the plan as and when the resources permit. Meanwhile the Committee recommend that the existing libraries should have trained staff as Librarians and that they should be open for a longer period, like the National Library at Calcutta.

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The Committee recommend that vigorous efforts should be made to improve the laboratories of various universities so that

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the standards of scientific education and research in the country may not lag behind those of other scientifically advanced countries.

14 37 The Committee feel that the laboratories of affiliated colleges are in a more backward state and require immediate help for providing minimum facilities necessary for the ordinary requirements of scientific education. The Committee recommend that some long term scheme should be drawn up to provide necessary equipment in the laboratories of affiliated colleges and the work regarding the development of the laboratories of the affiliated colleges should be started early.

15 39 The Committee suggest that customs clearance permits should not be insisted upon in case of gifts of scientific equipment for educational institutions as no foreign exchange is involved and the Ministry of Education should have this matter settled in consultation with the other Ministry concerned.

16 40 The Committee suggest that information in regard to working days of various universities should be collected and the universities not having a minimum number of 180 working days exclusive of examination days should be persuaded to adopt the same. This should apply to all affiliated colleges also. The committee are of the opinion that eventually the target should be raised by stages to 240 working days.

17 41 The Committee suggest that the University Grants Commission should make efforts to induce the universities to arrange for the exchange of teachers of outstanding merit by common agreement. A beginning in this respect may, however, be made by arranging a course of lectures by eminent scholars and professors in various universities.

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18 52 In the case of universities which are not in a position to introduce the grades recommended by the Commission, due to financial difficulties or due to prevailing pay-structure in the other institutions in the neighbouring area, the Committee suggest that any intermediate grades suggested by such universities should be accepted as an interim measure.

19 52 The Committee would like to recommend that special efforts should be made to persuade those universities which have not yet enforced the scales of pay recommended by the University Grants Commission to enforce these or similar scales of pay.

20 53-54 The scheme prepared by the University Grants Commission to revise the scales of pay of teachers in technical institutions is under consideration of the All India Council for Technical Education. The Committee feel that expeditious remedial measures are necessary to enable the Universities to attract and retain well qualified persons on the staffs of the colleges of Engineering, Mining and Metallurgy Technology etc. They suggest that an equitable solution should be found jointly by the University Grants Commission and All India Council for Technical Education. The Committee also suggest that steps should be taken to meet the demand of qualified teachers by increasing the supply.

21 57 The Committee appreciate the efforts made by the University Grants Commission to improve the scales of pay of teachers in universities and colleges. They recommend that efforts in this direction should continue and also suggest that Commission should agree to meet 80% of the cost of upgrading the salary of teachers in affiliated colleges, as in the case of universities. This is necessary in view of the fact that the local resources are even more limited in the case of affiliated colleges.

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22 58 Man does not live by bread alone: and apart from the emoluments attached to a profession, the amount of respect it commands in society has a great influence in attracting the right type of man. The Committee are inclined to believe that the teaching profession at present does not get the same amount of respect as a Guru was entitled to get in earlier days. A conscious earnest effort is necessary to restore the earlier dignity and status to the teaching profession.

23 60 The Committee suggest that the Ministry should appoint a Man-Power Committee to make an over-all assessment of the requirements of teachers in universities and colleges and recommend measures to overcome the shortages on a planned basis.

24 66 The Committee recommend that high priority should be given for the provision of quarters for college and university teachers and suggest that the feasibility of giving interest-free loans for this purpose may be examined.

25 73-74 The Committee suggest that efforts should be made at the highest level to persuade those universities, which have not yet come to a final decision regarding the introduction of three-year degree course, to introduce such a course.

26 81 The Committee were surprised to learn that out of Rs. 1 lakh provided for the introduction of General Education courses no expenditure had been incurred by the Ministry under this head till January, 1958. They do not accept the reasons advanced by the Ministry (narrated in para 81) as valid reasons for postponing the scheme of General Education and recommend that the books and scientific equipment should be made available at least to those universities which have agreed to introduce the scheme and that no amount earmarked for this purpose should in future be allowed to lapse.

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27	82—84	Under the project for preparing reading material for General Education courses, started at Aligarh Muslim University with the assistance of University Grants Commission, reading material has been prepared on certain topics as an experiment which is being tried with students of the pre-university class, for whom the university has introduced a course in General Education. The Committee hope that the results of this experiment will be of great value in the preparation of reading material under the scheme and that the scheme will be implemented in all the universities early.
28	85	The Committee note that at present, there is a tendency amongst students to join Arts colleges merely to postpone the problem of unemployment. The Committee, therefore, suggest that Arts Education in universities should be suitably limited to those who have special aptitude for literary and academic studies and more and more avenues and facilities provided for scientific and technical education. The numbers to be trained in each subject should be according to a pre-conceived plan, and should be related to the requirements of the country.
29	86	The Committee also suggest that the study of higher mathematics should be specially encouraged in colleges by offering attractive scholarships to brilliant students.
30	93—94	<p>The Committee recommend that effective steps should be taken by the Ministry to remove the following difficulties which are handicapping the universities in their effort to increase training facilities, so that the universities are able to utilise the funds placed at their disposal for the purpose to the full extent :—</p> <ul style="list-style-type: none"> (a) Shortage of teaching personnel. (b) Difficulty in procuring licences for importing technical and scientific equipment. (c) Difficulty in procuring building materials such as cement and steel.

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31 95 The Committee suggest that the feasibility of each university specialising in one or two scientific subjects for intensive advanced studies and higher research may be examined. Facilities for post-graduate research work in the subjects selected should be considerably increased and programmes for advanced research should be laid down. The universities should take pride in turning out inventors and people having highly specialised knowledge, and they should become famous centres of learning in the subjects specially selected.

32 96 The Committee would also like the University Grants Commission and the All India Council for Technical Education to work in close collaboration, in so far as scientific and technical education is concerned, to avoid duplication of effort, and to ensure the best use of the available resources in money, material and trained men.

33 100 The Committee would like to stress the importance of scientific and technical education with all the emphasis at their command. They feel that this country could and should draw useful lessons from what has been happening in the field of scientific and technical education in foreign countries.

34 104 The Committee recommend that facilities for health examination on the lines of Aligarh Muslim University (details in para 104) should be provided in all the universities where they are not already available.

35 105 The Committee are of the opinion that health records are essential to provide data for interpretation to authorities on problems of student and community health and for purposes of individual health counselling. They, therefore, recommend that the establishment of health centres in the various universities with maintenance of health records as one of their main functions, should be expedited.

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36	107	The Committee are of the view that adequate attention has not yet been paid to the problem of physical education, sports etc., inspite of the stress laid down by the University Education Commission and recommend that extra curricular activities such as sports, dramatics, arts, music, camping, debating, journalism etc., should be encouraged to the maximum extent consistent with proper academic studies so as to provide suitable channels for the abundant energy of the youth.
37	107	The Committee would even suggest that N.C.C. sports etc. should be an integral part of education. Credit should be given for such activities also when assessing the total merit of students finally. Also shields should be given to universities which produce larger number of such students.
38	108	The Committee are also of the view that a measure of self-government should be introduced amongst university students who should be encouraged to manage their affairs—particularly extra-curricular activities—with responsibility. They should also be responsible for maintaining their own discipline. This experience will be an asset to them in their after life. This will also provide a proper solution to the problem of student indiscipline.
39	110	The Committee recommend that the Ministry of Education in consultation with the Ministry of Defence should take effective steps to increase the facilities for N.C.C. in various colleges and universities. The Committee are also of the opinion that even within the present sanctioned amount a larger number of students could be trained if some economy could be effected in the purchase of equipment, weapons, uniforms etc.
40	110	The Committee would also like to suggest that the services of the retired military officers should be usefully utilised for N.C.C. Training. As the age limit for

retirement is low in military service, it would be cheaper and more useful to employ such personnel for this type of work.

41 112 While appreciating the efforts made in organising labour and social service camps the Committee are of the opinion that greater interest for village life in the minds of college students should be created by increasing the number of such camps and by creating enthusiasm for Shramdan in villages. Co-operation of the Community Development Organisation should be obtained for this purpose to a much greater extent than hitherto. In this connection the Committee would like to reiterate their recommendation made in para 129 of their 40th Report (First Lok Sabha) on the Ministry of Community Development that (i) spending of at least one month's time in a village camp should be made compulsory before conferring a University degree and (ii) country's Five Year Plan's and Community Development work should be made compulsory subjects for study by all college students.

42 115 The Committee recommend that university students should be given wider opportunities to do manual constructive work on voluntary basis even on payment. The idea of "earn while you learn" may be spread as is the case in the foreign countries.

43 118 The Committee are of the opinion that the provision of hostel accommodation for students should be given a high priority.

44 120 In view of the general shortage of hostel accommodation in affiliated colleges, the Committee suggest that the feasibility of increasing the budget provision for this purpose at least during the last two years of the Second Plan should be sympathetically examined.

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45 121 The Committee feel that every college may not come to know about the scheme for the advancement of loans to affiliated colleges for the construction of hostels according to the present method of publicity and, therefore, recommend that proper publicity should be given to the scheme so that every college on its own initiative can approach the Ministry through the State Government concerned to take advantage of the scheme.

46 122 The Committee feel that the purpose of inviting students from other countries to study in our institutions with facilities by way of scholarships, students' hostels etc. is that they should come in close contact with our countrymen. Therefore the foreign students coming for study in various universities should share ordinary hostel accommodation with Indian students so that it may result in an intimate contact between the Indian and foreign students which will be conducive to the development of the spirit of comradeship. Separate arrangements, if necessary, may be made for their kitchen only. The Committee, therefore, recommend that all the universities may be persuaded to provide common hostel accommodation to foreign students alongwith Indian students.

47 123 The Sub-Committee of the Estimates Committee which visited Aligarh University were glad to find that for the non-resident students, two well equipped clubs have been started in the town and every non-resident student is required to join one of them. These clubs are under the overall supervision of the proctors who keep in touch with the students and their living conditions. The Committee recommend that steps should be taken to extend similar facilities to other university students also.

48 127 The Committee feel that there has already been considerable delay in introducing reforms in the system of examinations.

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and recommend that the introduction of suitable reform in the existing system of examinations in the universities should be considered to be a matter of prime importance.

49 128 The Committee suggest that a small expert body may be appointed in consultation with the University Grants Commission, to examine the statistical methods available to standardise the results of examinations and thus evolve a uniform standard of marking in the different universities.

50 128 The Committee are of the opinion that the standard for giving first class marks should be pretty high and strict. A first class should be really first class and a person holding a first class degree of any university should invariably be a person of high calibre with an integrated personality.

51 130 The Committee are of the opinion that it will be conducive to efficiency both in teaching and learning to give credit to class work. It will make it possible to spread the work uniformly during the academic year and the very common practice of working at high pressure in the last few months immediately preceding the examination, which is responsible for undermining students' health and causing severe nervous strain, will be effectively discouraged. The Committee, therefore, fully endorse the following recommendation of the University Education Commission :—

"That one third of the marks allotted to each subject be reserved for work done during the course of instruction and that this be adopted forthwith in the teaching Universities for the B.A. and B. Sc., M.A. and M.Sc. examinations. The affiliating Universities should also take immediate steps to evolve a method of more or less uniform marking for this internal award at the affiliated colleges. An

effective machinery for the supervision and inspection of affiliated colleges to ensure uniformity of standards should be devised. In post-graduate courses, term papers could be required as a part of this course credit".

The Committee suggest that effective steps should be taken to see that the above recommendation is implemented by all the universities without undue delay.

52 135 The Committee recommend that early steps should be taken to introduce post-graduate teaching in Home Economic subjects in various universities and that the University Grants Commission should also take up the expansion of facilities for Home Economics and Home Management at the undergraduate level.

53 138 The Committee are of the opinion that practically in all the States there is a need to increase the facilities for women's education as there are backward areas in all States where such assistance will be necessary and, therefore, recommend that every State Government should be persuaded to take advantage of the scheme of State Educational Development Programme (for development of women's education). The Committee are also of the opinion that the Central assistance offered during 1956-57 and 1957-58 under the above scheme is extremely meagre and they suggest that the feasibility of increasing this assistance during the last two years of the Second Plan should be explored.

54 139 The Committee also suggest that a scheme to assist the universities and colleges to provide certain basic facilities for women students, including the provision for hostel accommodation in cities to overcome the various drawbacks mentioned in para 131 should be devised.

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55 140 The Committee would like to point out that teaching is one of the professions which is pre-eminently suited to women. The Committee, therefore, suggest that the University Grants Commission should persuade the various universities and colleges to increase the percentage of women teachers on their staff.

56 140 The Committee also suggest that liberal scholarships should be offered to intelligent women students to prosecute higher studies, provided that they are willing to serve as teachers in colleges after completion of such studies.

57 143 The Reviewing Committee appointed in 1954 had suggested that each of the Central Universities should have a whole-time officer drawn from the Indian Audit Department to work as an Internal Auditor. Such Officers have been appointed in three of the four Central Universities since then. The Committee suggest that this may be done in the fourth also.

58 144 In pursuance of the recommendations of the Reviewing Committee, steps were being taken to amend the statutes in respect of three of the four Central Universities to have a representative of the University Grants Commission as a member of the Finance Committee. The Committee hope that this will enable the University Grants Commission to maintain a very effective co-ordination with the Central Universities.

59 146 Aligarh and Banaras Universities have large amount of deficits bank overdrafts. The Committee would like to reiterate the recommendation of the Reviewing Committee that not only these two Universities but all the Central Universities should be asked not to incur any expenditure over and above their income without the sanction of the University Grants Commission.

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60	148	The Committee feel that Central Universities are national institutions and that they are expected to serve not only the regional interests but national interests also. The Committee, therefore, recommend that they should specialise in certain specific lines by imparting a very high type of education so that their names may be associated with the highest type of education in the country.
61	149	In earlier chapters, the Committee have indicated that a number of recommendations made by the University Education Commission have yet to be implemented by the various universities. The Committee are of the view that the University Grants Commission has a special responsibility to see that these are implemented at least in the four Central Universities, which should give a lead to other universities in all matters of educational reform.
62	150	The Committee note that the existing four Central Universities, at Delhi, Aligarh, Banaras and Shanti Niketan are so situated as to serve mainly the Northern and the Eastern Zones. They, therefore, suggest that two more Central Universities should be established, one in the Southern and one in the Western Zone. This may be done either by the Centre taking over two of the existing universities or two new universities being established in the concerned Zones, in consultation with the State Governments.
63	154	The Committee regret to note that the Ministry of Education and Scientific Research do not have the information in regard to the number of evening colleges in the country, their headquarters, courses of study, students on roll etc. The Committee feel that for a proper development of the evening colleges in the country it is necessary to have such information. The Committee, therefore, recommend that detailed information in regard to evening colleges should be collected by the Ministry and included in the yearly statistics.

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64 156 Just as there is a pressing need for more day colleges there is also a need for instituting evening colleges for the employed. The Committee, therefore, recommend that to satisfy the yearning for higher education of those who have taken up jobs at an early age due to financial or other difficulties, evening colleges should be started in all big cities, care being taken to ensure that they have a separate staff and the standard of teaching in the evening colleges is of a high order.

65 161 The Committee recommend that a comparative study of important religions of the world on the lines recommended by the University Education Commission (mentioned in para 160) may be introduced in colleges so as to bring out the essential unity of the underlying ethical principles. This may also include stressing the idea of the common 'Brotherhood of Man' and the spirit of Internationalism.

66 165 The Committee are of the opinion that steps should be taken to canalise the youth unrest and youth energy in the generation of nation building work. In this connection the Committee would like to reiterate their recommendation made in paras 107 & 108 of this report.

67 166 Vishwa Bharati brings out at present World Knowledge Books and Popular Education Books in Bengali uniformly priced at 50 nP. They summarise for the general reader in the brief compass of about sixty pages essential knowledge about a variety of subjects. The Committee suggest that the feasibility of bringing out such books by different universities in different regional languages, as is being done by Vishwa Bharati University, may be examined.

68 173 The Committee do not consider it desirable that the members from the States should be nominated by the Chairman of the National Council for Rural Higher Education without the States having any say in the matter.

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The Committee, therefore, recommend that a system of inviting a panel of names from the States and the Chairman nominating the representatives out of the panel should be introduced.

69 174 The Committee feel that as a matter of general principle, the Ministry should not take upon itself administrative and executive responsibility and should revert to its original conception of being a supervisory and policy making body. The Committee, therefore, recommend that the National Council for Rural Higher Education should be made an autonomous or a semi-autonomous body and it should function on lines somewhat similar to the All India Council of Agricultural Research. It should be empowered to give grants for the development of rural higher education.

70 179 The Committee hope that the report of the Assessment Committee appointed to look into the working of Rural Institutes will help in removing any defects in the working of these Institutes.

71 180 It was decided in a meeting held on 19th March 1957 between the Ministries of Community Development and Education and Scientific Research that the former Ministry would address the State Governments to form Committees on which representatives of the Rural Institutes would also sit to look after the co-ordination of activities between the Community Development Blocks and Rural Institutes. The Committee hope that this measure will help in achieving the required co-ordination.

72 181 The Committee hope that Research will be undertaken in various Rural Institutes before long and thus the Institutes will be able to integrate the three functions of Research, Teaching and Extension Services as envisaged by the Rural Higher Education Committee.

73 183 The Ministry have organised certain seminars sometimes on a regional basis and once on a national basis to train the staff on

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required lines. They have also asked the institutes to organise local seminars to train the staff in new methods and objectives of Rural Higher Education. The Committee hope that in future also such seminars and other measures of improving the staff will continue, so as to make the staff more competent.

74 185 Rural Institutes are expected to make efforts to add simplicity of the rural life in all their plans by discarding costly items and exercise utmost economy in the construction work.

75 186 Out of a total of 1243 students on roll in various Institutes, 232 have come from urban areas and the rest (1011) have come from the rural areas. The Committee hope that the students from rural areas will continue to dominate in these Institutes in future also.

76 187 There are at present about 21 women students in the Rural Institutes out of a total of 1243 students. The Committee recommend that special efforts should be made to increase the enrolment of women students.

77 188 Due to some differences of opinion with the Ministry of Health it has not been possible to implement the scheme of studies and examinations prepared for Rural Health Workers Course (women). The Committee suggest that these differences of opinion whatever they may be, should be resolved quickly if necessary at the ministerial level, so that the proposed course exclusively for the benefit of women folk of the villages may be started at an early date.

78 189 The Committee are of the opinion that for economic development of rural areas, the promotion of handicrafts to an economic standard, and the improvement in technology and economics of crafts is essential. The Committee, therefore recommend that a faculty of cottage industry for imparting training in handicrafts should be opened in each Rural Institute.

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79	189	The Committee also suggest that these Rural Institutes could be made the training centres for Ambar Charkha.
80	192	The Committee hope that the system of making advance payments of stipends will avoid the possibility of hardship that is sometimes caused due to the late receipt of stipends or scholarships.
81	193	The Committee are glad to note that provision has been made for giving credit to the work done during the study (20 per cent of marks are set aside for the purpose), and hope that this would help in making the students work throughout the year and not to concentrate only during the examination days.
82	194-196	Diplomas etc. conferred by the Rural Institutes are not recognised by the universities and the State Governments. In this connection a decision has been taken to appoint a Committee with a Member of the U.P.S.C. as the Chairman for assessing the standards of courses of Rural Institutes. The Committee recommend that this decision to set up an expert body to consider the standards of courses in Rural Institutes in association with U.P.S.C. should be implemented early and the matters settled, so as to attract good quality of students to these Institutes.
83	196	As the Rural Institutes are still in a formative stage, it is necessary that they are handled sympathetically and given the necessary expert advice and guidance, so that they can fulfil satisfactorily the role that is assigned to them.