CHAPTER VI

EDUCATIONAL ADMINISTRATION OF UNIVERSITY EDUCATION

PART I : University Administration

PART II : University Administrative Set-Up at Different Level

PART III : Internal Government of the University of University Authority

EDUCATIONAL ADMINISTRATION OF UNIVERSITY EDUCATION

PART I

UNIVERSITY ADMINISTRATION

Introduction

Higher education in India has always played its important role in the development of our nation, but at the same time it was also subject to criticism, since the beginning of modern university education. And it was therefore, time to time felt that reorganization and improvement of university education from 1854 to 1966, continuous efforts have been made to improve university educagion and side by side the administration of the university, with the aim to enable it to meet the growing needs of the country. And due to a tremendous increase in number of universities and colleages, this led to appointment of the University Commission and Committees from 1854 to 1966. So this chapter is going to deal with the university administration. This chapter is divided into ~~two sections~~ Three parts as follows :

I - Historical Development of the University Administration; and

II - University Administrative Set-up at Different Level

III - Internal Government of the University or University Authority

Chapter II

Historical Development of the University Administration

Introduction

This ~~section~~ Part is going to deal with the development of the University administration. The universities in India have a multipurpose function, the most important of which are : teaching, research and extension involving direct contact with the community. Their enrolment, staff and programmes, the problems of internal government of universities and their relationship with the Centre and State governments are, therefore becoming increasingly important and complex. So this chapter is devoted to study the historical development of the university administration - internal and external, its constitutions, organisation and management of university through the recommendations of the various educational commissions' reports and how the present university administration was set up through the below mentioned commissions' and committees' reports from 1854 to 1966.

Definition

The word university in modern sense derived as quoted by S.N.Mukerji that, ' the word university has been

derived from the Latin word Universitas, which means generally any community or corporations in its collect aspect.'[1]

And as Prof. Ernest Barker defined a university as quoted by S.N.Mukerji that, ' an organised and degree giving institution intended for the study and advancement of higher branches of learning, self-governing in its nature, and a greater or less extent national in scope.'[2]

As described by J.P.Naik and Nurullah, ' a university ought to be a place of teaching, were corporation of scholars in comradship for training of men and advancement of diffusion of knowledge.' On this definition of the Indian University, in their first form were no true universities. They were not corporation of scholars, but corporations of administration."[3]

Before independence and after the universities established or set up in India through the Act of Incorporated in 1857, either by Acts of the State Legislature or by parliament, constitutionally the university is an autonomous body with very limited direct control by the

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[1] As quoted by S.N.Mukerji, Education in India today and tomorrow, Acharya Book Depot, Baroda, 1964, p. 218.

[2] Ibid. p. 218

[3] J.P.Naik & Nurullah : A Student History of Education in India, Macmillan & Co. Ltd., Bombay, 1943, p. 225.

the Centre and States government. Internal administration of the university is autonomous bodies, but still the centre and states government have indirect control, which this chapter is going to deal about the university's administrative set-up.

Types of Universities

The Indian universities which are either set - up by the Centre or States, can be classified according to their constitution, functions, organisational and administrative set up, fall into four types, or categories as follows :

(i) Affiliating universities,
(ii) Unitary Teaching universities,
(iii) Federal and Teaching universities,
(iv) Teaching and Affiliating universities.

(i) Affiliating University :

The affiliating university was originally the only type of university in India, having adopted on the model of London University just before that university ceased to be an affiliating university. Most of the Indian universities have long ceased to be purely affiliating universities. These universities are mainly concerned with laying down courses of studies, examinations, set up for

their affiliated colleges, but does perform any teaching functions at any level. It merely recognises and affiliates private and government colleges and departments which require to abide by rules, courses of studies, examinations etc., according to the Indian Universities Act of 1904. Agra being the only exception known as a affiliating university present in India. " In this type of university each college is in an embryo university, except that considerable external control,"[1] as mentioned above.

(ii) Unitary Teaching University :

A unitary teaching university is one which carries on it work either through its own teaching departments or through constituent colleges. The university controls teachers, courses of studies, teaching, examinations and the administration. As the unitary university has been defined in Progress of Education in India (1927-32) as ' one usually localized in a single centre, in which the whole of the teaching is conducted by teachers appointed by or under the control of the university."[2] It is usually residential university, e.g. Aligarh, Banaras, Baroda etc. These types of university have full control over its administration, teachers and teaching.

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[1] S.N.Mukerji : Education in India Today and Tomorrow, Acharya Book Depot, 1964, p.195.

[2] Progress of Education in India : Tenth Quinquenial Review - 1927-32, Vol. I, p.61.

(iii) Federal and Teaching University :

They conduct all their undergraduate teaching by the affiliated colleges, and for the graduate and post-graduate teaching, sources of both the affiliated colleges are pooled together. These affiliated colleges are enjoying a great measure of autonomy in its internal administration, e.g. Bombay University.

(iv) Teaching and Affiliating University :

There carry on their teaching functions through their staff and with the collaboration of recognized post-graduate teachers of the affiliated colleges located in the same area at the post-graduate level. But affiliated colleges spread over a large and distant area, do teaching at undergraduate and the first degree level. As far as the university administration is concerned, ' the university exercises general supervision over the affiliated colleges, which are their own masters so far as their internal administration is concerned, but they have to follow the courses of studies prescribed by the university. Examples of this type of universities are : The universities of Gujarat, Poona and Nagpur, Karnatak etc.'[1]

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[1] D.M.Desai : Outline of Educational Administration in India (Small Booklet), A.R.Sheth and Co., Bombay-2, 1964, p.39.

Sources

The main source of data are the reports, e.g. the Wood's Despatch (1854), the Indian Universities Commission (1902-04), the Calcutta University Commission (1917-19), the University Education Commission (1948-49), the Indian Education Commission (1964-66), Hartog Report (1929) and the Sargent Report (1944) and government publications as (i) Reviews, (ii) Report of the Committees, (iii) Year Book, (iv) Acts, (v) Resolutions and Regulations, Government Policy and Important Books published on related to the subject.

Periodical Organisation of the Chapter

Historically or periodically this chapter is divided into the following periods according to the development of university education. They are as the following :

(i)	1845 to 1854	: From the Bengal Council of Education in year (1845) submitted its report to the Wood's Despatch (1954).
(ii)	1854 to 1902-04	: From Wood's Despatch (1954) to the Indian Universities Commission (1902).
(iii)	1902-04 to 1917-1919	: From Indian Universities Commission (1902-04) to the Calcutta University Commission (1917-1919).
(iv)	1917-19 to 1948-49	: From the Calcutta University Commission (1917-19) to the University Education Commission (1948-49).
(v)	1948-49 to 1964-66	: The University Education Commissi((1948-49) to the Indian Education Commission (1964-66).

Historical Background

In ancient India, there were Gurukuls corresponding to the present day, these Gurukuls were run and maintained by individual scholars. During the Buddhist period a number of monasteries developed into famous educational centre most important being Nalanda. The universities of Vikramshila, Takshela, Vallabhi in Saurashtra etc. were important centres of Hindu education. The most of these centres of higher learning disappeared during the Muslim period.

Islamic learning or educational institutions sprang up throughout the country. The muslim institution for higher learning were known as a Madrassas and these existed in cities like Agra, Delhi, Lucknow, Ajmer, Allahabad, Murshidabad and several other places. Along with them, the temple colleges of the Hindus also continued in their own way, under the patronage of Hindu rulers.

So before the days of British rule, the higher education of the Hindu community was in the hands of Pandits, Hindus higher education institutions were known 'as Pathshalas in Western India and tols in Bengal.'[1] The muslim institutions for higher learning 'were known as Madrasses,'[2] as mentioned above.

Most of these institutions of higher learning disappeared before the beginning of the nineteenth century. Only a few pathshalas and madrassas existed. Before the British period the

[1]S.N.Mukerji: History of Education in India (Modern Period), Acharya Book Depot, 1961, pp.47-48.

[2]Ibid. p.49.

educational administration of the present type did not exist to control the higher education in India. Both the community and 'rulers considered it a religious obligations to help the spread of education. Liberal grants and donations were given for the promotion of education, and scholarship were awarded to deserving students. Royal patron built universities, and other educational institutions and endowed them with funds, but they neither claimed any authority over them or interferred with their management.'[1] In present term, these institutions were autonomous bodies, these all institutions were self-controlled, there was not any control from government or any administrative set up in the present type.

(i) 1845-1854 : From the Bengal Council of Education (1845) to the Wood's Despatch (1854) :

In a strict sense, the modern university education and university administration in India started in 1854, with the Wood's Despatch (1854) which wanted the government to undertake the duty of creating universities at the three presidency towns. And in 1857 through the Act of Incorporation, the three universities were established at Presidency towns, at Calcutta, Bombay and Madras.

Prior to the recommendations of the Wood's Despatch ~~(1959)~~ 1854, about the establishment of the university in India, the colleges had been in existance in India for about several years previously

[1] S.N.Mukerji : Education in India - Today and Tomorrow, Acharya Book Depot, Baroda, 1964, p.5.

Actually before the British, the Portugues established 'the first Jesuit College was established at Chaul in Goa (1575). It was attended by more than 300 students. Another institution was founded at Bandora in Salsetta and was known as the College of St.Anne. It developed into a university in 1620, but came to an end in 1739.'[1]

But the development of higher education in India in the modern period can be traced when a petition was presented to the Governor General Warran Hastings 'by a considerable number of Musulamans of credit and learning.'[2] Because when the Muslim rulers were replaced by the British, the pattern of education underwent radical changes, so 'at the request of a Muhammadan deputation (as mentioned above) partly but not solely, with a view to producing Muslim officer for courts of justice,'[3] or 'to qualify the sons of Mohammedan gentlemen for responsible and lucrative officers in the State.'[4]. And due to demand in 1781 Warran Hastings founded the Calcutta Madrasah. Similarly the Sanskrit College at Banaras was established by Duncan, the District resident in 1791, 'to cultivate the Laws, literatures

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[1] S.N.Mukerji: History of Education in India (Modern Period), Acharya Book Depot, Baroda, 1961, p.16.

[2] H.Sharp : Selection from Educational Records, Government of India, New Delhi, 1965, p.6.

[3] ~~Indian Universities Commission 1902, Pub. Calcutta, Superintendent Govt. of India Priting.~~

[4] World Survey of Education : (Higher Education), Pub. UNESCO, 19, pp. 603-04.

[3] Report of Indian Statutory Commission - 1929 (Hartog Committee), Calcutta: Government of India Central Publication Branch, 1929, 810.

and religion of the Hindus' and 'especially to supply qualified Hindu Assistants to European Judges.'[1] And after the resolution of Lord William Bentick in 1935, the missionaries were established colleges in Bombay, Madras, Agra and so many other places (as shown in the Table No. 1). Upto the 1857, 23 colleges were established by government and missionaries.

Table :1: Colleges Existed in 1857

Province	Colleges of		
	General learning	Medicine	Engineering (Civil)
Bengal			
(i) Conducted by Government	7	1	-
(ii) Conducted by Missionaries	7	-	-
Total	14	1	-
Bombay			
(i) Conducted by Government	2	1	-
(ii) Conducted by Missionaries	-	-	-
Total	2	1	-
North-Western Province			
(i) Conducted by Government	-	-	1
(ii) Conducted by Missionaries	4	-	-
Total	4	-	1
Madras			
(i) Conducted by Government	1	1	-
(ii) Conducted by Missionaries	2	-	-
Total	3	1	-
Grand Total for the Whole of India.	23	3	1

Source : Report of the Indian Education Commission (1882), Printed by the Superintendent of Printing, Government of India, 1888 - Calcutta, p.18.

[1] Indian University Education Commission - 1902-04, p.3.

Before the Wood's Despatch these colleges were unconnected with each other constituted a system of college so they needed with each other some central body to generalise the institution and to stamp with its recognition the acquirements of these who should submit themselves to its examinations, and when the universities projected in the Despatch of 1854, these wants were met, and since their foundations, the colleges have been able to look upon themselves as component parts of an organised system. As described in the Commission of 1882, 'Collegiate education in pre-university period so various in its types, and so changing in its character'... From the foundation of the Universities it became more nearly uniform; and in tracing its history from 1857 to the present date.'[1] Now also the administration system of universities in somewhat it suggested in 1857 with little changes.

Administrative Set-up of the Pre-Universities Colleges

As described in the proceeding section that, when the British occupied the country, higher education was more or less dislocated. A number of English and oriental colleges were established during ~~1871~~ 1781 to 1854. These institutions were quite different from the today's colleges were concerned these colleges were established by the government and control by the government as described in the Progress of Education in India 1897-1902, about the control of the pre-university colleges,

[1]Report of the Indian Education Commission (1882). Pub.: Printed by the Superintendent of Govt. Printing, 1883, Calcutta, p. 262.

that 'Before the incorporation of the universities the various government and aided colleges were under the supervision of the Council or Committees of Education who were entrusted with general control of public instruction in the three presidencies. The committee which supervised public instruction in Bengal between 1828 and 1842 had a great influence on the development. It established several colleges. Government colleges and collegiate school were under its direct control and in general it guided the course of collegiate instruction... When the Committee of Public Instruction gave way to the Council of Education a number of the Government Colleges were removed from its superintendence, but several were afterwords restored to it. In 1843, after the formation for North-Western Provinces, the college at Agra, Delhi and Banaras were placed under the control of the Lietunent-Governor.

In Madras, the only government institution for higher education which existed be the year 1857 was the so called 'Madras University.' This institution was a high school rather than a college and was controlled by the council of education which was established in the year 1895.

In Bombay Province, the Poona and Elphistone Colleges were under the supervision of the Board of Education.'[1]

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[1]Review : Progress of Education in India - 1897-98, 1901-02, Vol. I. Pub. Calcutta Office of the Superintendent of Govt. Printing, India, 1904, Para 104, p.46.

The development of institution of higher education in the modern period as mentioned previously established when the Calcutta Madrasah was founded, consequently from that year onward by different agencies with different motives higher education institutions were established. But there was not a clear-cut policy or system of education, and administration set-up for the higher education upto 1854.

Reasons for the creation of University :

As mentioned in the previous sections that Indian collegiate education was started many years before the foundation of the university, but it was the success of these institutions, and the facility with which their students acquired a higher education, on western lines, which led to demands for the creation of a university having power to grant degrees. 'The Bengal Council of Education in October, 1845 submitted a proposal for the establishment of the university at Calcutta on the model of the University of London.'[1] Under the Secretary of Bengal Council of Education, Dr.F.J.Mount'[2]. About internal and external administrations of the University, the Bengal Council of Education made the following suggestions in the plan of the Calcutta University. About the importance to establish the University at Calcutta the committee pointed out that, 'The present advanced state of education in the Bengal Presidence,

[1]Report of Indian University Commission, 1902-04. Pub.:Calcutta, Superintendent, Govt. Printing, p.6.

[2]S.N.Mukerji: History of Education in India (Modern Period), Acharya Book Depot, 1961, p.39.

with the large and annually increasing number of highly educated pupils, both in public and private institutions, render it not only expendient and advisable, but a matter of strict justice and necessity, to confer upon them some mark of distinction, by which they may be recognised and enlightened minds, capable from the literacy and scientific training they have undergone of entering at once upon the active duties of life; of commencing the practical pursuit of learned professions including in this description the business of instructing the rising generation; of holding the higher offices under government open to natives, after due official qualification, or of taking the rank in society accorded in Europe to all members and graduates of the Universities.'[1]

So the committee suggested that 'the only means of accomplishing this great object is by the establishment of Central University, armed with the power of granting degree in arts, science, law, medicine and civil engineering, incorporated by a special Act of the Legislative Council of India, and with privilages enjoyed by all chartered universities in Great Britain and Ireland.

After carefully studying the laws and Constitution of the universities of Oxford and Cambridge, with those of the recently established University of Oxford and Cambridge, with those of the recently established University of London, the latter alone

[1] M.R.Paranjape : A Source Book of Modern Indian Education, 1797 to 1962; Macmillan and Company Ltd., Bombay, 1938, p.70.

appears adopted to the wants of the native community.

This University was incorporated by Royal Chapter, dated the 5th of December, in the first year of the reign of Queen Victoria, under writ of Privy Seal, Constituting the persons named, a Chancellor, Vice-Chancellor and Fellows, one body politic and corporate by the name of the 'University of London'. In this charter are the mode of appointing and electing the officers above mentioned, their constitution the Senate of the University, with the power of the University, with the power of granting degrees in arts, science, medicine, etc.

Upon a similar plan, and for the same objects, it is proposed that the University of Calcutta shall consist of a Chancellor and Vice-Chancellor and Fellows.'[1]

The above mentioned proposal for the establishment of a University at Calcutta on the model of London University. Even 'the Governor and Government of India supported the proposal, but the Court of Director considered that it was premature.'[2] But after nine years in 1854, the policy enumerated by Wood's Despatch was realized in the establishment of the University at Bombay, Calcutta and Madras, and in the word of the Despatch, that 'Some years ago we declined to accede to a proposal made by the Council of Education and transmitted to us with the recommendation of your government, for the institution

[1]M.R.Paranjpe : A Source Book of Modern Indian Education, 1797 to 1902; Macmillan and Co.,Ltd., Bombay, 1938,pp.70-71.

~~[2]M.R.Paranjpe : A Source Book of Modern Indian Education, Wood's Despatch, para 24, Macmillan and Co. Ltd., Bombay, 1938, p.82.~~

[2]Progress of Education in India - 1897-98 and 1902.p.47

of an University in Calcutta. The rapid spread of liberal education among the natives of India. Since that time, the high attainments shown by the native student in private institutions, the success of the Medical Colleges, and the requirement of an increasing European and Anglo-Indian population, have led us to the conclusion that time has now arrived for the establishment of universities in India.'[1]

So they agreed with the proposal which had been made by the Bengal Council of Education to established universities on the model of the London University and which were consisting of a Chancellor, Vice-Chancellor and a Senate. And made the following recommendations about university administration.

(ii) The Wood's Despatch 1854 : made the following recommendations, about the university administration :

(i) 'The Council of Education in the proposal to which we have alluded, took the London University as their model and we agree with them, that the form of government and functions of the university are the best adapted to the wants of the India, and may be followed with advantage, although some variations will be necessary in paints of detail.'[2]

(ii) 'The universities in India will accordingly consist of a chancellor, vice-chancellor and fellows, who will constitute a Senate.'[3] About the functions of the Senate they suggested that,

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[1]M.R.Paranjape :A Source Book of Modern Indian Education - 1797 to 1902, Macmillan and Co. Ltd., Bombay, 1938, p.82(Wood'd Despatch, Para

[2]Ibid., p.82 (Para 25)

[3]Ibid., p.82 (Para 25)

'The Senate will have the management of the funds of the universities, and frame regulations, may be held in the different branches of Arts and Science by examiners, selected from their own body, or nominated by them.'[1]

The functions of the universities were described as, 'the function of universities will be to confer degrees upon such persons as, having been entered as candidates according to the rules which may be fixed in the respect, and having produced from any of the affiliated institutions.'[2]

About the creation of universities at Presidency town, and universities governing body, they suggested that, 'we desire that you take into consideration the institution of University at Calcutta and Bombay. Upon the general principles which we have explained to you, and report to us upon the best method of procedure, with a view to their incorporation by Acts of Legislative Council of India. The Officer of the Chancellor and Vice-Chancellor will naturally be filled by persons of high status who have shown an interest in the cause of education; and it is in connection with the universities that we propose to avail ourselves of the services of the existing Council of Education at Calcutta and Board of Education at Bombay. We wish to place these gentlemen in a position which will not only mark our sense of the exertions which they have made in furtherance

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[1]Ibid,(Wood's Despatch, 1854, para 25) - M.R.Paranjape : A Source Book of Modern Indian Education - 1797 to 1902,Macmillan and Co.,Ltd.,Bombay,1938-p.82 (Para 25)

[2]Ibid.,p.82 (Wood's Despatch - 1854 - Para 27)

of education but will give it the benefit of their past experience of the subject. ' We propose therefore, that Council of Education at Calcutta, and the Board of Education at Bombay, with some additional members to be named by the government, shall constitute the Senate of the University at each of those presidencies.'[1]

Implementation of the Wood's Despatch's Recommendations : Establishment of Universities at Calcutta, Bombay and Madras :

As Wood's Despatch 1854 directs in above mentioned recommendations that universities should be established at Calcutta, Bombay and Madras, and as mentioned about the universities administration, as per Paragraph 33, explains the nature of the constitution contemplated that these all universities were to be modelled on the London University which was than an examination body. Their Senates were to consist of Chancellor, a Vice-chancellor, and Fellows - all of whom were to be nominated by government.

The Government of India accepted the proposal of the Wood's Despatch (1854), and 'appointed a committee to workout the details of a scheme in accordance with the outline sketched by the Court of Directors. In order to secure uniformity in important matters of principle the Governor General in Council directed that the committee should frame a scheme for

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[1] M.R.Paranjape : A Source Book of Modern Indian Education - 1797-1902; Macmillan and Co. Ltd., Bombay, 1938, p.84 (Para 33, Wood's Despatch, 1854).

all the three universities. While recognizing that local circumstances would necessitate modifications, the Government of India considered it essential that legal status and authority of each university should be the same.'[1]

As described the Commission 1902, that 'the Government of India reviewed the proceeding of the Committee in a Resolution, dated 12th December 1856, after approving the recommendations they proceeded to consider the steps to be taken for the speedy establishment of the proposed university. The draft of the Bill of Incorporation, which had been generally approved by the Governor General in Council was placed in the hands of Sir James Colvile.'[2]

In 1857, the Acts of Incorporation passed by the Government of India for the establishment of university at the three presidencies town, Calcutta, Bombay and Madras. The three Acts were identical as administrative set of these universities except for a few changes of a local nature. In short as these acts were quoted in the Indian universities commission (1902) as follows :

According to the recommendationsthe Calcutta University Bill was introduced by Sir James Colvile, and Bill was placed in the Legislative Council of India as Act II of 1857.

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[1]Report of the Indian Universities Commission - 1902-04., Pub. Calcutta, Superintendent, Govt. Printing, India, p.3.

[2]Ibid. p.4.

(i) About the constitution of the University of Calcutta as mentioned in Bill, that, 'the Senate, as constituted by the Act of Incorporation, as composed of the Chancellor, the Vice-Chancellor, nine ex-officio Fellows, and 29 Fellows appointed by name, Taking the list as a whole; we find that it includes two judges, two representatives of the Bar, five accelesiaties, two Directors of Public Instruction and two Inspectors of School, five medical men, and five military officers, taken mainly from the scientific services. Seven of the Fellows appear to have been heads of colleges, and all colleges situated in Calcutta were represented on the Senate. The intention of all legislature obviously was to create a body of competent advisers on questions relating to higher education and to give adequate and carefully balanced representation to the various studies and interests concerned. It was provided that the total number of fellowss should not be less than 30.'[1] And, 'the Governor-General of India should be the Chancellor and members of the Senate of Calcutta University.'[2]

(ii) 'Act XXII of 1857, which incorporates the University of Bombay, is framed on the same model as the Calcutta Act above cited. The original Senate included 11 ex-officio fellows and 18 appointed by name, and it was provided that the total number should not be less than 26.'[3]

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[1]Report of the Indian Universities Commission, 1902-04, Calcutta, Superintendent, Govt. Printing, India, p. 4

[2]Ibid., p.4

[3]Ibid., p.4.

(iii) 'Act XXVII of the same year, by which the University of Madras was incorporated, was also in substance identical with the Calcutta Act. There were eight ex-officio Fellows, 33 others were appointed by name; it was provided that the total number should not be left less than 30.'[1]

All these three above mentioned Acts were identical in their provisions, except for variations necessitated by local conditions, and were constituted on the lines of London which then was a purely examining body and admitted to its test only students from affiliated institutions. As J.P.Naik and Nurullah have mentioned that all these ' Universities were known 'Affiliated types of universities. And colleges were spread all over the Provinces.'[2]

Administration of Three Universities

As the administration and constitution of the university as described in the Incorporation Acts in 1857, as Chancellor, Vice-Chancellor, Fellows, Senate or Court Syndicate (Executive body). According to the 'anticipations of action of the legislature the Governor-General-in-Council declared that Governor-General of India and Governor of Bombay and Madras should be the Chancellor of three universities and appointed the Vice-Chancellor and members of the Senate of the Calcutta University. It was

[1]Report of the Indian Universities Commission - 1902-04, Calcutta, Superintendent, Govt. Printing, p.4.

[2]J.P.Naik and Nurullah: A Students' History of Education in India (British Period), Macmillan and Co., Ltd., Bombay, 1943, p.223.

left to the Governors of Madras and Bombay to appoint the Vice-Chancellors and Fellows of these universities.

Governing Bodies of the University

About the internal administration and constitution by the Act of 1857 as follows :

(i) Chancellor : The head of the Government namely the Governor-General in Bengal and the Governor of Bombay and Madras were respectively the ex-officio chancellors of the Calcutta, Bombay and Madras. They nominated the Vice-chancellor and Fellows of the universities.

(ii) Vice-Chancellor and Fellows : Vice-chancellor appointed by the Chancellor, who were honorary officers was for a period of two years at a time, while the other Fellows were nominated for life.

(iii) Senate or Court : As mentioned in above section that the Senate of the University consisted of Chancellor, and Fellows, both ex-officio or ordinary, fellows as representative in the Senate were nominated for life. The Senate was empowered by the Act.

About the functions of the Senate the J.P.Naik and Nurullah as described about Bombay University Act as follows :

'The Senate was empowered by the Act -

(a) to have the entire management of a Superintendence over the affairs, concerns, and property of the university;

(b) to make and after any bye-laws or regulations regarding 'the examination for degrees and the granting the ... and touching the qualification of the mode and time of convening the meetings of the Chancellor, Vice-chancellor and Fellows;

and in general touching all other matters whatever regarding the university. All such bye-laws and regulations required the previous approval of the Governor-in-Council;

(c) to hold examination, charge fee for the same and confer degrees;

(d) to appoint or remove all examiners, officers and servants of the university; and

(e) generally the Act in such manner as shall appear the purpose intended by the university ;
Act also prescribed the condition for admission to the university degree.'[1]

(iv) Syndicate or Executive Body : In the universities upto 1902, it was customary to have a small executive body called Syndicate 'consisting of the Vice-chancellor and a small body of the Fellows - 8 at Madras, 14 at Bombay, 10 at Calcutta, 19 at Allahabad, 20 at Lahore (present Pakistan), the elected members being chosen in certain proportion by the Faculties at Allahabad by the Senate. Annual election is the rule except at Allahabad, where their term is three years. There are no ex-officio Syndics, except at Allahabad... At the other universities the Director of Public Instruction is usually elected to the Syndicate as one of the representatives of the Faculty of Arts.'[2] The Syndicate to entrust it with the details of the day-to-day administration. But it is significant

[1]J.P.Naik and Nurullah : A Student History of Education in India (Modern Period), Macmillan and Co. Ltd., Bombay, 1943, p. 223.

[2]Report of the Indian Universities Commission, 1902, Calcutta, Superintendent Govt. Printing, India, p. 12.

that the Incorporation Act of 1857 marks no mention of the Syndicate and give all power to the Senate only. The Syndicate received no statutory recognition in the Acts of 1857.

(v) Board of Studies : In these universities there was a Board of Studies as described in the Commission 1902 that 'the Constitution of Boards of Studies there is at present a diversity of practice. Madras 14 Boards, appointed by the Syndicate from among the Fellows... At Bombay there are no Board of Studies, Calcutta has 10 Boards.'[1] The functions of these Boards were as follows :

'(a) to recommend text-books;

(b) to frame sample question paper for the guidance of examiners;

(c) to consult with specialists and to advise on questions referred to the faculty for opinion,

(d) to revise courses of study,

(e) to consider and determine objections raised by candidates or by the principal of any recognised institution to questions set at any examination.'[2]

And these 'Board of Studies are advisery bodies usually appointed by the faculties and submitting their recommendations to the Syndicate. Each of the principal branches of knowledge studied at the university is represented by a board of studies, and thus each university has fifteen or twenty of these boards.'[3]

[1]Report of the Indian Universities Commission-1902. Calcutta Superintendent Govt. Printing, India, p.11.

[2]Ibid.

[3]Review : Progress of Education in India-1902-07. Vol.I. Calcutta, Government Printing, 1909,p.14.

as mentioned in previous section.

For the internal control or administration of the University these governing bodies were constituted. Since they exercise the various powers as described in the above section, 'have a free hand regarding standards and examination of the students, in school and colleges,'[1] that these universities were autonomous or free from external control or government control regarding internal administration of the university.

But there was indirect control of the government, ' A university is kept in touch with the Department of Public Instruction by the presence of the Director ex-officio and other members of the educational councils. Its relations with the government is secured in various ways - the head of the administration is ordinarily the Chancellor where there is council government the members of the council are included in the Senate... and government possesses various power such as sanction of regulation.'[2] And even all universities were established by the Government and these directly controlled by Government, as seen above, the Senate's fellows were nominated by the Government indirectly. So the three universities were established in India according to the recommendation of the Wood's Despatch (1854)

Due to the increase in numbers of candidates, the Punjab and Allahabad universities were established on the lines of the

[1]Review : Progress of Education in India - 1912-1917, Seventh Quinquennial Review, Vol.I, Calcutta, Superintendent, Govt.Printing India, 1918, p.43

[2]Ibid., p.43.

three old universities in 1882 Punjab University and in 1887 Allahabad University.

The Indian Education Commission - 1882

The next Commission which was appointed in 1882 known as the Indian Education Commission, to review the working of the policy enunciated in Wood's Despatch (1859). The Resolution appointing the Commission had stated that it would, ' not be ne necessary for the Commission to enquire into the general working of the Indian universities, which are controlled by Corporations composed of representatives of all classes interest in collegiate education.'[1] So the Commission did not make any recommendation regarding university administration. Bit it made several recommendations about the arts colleges and secondary education. The recommendations of the Commission were accepted by the Government of India. The general policy recommended could, therefore, have material bearing upon the development of university education. And there was rapid expansion of higher education and the rise of colleges which or wholly on fees led to problems, because 'a great expansion of secondary education. But as there was no provision of varied courses at the upper secondary stage, most of the pupils in secondary schools prepared themselves for the Matriculation examination. Moreover the Matriculation joined the colleges, the number of students seeking

[1] S.R.Dongerkery : University Education in India; Manaktals, Bombay, First Ed., 1967, p.42.

admission to colleges increased.'[1] Due to the great demand of the university education led to the problems for the university administration. Because there was only five universities in India. So this created the problems which had to be tackled by the government, and in 1902 a Commission was appointed, during Lord Curzon's Viceroyalty.

(iii) From the Indian Universities Commission to the Calcutta University Commission (1902-04 - 1917-19)

The next important landmark in the history of university education in India was the appointment of the Indian Education Commission in 1902, by a Resolution of the Government of India in the Home Department, dated the 27th January 1902, it was intimated that Governor-General-in-Council concurrance of His Majesty's Secretary of State for India,' to appoint a Commission, to ac inquire into the condition and prospects of the universities established in British India to consider and report upon any proposal which have been or may be made for improving their constitution and working, and to recommend to the Governor General in Council such measure as may tend, to elevate the standard of university teaching, and to promote the advancement of learning.[2]

The universities commission - 1902 was the most important document, as university administration was concerned.

The report of the commission was primarily an administrative

[1] J.P.Naik and S.Nurullah : A Student's History of Education in India, (During British Period), Macmillan & Co., Ltd., Bombay, 1943, p. 23

[2] Report of the Indian Universities Commission-1902-04, Calcutta Superintendent, Govt. Printing, India. p. 1.

measure which aim at improving the administration of the universities by recognizing their Senates and Syndicate, strict conditions of affiliation and making grant-in-aid dependent upon periodic inspection.

Reasons of the Appointment of Indian Universities Commission-1902

There were several reasons for appointment of the Commission, some of them are given below :

As described by J.P.Naik and Nurullah, 'the problem of university reform began to dominate Indian educational thought. This was due to the following reasons :

(i) Firstly, there was a growing feeling that the system of university organisation was unrevised since 1854.'[1] And another matter was left untouched by the Commission of 1882 also.

(ii) 'Secondly had been subjected to a very severe strain on account of extraordinarily rapid development of secondary school and colleges that had taken place in 1882.'[2] 'The growth was marked by an increase in the number of their colleges and students. As against 27 colleges in 1857, there were 75, in 1882 in all the three universities.'[3] And even the Calcutta University Commission of 1917-1919 mentioned that, 'the policy of 1882 had encouraged the rise of numerous underdowned colleges, dependent upon the fees, students, and therefore tempted to admit all comes

[1]J.P.Naik and S.Nurullah : ~~A Student~~ History of Education in India, Macmillan & Co., Bombay, 1943,p.241.

[2]Ibid.-p. 241

[3]S.R.Dongerkery : University Education in India, Manaklats, Bombay, 1967,p.41.

without limit or inquiry; (it also encouraged the growth of the private enterprise) and at the sametimes the Commission of 1882 had not suggested, and indeed had no powers to suggest any means of strengthening the control of the university over the colleges. In fact university control had become less instead of more efficient, owing to the change in the character of the Senate and the increase in its number.'[1] Due to these reasons, ' the universities were not able to carry on their duties efficiently and were almost at a breaking point owing to a rapid expansion of college and secondary education during the preceding twenty years.'[2] (From 1882 to 1902).

(iii) There was another reason for the appointment of such Commission, 'The London University, which had served as a model to Indian universities, which was recognised in 1898. Hence it was considered worthwhile to reform its Indian editions also.'[3] The London University Act of 1898, in its report pointed out about the supreme governing body of the university that, 'it was contention that supreme governing body of the university called, in London as in India, the Senate ought not be too large.'[4] Similarly there was a defect in the governing body of the universities in India also. As quoted in the report of the Calcutt

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[1] The Report of the Calcutta University Commission, 1917-1919, p.1

[2] S.N.Mukerji: History of Education in India (Modern Period), Acharya Book Depot, 1961.p.185.

[3] Ibid. p.185.

[4] The Report of the Calcutta University Commission, 1917-1919, Vol.I, Calcutta, Superintendent, Government Printing, India, p.65.

University Commission (1917-1919) that 'the governing bodies of the universities were ill suited to the complicated and exacting work they had to perform. No limit (in the University Acts of 1857) had been placed upon the membership of the supreme body (Senate), the Senate in which all powers were vested, the Senater (Fellows) of all the universities had consequently be swollen by very numerous nominations of men who were appointed by government.'[1]

So about the administrative body called Senate of the Universities the Act of 1857 placed no upper limit on the number of persons the Chancellor could nominate as fellows. The fellows were to be appointed for life and not for a specific period. The nomination of new fellows only swelled the total membership of the Senate (Table 6.1) . The number of Indian members in the Senate was very small.

The numerous nominations by government often on the ground of their capacity for or interest in academic work, Actually, in their origin, intended to be bodies of persons qualified to advise and to exercise control in education matter, but they failed in this.

Table : 6.1 : The Formation or Constitution of the Senate before the 1902 Commission.[2]

		Numbers
'1 Calcutta University	..	181
2 Bombay University	..	296
3 Madras	..	198
4 Punjab	..	136
5 Allahabad	..	112'

[1]The Report of the Calcutta University Commission 1917-1919 (Selected chapter of the Report), Calcutta, Supdt. of Ptg., India, 1921, p.115.

[2]Progress of Education in India - 1902-1907, Vol.I, Calcutta, Superintendent, Govt. Printing, India, p.8., 1909.

As above table indicates that the membership of the Senate of all the five universities unwieldly increase e.g. as Bombay University as it rose from 39 in 1857 to 296 in 1902 and same way in other universities also, 'The unwiedly Senate, consisting of a majority of nominated members and with a nominal representation of teaching element, was unsuitable to the existing and complicated work it was required to perform.'[1]

(iv) About the Syndicate or the Executive Body of each university, it is customary to have a syndicate body. The syndicate was not a statutory body in the five universities, and it came into existance not by any statue but by the Senate, and its decisions were subject to revision by the Senate. It mainly concerned itself with details of the day-to-day administration of the university. As about the constitution of the Syndicate as described by the Commission (1902), that 'the Syndicate' consisting of the Vice-Chancellor and small body of the Fellows... the elected members being chosen in certain proportion by the Faculties... There are no ex-officio Syndics, except at Allahabad... At the other universities the Director of Public Instruction is usually elected to the Syndicate as one of the representatives of the Faculty of Arts.'[2]

(v) The Vice-chancellor appointment was honorary officers, was for a period of two years at a time.

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[1]S.N.Mukerji : History of Education in India (Modern Period), Acharya Book Depot, Baroda-1961, p.170.

[2]Report of the Indian Universities Commission, 1902, p.12.

(vi) Sixth reason was that upto 1902 the main work of the universities was one of growth in the number of colleges and students, but no other new university was established till 1882.

(vii) And university remained purely affiliating bodies (The universities created by the Act of 1857 were known as affiliated types of universities) made it their main function to conduct examinations and regulate the admission. The actual teaching was carried out in affiliated colleges, which were scattered through the area, over which each university had justification and the functions of the universities were limited to affiliation and examination. There was not any relationship among them, and their was no limit for the jurisdiction on the affiliation, so the colleges were spread all over the provinces in India.

And as a result of these reasons Government of India appointed the Indian Universities Commission, on 27th January 1902. The Commission submitted its report in the same year, the report was highly technical and a lengthy document. As pointed out by J.P.Naik and Nurullah, 'the Commission adopted the model of London University as modified by the Act of 1898.'[1]

The changes suggested in the Act of 1898 were as follows : (i) the first was the assertion that every university ought to be a teaching university; (ii) the second was the principle that no college should be allowed full privileges, unless it was thoroughly well staffed and equipped. (iii) The third was the

[1]J.P.Naik and Nurullah : ~~A Student~~ History of Education in India, during the British period), Macmillan and Co. Ltd., Bombay, 1943, p. 242.

principle that teachers must always be intimately associated with the goverance of the university. (iv) The fourth was the contention that the supreme governing body of the university - called in London as in India, the Senate - ought not to be too large.'[1] On similar lines Indian universities Commission (1902) made the following recommendations :

Recommendations of the Indian Universities Commission - 1902 :

About the university administration, the Commission suggested a reorganisation of the university government or governing bodies of the university and made the following recommendations :

As in the words of the Commission, 'we have recommended certain changes in the constitution of the universities, and we have expressed the opinion that these changes do not involve the repeal of the existing Acts of Incorporation. The legislature may give effect to our proposals by passing a general Indian Universities as supplementing and amending the Acts of Incorporation. If such a measure be framed in accordance with our recommendations and suggestions will be in substance as follows:[2]:

(a) Senate :

(i) About the Senate the Commission recommended that ' the authority by which Fellows are now appointed should be empowered to nominate a new Senate. The governing body should be recruited mainly or partly from the existing fellows, but the number should not exceed a maximum, to be fixed by statutory rule.'[3]

(during the British period)

[1] J.P.Naik and Nurullah: ~~A Student~~ History of Education in India, Macmillan & Co.,Ltd., Bombay, 1948, p. 242

[2] Report of the Indian Universities Commission-1902, Calcutta, Superintendent, Government Printing, India, p.55(9)

[3] Ibid., p.9(57).

'One hundred would be a suitable maximum number for the three older universities, unless Madras should find a smaller number to be sufficient, and sixty would be sufficient in the case of Allahabad and Punjab . These numbers do not include ex-officio fellows.'[1]

(ii) Before the Commission, the Fellows from the faculties were distributed according to votes for the Senate, the Commission suggested that, 'Power should also be taken for the constituted authority to distribute according to faculties.' ?

'Power should be in each university a Faculty of Arts, representing languages, philosophy, and History, and a Faculty of Science representing the observational and experimental science.'[2]

'The proportionate numbers to be assigned to the several faculties need not be the same in all cases. When 100 is the maximum, (No limit had been placed upon the membership of the Senate in the Acts of 1857), Arts may have 30 Fellows, Science, Law and Medicine 20 each and Engineering 10.'[3]

(iii) About the election of fellows, the suggested that 'In the three older universities permission to elect fellows has been conceded to certain graduates, and in each of the two junior universities the Act of Incorporation provides for the election of fellows by Senate, these privileges are highly

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[1]Report of the Indian Universities Commission-1902, Calcutta Superintendent, Government Printing, India.p.92.

[2]Ibid., p.9(57)

[3]Ibid.,p.9.

valued, and we propose that they should be retained and confirmed by statute.'[1]

(iv) About the tenure of the Senate the Commission suggested that, 'we propose that appointments to the new Senates should be for the five years. On the first nomination, the constituent authority may be empowered to impose a time limit, ƃ not exceeding five years, and in this way, it may be arranged that in each year one fifth of the appointed and elected fellows shall vacate their places. (as mentioned previously in the Incorporation Act of 1857, the Fellows were to be appointed for life not for a specific period). All appointments should be made on the clear understanding that the person appointed undertakes to attendance required, it is only right that the travelling expenses of members residing at a distance should be paid. Power may be taken to remove the names of those who, by change of residence or otherwise, have ceased to be able to take part in university business.'[2]

(v) As regards the election of the Senate in the Commissions opinion that, 'we think that, be taken to regulate elections and in the case of elections, the qualifications of the electors and of the persons to be proposed as candidates. The electors should be graduates of five, and the persons elected graduates of ten years standing. There should be power to cancel the election of a candidate if the constituent authority is convinced that canvassing has been used on his behalf.'[3]

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[1]The Report of the Indian Education Commission-1902-04. Calcutta, Superintendent, Government Printing, India, p.9(57)

[2]Ibid., p.9.

[3]Ibid., p.58.

(vi) 'Existing Fellows, not appointed to the Senate, should be permitted to retain the honorary distinction of a Fellowship. Where the Fellows have the right to elect a member of a local legislative council or of any Municipal body, all existing fellow should be privileged to vote in the election.'[1]

(vii) 'The distinction of an Honorary Fellowship may in the future appropriately be conferred on benefactors and others who have deserved well of the University.'[2]

(viii) 'No Fellowship in future be conferred merely by way of compliment.'[3]

(ix) About the composition of the Senate the Commission suggested that 'the Senate should be composed as to give due weightage to the opinion of the following classes of persons :

(a) University and college teachers, especially heads of colleges.

(b) Persons distinguished by their attainment in any branch of learning and qualified to take part in university business.

(c) Representative members of the learned professions.

(d) Representatives of government.'[4]

(x) 'We conceive that a Senate, reconstituted as proposed above, will be adequate to the duties imposed, ~~will be~~ upon it.

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[1]The Indian Universities Commission-1902. Calcutta, Superintendent Government Printing, India, p. 58.

[2]Ibid. p. 58

[3]Ibid. p. 58

[4]Ibid. p. 58.

It will be large enough to secure a formal debate and the expression of a considered opinion on the question of principle. At the same time, it will be, in the main, a body of experts, and it will be protected against the incursion of voters who are brought togather in large numbers only by the prospect of a election or by a debate on some question which has been agitated out of doors.'[1]

(xi) 'No voting by proxy should be permitted in the Senate. We have considered a proposal to require a two-thirds majority for the repeal or alterations of a Regulation, but in as much as the sanction of Government is required in such cases. We do not think the proposed rule necessary.'[2]

(b) Syndicate :

Another important change suggested by the Commission was that the Syndicate should be given a Statutory recognition. The Commission made the recommendation in the following words :

(i) ' The Syndicate would be recognised as the executive authority of the university, and Vice-chancellor as its Chairman.'[3]

Constitution of the Syndicate :

(ii) 'the Syndicate should not be a large body. We would place the minimum number at 9, including the Vice-chancellor and the maximum at 15.'[4]

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[1]The Report of the Indian Universities Commission - 1902, Calcutta: Government Printing. p.10.

[2]Ibid. p.10.

[3]Ibid. p.55.

[4]Ibid. p.12.

(iii) 'We propose that the Director of Public Instruction should be an ex-officio member and Vice-chancellor of the Syndicate. Except in this case, we are not in favour of ex-officio appointments.'[1]

(iv) 'The Syndicate should be truly representative of the colleges and professional stagg by which the practical work of the university is carried on... which would secure a closer relationship between the colleges and the administration of the university.'[2]

(v) 'the Syndicate to be elected by the Senate, the Syndics being chosen, subject to proper rules of nomination and election, in certain proportions to represent the several faculties; the representatives of each Faculty to include one or more Heads or professors of colleges, according to the following rule, where not more than two members of the Senate are elected to represent a Faculty, one at least shall be a college Head or Professor; where than two are thus elected, at least shall be colleges Heads or professors in that Faculty.'[3]

(vi) Legislation of the Syndicate : If legislation is undertaken, we propose that the Syndicate should be recognised by laws as the executive authority of the university be recognised by law as the executive authority of the university and that some of its powers should be exercised independently of the Senate. It is, we think, undesirable that (a) appointments made by the Syndicate, (b) decisions in regard to affiliation and disaffiliation of colleges, and (c) exemptions from examination rules, should be reviewed in the Senate.'[4]

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[1] The Report of the Indian Universities Commission-1902, Calcutta, Superintendent, Govt. Printing, India, p.12.

[2] Ibid. p.12.

[3] Ibid. p.12.

[4] Ibid. pp.12-13.

(c) Registrar and Staff :

Before the recommendations of the Commission, the Registrar was not whole-time officer of the universities. So the Commission suggested that, 'that in each university the Registrar should be a whole-time officer; that he should be appointed by the Senate, under proper rules of appointment and with the approval of government; that his service should be pensionable, and that his pay should be such as to secure the services of a person of high academic standing. In case of misconduct or neglect of duty, he should be liable to dismissal by the Syndicate, with the sanction of the government. We suggest that the power of dismissal should be vested in the Syndicate which is a small body and better qualified, in our opinion, than the Senate can be to decide any dispute question of fact. When the Registrar is absent on leave, the Syndicate should have power to make an officiating appointment. No officiating appointment should be reviewed or discussed in the Senate.'[1]

(d) Boards of Studies :

(i) 'The Senate, subject to proper rules of nomination and election, should appoint such Boards of Studies as it thinks necessary from among its own members.

(ii) No book should be recommended by a Board, unless on the written report of some competent person who has read it.

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[1]Report of the Indian Universities Commission-1902; Calcutta, Superintendent, Government Printing, India. p.13.

(iii) Questions relating to examination papers may be referred to the Board, but the Punjab rule requiring all objectives to be so referred is unsuitable. Such objections ought to be laid before the Syndicate which should be free either to dispose of them or to refer them to the Board.'[1]

(e) Rector :

A new post as a Rector was suggested by the Commission for the Calcutta University as, 'the Lieutenant-Governor of Bengal would be created Rector of the University of Calcutta, with precedence next to the Chancellor, but without prejudice to the right of the Vice-chancellor to preside at meetings of the Senate.'[2]

(f) Recommendations of Teaching Universities :

The Commission (1903) suggested that the universities should carry out the teaching functions within the defined limits. Because elder universities were purely examining bodies and drew their candidates for different examinations from affiliated colleges and schools, so the Commission suggested that 'the legal power of the older universities should be enlarged so that all the universities may be recognized as teaching bodies. Undergraduates should be left in the main to the colleges but the universities may make better provision for advanced courses of the study and may appoint their own lecturers, provide libraries and laboratories, and see that

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[1]Report of the Indian Universities Commission-1902; Calcutta Superintendent, Government Printing, India, p. 59.

[2]Ibid., p. 55.

residential quarters are maintained for students from distance.'[1]

(g) Local Limits of the Universities :

The Commission (1902) also defined the local limits of the five universities, because the colleges of the five universities, those were affiliated to these universities were scattered over a wide afea. The commission suggested that,

'(i) the local limit of each university should be more accurately defined than they now are. Steps should be taken to remove from the Calcutta list the affiliated colleges in the Central Provinces, the United Provinces, the Punjab, etc. The Central Provinces and Central India should be assigned to Allahabad. The colleges in Ceylon which send candidates to Calcutta should be transferred to Madras, unless the colonial authorities are prepared to make more suitable provision for their needs. The arrangement under which the Punjab Government helds university examinations at Lucknow should be reconsidered.'[2]

'(ii) If a college situated within the local limits of a university desires for any special reason to apply for affiliation in another university, its application should be addressed, in the first instance, to the local university, and the application should not be granted unless with the consent of both the Syndicate and the sanction of the government of India.[3]

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[1] Report of the Indian Universities Commission-1902. Calcutta: Superintendent, Government Printing, India, p.57

[2] Ibid.p.57.

[3] Ibid.p.57.

(h) Proposals for New Universities :

The commission rejected the idea of the setting up the new universities, as 'the question of creating new universities (Aligarh, Banaras, Dacca, Patna, Rangoon and Nagpur) should be postponed until the changes now proposed in the constitution and working existing universities have been lasted by experience.'[1]

The above mentioned recommendations of the Commission (1902) were implemented through the Indian Universities Act of 1904. So next section is going to deal with implementation of the recommendations of the Commission (1902) the Indian Universities Act of 1904.

The recommendations of the commission (1902) were implemented through the Act of 1904, the act was known as the Indian Universities Act of 1904, which was based upon the recommendations of the Indian Universities Commission 1902.'The Bill was introduced into Council at Simla on 4th Nov. 1903; it was debated in Calcutta on December 18th, and referred to a Select Committee which reported on 19th February 1904: The Indian Universities Act of 1904, which was based on the report of this commission was primarily an administrative measure which aimed at improving the administration of the universities by reorganizing their Senate and Syndicate, and by prescribing strict conditions of affiliation.

The most important changes which brought by the Act (1904)

[1]Report of the Indian Universities Commission-1902. Calcutta, Superintendent, Govt. Printing, p.57.

in the University administration were as following :

(i) Senates :

The Act of 1904 revised the constitution of the Senates of the Indian universities of a manageable size by reducing their size, the Act recommended that :

(a) 'for the new senates the Act fixed the number of ordinary fellows at a minimum of one hundred (100) for three older universities, and at a minimum of forty (40) and maximum of seventy-five for the two others. The numbers are exclusive of the chancellors, the Vice-chancellor, the Rector of the Calcutta University, and the ex-officio Fellows, who are also members of the Senate. Almost as a consequence of the imposition of a maximum limit to the number of ordinary fellows, the Act limited their tenure of officio to five years.'[1] (Not for the whole life).

(ii) The system of election was introduced by the Act into constitution of the supreme governing body (Senate) for the first time as Act passed that, 'it required that twenty fellows should be elected at three older universities and fifteen at the other two.'[2] The elected element was also too small, besides being subject to the approval of the Chancellor, who had the power to nominate 80 percent of the ordinary fellows.'[3] Before this the Act of Incorporation of 1857 for no elective element in the Senate, the whole of which was to be either ex-officio

[1]Progress of Education in India : 1902-07, Vol.I. Calcutta, Superintendent, Government Printing, India, 1909, p.8.

[2]S.R.Dongerkery : University Education in India, Manaktals; Bombay, 1967, p.39.

[3]J.P.Naik & S.Nurullah: A Students' History of Education in India (1800-1961), Macmillan & Co. Ltd., Bombay, 1962, p.219.

or nominated fellows.

The recommendations were implemented as described in the Review of the Progress of Education in India - 1902-07, that 'for the first exercise of the rights of voting and of nomination, so as to bring the new Senates into existance and lead upto the declarations which were to be published in the Gazettee of India of the due constitution of the bodies corporate, the Act contained special transitory provisions. The practical result was that the Senates of the several universities were called into being in the order given below for each university.

Calcutta :

Elected by elected fellows ...	5
Elected by Masters of Arts, holders of a higher degree, or B.A.'s of before 1867 ..	5
Nominated by Chancellor	64
Elected by the above, as by faculties ...	10
Total	84

Bombay :

Elected by the elected Fellows ...	5
Elected by graduates of 10 yearss' standing and those who had obtained the highest degrees in any faculty ...	5
Nominated by the Chancellor ...	80
Elected by the above, as by faculties ...	10
Total	100

Madras :

Elected by the elected fellows	...	5
Elected by registered graduates	...	5
Nominated by the Chancellor	...	50
Elected by the above as by faculties	...	10
Total	...	70

Punjab :

Nominated by the Chancellor	...	50
Elected by the above	...	10
Elected these 60, as by Faculties	...	5
Nominated by the Chancellor	...	10
Total	...	75

Allahabad :

Nominated by the Chancellor	...	45
Elected by the elected fellows existing at the commencement of the Act	...	5
Elected by the Fellows newly nominated	...	5
Elected by the above, as by faculties	...	5
Nominated by the Chancellor	...	15
Total		75 [1]

Two fifths of the ordinary fellows had t persons following the teaching profession. The new Senates formed under the Act was more compact bodies, than those previously existed.

[1] Progress of Education in India - 1902-07, Vol. I. Calcutta, Superintendent, Government Printing, India-1909, pp.9-10.

As mentioned above the size of the Senate was limited. It was prescribed that the number of fellows of a university should not be less than 50 and not more than 100.'[1], 'Government nominated about 80 percent of the members of the Senate and remainder are elected by the Senate or its faculties or by the body of graduates of the university.'[2]

(a) The fellow of the Senate 'should hold his office for a period of five years instead of life.'[3]

(b) 'The member of elected fellows was fixed at 20 for the older universities and 15 for the other two.'[4]

(iii) Syndicate :

The next important change introduced by the Indian universities Act of 1904, according to the recommendation of the Commission (1902) was to give a statutory recognition to the Syndicate with adequate representative of the university teachers on them, as described by J.P.Naik and S.Nurullah about the constitution of the Syndicate that Section 15 of the Act was as under :

' 15(1) The executive government of the university shall be vested in the Syndicate, which shall consist of :

(a) Vice-chancellor as chairman.

(b) The Director of Public Instruction for the province in which the head quarters of the university are situated; and in the case of the University of

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[1]S.N.Mukerji : History of Education in India, (Modern period). Acharya Book Depot, Baroda, 1961, p.188.

[2]Progress of Education in India-1902-07, Vol.I, Superintendent, Government Printing, India, 1907.

[3]Same as 1.

[4]Ibid., p.189. (Same as 1).

Allahabad, also the Director of Public Instruction of Central Province; and

(c) Not less than seven or more than fifteen ex-officio or ordinary fellows elected by Senate or by the regulation to hold office for such period as may be prescribed by the regulations.

(2) The regulations referred to in sub-section (1) shall so framed as to secure that a number not falling short by more than one of a majority of the elected members of the Syndicate shall be heads of or professors in colleges affiliated to the university.'[1]

Composition of the Old and New Syndicate

AFTER PASSING THE Act of 1904 the composition of the old and new Syndicates is shown by the following table :

Universities	Old			New		
	Ex-Offi-cio	Elected	Total	Ex-offi-cio	Elected	Total
Calcutta	1	10	11	2	15	17
Bombay	5	10	15	2	13	15
Madras	1	8	9	2	10	12
Punjab	1	20	21	2	15	17
Allahabad	7	12	19	3	15	18

The number of ex-officio members was prescribed by the Act, but in the number of elected fellows, the universities had discretion between a minimum and a maximum. The tendency has been

[1] J.P.Naik and S.Nurullah : A Student's History of Education in India, (During British period), Macmillan and Co.Ltd., Bombay-1943, p.247.

to approach the maximum, except at Madras, which has as here before has the smallest syndicate.'[1]

(iv) Another change which was introduced, by the Act of 1904 was 'to provide stricter conditions for the affiliation of colleges to a university and to provide that all affiliated colleges should be periodically inspected by the Syndicate in order to see that a proper standard of efficiency is being maintained.'[2] Affiliation and disaffiliation of college now required government approval. The territorial jurisdiction of a University could now be determined by the Governor General in council.

(v) Through the Act of 1904, the government acquired more powers as introduced by 'the Act was vested in government. Certain powers regarding the regulations to be framed by the Senate. Under the Acts of Incorporation (1857), the sole authority for making regulations was the Senate and government had only the power of veto in as much as all regulations had to obtained the approval of government.'[3] But the Indian Universities Act of 1904 provided that while approving the regulations framed by the Senate, 'the government having power, after consulting the Senate, to make such additions and alterations as they considered necessary and having power to make the regulations if the appointed time should pass without the Senate submitting a draft.'[4]

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[1] Progress of Education in India - 1902-07. Superintendent, Govt. Printing, India, 1909, p.20.

[2] J.P.Naik and S.Nurullah : A Student's History of Education in India, (During British), Macmillan and Co. Ltd., Bombay, 1943, p.247.

[3] Ibid., p.251.

[4] Progress of Education in India -1902-07, Superintendent, Government Printing, India, 1909, p.6.

(vi) Rector : According to the recommendation of the Indian Universities Commission-1902, about the appointment of a Rector of the Calcutta University, The Act of 1904 accepted the proposal, and introduced by the Act. This is held ex-officio by the Lieutent Governor of Bengal, with precedence next after the Chancellor.'[1]

(vii) Territorial Limits : Lastly, under Section 27 of the Act, the Governor General in Council to define the territorial limits of the five universities. As mentioned by N.P.Naik and N.Nurullah that this point was left most in the Acts of 1857 with the result that certain anomalies crept in later on. For instance some colleges were affiliated to two universities. Some others were situated in the jurisdiction of our university but affiliated to other and so on Section 27 of the Act, therefore, laid down that ' the Governor General-in-Council may be general or special order, define the territorial limits within which, and specify the colleges in respect of which, any powers conferred by or under the Act of Incorporation or this Act shall be exercised.'[2]

According to the Section 27 of the Act of 1904, the recommendation was implemented, and ' the Governor General-in-council by notification dated 20th August 1904, defined the territorial limits of the several universities as follows :

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[1] Progress of Education in India-1902-07. Vol.I, Calcutta, Superintendent, Government Printing, India, 1909, p.8.

[2] S.Nurullah and J.P.Naik : History of Education in India (During British period), Macmillan and Co., Ltd., Bombay, 1943, p.251.

University	Territorial Limits Province (including any Native State under its political control and any foreign possession included within its boundiaries)	Native State or Colony
Calcutta	Bengal, Burma and Assam	-
Madras	Madras and Coorg	Hyderabad, Mysore and Ceylon
Bombay	Bombay and Sind, United Provinces of Agra and Oudh and Central Provinces (including Berar and Ajmer-Merwara	Baroda
Punjab	Punjab, North-West Frontier Province and British Balucheshistan	Kashmir [1]

So according to the recommendations of the Indian Universities Commission - 1902, And the Indian Universities Act of 1904, while embodied the main recommendations of the Commission (1902), so according to this the Act was brought into force for different universities and reconstituted the governing bodies of the universities on the following dates :

'Dates of Bringing the Act into Force

Calcutta	...	...	Ist September 1904
Bombay	...	...	18th July 1904
Madras	...	...	9th September 1904
Punjab	...	...	1st October 1904
Allahabad	...	...	1st October 1904.'[2]

[1] Progress of Education in India - 1902-07, Vol.I, Calcutta, Superintendent, Government Printing, India, 1909, p.7.

[2] Ibid.p.7.

So the recommendations of the Commission (1902) and the Act of 1904 as mentioned in the above sections, they brought the following changes in university administration :

(i) The election system was introduced in the Senate on small scale e.g. 20 elected and 80 nominated and admitting the teachers to a share in the governing bodies of the universities.

(ii) Reducing the size of the Senate fellows to a maximum of 100 and a minimum of 50 fellows other than the ex-officio fellows. Due to these changes the new Senate became a more manageable and efficient body than the previous one.

(iii) The Syndicate was given statutory recognition.

(iv) The greater control acquired by the universities over their affiliated colleges by virtue of the conditions of affiliation they prescribed.'[1]

(v) The power of the universities were extended in respect of the control, inspection and affiliation of colleges.

(vi) Also 'the Act was to make government control and supervision over the universities were effective than it had be previously.'[2]

(vii) and lastly the government secured the power of defining the territorial limits of the jurisdiction of each university, which it did not have under the Act of Incorporation of 1857.

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[1] S. R. Dongerkery : University Education in India ; Manaktas: Bombay, 1967, p. 38.

[2] Ibid. p. 39.

(viii) The new post as a Rector was introduced in the University of Calcutta as the Lieutenant-Governor of Bengal would be created Rector.

As the Calcutta University Commission of 1917-1919 point out that, 'the Report of the Commission (1902) therefore, and the Act of 1904 which was based upon it, aimed not at any fundamental reconstruction of the Indian universities system, but a rehabilition and strengthening of the existing system. And just as the Commission of 1882 was excluded from considering university problems so the commission of 1902 was excluded from directly considering school problems : With the result that, equally with its predecessor it was unable to deal with the problems as a whole.'[1]

But on the whole, the Indian Universities Commission (1902) is the most important document as far as Indian University administration is concerned.

Government Resolution on Educational Policy - 1913 (dated 21st February 1913)

Then after the Indian Universities Commission - 1902 came the Government of Indian Resolution on Educational policy in 1913, which was not only related with higher education, which clarified regarding higher education. It indicated that as India would be able to dispense altogether with affiliating universities for a long time. In their resolution of 1913 the Government of India had pointed out the changes inharent in

[1]Report of the University Commission - (1917-1919) : Selected Chapter of the Report. Calcutta, Superintendent of Government Printing, India, year 1921,p.118 (Para 70).

in this unrestricted expansion and suggested that it was necessary to limit the area of affiliation to universities and also to create new teaching and residential universities within each of the provinces.

The Policy of 1913 after the Allahabad University (1887); No new university was created, because the Commission of 1902 imposed the restriction on the creation or establishment of the new university. On the other hand, due to the demand of English and educated persons, there was an unprecendented rise in the number of colleges. Consequently the existing five universities failed to cope with the increased work. So the Government reviewed the situation and as stated in the paras 44 and 45 in the policy of 1913 about the university education and as recommended that, 'Good work which the government of India acknowledged has been the under conditions of difficulties by the Indian universities; and by common consent the universities at 1904 have had beneficial result is still far away from satisfactory in regard to residential organisation, control, the courses of study and the system of examination. The Government of India have accordingly again revived the whole question of university education.'[1]

About the creation of new universities within each of the provinces as suggested in the policy that, 'At present there are only five universities for 185 Arts and professional colleges in British India besides several institution in

[1]Indian Educational Policy-1913, Calcutta, Superintendent Government Printing, India, 1915, p. 34, Para 44.

Native States. The day is probably for distant when India will be able to dispense altogether with the affiliating university. But it is necessary to restrict the area over which the affiliating universities have control by securing in the first instance, a separate university for each of the leading provinces in India, and secondly, to create new local teaching and residential universities within each of the provinces in harmony with the best modern opinion as the right road to educational efficiency.'[1]

Due to the recommendations of the policy, (1913) led to the creation of teaching and residential universities. So seven new universities were established from 1966 to 1920. These universities- Mysore University (1916), Patna University (1917), Banaras Hindu University (1917), Aligarh Muslim University (1920), Dacca University (1920), Lucknow University (1920) and Osmania University (1918), of these Banaras, Aligarh, Dacca and Lucknow Universities were teaching and residential universities, On the same old university administrative set-up.

The above mentioned universities were established due to the Government Resolution on educational policy (1913). But according to the recommendations of the policy as setting-up the university in each of the Provinces was not materialised because of the out-break of the great world war in 1914.

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[1]Indian Educational Policy - 1913, Calcutta, Superintendent, Government Printing, India, 1915,pp34-35, Para 45.

The Calcutta University Commission - 1917-1919

The next important commission which was appointed by the Government of India, was the Calcutta University Commission in 1917. Under the chairmanship of Sir Micheal Sadler, the Vice-chancellor of the University of Leeds.

The terms of reference of the commission was 'to inquire into the condition and prospect of the University of Calcutta and consider the question of constructive policy in relation to the question it presents,'[1] and the commission submitted its report after 17 months in 1919. The Report in 13 volumes gives a critical comprehensive survey of educational problems of Calcutta University, but for the purposes of comparison, it was allowed to study the organisation and working of other Indian universities also.

Reasons for Appointing the Commission - 1917-1919

There were several reasons of the appointment of the Commission. Some of the reasons given below are :

(i) The Act of 1904 rejected the establishment of new universities, and these were only five universities in India, even the government policy of the Government Resolution on Education Policy 1913 suggested the setting up of universities in leading provinces in India, but the suggestion of the policy could not be carried out, only few universities were established as mentioned previously. Due to these reasons the number of colleges and students kept increasing and the work of older

[1] Report of the Calcutta University Commission, 1917-1919 (Selected Chapters of the Report of the Commission-1917-1919), Calcutta, Superintendent, Government Printing, India, 1921).

universities increased or became heavier. But it has been much greater expansion of the Calcutta University other than four universities. As in the Calcutta Universities Commission's words, ' the increase in numbers (students) has everywhere been striking, it has been much greater in Bengal than in any other part of India, nor it is easy to find any parallel to it in any part of the world. The flood of candidates for university training has put so heavy a strain upon the university amd its colleges as to lead almost to a breakdown.'[1] And 'the largest in India controlled in effect almost the whole of education in a province containing over 40 million inhabitants.'[2] And as quoted by S.N.Dongerkery, that 'namely 26,000 (students) Calcutta University was the largest in the world, and that the majority of its students were engaged, in purely literal rather than professional studies.'[3] From 1857 to 1915 a period of 58 years. India had only five universities, they were affiliating and the jurisdiction of Calcutta University was the most extensive. If extended from Punjab in the West to Burma in the east, covering almost the whole of north India.And the number of colleges and students under the Calcutta University was too great to be dealt with, by a Single organisation.

(ii) And it was also felt that the Indian universities were not giving the right type of education, to the directing classes

[1]Report of the Calcutta University Commission-1917-1919: (Selecte Chapter of the Report of the Commission-1917-1919), Calcutta, Superintendent, Government Printing, India, 1921.

[2]Report of Indian Statutory Commission (Interim Report of the Indian Statutory Commission); Calcutta, Govt. of India Central Pub. Bureau, Publication Branch, 1929, p.17.

[3]S.N.Dongerkery: University Education in India, Manaktas, Bombay, 196

and standard of education of the universities were deteriorated. Even the appointment of the Commission strengthened due to the influence from England also.

(iii) The third reason, according to the Acts of 1857 and 1904, which enabled the Government ~~of~~ to exercise greater control over universities, the Calcutta University Commission as remarked that Indian universities were, 'Under the term of the Act in theory, though not in practice, among the most completely governmental universities in the world', and the universities to be mere state departments. And even secondary education,' unduly domination on examination (matriculation)... ... the existing division of authority between the university and the Department of Public Instruction. Because there was no adequate machinery for supervising, guiding and assisting the work of schools in other word, no coherent system of secondary education ~~just~~ yet exist.'[1] So also the secondary education was controlled by the universities.

(iv) The internal administration of the universities was too rigid, and excessive official control, and election element which was introduced in the Senate according to the recommendations of the Act of 1904 was too small, besides being subject to approval of the Chancellor, who had the power to nominate 80 ~~percent~~ of the ordinary fellows and only 20 percent were elected.

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[1]Report of the Calcutta University - 1917-1919 (Selected Chapters of the Report of the Commission, 1917-1919), Calcutta, Superintendent, Government Printing, India, 1921, pp. 55-56.

(v) And lastly in 1916 the Vice-chancellor of the Calcutta University wanted to start post-graduate Departments in Arts and Science, but 'there was practically, no provision so far for the direct teaching by the university,'[1] the university was an affiliated university.

So due to the above mentioned reasons the Calcutta University Commission was appointed in 1917. The report of the Commission was published in 1919 in 5 main volumes and 8 subsidiary, and made the recommendations about the Secondary and University education, 'Problems of Secondary Education were not excluded from its purview and it was expected to study the organisation and working of other universities to help it to formulate the policy of the Calcutta University.'[2] The commission dealt with particularly all problems of university and secondary education and made the following recommendations :

About the transfer of control of the Calcutta University from the Government of Bengal and to leave any further initiative for the reform of the university to be taken by the local government the commission suggested that :

'(a) The Governor-General and the Government of India should cease to stand in the special relationship which they at present occupy in relation to the University of Calcutta. The Imperial Legislative Council should retain responsibility for all legislativ affecting the fundamental Acts of universities; and the Governor-General should assume the office of the visotor of Universities of Calcutta and Dacca, and of any future universities which may in

[1]Report of the University Education Commission 1948-49. Vol. I Pub. No. 606. Ministry of Education: Government of India, 1962, p. 25.

[2]Ibid., p. 26.

be created in Bengal perfoming (with the aid of a special organisation for university work).'[1]

(b) About the functions ~~fo~~ of the Visitor Commission suggested that,

'(i) of advise in regard to the co-ordination of effort with universities of other provinces.

(ii) of giving encouragement and assistance to research and of affording help in the recruitment of teachers.

(iii) We venture to suggest that it would be advantageous if these visitorial functions were similarly exercises overall the universities of British India.'[2]

(c) Further the Commission suggested that, 'the Governor of Bengal should be the Chancellor of the universities of Calcutta and Dacca, and any future universities in Bengal.'[3]

(d) 'The Government of Bengal should take the place of the Government of India in all ordinary dealings between the State and the University in Bengal; though the function of Government in this regard should be in many respects different from what they now are and in particular, should involve much less details of interference in academic affairs then in now the case.'[4]

(e) The Commission (1917-1919) expressed their general views upon the internal administration and organisation of the universitie as follows :

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[1]Report of the Calcutta University Commission 1917-1919 (Selected Chapter of the Report of the Commission, Calcutta, Superintendent, Government Printing, India, Para 3-4.p.162,9,1921).

[2]Ibid., p.162,para 43-45

[3]Ibid., p.163.

[4]Ibid., p.163.

'(i) the regulations governing the work of the universities should be made less rigid and should be classified in accordance with the character of their subject-matter. The classification which we recommended as follows :

(1) The Act made and alterable only the Imperial :

(2) The statues made in the first instance (as a Schedule to the Act) by the Imperial legislature Council, but subsequently capable of being altered or added to by the court of university, subject to the approval of Government of Bengal;

(3) The ordinances made by the executive council of the university, subject to ratification by the court, the Chancellor having the right of veto;

(4) The Regulations, made by appropriate bodies in the University to which such powers are entrusted by statute or ordinances.'[1]

(f) About the appointment of the professorship and readership the commission suggested that, 'A special committee should be constituted for making appointments of professorship and readerships. The committee should include external experts also.'[2]

Dealing with the problems of the Calcutta University the commission suggested the solution after the thoroughly examined the problems of the university and reached the conclusion that size of the University had become abnormally large and that the

[1]Report of the Calcutta University Commission, 1917-1919. Calcutta, Superintendent, Government Printing, India, 1921, p. 163

[2]Ibid., p. 164.

number of students and colleges affiliated to it had increased too much to be efficiently dealt with under a single university.

The Commission put forth three suggestions in this :

'(i) a unitary teaching university should be established immediately at Dacca.

(ii) The teaching resources of the Calcutta city should be pooled togather with a view to the establishment of teaching university at Calcutta; and

(iii) the colleges in the mofussil should be so developed as to make it possible to encourage the gradual rise of new university centres by the concentration of resources for higher teaching at a few points.'[1]

The commission suggested the establishment of unitary teaching University at Dacca, and made recommendations about the principal governing authorities of the university as follows :

'The University of Dacca should be established as a unitary teaching university ~~were~~ wherein all formal instruction given by officers of university, and under the direct control of the University authority. No collegiate organisation being interposed between these authorities and the students.

(iv) The Visitor (the Governor-in-General of India);

(ii) the Chancellor (the Governor of Bengal);

(iii) a full-time salaried Vice-chancellor.

(iv) a widely representative court; including ex-officio, elected and nominated members; the court should have the power

[1] J.P.Naik and S.Nurullah: History of Education in India, Macmillan & Co., Ltd., Bombay, 1943, p.276.

of making statutes, of approving the financial policy of the university, and of generally reviewing its work, and since so large a body could not meet frequently, it should elect a committee of Reference to represent it in dealing with the Executive Council;

(v) a small Executive Council with substantial powers of control over finance and the general policy of the university and with power to make ordinances;

(vi) an Academic Council including the principal teacher of university, and having large independent powers in all purely academic questions affecting courses of study, examination and degree;

(vii) Faculties, Boards of Studies and other Statutory Boards.'[1]

The commission also suggested, the appointment of 'a Director of Physical Education and a Board of Students' welfare in each university.'[2]

As for the university administration concerned, as mentioned above, the Commission suggested the formation of a widely representative court and a small Executive Council in place of the Senate and Syndicate respectively.

It also suggested for setting up an Academic Council having large independent powers in all purely academic. There was no such body as the Academic Council in the constitution of any of the Indian universities established according to the Act of 1857.

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[1]Report of the Calcutta University Commission, 1917-19, (Selected Chapter of the Report of the Commission), 1917-18), Calcutta, Superintendent, Government Printing, India, 1921, p. 165.

[2]Ibid., p. 164.

Other recommendation as the Commission suggested about the one new post as Visitor - the Governor-General should be the visitor of the Calcutta University, there was no such post, before the commission in the University in India.

Another important recommendation of the Commission was that, the Vice-chancellor should be a full time salaried person. The Wood's Despatch and the Indian Universities Commission suggested that the Vice-chancellorship was regarded as an honourary post to be filled by a prominent person.

One more important suggestion of the Calcutta University Commission was 'the need for setting up an agency for co-ordinating the activities of various Indian Universities.'[1]

About Secondary Education the Commission made the following recommendations :

'(i) Intermediate classes should be separated from universities;

(ii) Intermediate colleges should be established. These colleges might either be run as independent institutions or might be attached to selected high schools;

(iii) A separate Board of Secondary and Intermediate Education should be formed in every province of representative of the Government, Universities High Schools, and Intermediate Colleges for the sake of the administration and control of secondary education. And Secondary and Intermediate education was controlled by these Boards and not by the University.'[2]

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[1]Report of the Calcutta University Commission, 1917-1919. Vol. III, Calcutta, Superintendent, Government Printing, India, p. 317.

[2]Ibid., pp. 155-58.

The implementation of the above mentioned recommendations about the secondary education discussed in the chapters on the Secondary Education (~~Page~~ Ch. No 27), Advisory Bodies (Page 531) and pattern of education (Ch. No 29).

Another recommendation about the dissociating of the Intermediate classes should be excluded from university control. This recommendation was accepted but only the few states acted on this e.g. Acting upon this recommendation the universities of Dacca (Bengladesh), Aligarh, Allahabad and Lucknow, dissociated the intermediate classes and had been placed under the control of 'Secondary and Intermediate Board. 'But the Punjab and Bihar, took up the suggestion and gave it a trial.'[1] But soon the dissociation began to oppose with the result that other universities were allowed to control intermediate classes e.g. Andhra University, Bombay, Annamalai, Patna etc. permit the universities to control intermediate education.

Most of the Boards of High School and Intermediate were established in the Northern India.

Implementation of the Recommendations of the Commission regarding University Constitution

The Commission suggested the changes in the constitution and administration of the university. According to this, many of the older universities which were established the commission in different parts of the country and new ideas being infused into

[1]J.P.Naik and S.Nurullah : A Students' History of Education in India, Macmillan and Co. Ltd., Bombay, 1962,p.291.

the existing universities. Eight new universities were established as -, 'Aligarh Muslim University (1920) and the Universities of Lucknow (1921), Dacca (1921), Delhi (1922), Nagpur (1923), Andhra (1926), Agra (1927), Annamalai (1929) and Allahabad University was reconstituted in 1922. Many of these were unitary, teaching and residential universities. Osmania University was founded at Hyderabad (Deccan), in 1918, ~~bee~~ before the Calcutta University Commission's Report was published.'[1]

As mentioned by S.N.Mukerji 'regarding the constitution of the universities, it may be observed that, while some adopted the model recommended by the Sadler Commission, these are others following the older type of organisation. But the constitution of all the universities is more democratic than it used to be in the previous period.'[2]

Inter-University Board :

The need for co-ordination of the work of universities it was expressed by the Calcutta University Commission as mentioned in the proceeding section. So according the proposal of the Commission in 1921,' acting on a resolution passed by the Congress of the universities of the Empire, the Indian Delegates to the congress passed a resolution recommending to the Universities of India that an association of representatives of the several Indian universities be formed with the object of

[1]S.R.Dongerkery : University Education in India.Manaktalas: Bombay, 1967, page 45.

[2]S.N.Mukerji : History of Education in India (Modern Period). Acharya Book Depot, Baroda, 1961,p.251.

dealing with questions affecting their mutual interest. It was suggested, that such an association, if formed, should go into the question of certain difficulties which might arise owing to the conditions of admission of students to courses and examinations of the qualifications... the courses of study in India and of securing uniformity in their recognition abroad.'[1] So according to the recommendations when the first conference of the Vice-chancellor of the Indian Universities was held in Simla in May 1924; 'it was attended by representatives of all the fifteen universities of India. Fifty-one representatives attended it and it was opened by His Excellency the Viceroy.'[2] The most important result of the conference, however, was the decision to set up a permanent Inter-university Board which was set up a year later with its headquarters in Bengalore.'[3] The Inter-university Board so constituted that each, university in India will have a representative on the Board, these members are Vice-chancellors of the universities. Since 1925 the Board has been holding its annual meetings at different university centre.

The presidentship rotates annually among the Vice-chancellors. In the absence of a Vice-chancellor, he can be represented at the meetings of the Board by a member of the Syndicate or Executive Council of the University concerned. The president of the Board is also the Chairman of its standing committee. It has a standing committee, elected biennially, which acts as its executive body.

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[1] Progress of Education in India - 1922-27. Ninth Quinquennial Review, Vol.I, Calcutta: Govt.of India, Central Publication Branch, 192

[2] Ibid., p.70

[3] S.N.Mukerji: History of Education in India (Modern Period), Acharya Book Depot, Baroda, 1961.p.252.

It is represented by two of its members on the council of the Association of Commonwealth Universities.

As mentioned in the Progress of Education - 1922-27, about the functions of the Inter-University Board as follows :

'(1) to act as an inter-university organisation and Bureau of Information.

(2) to facilitate the exchange of professors;

(3) to serve as an authorised channel of communication and facilitate the co-ordination of university work,

(4) to assist Indian universities in obtaining recognition for their degrees, diplomas and examinations in other countries.

(5) to appoint or recommend where necessary a common representative or representatives of India at Imperial or International Conferences on higher education,

(6) to act as an Appointment Bureau for Indian universities; and

(7) to fulfil such other duties as may be assigned to it from time to time by the Indian universities.'[2]

The Inter University Board is a consultative body without any executive powers. It is merely advisory body, to consider a proposal from its members universities, the Government of India and the U.G.C., and also convenes quienquennial conferences to discuss important university problems and controversial issues.

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[1] Progress of Education in India - 1922-27. Ninth Quinquennial Review, Vol. I. Calcutta: Govt. of India, Central Publication Branch, 1929, p.70.

The resolution passed by Board are of a purely recommendatory character and are not binding on the universities, which being autonomous bodies, they may or may not act upon the recommendations of the Board. 'It had also many publications to its credit among which is the Hand Book of Indian Universities, which is the main source of information regarding Indian Universities.'[1]

And lastly about the recommendations of the reconstruction of the University of Calcutta.

About the reconstruction of the University of Calcutta the Government of India drafted a bill for the introduction of the bill was delayed, due to questions regarding financial support which between the University and Government and it delayed upto 1921. As in the word of the Quinquennial Review of the Progress of Education in India, 1917-22, that, ' the position was altered by the constitutional changes that took place in 1921. It was decided to transfer the control of the Calcutta University from the Government of India to the Government of Bengal and to leave any further initiative for the reform of the university to be taken by the local government. An Act was passed in March 1921 substituting the governor of Bengal for the Governor-General as the Chancellor of the University, except for this change and for the extension of the Dacca University, the report of the Commission has had little effect on the conditions of the university which they were called in to advise... Although a resolution was passed in the Bengal Council in July 1921 advocating an increase in the elective

[1]The Report of the University Education Commission - 1948-49, Vol. I. Ministry of Education, Government of India, 1963, p. 29.

element of the Senate, no general movement in favour of a more extensive adoption of the Commission's proposals was evident in Bengal during the period under review.'[1]

So according to the discussion regarding the recommendations and implementations of the Calcutta University Commission's Report, it is a document of inter-provincial importance. The report of the Commission contains the most comprehensive and authoritative study of the Indian Education System from the Secondary Stages of the University. It is, therefore, quite natural that they have greatly influenced the subsequent courses of secondary and higher education in the country.' Although it deals with the Calcutta University only, the problems that it has studied are more or less common to the other Indian universities. Hence, the report of the Commission had far-reaching consequences upon the development of University education in India as a whole.'[2]

Transfer of Education to Indian Control

Another change that took place in the provincial administration on the basis of the principal laid in the Montagu-Chelmsford Report (1918), and in 1919 was an Act of Parliament was passed to introduce dyarchy or double rule in provincial government. The provincial Executive was divided into two parts, transferred and reserved, the whole of the Department of Education was transferred to Indian Ministers, but in reserved subjects, the following arrangement was made about higher education :

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[1] Progress of Education in India - 1917-22, Quinquennial Review. Vol. I, Calcutta, Government of India, Central Publication Board, p.52.

[2] J.P.Naik and Nurullah : A Student's History of Education in India (1800-1961), Macmillan and Co. Pvt. Ltd., Bombay, 1962, p.36.

' (1) The Banaras Hindu University as such other new universities as may be declared to be all India by the Governor-General-in-Council were excluded on the ground that these institutions were of an all-India character and had better to be dealt with by the Government of India itself ;

(2) Colleges for Indian chiefs and educational institutions maintained by the Governor-General in - Council for the benefit of members of His Majesty's Forces or other public servants, or their children were also excluded on the ground that these institutions ought to be under the direct control of the Government of India; and

(3) The education of Anglo-Indians, and Europeans was treated as a provincial but a reserved subject.

The authority to legislate on the following subjects was reserved for the central legislature, mainly with a view to enabling the Government of India to take suitable action on the Calcutta University Commission.

(a) Questions regarding the establishment, constitution and functions of new universities;

(b) Questions affecting the jurisdictions of any university outside its province; and

(c) Questions regarding the Calcutta University and the re-prganization of secondary education in Bengal (for a period of five years only after the introduction of the reforms).'[1]

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[1]Prem Kirpal (Editor) : Educational Studies and Investigation. Vol.I, NCERT, Pub. No.565, 1962,p.7.

So according to the Act of 1919 the Banaras University was directly gone under the Central Government or Government of India, and now also. It is the responsibility of the Government of India. And before the Act of 1919, all amendments to several university Acts had also to be submitted to the Government of India.

The Hartog Committee in 1929 did not discuss and recommend in improvement in the university administration.

Government of India Act 1935

Another act was passed in 1935, known as the Government of India Act 1935, which abolished the distinction between reserved and transferred departments (according to the Act of 1919) and divided all educational activities into categories - Federal (or Central) and State (or Provincial) and put an end divided all educational activities into two categories as mentioned above. Federal and State subjects as fellows : as university education was concerned, that, 'the Banaras Hindu University and the Aligarh Muslim University,'[1] come under the Central Administration. All other universities were coming under state subject.

Another change that took place due to the implementation of the Act 1935, was the visitor post, was also abolished, which was created due to the recommendations of the Calcutta University Commission (1917-1919) through the Act of 1919.

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[1]J.P.Naik and S.Nurullah : A Students' History of Education in India (1800-1961), Macmillan & Co. Pvt. Ltd., 1961, p.321.

The Report of the Central Advisory Board on Post-War Educational Development in India - 1944

The report made the following recommendation which only related to the university administration was the establishment of the University Grants Committee (U.G.C.) on the lines of University Grants Commission of Great Britain should be constituted. As recommended in the report, that this Indian University Grants Committee, which should be constituted by Statute, should consist of a few eminent persons not directly connected with government whether central or provincial or with any particular university, through for obvious reasons it is desirable experience of university administration.'[1] The recommendation has been implemented, and the University Grants Committee was set up in 1945 by the Government of India, which is discussed in detail in the chapter on the Advisory Bodies. (P.546)

Another recommendation which was related to the Intermediate classes or course. For this see Chapter, Pattern of Education. (P.21)

From 1935 to 1947 not much change took place in the administration. And on the eve of the Independence, India had 19 universities.

The foregoing pages of the development of university administration from 1854 to 1947 will show how gradually changes took place in the university administration, according to the recommendations of the Commission. The next section is going to

[1]The Report of the Central Advisory Board on Post-war Educational Development, 1944.in India, 1944, Ministry of Education, Government of India, New Delhi-1964, p.48.

discuss development of the university administration after independence.

Soon after the attainment of Independence in 1947, one of the first Acts of the independent country was to give a new constitution and under the Constitution of India in the lists of subjects contained in the Seventh Schedule to the constitution by which, about the university education distinction has been made in speaking of government's central over, or powers of interference with, between the Central and the State Governments. University Education under the constitution will be discussed in detail Part II of this chapter.

(iv) The University Education Commission - 1948-49

After the independence, the first commission which was appointed by the Government of India, the University Education Commission in 1948, under the chairmanship of Dr.S.Radhakrishnan, to report on Indian University and suggest improvement and extensions that may be desirable to suit the present and future requirements of the country; and 'complete and comprehensive enquiry into all aspects of University Education and advance research in India.'[1]

The terms of reference of the Commission were very wide but in making its recommendations about the constitution and the administration of university. The commission does not suggest many radical changes from the existing patterns. The commission

[1]S.R.Dongerkery : University Education in India, Manaktalas: Bombay, 1967, pp.48-49.

made the following changes in the constitution, functions and jurisdiction of universities and their relations with the government.

About the relation to provincial and central government the commission suggested as follows :

"In a large country like India, good government is only possible if wide powers are conferred by the constitution upon the Provincial Government. It is essential that in many matters, including public education, tie initiative should rest with the Province or State and Unions.'[1]

So about the University Education the Commission recommended that :

' (1) the University Education be placed on the concurrent list.'[2]

(2) that the concern of the central government with the universities be with regard to finance, co-ordination of facilities in special subjects adoption of national policies, ensuring minimum standards of efficient administration and liasion between universities and national and research laboratories and scientific surveys etc.'3

In the commission's view that there should be limited control from outside, 'if to equip Indian Universities, to meet these new responsibilities, all the universities be constituted as autonomous bodies responses to enlightened public opinion, the right public policy to give a university the best possible constitution, securing

[1]Report of the University Education Commission, 1948-49, Vol.I. Ministry of Education, Government of India, Pub.No.606, 1963, p.415

[2]Ibid., p.404

[3]Ibid., o.435

among other things of the inclusion, of wisely chosen external members of its governing body and then to leave it free from interference.'[1]

One of the most important recommendation made by the commission related to the setting up of a University Grants Commission with power to allocate grants, as in the word of commission that, '(1) for allocating grants to universities as Central Grants Commission be established, its composition and functions to be as indicated, (2) that the Grants Commission be helped by panels of experts in different branches.'[2]

The Commission (1948-49) suggested that the University Grants Commission should consist of 5 or 7 members. Before the recommendation of the Commission, there was a University Grants Committee already in existence, according to the recommendation of the Sargent Committee in 1945, as already stated in preceeding section.' But its constitution was found to be inadequate for discharging the duties contemplated by the University Education Commission, especially as it had no funds at its disposal and it only made recommendations to the Education Ministry which passed them on to the Finance Ministry for disposal.'[3]

The recommendation of the Commission was implemented and in November 1953, the Government set up the University Grants Commission with enlarged functions and powers, and in December 1955

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[1]Report of the University Education Commission: 1948-49, Vol.I. Ministry of Education, Government of India, 1963.p.435.

[2]Ibid.,p.435.

[3]S.R.Dongerkery: University Education in India; Manaktalas: Bombay, 1967,p.51.

a bill was passed by the Parliament to give a statutory status to the Commission. And now the University Grants Commission is a statutory body (In detail see Chapter on Advisory Bodies.).

About the types of universities, the Commission suggested that there be no university of purely affiliating type. As in the Commission's view that 'the purely affiliating university is today doing more harm to the good name of Indian Universities as a whole than any other single factor, and we urge that this type shall disappear from the Indian landscape at the earliest possible movement.'[1] So the Commission was in the favour of Unitary Federation and teaching and affiliating universities in India, and suggested in detail the administrative structure of the above mentioned universities. About the administrative structure of the universities the commission expressed the view that, 'we indicate the type of the constitution for universities will promote their freedom, efficiency and progress.'[2] For the improvement of governing bodies or authorities of the university be as follows :

As in the words of the commission, it pointed out that, 'we deal separately with the three types of universities, Unitary, Federative and Teaching and Affiliating... We do not suggest many radical changes from the existing patterns; nor do we wish to see the exact uniformity of the constitution even among universities of the same general type. We hope too that new constitutions will arise and will strike out new patterns for themselves. We limit

[1]Report of the University Education Commission-1948-49.Vol.I. Ministry of Education; Government of India,Pub.No.606,1963,p.415

[2]Ibid.,p.421

ourselves here to the points we consider essential. The suggestion we make with regard to the different types of universities we hope, will be taken into account when new universities are started, and considered soon as conditions allow.'[1] According to above mentioned the Commission suggested the following measures :

'(i) Visitor : The Governor-General (or President - the Head of the State is to be known by the title) should be the Visitor of all universities in India, as he was till 1937,'[2] recommended in the Calcutta University Commission in 1919, and it was implemented, the Governor General of India was a Visitor of all the universities till 1937), and that the ratification of University Acts should not rest with him.

'(ii) Chancellor : Generally the provincial governor, where there are several universities in one province, the governor himself may feel that he cannot give to all of them as much personal contact as is desirable. This is a question which should be settled by each province (or State) for itself.'[3]

(iii) Vice-chancellor : Again in this report question regarding the appointment of the Vice-chancellor discussed and the Commission suggested that, 'all universities should in future have full-time paid Vice-chancellor.'[4] Because originally the

[1]Report of the University Education Commission-1948-49. Vol.I. Ministry of Education: Government of India, Pub. No.666, New Delhi, 1963,p.421.

[2]Ibid.,p.421

[3]Ibid.,p.421

[4]Ibid.,p.241.

Vice-chancellorship of an India universities was regarded as an honorary post to be filled by a prominent man in his leisure time. And also some of them had not academic interest and also a Vice-chancellor was called was to hold office for two or three years could not become intimately acquainted with the details of administration, and because the load of work also increased in the universities, so due to these reasons the Commission recommended that the full time, paid Vice-chancellor should be appointed in future.

(iv) Duties of the Vice-chancellor : About the duties of a Vice-chancellor, the Commission suggested that -

'A Vice-chancellor is the chief academic and executive officer of his university.

(a) He presides over the court (Senate) in the absence of the Chancellor, Syndicate (Executive Council), Academic Council, and numerous committees including the selection committees for appointment of staff.

(b) It is his duty to know the senior members of the staff intimately, and to be known to all the members of the staff and students. He must command their confidence both by adequate academic reputation and by strength of personality. He must know his university well enough to be able to foresee possible points of weakness before they become acute.'

(c) He must be the 'keeper of the university's conscience, both setting the highest standard by example and dealing promptly

and firmly with indiscipline or malpractice of any kind.

(d) He must be the chief liaison between his university and the public.

(e) He must keep the university alive to the duties it owes to the public which it serves, and he must win support for the university and understanding of its needs not merely from potential benefactors but from the general public and its elected representatives.

(f) He must have the strength of character to resist unflinchingly the many forms of pressure to relax standards of all sorts, which are being applied to universities today.'[1]

(v) Selection of the Vice-chancellor : According to the Commission the selection of the Vice-chancellor the commission suggested certain safeguards in the method of choosing the Vice-chancellor. The Commission expressed itself strongly against 'open canvassing and voting for rival the candidate,'[2] by a democratic body like the Senate or Court as a method of selecting the Vice-chancellor, who has to be a man of character and reputation.'[3]

So the Commission has suggested 'certain safeguafds in the method of choosing the Vice-chancellor should be laid down by each university in its statues,'[4] as following :

'(i) The Chancellor should appoint the Vice-chancellor upon the recommendations of the Executive;

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[1] Report of the University Education Commission: 1948-49; Vol.I. Ministry of Education; Govt. of India. Pub. No.606, 1963, pp. 421-22.

[2] Ibid., p. 422

[3] Ibid., p. 423

[4] Ibid., p. 423

(ii) The Executive should send forward one name only to the Chancellor. He can of course refer the name back but cannot initiate the appointment himself;

(iii) The Executive should be charged to maintain strict privacy in their deliberations concerning the appointment.

(iv) The Executive must in no way be limited to considering the names of the would be candidates on the contrary they should regard 'a man's declared intension of seeking the Vice -chancellorship as prima-facie evidence of his unfitness for the post.'[1]

(vi) Tenure of Office : About the recommendations about the tenure of office of the Vice-chancellor as suggested by the Commission that 'all Vice-chancellors should be appointed for six-years and should not be eligible for re-election.'[2]

The above mentioned recommendation about the university authorities e.g. the Visitor, Chancellor and Vice-chancellor for all types of universities. But regarding the constitution of the other authorities of university are Senate (Court), the Executive Council (Syndicate), the Academic Council, the Faculties and Boards of Studies. discussed below :

(i) Unitary Universities :

(i) Senate (Court) - 'The total number should not exceed 100. The Senate should be more or less equally divided between internal and external members. The best way for a university to determine the size of its Senate is (a) to decide how many members of the staff there are who should be given seats by virtue of

[1]The Report of the University Education Commission, 1948-49, Vol.I Ministry of Education, Government of India, Pub.No.606, 1963, p.423,

[2]Ibid., p.425

their position and (b) to prescribe an approximately equal number of external members.'[1]

About the academic members the Commission suggested that, 'the heads of all departments and the principals of all colleges should be members of the Senates unless this would result in a larger total than 50. In that rotation and not election should be used to keep down the number to 59.'[2]

And the Commission recommended how to contribute the non-academic or external members for the Unitary Universities, and suggested the following methods :

'External members be contributed in the following proportions: (Where the total of external members is to be less than 50, the numbers in each category should be scaled down accordingly).

(a) Alumni Association should elect from among their own members not more than 10

(b) The donors should elect from among their own members not more than 5

(c) Representatives of professions, Industry and Commerce should be given seats to the number of 12.

(d) Public officials, the Director of Public Instruction should always be a member and heads of one or two other departments according to the special interests of the University; in an urban university the chairman of the municipal board should find a seat. Approximate total from this source..3

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[1]Report of the University Education Commission, 1948-49. Vol.I Government of India, Ministry of Education, 1963, Pub.606, p.424.

[2]Ibid., p.424.

(e) Nominees of the Chancellor, Not more than .. 10

The Senate itself should have power to coopt additional members upto 10

Total 50 [1]

(ii) The Executive Council (Syndicate : It is a very important body in the administration of Indian universities, so the Commission suggested that, 'the right choice of members, is therefore highly important, it must not be too large to work as a business - like committee. Yet it must contain elements derived from several sources. This indicates the right size within fairly narrow limits, and we recommend that it should not be less than 15, nor more than 20 in total membership.. it should be evenly divided between internal and external but with the balance inclining to the internal side.

The approximate pattern of the Executive should be as follows :

- Vice-chancellor (Ex-officio)	...	1
- Treasurer (ex-officio)	...	1
- Deans of Faculties	...	8
- One member of staff with special responsibility for residential life	...	1
- Persons elected by the Senate from among their number (University employees will not be eligible for election in this category)	...	4
- One person nominated by the High court of the province or State, not necessarily from their own number	...	1
- One person nominated by the Public Service Commission of the Province or State not necessarily from their own number	...	1
- Three persons nominated by the Chancellor	...	3
Total		20 [2]

[1] Report of the University Education Commission : 1948-49, Vol.I, Government of India, Ministry of Education, 1963, pp. 424-25.

[2] Ibid., p. 426.

About the tenure of these members the Commission suggested that, 'all except the ex-officio members of the Executive should hold office for three years. As far as possible their retirement should be stagged so as to assure a measure of continuity from year to year in the Executive as a whole. The elected members should be eligible to hold office for two periods, but thereafter should not be eligible except after an interval of at least one year.'[1]

(iii) The Academic Council : Regarding the composition of the Academic Council, the Commission expressed the view that, 'the Council should be wholly academic in its membership. In size it should not exceed 40. This limit may press hard on one or two of the larger universities. But it is better to keep to this number even if it means rotation of seats among those who at smaller universities would all be ex-officio members. Except where it would cause the limits to be exceeded, the council should comprise:

(a) All heads of Departments
(b) Ten percent of the seats on the Council to be filled by teachers other than Heads of Departments, elected from their own number.
(c) Not more than four members co-opted by reason of their specialised knowledge.

Elected and co-opted members should hold office for three years, and their retirement should be staggered. Elected members should be eligible except after an interval for two periods but thereafter should not be eligible except after an interval of at least one year.'[2]

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[1] Report of the University Education Commission, 1948-49. Ministry of Education, Government of India, Pub. No. 606, 1963, p. 426-27

[2] Ibid., p. 427.

(iv) Faculties : In the Commission's view that each faculties should comprise :

'(a) The professors and Readers in the subjects assigned to that Faculty by the Academic Council.

(b) Not more than half the number in (a) consisting of other teachers of the Faculty subjects. These should be appointed to membership of the Faculty by the Academic Council on the recommendation of the Faculty. They should be eligible to hold office for two periods, but thereafter should not be eligible except after an interval of at least one year.

(c) Not more than three persons co-opted by reason of their specialised knowledge.'

The Dean of the Faculty should be elected by the Professors in that Faculty who are heads of departments, from among their own number. He should hold office for two years and should be eligible for re-election for a second term of two years. Thereafter he should not be eligible for re-election if there are other professors, who are heads of departments in the Faculty who have not yet served as Deans.'[1]

(v) Boards of Studies : As already mentioned about the Boards of Studies recommendation previous Commissions, this commission also suggested about the constitution of the board as, 'there should be a Board of Studies for each Department. It should be an internal body but with power to co-opt one member from outside the university. The Heads of the Department should be the Chairman of the Board, which should comprise the professors and Readers in the Department and all full time members of the teaching staff of five years' standing. Membefs of cognate or

[1]Report of the University Education Commission, 1948-49. Ministry of Education, Government of India, Pub. No.606, 1963, p.426-27.

related departments may be invited to participate. Junior members of the teaching staff may be invited to attend meetings of the Board, though not as members of it. In small Departments it is desirable that this should be done.'[1]

Similarly the Commission recommended the constitution of the university's governing bodies of the teaching and affiliating for Federative universities as mentioned above as for Unitary universities. The Commission recommended that the maximum memberships of the Senate should not exceed 120 in teaching and affiliating universities and 100 in Unitary and Federative universities. There should be a twofold kind of balance between (a) academic and non-academic members, and (b) between University representatives, representatives of affiliated colleges and external members in the Senates of teaching and affiliating universities, and between internal and external members in the Senate consist of Unitary and federative universities as mentioned above, that the external members should consist of representatives of alumni associations, of donors, professions, industry and commerce, heads of a few government departments, nominees of the Chancellor and co-opted members in varying proportions according to the type of University; as recommended by the Commission.

According to the recommendations of the Commission, that the number of members of the Executive Council (Syndicate) should not exceed 25 in teaching and affiliating universities, in unitary and federative universities should be between 15 and 20 members.

[1]Report of the University Education Commission, 1948-49, Vol.I. Ministry of Education, Government of India, Pub. No.606, 1963, pp. 427-28.

And Academic Council should not exceed 40 in the Unitary universities, and 40 in the Federative and teaching and affiliating universities.

As recommended by the Commission about the tenure of the members of Syndicate and Academic Council, that all except the ex-officio members should hold office for three years at a time, and they should be eligible to hold office for more than two or terms periods, except after an internal of at least one year. And principle of rotation should be applied where the number of representatives of a particular category of members is less than that of the total membership.

As already mentioned in the beginning that the Commission States that it does not suggest many changes from the existing patterns; nor does it wish to see the exact uniformity of constitution even among universities of the same general type. 'The main principles underlying these recommendations are that the university bodies should be sufficiently representative without becoming unwiedly, that the frequency of elections should be reduced to the minimum and that the monopolizing of membership by a few individuals should not be permitted.'[1]

And the Commission expressed the view that or opinion that, 'the suggestions are restricted to essential points to be taken into consideration when new universities as soon as practicable, and they are made only the idea of promoting their freedom, efficiency and progress.'[2]

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[1] S.R.Dongerkery: University Education in India, Manaktals: Bombay, 1967, p.75.

[2] Ibid., p.74.

Implementation of the Recommendations of the Commission (1948-49)

(a) Most important recommendation which was implemented is the establishment of the University Grants Commission, which was set-up in 1956, the Commission became a statutory body by the University Grants Commission Act 1956. (See Chapter - Advisory Bodies)

(v) The Education Commission - 1964-66 (Kothari Commission)

Lastly the Indian Education Commission was set up by the Government of India in July 1964, under the Chairmanship of Dr. Kothari. The Commission submitted its report on 26th June 1966. The Commission is not related to a particular branch of education, but has proposed a comprehensive review of the entire educational system. The Chapter XIII of the report is dealing with the Goverance of universities. The Commission made the following recommendation for the improvement of University administration. They are as follows :

They expressed the view that, ' universities should evolve dynamic techniques of management and organisation suited to their special functions and purposes.The UGC should encourage the formation of groups in universities to study the problem of educational administration and management of university affairs.'[1]

1. University Autonomy

About the university autonomy, the previous Commission also expressed the opinion and emphasized upon universities autonomy in their internal administration of universities. Similarly this

[1]Report of the Education Commission - 1964-66, Ministry of Education, Government of India, New Delhi,pp.325-326 (653),1966.

Commission also opined that 'the proper sphere of university autonomy lies in the selection of students, and appointment and promotion of teachers and the determination of courses of study, methods of teaching and the selection of areas and problems of research.'[1]

(b) Autonomy within a University : The representation of the non-academic element on university bodies should be mainly for the purpose of presenting the wider interests of society as a whole to the university but not to impose them.'[2]

The Commission suggested the university autonomy function at three level namely ; (i) within the university, that is, the autonomy of the department, college students in relation to the universities; (ii) in relation to the university system : to other universities, to the Inter-university Board and to the University Grants Commission, (iii) of the university system, as a whole, in relation to outside bodies like the Central and State Governments.'[3]

Role and Appointment of the Vice-chancellors

The Commission emphasized the importance of the role and appointment of the Vice-chancellor, and suggested that :

'(i) while the choice of the Vice-chancellor should eventually be left to the university concerned, for the time being the present 'Delhi' pattern or some variation of it may be adopted. The members of the selection committee for Vice-chancellor should be known for their eminence and integrity and there should be no objection to one of them being connected with the university but he should not be a paid employee of the university.

[1]Report of the Education Commission-1964-66, Ministry of Educatio Government of India, New Delhi-1966, p. 326(653)

[2]Ibid., (653)

[3]Ibid., pp. 328-330 (653-54).

(ii) The authority to appoint the Vice-chancellor during the first years of a university's life should vest in the Visitor/ Chancellor.

(iii) The Vice-chancellor should as a rule be a distinguished educationist or eminent scholar with adequate administrative experience.

(iv) The term of office of the Vice-chancellor should be five years and he should not be appointed for more than two terms in the same university.

(v) All posts of Vice-chancellors should be wholetime and carry a salary.

~~(vi) All posts of Vice-chancellors should be~~
(vi) The retirement age for the Vice-chancellor should be 65 years, an exception being made in the case of exceptionally qualified persons of all-India eminence.

(vii) It would be an advantage if the successor to a Vice-chancello could be designated, so far as possible, in advance by a year or so.

(viii) Adequate power should be vested in the Vice-chancellor for the efficient working of the University.'[1]

Legislation for Universities

About the legislation for the universities, governing authorities e.g. the court, the Executive Council and the academic Council. The Commission also suggested one new authority as the Academic Planning Board. So according to the Commission's view, about university administration, 'the nature of university legislation reacts on the efficiency and elasticity of university administration.'[2]

[1] Report of the Education Commission-1964-65. Ministry of Education, Government of India, New Delhi-1966, pp. 334-336.

[2] Ibid., p. 336.

And the Commission suggested the following improvement to the important authorities as :

'(i) The Court : The Court should be the policy making body of the university with a membership of not more than 100, of which about half should be external.

(ii) The Executive Council : The Executive Council with the Vice-chancellor as Chairman should consist of 15-20 members, about half being internal and half external.

(iii) The Academic Council : The Academic Council should be the sole authority for determining the courses of study and standards.

(iv) The Standing Committee of the Academic Council should deal with urgent matters, if the Academic Council cannot meet frequently enough for the purpose.

(v) Academic Planning Boards : Each university should have an Academic Planning Board for permanent planning and evaluation, detached from day-to-day administration.

About the construction of the board, the Commission recommended, 'We recommend the appointment of Academic Planning Boards for this purpose, consisting of the representatives of the university, along with some persons from other universities and a few distinguished and experienced persons in public life. These X should be appointed by the Chancellor in consultation with the Vice-chancellor.

About the functions of the Boards the Commission suggested that, 'They should be responsible for advising the university

on its long-term plans and for generating new ideas and new programmes and for periodic evaluations of the work of the university.

(vi) The I U B should appoint a committee to go into the question of reform of ritual and procedure of convocation functions.'[1]

(vii) The Governors of the States should be the Visitors of all universities in the State should have power to direct inspection or inquiry into the affairs of a university.'[2] In the Commission's view that as central universities are concerned, the President of India, who have the powers to direct inspection of or inquiry into the affairs of a Central universities. But with regard to state universities, this authority is vested directly in the State Government. So the Commission that State-Governors should be the as above mentioned.

(viii) 'The Ministry of Education and the UGC should take the initiative to revise existing university legislation in India and to amend it in the light of the recommendations made.

(ix) The Constitution of a university should be formulated in sufficiently general terms so as to leave room for, and promote, innovation and experimentation.

(x) A suitable machinery for tripartite consultations between the UGC, the Ministry of Education and State Governments should be evolved before legislation relating to universities is enacted.'[3]

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[1]Report of the Education Commission-1964-66, Ministry of Education, Government of India, New Delhi, 1966, p.655.

[2]Ibid. P. C 55-56

[3]Ibid. P. C 55-56

Co-Ordination and Promotional Machinery

There are two main agencies for the purpose. They are the Inter-university Board and the University Grants Commission. In these two the Commission suggested the improvement in their functions as the following :

(a) The Inter-University Board : As the Commission visualized considerable increase in the functions of the I U B. It suggested that :

'(i) All statutory or deemed universities should become members of the Inter-University Board automatically.

(ii) The degree or diplomas granted by a statutory or deemed university in India should receive automatic recognition from all other statutory or deemed universities.

(iii) The I U B should be strengthened financially to enable it to develop advisory, research and service functions for and on behalf of the universities.'[1]

(b) The University Grants Commission : About the University Grants Commission which is already discussed in detail the chapter on the Advisory Bodies (P. 545).

The recommendations of the Education Commission yet to be implemented. But the Commission suggested some of the important changes and improvement in the university administration as :

(i) Vice-chancellor should be appointed for six years.

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[1]Report of the Education Commission-1964-66. Ministry of Education, Government of India, 1966. pp. 342-343 (655).

(ii) Constitution of the Academic Planning Boards in each University.

(iii) Separate UGC type organisations should set-up for agriculture, engineering and medical education, and

(iv) The Governors of the States should be the Visitor of all universities in the State and should have power to direct inspection or inquiry into the affairs of a university. In a similar way as President of India is a Visitor of the Central Universities.

In the foregoing pages of this section as reference has been made to how changes took place in the university administration from 1854 (Wood's Despatch) to 1966, through the recommendations of the five Commissions appointed by the Government of India at different times. Three in the pre-independence era and two after the country became independent. Three commissions e.g. (i) The Indian Universities Commission (1902-04), (ii) The Calcutta University Commission (1917-19) and (iii) the University Education Commission (1948-49), these are directly related with the university education while the other two deal with all aspects of education, but also discussed and recommended about the improvement of university administration so through the recommendations of these commissions and Despatches the present university administrative system in set-up.

The next Part-on II of this chapter will be dealing in detail the present set-up of the university administration at different level e.g. internal and external administration of the university and university administration at Central and State level according to the recommendations.

PART II

UNIVERSITY ADMINISTRATIVE SET-UP AT DIFFERENT LEVEL

Introduction

The Part I of this chapter which is dealing with historical development of the university administration through the recommendations of the Commission and Committees appointed between 1854 to 1966, and according to their recommendations the present system of university administration is established. Now Part II is going to deal with the present university administrative set up at Centre and State level. The Part III deals with the internal administration of the university.

Now Part II is divided in the two sections :

(i) University administration at central level ; and

(ii) University administration at State level.

(i) University Administration at the Central Level

As already seen in Part I that ever since the establishment of the first universities in 1857 in India are autonomous bodies established and incorporated either by the Act of the Parliament or State legislature 'as the case may be for the constitution and powers, they enjoy the greatest measure of autonomy in their internal administration and it becomes a self-governing institution.'[1] But at the same time they do not enjoy the complete or full freedom, although the control exercised by government, is more indirect than direct.

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[1] S.N.Mukerji (Ed.) : Administration Education in India, Acharya Book Depot, Raopura Road, Baroda, 1962, p. 228.

Administrative Provisions under the Constitution

Since the introduction of the Constitution, the administration of higher education has been refashioned in accordance with the educational provisions of the constitution. As under the constitution, all levels of education including higher education are the responsibility of the State and the Central government. As far as university administration is concerned, the Centre's responsibilities are limited. As constitutionally declared in Entries 63 and 66 of List I of the Seventh Schedule to the constitution (Union List) about higher education. Entries 63 and 66 which give authority to the central government of Indian as worded as follows :

Entry 63 : The institutions known at the commencement of this constitution as the Banaras Hindu University, the Aligarh Muslim University, the Delhi and Vishwa Bharati, and any other institutions declared by Parliament by law to be an institution of national importance.

Entry 66 : Co-ordination and determination of standards in institutions for higher education or research and scientific technical institutions.

~~These constitutional responsibilities have been carried~~

Evidently, the Central Government has a great amount of responsibility and control in regard to higher education. These constitutional responsibility are discharged through the ministries of Central government through the University Grants Commission.

These constitutional responsibilities have been carried out at central level through its ministries, commission, councils, agencies, the central government has taken on an unequivocal set of duties, for itself, ~~In this section~~ and by a number of advisory and statutory bodies but in this section we are only going to discuss - Ministry of Education, Administration of Central university, University Grants Commission and Inter-University Board.

Central Level : Ministry of Education

At the central level the Ministry of Education is the under charge of a Minister of Education. The Minister of Education is assisted by deputy ministers at state level and 'the educational adviser is the administrative head of the Ministry. He is Secretary to the Government of India, and is the principal adviser to the Minister on all matters of policy and administration.'[1]

As already mentioned in the chapter (III) the Ministry of Education functions through the bureaux. The bureaux of higher education deals with university education. A Joint Secretary or a Joint Educational Advisor is incharge of the bureaux of higher education.

As already mentioned that the Ministry is further helped by a number of advisory or statutory bodies.

Functions of the Minister of Education regarding University Education

(i) The Minister of Education makes the statement of government

[1]S.N.Mukerji: Education in India - Today and Tomorrow; Acharya Book Depot, Baroda, 1964, p. 18.

policy on higher education, in the parliament, he answers the questions asked by the members of Parliament about higher education.

(ii) The constitutional and political responsibility for higher education rests directly with the Ministry.

(iii) 'All new educational legislation reach on the floor of the Lok Sabha through the Ministry. It must reach the answers to members of Parliament's inquiries, fellows through on recommendations, implement policies and educational acts.'[1]

(iv) 'The minister has the right to counsel, to consult, to advise, to inform, to promote the many agencies and interest in the field of higher education. To this end, it holds an infinity of All-India conferences, meeting, council to advocate to pacify, to exhert, to co-ordinate. This aim is to create goodwill to provide views, togather information about current practices to work out the minimums of consensus.'[2]

(v) The Ministry of Education act on behalf of the President as agent and secretariate in his role as Visitor of the four central universities. It helps him on his duties or functions under the Act - inquiry, inspection, directive, appointment of the staff, nominations. The Ministry keeps itself informed about the rules, workings, and decisions of the four central universities authorities. It act as an informal court of appeal.

(vi) The Ministry arranges or sponsored Vice-chancellors meetin jointly by the Ministry and University Grants Commission. A review

[1]Robert Gaudino : The Indian University. Bombay, Popular Prakash 1965, p.116.

[2]Ibid., p.118.

of what has been done what is promised on higher education in the whole country.

(vii) The Government of India has the final decision about a question of policy relating to national purposes.

(viii) About the entry 66 - the coordination 'the central government is not exactly collected and coordinate in the handling of higher education, several ministries and council do the work ; e.g. engineering, medicine, agriculture are aided each through a separate agency. All of three are administered separately from general university education. The latter rests primarily with the University Grants Commission.'[1]

(ix) The Ministry of Education collects and supplies information regarding higher education for the whole country.

(x) The Ministry is working through a Committee of the U.G.C. to form model legislation for the Indian universities to be used as guide and standard by all state assemblies.

So according to the Constitution, the Government of India has a very limited control over higher education. Still it plays a vital role in the development of higher education. Its main functions are maintenance of central universities, through advisory bodies - as University Grants Commission, Inter-university board.

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[1]Robert Gaudino : The Indian University, Popular Prakashan, Bombay, 1965, p.111.

Central Universities

As already mentioned that the Central Government has the responsibilities for four universities under entry 63 - Banaras Hindu University, Aligarh Muslim University, Delhi University and Vishwa Bharati are of national importance. Parliament has the right to create as many universities as it feels necessary. The four universities incorporated under Acts of the Central legislature, through the Parliament. They are fully financed by the Central Government.

Administrative Set-up of the Central Universities

President : Visitor

The President of India is a Visitor of the Central universities according to the Act.

Functions of the Visitor :

(i) The Visitor has the right of inquiry, inspection, directive, appointment, nomination and administration of the University, to courses and examination.

(ii) He can issue directions to the Syndicate on the basis of his inquiry.

(iii) The President may annual any proceeding of the University not in conformity with the act, the statutes, the ordinances.

(iv) He presides over universities yearly convocation and he has to perform all those functions, which are performed by the Chancellor of the State universities.

(v) The Vice-chancellors of the four universities are appointed by the Visitor in consultation with the Minister of education.

Actually the Ministry of Education looks after the administration of the central universities on behalf of the president, the all above mentioned function of the visitor are performed through the Ministry of Education. The President exercises his power of supervision through the Union Ministry of Education which in turn acts through university inquiry committees. It is in the Ministry that amendments of revision are formulated and submitted to Parliament.

The accounts of the four universities are audited by the Comptroller and Auditor - General of India from audit department.

Internal Administration of the Central Universities

The internal administration of the Central universities are similar as the other Indian universities. They also are autonomous as far as internal administration is concerned e.g. The Act and its provision, the official organisation and structure, similar authorities as the court or senate, the Syndicate etc. and procedures. The same degree of autonomy is exercised, so the internal governments of the Central universities run on the similar lines as the State university.

There are some important adivsory bodies at the central level. Those are playing a very important part in the university administration.

Important Administrative Bodies

These bodies are connected with university education at the Central level. These are the University Grants Commission and the Inter-university Board.

(1) University Grants Commission :

It is a statutory body, became an autonomous statutory body by virtue of an Act of Parliament, passed in 1956, according to the recommendation of the University Education Commission - 1948-49. But first it was set-up in 1945 by the Government of India on the recommendation of the Sargent Report, with a name as University Grants Committee.

It is the most important advisory and executive body in higher education in India. It has nine members, all appointed by the Central Government. It has representation of the Vice-chancellor of universities, the centre, reputed non-official educationists and academicians of high distinctions. The Chairman is a non-official nominated by the Centre for full-time officer, salaries one. The Commission is assisted by a full-time paid secretary and staff.

The Commission has been entrusted by the provisions of the Act of 1956 with the general duty of taking, 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 the universities. It is authorized to allocate and disburse grants to the Central universities for their maintenance and development, and to other

universities for their development only. It is also authorized to allocate and disburse grants to all universities, including both the Central and State universities for any other general or specified purpose.

The UGC is not an agency of the Ministry of Education, it is not directly controlled. Only the Ministry of Education acts through the UGC on determination and co-ordination and development of university standards in the maintenance and growth ofthe central universities.

The UGC is a statutory and independent body. It has been able to be independent, to work out its own activities on its own activities on its own terms. This is so, inspite of a provision in Chapter IV of the UGC Act.

'(i) In the discharge of its functions under this Act, the Commission shall be guided by such directions on questions of policy relating to national purposes as may be given to it by the central government.

(ii) If any dispute arises between the Central government and Commission as to whether a question is or is not a question of policy relating to national purposes, the decision of the Central government shall be final.'[1] About the University Grants Commission, it is already discussed in detail in the chapter of Advisory Bodies (Page 545).

(iii) Another important advisory body at the central level is the Inter-university Board. It was set-up in 1925, according to

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[1]Robert Gaudino : The Indian University, Bombay:Popular Prakashan, 1965, pp.116-17.

the recommendation of the Calcutta University Commission 1917-1919. The Commission expressed the need for co-ordination of the work of university in India in their report in 1921. So in 1924, 'following up a resolution passed by the first conference of Indian universities, held at Simla in 1924. The Inter-university Board of India was set in 1925 to co-ordinate the work of the Indian universities by providing for the discussion of common university problems, acting as a bureau of information, facilitating the exchange of professors, assisting the universities is obtaining recognition for their degree by other universities, and other ways.'[1]

The Inter-university Board is an advisory body, the decisions taken by them are of a purely recommendatory character. The Board has no statutory authority. The Board also has many publications to its credit among with is the Hand Book of Indian universities, which is a main source of information regarding universities activities.

The Universities Vice-chancellor are the representative of the Board since 1925. The Board meet annually at different university centre.

As already mentioned that the Board is a consultative body with any executive powers. It is merely advisory body to consider proposals from its members universities, the Government of India and the U.G.C., and also convenes quienquennial conference to discuss important university problems and controversial issues.

[1] S.N.Mukerji : Administration of Education in India : Acharya Book Depot, Baopura Road, 1962, p.230.

Boards whose functions include - (i) dissemination of information, (ii) exchange of professors, (iii) communication and coordination between universities, (iv) securing recognition of Indian degrees in other countries, (iv) selection of representatives to represent India at international conference. (v) Settlement of disputes between Indian universities regarding equal level of examinations and degrees. The annual meeting of the I.U.B. serves as a valuable forum to discuss matters of common interest. In the Part I of this chapter, it is discussed in detail about the Inter-university Board (P.412). Next section is going to deal with the university administration at state level.

University Administrative Set-up at the State Level

It has been pointed out in the above section that under the constitution of India, university education, some in respect of the Central universities as Aligarh, Banaras, Delhi and Vishva Bharati administered by the Central Government. Besides these four universities, all other universities are directly in charge of the State; as does as Entry List II, Schedule VII (otherwise known as state list includes (i) Education, including universities subject to the above noted provisions of List I and Entry 25 of List III (Concurrent List) (ii) Incorporation, regulation and winding up universities etc. Schedule under the constitution. The responsibility for higher education is with the States, but it is not fully controlled by the State government, but the state control is more indirect than direct.

The State government is more a spectator than a director of university affairs, but a spectator with self-conscious interests.

As the State universities established and incorporated by the Act of the State Legislatures, are dependent on the State government, for their constitution and powers. They enjoy the greatest measure of autonomy in their internal administration. As they are not directly controlled by the State government but at the same time they do not enjoy the full freedom. They are dependent on the States government in following way :

'(i) They are created by acts of State legislatures, and are thus dependent on the government for their constitution and powers,'[1] They may be said to be under government control. The legislature which have established them can amend their constitutions from time-to-time and also extend or restrict their powers.'[2]

'(ii) They receive annual financial aids for recurring and non-recurring expenses from the State - the total amount depending on the votes of State legislatures.'[3]

(iii) The final power of affiliation and disaffiliation of colleges in the hand of government.

Except these three restrictions, the universities are more or less autonomous as far as their internal administration is

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[1] S.N.Mukerji: Education in India - Today and Tomorrow, Acharya Book-Depot, Raopura Road, Baroda-1964, p.209).

[2] S.R.Dongerkery: University Education in India, p.76.

[3] S.N.Mukerji : Education in India - Today and Tomorrow; Acharya Book Depot, Raopura Road, Baroda, 1964, p.209.

concerned. As already mentioned that the State control is more indirect than direct. So in the below paragraph is going to discuss that how the State governments indirectly exercise their control in the university administration as below.

Administrative Set-up at State Level

(i) The Governor of the State is the Chancellor and ex-officio chairman of the Senate.

(ii) He appoints or approves the Vice-chancellor, and the Rector if any, the final power of the Selection or approval of the Vice-chancellor or veto lies with the Chancellor.

(iii) Those Statutes or regulations passed by their governing bodies of the university can come into force after the approval of the Chancellor or State governments and can be voted by him or his government.

(iv) The final powers of affiliation and disaffiliation of colleges in the hand of government.

(v) Even the chancellor has the right to nominate a certain number of their members in the Senate or court in the university.

'(vi) The State Government indirectly influences the decisions of the universities through the heads of government departments, who are ex-officio members (as Director of Public Instruction) of the supreme governing bodies.

(vii) University accounts are subject to an annual audit by the government, and the main source of the income of a university is the Government grant.'[1] The State government disburses finances to

[1]S.N.Mukerji : Administration of Education in India, Acharya Book Depot, Raopura Road, Baroda, 1962,p.228.

the help in the successful functioning of the university.

(viii) The State Government has the powers of inquiry and inspection of the University.

(ix) Government only interferes when there is any crucial question which affects government policies in educational matters.

Another most important officer who represents the State government in the university administration is Director of Public Instruction from Education Department of the State Government.

He is the liaison officer between the State government and university. The functions of the D.P.I. are the following :

(i) He officially represents the State on university authorities, often take in the ex-officio seats on both the Senate and Syndicate.

(ii) As departmental level he is assisted by a director for college education.

(iii) As a member of the Senate and Syndicate, he represents the views of the State government at the meetings of the Court and Syndicate of the universities of the State as their ex-officio members,

(iv) His duty is to pass information to both sides to communicate between university and government. He does not have the authority.

(v) He is a servant of the government, carry out government policy on education rather than modifying or arbitrating it. He only interferes when anything related to government policy in educational matters or obvious the government has a strong view on a proposal, otherwise he remains silent when the government's interest is not clearly defined.

(vi) As a member of the Syndicate, he respects the university's posture of autonomy. As he is the representative of the Government, his own role is of a carrier and interpreter of government attitudes. He gives official advice on matters of finance and expenditure.

(vii) As he sits in the Syndicate as from government side, to make clear the government intention or policy.

(viii) On the government colleges, the Director of Public Instruction performing the following duties of functions as below :

'The Director of Public Instruction may inspect, give advice and guidance, approve budget, recommend expansion of staff or facilities, check on purchases of equipment, oversee the working of the library, make efficiency reports on officers and staff. He may make suggestions on local improvement to the private colleges along with the State-awarded deficit grants. He may be a source of appeal for the protection of teachers' right.'[1]

(ix) The State Government is very acting and careful, where its financial support is involved and least active in purely academic matters.

(x) For performing all these functions the Director of Public Instruction is assisted by a Director for College education from the education department.

As apart from the indirect central control exercised through the U.G.C., the state government has a wide field of freedom in higher education. State Universities are incorporated by acts of legislature. The state legislature determines the jurisdiction,

[1] R.L. Gandhi : The Indian University : Popular Prakashan, Bombay, 1965, p.151.

function and general framework of the university constitution. Every change in university administration has to be processed through the legislature. The university draws up its rules, regulations and ordinances subject to approval of the State legislature. Sometimes the State legislature goes to the extent of including the rules and regulations in the Act of Incorporation itself.

Till the day of Lord Curzon, University administration was vitally controlled by the Central Government. From the days of Diarchy variations were a natural phenomenon. Variations became more prominent after 1947.

So the State government indirectly affects the university activities or indirectly controls increasing or reducing their grants. But government does not interfere much with the internal administration of the university.

PART III

INTERNAL GOVERNMENT OF THE UNIVERSITY OR UNIVERSITY AUTHORITY

The universities in India have the following important body for the internal administration of the university. They are : the Senate or Court, the Syndicate or Executive Council, the Academic Council, the faculties and the departments.

As the university has three authorities, 'these bodies of warranty, each with its special permissions. The names as they afe listed in the Act, their record dignity but not the order power.'[1] These are the Senate or Court, the Syndicate or Executive Council, and the Academic Council - these three are all decision-passing if not completely decision-making. Each has lines of persons and prerogatives extended into others. Each goes at its work subject to the petitions, the dominances, the advice of the others. They have many differences; size representation, frequency of meetings, objects of business, knowledge of university affairs, effects on policy.

(a) Senate : As already mentioned in the Section I, the Senate or court of the University is developed into the present form or shape from 1854 to 1966, according to the recommendations of the Wood's Despatch to Kothari Commission. The Senate or Court is the supreme governing body, 'with budgetary and sometimes appellate powers.'[2] It controls the finances and decides on general policies. So each university in India is usually under the ultimate control of a large body called the Senate. The Senate is a statutory body

[1]Robert Gaudino : The Indian University, Popular Prakashan, Bombay, 1965, p. 38.

[2]Ibid., p. 38.

consisting of a representatives of academic and non-academic members; these members or senators or other were called fellows are including ex-officio, elected and nominated members, ~~should~~ the The Senate has following composition :

(i) Composition or Constitution of the Court :

As prescribed by the University Education Commission (1948-49), the Senate's members should not be more than 100 in the Unitary and Federative and 120 for the teaching and affiliating universities, and the Kothari Commission (1964-66) suggested that 100 should be the limit for all types of universities, now most of the Indian Universities have 100 or 120 members. The members of the Senate are called Fellows or Senators. Its membership is numerous, representing a large variety of academic and non-academic members and these members are some of them are e.g. ex-officio, nominated and elected, by different groups in and out of the university e.g. from the below mentioned sources from which senators are drawn:

From Education : As officers and administrators college principals, headmasters, deans, readers and lecturers, registered graduates, secondary school teachers' and district school and 'municipalities, local boards.'[1]

From Government sides are Heads of certain departments, 'judges of High Court, legislators from both houses, ministers, departmental secretaries, members of the educational bureaucracy,

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[1] S.N.Mukerji : Administration of Education in India, Acharya Book Depot, Raopura Road, Baroda, 1962, p. 226.

from departments of Health and public works and agriculture and industry, state engineers.'[1] Other than these the Senate has university and government representatives of industrial and commercial bodies, of trade union of jurnalists of chamber of commerce, of farmings and donors etc. So from these above mentioned sources, the elected, nominated and ex-officio members or representatives are drawn as senators.

As the Senate has many nominated members, the Chancellor has the right or power of making certain nominations, with the advice of the Vice-chancellor and/or the Chief Minister of the State. The Chancellor tries to make-up for any lack, any absence in representation of important political or civic or professional interests. He has a tendency to appoint distinguished educationists, women, representatives of linguistic minorities or backward communities, groups which are not normally represented, because of 'not stand for election, either because they are temperamentally to canvassing or unable to afford the expense of an election.'[2]

Heads of certain governments are included among its ex-officio as the chancellor is the Chairman of the Senate as ex-officio. In the absence of the Chancellor the Vice-chancellor is the officiating Chairman. He is also an ex-officio member of the Senate. And also the Director of Public Instruction is ex-officio members of the Senate.

Tenure of the Senator or Fellows : As recommended by the Indian Universities Commission, 'The Senate should be for five

2 S.N.Mukerji : Administration of Education in India, Acharya Book Depot, Baroda., 1962, p. 226.

1 Robert Gaudino : The Indian University; Pub. Popular Prakashan, Bombay, 1965, p. 44.

years, on the first nomination, the constituent authority may be empowered to improve a time-limit, not exceeding five years, and is this it may be arranged that in each year, one-fifth of the appointed and elected fellow shall vacate their places.'[1] So the Senator or Fellows of the Senate is appointed for five years.

Functions and Powers of the Senate : The Senate has certain powers and functions according to the Incorporation Act of the university. These powers and functions are as follows :

(i) Statutory Power : The first power of the Senate has a statutory powers to access to the statutes, right to consider, to cancel, to refer, to amend or repeal and to make new statutes (laws), but only after consultation and with written opinions from the authorities affected. In theory, this is the highest rule-making power.

~~(ii)~~ As 'the original statutes are in the form of a schedule to the act, drawn up by the first Vice-chancellor in consultation with nominees of the Chancellor and/or the State government.'[2]

(ii) The second power of the Senate is that of review, annually it passes upon finances and administration so it control the university finances in as much as the annual budget prepared by the Syndicate have to be submitted to it for approval.

(iii) The third power is electoral power. The Senate selects it own representative from its own body members to sit for it on the Syndicate, and on the academic council.

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[1]Report of the Indian Universities Commission (1902-04), Calcutta, Superintendent, Government Printing, India, p.9.

[2]Robert Gaudino : The Indian University, Popular Prakashan, Bombay, 1965, p. 40.

(iv) The Senate participates in the selection of the Vice-chancellor - from a panel of names submitted and decides whether the office of the Pro-vice-chancellor or Rector is to be filled up or not.

(v) Other functions of the Senate to manage and superintendent the affairs and property of the university ;

(vi) constitute the faculties,

(vii) to appoint and remove examiners, officers, professors, lecturers and servants of the university and frame their duties, remuneration etc.

(viii) to make rules and regulations relating to : (i) the appointment, constitution and duties of the Syndicate, academic council and faculties, (ii) the transaction of business of the university.

(ix) It is the Senate that is responsible for making provision for courses of studies, training and research, deciding the staff of the university, instituting fellowships, scholarships etc., instituting and conferring degrees, diplomas and other academic distinctions.'[1]

(x) It decides broad questions of university policy.

(xi) And make the conditions of affiliation forthe colleges and provide for the inspection.

The Senate or Court meets at the most twice or thrice a year. It is specially convened in emergency also

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[1]D.M.Desai : Outline of Educational Administration in India, A.R.Sheth & Co., Bombay-2, 1964,p.40.

(b) The Syndicate or the Executive Council :

The second most important body known as the Syndicate or the Executive Council in the same university. The executive power of each university is vested in a Syndicate and it is a pivotal body in the administration of a university. It administers the funds and properties of the university and runs its day-to-day administration. The ordinances power gives the Syndicate control over many facts of university life.

In 1902 the Syndicate was only a recommendary body but according to the recommendation of the Indian Universities Commission 1902, that 'the Syndicate would be recognised as the executive authority of the university, and the Vice-chancellor as its chairman.'[1] Now it is recognised as the executive authority in the university with the ordinances power - It is the Chief Executive authority. It is responsible more for executive decision than executive work. It does not carry out policy.

The Syndicate is a much smaller body than the Senate, and has the representation of both the academic and non-academic members. The total number of members are upto about fifteen to twenty as according the recommendation of University Commission 1948-49, as the size of the Executive should be not less than 15 and not have more than 20, about evenly divided between internal members.'[2]

[1]Report of the Indian University Commission - 1902-04, Calcutta: Superintendent, Government Printing, India, p.55.

[2]Report of the University Commission, 1948-49. Vol.I. Ministry of Education, Government of India, Pub.No.606, 1968, p.428.

Composition of the Syndicate : As already mentioned, it is a smaller body than the Senate, with membership of 15 to 20. It is constituted of the internal and external members, as the Vice-chancellor as ex-officio chairman of the Syndicate, representative of the State Government as Director of Public Instruction, ex-Officio member, treasurer (ex-Officio) and elected representatives of the supreme governing body (Senate), the faculties and principal of colleges. And the person nominated by the Chancellor. As a rule the academic and the non-academic divide up the Syndicate about half a half.

There are many or several methods of selection of membership of ex-officio, election, nomination by the Chancellor or the Visitor according to specified criteria, rotation based upon office or seniority - the ex-officio members are the Vice-chancellor as chairman, the Rector and the treasurer (if the officer exist) Director of Public Instruction as representative of the State government, and register, the usually voteless recorder. The outsider, apart from government officials, are selected by the Senate from among its members, most often with the requirement but they are not university employees.

Tenure of the Syndicate Members : 'All except the ex-officio members of the Executive should hold office for three years. As far as possible their retirement should be staggered so as to ensure a measure of continuity from year to year in the Executive as a whole. The elected members should be eligible to hold office

for two periods, but thereafter should not be eligible except after an interval of at least one year.'[1]

Powers and Functions of the Syndicate : (1) It is central power is that of ordinances - to make, to amend, to cancel those rules related at the second level of authority. The Syndicate makes ordinances for specific purposes - admission, transferr, fees, discipline, residence, courses of study, recognises appointments of university teachers and determines their salaries and service conditions, examinations, the appointment and duties of examiners. The Syndicate must submit ~~for~~ its ordinance for approval to the Senate where it takes a 2/3 vote to turn it back and finally to the Chancellor for his approval.

(ii) Other function is the Syndicate arranges for the inspection of affiliated colleges and university departments.

(iii) It prepares the University's annual budgets, administers, university funds and maintain these proper accounts and submits to the Senate, the annual accounts subject to audit by the State government.

(iv) 'The ordinance power gives the syndicate control over many facets of university life: over the lower offices and clerks with their repetitions routine and manage pay; over the enforcement of standard in distant scattered affiliated colleges; over all of the examination paragraphernalia of questions and

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[1]The Report of the University Commission (1948-49). Vol.I. Ministry of Education : Government of India, Pub. No.606, 1963, pp. 426-27.

publication results and 'secret waxed - sealed packets - over the patronage of examinerships; over the buying and use and control of equipment.'[1]

(v) Other than these, there are specific duties the Syndicate has to perform. They are - 'the Syndicate sets and collects the fees, establishes salaries in consultation with the faculties and the State government. It enters into, carries out, varies, cancels all contracts in the university's name. It makes the award of fellowship, scholarship, studentship, bursaries, medals and prizes. It recommends to the Senate nominations for honorary degrees. It has the power to suspend, to remove, or to dismiss teachers under the ordinances.'[2]

(vi) The Syndicate after exercise all other powers necessary to carry out the provisions of the act or statutes.

(vii) It is responsible for its publications.

The term ex-officio runs about three years. Meetings are held once a month, more often, if necessary. The Registrar is preparing the agenda for meetings as directed by the Vice-chancellor.

(c) Academic Council :

There is another important body in the internal administration of the university known as the Academic Council, which consists mainly of teachers and heads of affiliated institutions, deals with purely academic questions. It is directly concerned with

[1] R. Gaudino : The Indian University. Popular Prakashan, Bombay, 1965, p. 45.

[2] Ibid., p. 46.

learning andr research.

There was no such body as the academic council in the constitution of any of the Indian universities established before the publication of the report of the Calcutta University Commission in 1917-1919, the Commission suggested that the constitution of the academic council. It should be '80 to 100 members, including representatives of all constituent colleges, and of all grades of teachings, which should be responsible for regulating the teaching work of the university and in general for purely academic questions.'[1]

As in the Commission view that 'It would, for many purposes, be a parallel, or co-ordinate, body with Executive Council, whose duty it would be to direct and review all the academic work of the university, to be responsible for the standards of attainment represented by its degrees, and to initiate proposals for academic reforms.'[2] As about the functions of the academic council the Calcutta University Commission recommended that, 'the Academic Council should, inter alia, regularly receive reports with academic questions, and should have the power to approve, amend or refer back, any recommendations contained in them, and also act as a body advising the Executive Council in matters such as the conditions to be imposed on institutions seeking admission to the rank of constituent colleges, their supervision and inspection, the creation of fully-paid teaching posts, the prescription of the duties of full-time paid teachers, the

[1]Report of the Calcutta University Commission - 1917-1919 (Selected Chapter of the Report. Calcutta, Superintendent, Govt. Printing, India, 1921,p.171.

[2]S.R.Dongerkery : University Education in India; Manaktals, Bombay, 1967,p.69.

appointment of internal and external examiners and the determinations of fees for the admission, instruction and examination of students.'[1]

As the above mentioned reasons the Academic Council as a important body in the university administrative set up, 'at least two functions of great value and improvement.

(i) It is the only body that can co-ordinate between the faculties; and there is a growing trend towards courses, at any rate at the undergraduate level, in which more than one Faculty will be concerned.'[2]

(ii) there should be a two-way traffic of ideas and information between it and the Academic Council. This will be good for both bodies.' It should help the Academic Council to be practical and not Utopian, and it should remind the executive that neither finance or politics but education is their true objective.' So the academic councilin chief strategist in maintenance and expansion of academic work at formally. Because this concerned with the purely academic matters so its constitution should be academic in its membership. So the following the constitution or composition of the Academic Council.

Composition or Constitution of the Academic Council : As the Commission of 1917-1919 recommended or suggested the constitution if the academic council should be 90 to 100 members including representative of all constituent colleges. But the University

[1] S.R.Dongerkery : University Education in India, Manaktals: Bombay, 1967,p.69.

[2] Report of the University Education Commission - 1948-49; Ministry of Education, Government of India - 1962,Pub.No.606,p.427.

Education Commission - 1948-49 suggested that, 'the Council should be wholly academic in its membership. In size it should not exceed 40. This limit may press hard ∅ one or two the larger universities.'[1] The academic council's members are constituted from the following sources.

(i) The Vice-chancellor sits as ex-officio and as chairman.

(ii) All faculty deans and heads of Department, acting principals attend as members, Heads of all recognised institutions are also members;

(iii) Several representatives from lower staff, elected by readers and lecturers.

(iv) Not more than four members co-opted by reasons of their specialised knowledge.'[2]

(v) The Senaters elect some of its non-staff members as representative in the academic council.

(vi) The Syndicate's members.

(vii) The members from the affiliated colleges, from the departments.

Tenure of the Members of the Academic Council : As suggested by the University Education Commission 1948-49 about the tenure of the academic council as follows :

'Elected and co-opted members should hold office for three years, and their retirement should be staggered. Elected members should be eligible to hold office for two periods but thereafter

[1]Report of the University Education Commission - 1948-49. Vol.I. Ministry of Education, Government of India, 1962, Pub.No.606, p.427.

[2]Ibid., p.427.

should not be eligible except after an interval of at least one year.'[1]

The Powers and Functions of the Academic Council :

(i) The Council has the power of regulations, third level of rule making authority in the university - the Senate must give its approval about regulations submitted by the academic council for approval, and

(ii) It deals with the framing of courses, organisation of teaching and regulations of examination.

(iii) The Council have 'the power to approve, amend or refer back, any recommendations contained in them, and also act as a body advising the Executive Council in matters such as the conditions to be imposed on institutions seeking admission to the rank of consultant, (b) their supervision and inspection, (c) appointment of internal and external examiners, (d) the determination of fees for the admission, instruction and examination of the students, (e) the creation of fully paid teaching posts, the prescription of the duties of full-time teachers, (f) deals with purely academic matter or questions such as the forming of courses of study, the organisation of teaching and regulation of examinations, (g) It coordinates with the faculties about the academic matters one hand and other hand it passes on its advice on all academic matters to the syndicate, (h) the academic council is mainly concerned with maintenance of standards of teaching and examinations of the university, and lastly, (i) it advises and acts on : the acceptance of new institutions, methods of instruction, the introduction of research and new specialities the control of library and laboratories and museums, the composition

[1]Report of the University Education Commission - 1948-49, Ministfy of Education, Government of India, 1962, Pub. 606, p. 427.

of expansion of faculties and departments.

The above mentioned powers and functions is that of proposal. The academic council sends ideas for confirmation to the Syndicate. The council is the very important body performing functions of the highest importance and responsibility in the university. For all its responsibilities, it does not meet often, may be once, twice, three times a year.

The Faculties :

The broadest subject units of academic organisation in the university are the Faculties. The faculties usually function through boards of studies in the several subject. It assumes the responsibilities of the academic council, where the council does not exist.' The number of faculties varies from four to twelve, except in one or two universities, such as Roorkee University which has a single faculty,'[1] as Engineering. The faculties usually are : the Arts, Science, Commerce, Law, Medicine, Engineering and Technology etc.

The faculty is headed and administered by a Dean appointed or elected from among the professors in the faculty who are heads of departments from among their own number.

Deanship is for two years. And he should be eligible for re-election for a second term of two years. Thereafter he should not be eligible for re-election if there are other Professors who are heads of departments in the Faculty who have not yet served as Deans.

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[1] S.N.Mukerji (Ed.), Administration of Education in India, Acharya Book Depot, Baroda, 1962, p.227.

(vii) He has power or right to be informed to call for any files or papers relating to university affairs, to ask for information on any issue or problem.

(viii) He has the right of inspection and supervision of building, of teaching, of equipment of examinations, of any university matter (These inspection power can be exercised by the State government).

(ix) He consult the State Government's wishes through the the Chief Minister.

(c) The Vice-Chancellor : Next most important officer in the University after the Chancellor is the Vice-chancellor and he is the first man who is the real executive or administrative and academic head of the university. He is concerned with the day-to-day university administration. In most of the older universities, the Vice-chancellor is appointed by the Chancellor, and his post was honorary, as mentioned in the previous section, know the Vice-chancellor is elected from a panel of three nominees prepared or submitted by the Syndicate to the approval of the Chancellor. So the Chancellor select the Vice-chancellor from the three names.

According to the recommendations of the and the University Education Commission - 1948-49 that the Vice-chancellor should be a full time and paid. So new there is a recent tendency to have a full-time and paid Vice-chancellor. It is an office of high status on the Indian sense. So the Vice-chancellor, has to be

'a man of character and reputation. As the University Education Commission (1948-49) described the qualities of the Vice-chancellor as follows, 'the Vice-chancellor should be a person who can recommend the confidence of the staff members and the students, by his adequate academic reputation and by strength of personality,'[1] and he must be the keeper of the universities conscience, both setting the highest standafd by example and dealing promptly and firmly with indiscipline or malpractice of any kind.'[2] And he acts as 'the chief liaison between his university and the public, and the opinion of the Commission that, 'that is a full-time task and it need an exceptional man to undertake it.'[3]

Selection of the Vice-chancellor : Due to the above mentioned reasons very important. He is appointed by the Chancellor of the University by the recommendation of the Executive Council from the three names, recommended by the Syndicate.

Tenure of Office of the Vice-chancellor : The Vice-chancellor is appointed for 3 to 5 years, but he is eligible in most universitie for re-appointment or re-election.

Functions of the Vice-Chancellor :

(i) He is the academic and executive office of his university and he is ex-officio chairman of the Syndicate, academic council and the Selection Committees. He presides over the Senate and at Convocations, in the absence of the Chancellor. He presides at all the meetings of the Senate and Syndicate as he is their chairman.

(ii) He is responsible for the administration of the Act, Statutes Ordinances and regulations passed by different university authorities

[1]Report of the University Education Commission, 1948-49, p. 422

[2]Ibid., p. 422

[3]Ibid. p. 422

(iii) He has the power of inquiry into any matter of inspection of any condition with the university, right to ask an explanation from any official, teacher or employees.

(iv) He has the power of convening the meetings of the authorities, the duty of preparing their agenda, the responsibility of information, their member on all items of discussion. He staff their deliberations, directs their proceedings, executive their decisions.

(v) He exercises direct control on selection committees but he does not touch the boards of studies.

(vi) He participates in the Conference of Vice-chancellors convened by the Central government and by the Inter-University Board.

So due to the above mentioned duties or functions of the Vice-chancellor, he should be 'an able administrator', he will assist in the quick and efficient disposal of business by unnecessary duplication or short circuiting lengthy procedures, without sacrificing principles or essential.'[1]

The Pro-Vice-chancellor or Rector : A few universities have Pro-vice-chancellor or Rector, who assists the Vice-chancellor by carrying on some of his duties in his absence and even assists in the discharge of his duties and a responsibilities.

The Registrar : He is an administrative officer of the University. He is no official or formal power outside of administration. He is za salaried officer, appointed by the

[1] S.N.Mukerji: Administration of Education in India, Acharya Book Depot, Baroda, 1962, p.228.

Syndicate. He is something like Secretary, because he acts as a Secretary to all meetings of the Senate, Syndicate and other meetings of the university. He is glorified clerk of university.

Functions of the Registrar :

(i) He is the custodian of the university common seal, records, contracts, and decision, and documents.

(ii) The Registrar's first duty is the day-to-day administration of the university as follows :

'a) answering inquiries, preparing admissions, ordering supplies, writing up the records, totalling the accounts, collecting fees, making payments, arranging examinations, compiling marks, setting up election to the authorities, writing letters, running the guest house, supplying information, supervises the university office, fixes the duties of his assistants, assigns work to the clerks.'[1]

(iii) He has to act as a correspondence or he carries on the correspondence of the University.

(iv) Keeping the documentations, the statistical, the file etc. are his responsibilities.

(v) He maintains a register of graduates, of post-graduates, of donors.

(vi) He represent the university in court, actions, executes all contracts on its behalf, manages all of its investments.

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[1]Robert Gaudino: The Indian University, Bombay, Popular Prakashan, 1965, p.64.

(vii) He acts as the Secretary of the Senate, the Syndicate and other university authorities and Boards, (a) who carries on its correspondence, arranges the meeting of the above mentioned bodies of the university and keeps their proceedings. He keeps their reports and recommendations, files them away for future reference. (a) He is preparing the agendas, setting the times of meetings, circulating members by written notices, issuing the required material to the members.

(viii) At the meeting time, he is a recorder, an observer and listener. And as a man experienced and continuous in officer an advisor.

(ix) He is an advisor to the Vice-chancellor, and as a source of information.

Dean : Dean is the head of faculty. He is selected from among the department heads, and appointed by the Syndicate for 2 years and has to remain for three terms. In federal universities the dean is elected or the dean may be elected by the faculty or appointed by the Syndicate, the Vice-chancellor or the Chancellor. He is always chosen from the top academic grades as in some places, the deanship rotates among the heads of departments.

Functions of the Dean :

(i) He is the responsible for the day-to-day administration of the faculty - as (a) framing the time-table of study, (b) fixing staff-work loads, (c) replying to inquiry on courses

and examinations, reviewing the data of admissions, and selecting and research, (d) budgeting expenses, drawing up inventories of equipments etc. (e) granting staff leave, keeping current attendance records, (f) circulating notices, (g) submitting the annual report on the progress of the faculty, (h) answering the question and the request of university authorities, (i) he must be supervised checked on every detail, watched in every effort of the faculty.

The dean does not exercise direct control over departmental work, especially wherein the subjects have throughly established their independence.

Heads of the Department : The head of the Department is top man in all departmental affairs, emphatically control.

Functions of the Heads of the Department :

1. He receives the important visitors, has the contacts, attends the conferences, represents the departments outside, is consulted on every new department is involved in every decision concerned with the department,

2. He looks after the teaching and research of the department.

3. Suggests, guides and watches the research of the Students, and provide material and equipment required by the department.