CHAPTER VIII

RECONSTRUCTION OF THE UNIVERSITY

1. Proposal for a Teaching University of Calcutta

The Government resolution on educational policy, 21st February, 1913, emphasised the necessity of expanding higher education in the country by conversion of efficient colleges into teaching universities in municipal towns, establishment of one university in each leading province, creation of "new local teaching and residential universities within each of the provinces", and by provision of teaching facilities in the existing affiliating universities where corporate life had to be encouraged. The outbreak of the first World War delayed action being taken to give effect to this policy. It was felt that an expert enquiry should be instituted to suggest measures for its implementation keeping in view the existing conditions and future needs of India. "The War", the Hartog Committee observed, "had, however, another effect on the educational policy of the Government of India. It was felt that the time had come for a policy of political reform and a greater devolution of responsibilities on Indians and that the Indian Universities
were not then giving the right type of education for the directing classes. It was with a view to improvement of that type of education that the Government of India in 1917 set up the Calcutta University Commission under the chairmanship of Sir Michael Sadler. In his convocation address of 1918 Devaprasad Sarbadhikary, the Vice Chancellor of the Calcutta University, said that the decision to appoint such a commission was taken more than four years ago.

1. Report of the Auxiliary Committee (Hartog Committee) of Indian Statutory Commission, para 19. Under the Government of India Act, 1919, a royal Commission on constitutional reforms was to be appointed in 1929. As the work of reform under 1919 Act was unsatisfactory the Commission under Sir John Simon as Chairman was appointed in 1927. The Commission appointed an auxiliary committee with Sir Philip Hartog as president to report on the growth of education in British India. This auxiliary committee is popularly known as Hartog Committee. Hartog was the Vice-Chancellor of Dacca University and a member of Calcutta University Commission.

"The Government, in setting up the Commission during the War, had clearly in view the democratic reforms which were intended and actually came into force afterwards and the desirability of raising the standard of higher education in India to meet the needs of new political ideals". - "Aspects of Indian Education Past and Present" p. 60; in support of this view Hartog writes in the footnote of the same page: "A letter from Mr. (later Sir) Austen Chamberlain, Secretary of State for India, addressed to the University of London, in asking for the services of one of its officials, made this point quite clear".
In his convocation address of 6th January, 1917, Lord Chelmsford, as the Chancellor of the Calcutta University, announced that the Government of India "have come to the conclusion that a small but strong Commission, appointed to sit next cold weather, on similar lines and with terms of reference following those of the London University Commission (Haldane Commission), is a necessary preliminary to a constructive policy in relation to your problems, and we have every hope that a Commission so appointed may give us a report of equal educational value". While referring to the tangled problems of the University the Chancellor said: "The nearer one approaches it, the more difficult, the more complicated does it appear. Its immensity; the fact that the University is situated in the centre of a vast city; the necessity of adapting its work to the needs of the time; and the demand of what we hope will be great commercial and industrial development, all call for serious consideration". So, the Chancellor concluded that "it was imperative, if the University was to fill its place in the life of the community, to institute an enquiry of a very comprehensive and searching character" in Calcutta.
The Governor-General in Council, therefore, appointed a Commission "to enquire into the condition and prospects of the University of Calcutta and to consider the question of a constructive policy in relation to the questions which it presents". The Commission was asked to investigate the problems of the University and formulate recommendations "in the light of the best expert opinion upon the present requirements of university instruction and organisation". The Commission would be empowered "to enquire into the working of the present organisation of the University of Calcutta and its affiliated colleges, the standards, the examinations and the distribution of teachers; to consider at what places and in what manner provision should be made in Bengal for teaching and research for persons above the secondary school age; to examine the suitability of the present situation and constitution of the University and make such suggestions as may be necessary for their modification; to make recommendations as to the qualifications to be demanded of students on their admission to the University; as to the value to be attached outside the University to the degrees conferred by it and as to relations which should exist between the University, its colleges or departments and between the University and the Government; and to recommend any changes of constitution, adminis-
tration and educational policy which may appear desirable". The Commission was authorized, "for purposes of comparison, .......to study the organisation and working of universities in India other than that of Calcutta". In consultation with the Secretary of State the Commission was composed by the Government of India, as follows:

President: (1) Dr. W.E. Sadler, Vice-Chancellor of the University of Leeds. Other members of the Commission were: (1) Dr. J.W. Gregory, Professor of Geology at the University of Glasgow; (3) Mr. P.J. Hartog, Academic Registrar, University of London; (4) Professor Ramsay Muir at the University of Manchester; (5) Sir Asutosh Mookerjee, Puisne Judge of High Court, Calcutta; (6) Mr. W.W. Hornell, Director of Public Instruction, Bengal; (7) Dr. Zia-ud-din Ahmed, Professor, Anglo-Oriental College, Aligarh; and (8) Mr. G. Anderson, Assistant Secretary in the Department of Education of the Government of India, would be Secretary to the Commission.

The report of the Calcutta University Commission consisting of five main volumes and eight volumes of appendices was submitted\(^2\) in 1919. It examined in detail the problems

---

1. Resolution of Government of India in Education Department, No. 783, 14th September, 1917.
2. 18th March.
of the University in regard to its academic pursuits, organisation and administration and recommended measures to suit the needs of their improvement, which, if carried out in right earnest, were sure to bring about a radical change not only in the Calcutta University, but also in the other universities of India.

In course of their thorough survey the Commission noted that the new ideas conveyed through western system of education had brought about an "educational revolution" in Bengal and other areas of this vast country, and the University of Calcutta founded in 1857 played a vital role in this "momentous change". The new ideas swiftly extended their influence disintegrating many ancient traditions. They gave stimulus and caused tension. They led to "the political and economic situation, in some respects full of encouragement, in others of menace". ¹

But this system of education suffered from serious defects; the method of training was ineffective; and the courses of study continued to be almost exclusively literary in character. One most glaring weakness in the system

¹ Report of Calcutta University Commission, ch.xxx, p.1; "Nevertheless it must be admitted that the existence, and the steady increase, of a sort of intellectual proletariat not without reasonable grievances forms a menace to good government, especially in a country where, as in Bengal, the small educated class is alone vocal". Ibid., ch.ii, p. 23.
of education in Bengal was the dearth of competent teachers in schools and colleges. While a large number of college students were "insufficiently prepared for the methods and standards of university work," the bright students did not get adequate educational opportunities for proper training. "Obsession by the idea of passing examinations is another glaring defect in the existing system of university education." The dominating place of examinations on the results of which depended the future prospects of employment of young men had depressing effects on university life. "University education in Bengal is largely vitiated by this narrowness of aim." Education had become a routine and mechanical activity, since it had lost much of its former efficiency and power of inspiration. Under the western system of education India had gained modern knowledge at the cost of her cultural heritage. "Western education has given us much, we have been great gainers", wrote Ramendra Sundar Trivedi, Principal of Ripon College, Calcutta, in his memorandum to the Sadler Commission, "but there has been a cost, a cost as regards culture, a cost

1. Report of Calcutta University Commission, ch.xxx, p.19. "Nevertheless it must be admitted that the existence, and the steady increase, of a sort of intellectual proletariat not without reasonable grievances, forms and menace to good government, especially in a country where, as in Bengal, the small educated class is alone vocal." Ibid., ch.xxx, p.10.

2. Ibid., p. 12.

3. Ibid., p. 13.
regards
as 
respect for self and reverence for others,
a cost as regards the nobility and dignity of life*. 1

In spite of these deficiencies the demand for English education in Bengal increased from year to year*. The most striking feature of the situation, commented the Sadler Commission, "the eager demand for secondary and college education, in which English is the medium of instruction. Bengal has always shown a strong predisposition towards western learning. The volume and intensity of the present demand are however beyond precedent*. 2 During five years the number of students in arts colleges in Bengal increased from 10,980, in 1912, to 18,478, in 1917, the increase being 68 'per cent'. Within this short period the number of pupils in English secondary schools increased to nearly 400,000, in 1917 from 278,000, in 1912, the increase being more than 40 'per cent'. "There is no parallel to these numbers in any other part of India", 3 Several causes, such as economic

1. Report of Calcutta University Commission, ch.xxx, p. 20; "Nevertheless it must be admitted that the existence, and the steady increase, of a sort of intellectual pro-
deterioration not without reasonable grievances, forms a menace to good government, especially in a country where, as
in Bengal, the small educated class is alone vocal". Ibid., ch.ii. p. 20.  
2. Ibid., p. 3.  
3. Ibid. "The classes whose sons have filled the colleges to overflowing are the middle or professional classes, commonly known as the 'bhadralok', and it is their needs, and their traditions, which have more than any other cause, dictated the character of university development in Bengal". Ibid., ch.ii. p. 28.
pressure and the rise of new aspirations in those ranks of society which so far lay outside its influence had stimulated the increased demand for English education.

The force working in this widespread movement for more secondary and higher education could not by themselves raise the standard of education. The Commission warned that "unless they be supported by financial assistance and directed wisely to well chosen ends, they will bring about a collapse in an old system which was designed for more limited numbers and for the needs of earlier days. The existing mechanism is over-strained by the unexpected pressure of new demands. Year by year it is less able to cope with them". They apprehended that the consequences which were likely "to follow from a continuance of the conditions (statutory, administrative, financial)" under which the system of higher education worked, would be disastrous, unless appropriate and adequate measures were taken in time to arrest them. "We believe", they said, "that the evil effects of the present system are corroding the intelligence of young Bengal and that they will work increasing and irreparable mischief unless their causes are removed".

2. Ibid., p. 19.
A radical change in the system of secondary and university education was urgently needed if it had to be made effective in serving its true purpose justifying the expenditure incurred on it. Not only the courses of study and methods of training required fundamental changes, but secondary education had to be re-organized on an independent and self-sufficient basis and the government of the University was to be made more representative and more dynamic to carry out a comprehensive plan of reconstruction. India was on the threshold of constitutional reforms proposed in the Mont-Fort report, 1917, and the educated classes would be called upon to take more political and administrative responsibilities. To guide the country with ability and foresight they needed training in new leadership which only an adequate system of secondary and higher education capable of meeting the new social and political demands could supply. The Commission proposed reforms in the existing system, which were designed to meet the immediate and future needs of Bengal and influence the development of education in other provinces of India. "We shall therefore", they said, "propose the establishment of a teaching university in Calcutta, based upon a new and close association between a reconstituted university and reconstituted colleges".¹

On the recommendation of the Universities Commission of 1902 the Act of 1904 made provision for teaching by the universities. The post-graduate or higher teaching in Calcutta was, in 1917, wholly under the direct control of the University. It was organised quite separately from the undergraduate work under its own governing bodies. When teaching functions were attached to an affiliating university the initial results were not all satisfactory, because some of the colleges did the post-graduate work and a spirit of rivalry tended to embitter the relation of the University with its colleges. But the unification of all post-graduate work under university control put an end to this unfortunate result, but the system had other drawbacks. The colleges were considered to be doing work of an inferior level in which the quality of teaching was poor, as the colleges were deprived of the services of many of the best teachers. "It is unhealthy", remarked the Sadler Commission, "that any sharp line of division should be drawn between the higher and the lower teaching work of a university. It is equally disadvantageous that a system of more advanced instruction should be built up at the expense of undergraduate teaching, which is the foundation of nearly all advanced work. Advanced and independent work,
in the University as a whole, can not be satisfactorily fostered by the mere superimposition of an organisation however carefully devised for this purpose, upon a bad system of undergraduate training".1

The Commission traced the root of the evil which had done harm to the quality of both undergraduate and post-graduate teaching, when they said that "Independent work is largely the outcome of intellectual curiosity. If this quality, instead of being stimulated, is discouraged in the lower grades of training, as it is under the present system, no great results can be expected. Unless the spirit of independent and critical enquiry has been encouraged and trained before the student reaches the stage of post-graduate work, it can not reasonably be expected that his work under "research professors" should be, except in very rare instances, much better than mechanical".2

Colleges had a feeling of distrust of the University, "as at once the rival and the taskmaster of the colleges";3 it was believed "that the interests of the University and its colleges are necessarily inconsistent", and there was little "possibility of real and

1. Report, ch.xxxiv, p. 244.
2. Ibid.
3. Ibid., p. 247.
cordial co-operation* between them. Indeed the existing organisation of the university system encouraged the atmosphere of distrust, and "largely contributed to produce many of the defects" with which Sadler Commission had to deal. But, "If and in so far as this distrust is justified", thought the Commission, "the main effort at reform should aim at removing its causes not by thinking at the superficial symptoms, but by a bold and well thought out policy of re-organisation".¹

To begin with "the isolation of the colleges and the artificial severance of higher and lower work"² had to be eliminated, in order that the best students in all stages should receive training from the best teachers. No wholly centralised system of instruction would suit the conditions prevailing in Calcutta and the collegiate system had become deeply rooted and the wide separation between these two agencies of higher education had to be removed. Colleges were to be given more opportunities to play freely a greater and more effective role in doing their work. "If the colleges are to exercise a greater and deeper influence", pointed out the Sadler Commission, "it can only be by their being strengthened; and this can,

---

in our judgement, be best achieved by giving them a fuller partnership in the University, and by enriching them by a real co-operation with the University, instead of leaving them as more or less isolated institutions, each dependent upon its own resources".\(^1\)

In the view of the Commission, if a sound system of university training at post-graduate and under-graduate levels was to be really developed, a deeper understanding and close co-operation of the University and its colleges had to be brought about by re-organisation of the whole university system. The Commission suggested that the training for the degrees of M.A. and M.Sc. known as post-graduate teaching in Calcutta, "ought to be organised in the same way as under-graduate training, by co-operation between the University and the colleges".\(^2\)

As a teaching unit Calcutta University was to be organised in the city as a new type of institution, not a 'unitary' university like Edinburgh, Manchester, Harvard or Yale. The history and the complex conditions in present Calcutta were not suitable for unitary system.

\(^1\) Report of the Calcutta University Commission, ch. xxxiv, p. 248.

\(^2\) Ibid., p. 276.
"The collegiate system is too deeply rooted in Calcutta to make it possible*, observed the Sadler Commission.¹ The number of students was too large to be dealt with directly by a single authority; it was the college alone which could offer them guidance and amenities and advantages of corporate life. Some of the colleges in Calcutta had rich traditions which should be preserved and although even the strongest of them is too weak to undertake with full success the whole of the training which their students ought to receive, they can nearly all make vitally important contributions to the life of the University*.² "The Teaching University of Calcutta must, therefore," emphasised the Sadler Commission, "be a university of colleges, superficially resembling Oxford and Cambridge, and, more closely the reconstructed University of London*.³ Under a new Synthesis the University and colleges should become a part of each other, and while the University would not be a body outside the colleges, the colleges themselves would become full members of the University. In the proposed system the University would decide the character of

3. Ibid.
training to be given in the colleges, which will be far more important than the examinations which dominated the affiliating system. Under the new system colleges would be more free and strong and command greater loyalty of their students and fear, jealousy or rivalry would no longer tarnish and weaken the cordial and comradely relations of the University and colleges.

The colleges of the new system would be stronger and better equipped and they were to fulfill more exacting conditions and to work harmoniously between them and the University. There would be a radical change in the character of the colleges of the Teaching University. "They must", stressed the Sadler Commission, "no longer think of themselves as being virtually self-contained and self-dependent, but must strive after the far higher ideal of being free co-operating partners in a great enterprise, each making its own distinctive contribution to the common strength, and each enriched by the strength of its fellows. They must be given every ground for realising that their prestige, dignity and security, and their influence over their students, will not be diminished, but will, on the contrary, be greatly increased under the new system; and that they will not be institutions subordinate to the University, as now, but component parts of it, able to exercise a powerful influence
over its policy and work. Indeed, only thoroughly efficient colleges would be able to fulfill the conditions of admission to the new system, and those which would fail to do so would be placed on a temporary and provisional footing.

The principal aim of all schemes of university reform was to improve the quality of training of students, and no rules and regulations however strict and elaborate, could, by themselves, bring about this improvement. A multiplicity of regulations might defeat the very purpose of reform. Only sincere and devoted work of a body of teachers inspired by the new ideals coulds bring about success in this field. Teachers must be the right men working in the right spirit using the correct methods of training the adolescent learners.

Considerable changes in the courses of study, research and methods of instruction were recommended for the improvement of university education. The Teaching University would introduce a number of new subjects of study in all modern branches of knowledge and develop the departments already in existence. "The courses of instruction," the Commission observed, "are too

predominantly literary in character and too little varied to suit various needs; nor is there adequate provision for training in technical subjects. The methods of teaching were "far too mechanical, depending mainly upon mass-lectures, and giving a quite insufficient place to individual guidance and advice, nor do they allow for variation of method to meet the needs of different students". This was partly due "to the enormous numbers which have to be dealt with", and partly "to a bad tradition"; "but mainly perhaps to the fact that since the University is (in regard to under-graduate work) almost exclusively an examining body, external to the colleges, the colleges tend to regard themselves as mere coaching institutions, and the influence of the examinations exercises an undue domination over the mind of teachers and students alike".

The Commission recommended that the stage of secondary education should be completely separate from the university system. The existing secondary system suffered from a number of serious deficiencies: most of the high English schools were "under-equipped" and conducted "by an under-paid and for the most part an untrained staff"; "they are

1. Report, ch.iii, p. 302; Appendix K.
2. Ibid.
unduly dominated by an examination (the matriculation) which is itself ill-designed and not of sufficiently high standard, and which gives no encouragement to many lines of study necessary for the welfare of the pupils and for the prosperity of the country; there was "no adequate machinery for supervising, guiding and assisting the work of the schools as a whole", because there was a division of authority between the University and the Department of Public Instruction; and a vitally important part of secondary education was conducted in the intermediate classes of the colleges of the University, and because of this system the purpose of secondary education was defeated "partly because the methods chiefly employed (those of the mass-lecture) were unsuitable for work at this state, and partly because many subjects and lines of study, especially those which have a vocational bearing, are almost wholly disregarded".¹

In the view of the Commission "A radical reform of these conditions is necessary not only for university reform, but also for national progress in Bengal". So they recommended that "training at the intermediate stage should be transferred from the universities to new

¹. Report, ch. iii, pp. 297-98; Appendix K.
Institutions to be known as 'Intermediate Colleges', some of which should be attached to selected high schools, while others should be organised as distinct institutions.¹ There should be at least one intermediate college in every district of Bengal and the courses of study of these colleges should include besides arts and science, a variety of professional and vocational subjects and their system of examination would undergo a radical change. These secondary institutions would no longer remain under the control of the Department of Public Instruction, but they would come under "a Board of Secondary and Intermediate Education, to consist of from fifteen to eighteen members, with power to appoint advisory and other committees including outside members".²

The work of the Teaching University of Calcutta would be confined wholly to post-graduate departments and its colleges. It would provide adequate accommodation for co-operative teaching and ample library and laboratory equipment and supplement the resources of its colleges. The University would arrange lectures in subjects which colleges would not organise, such as various modern languages and Indian vernaculars, phonetics, statistics, Indian archaeology, Ethnology, Anthropology, special branches of science,

1. Report, ch.iii, p. 298.
2. Ibid., p. 299.
e.g., bacteriology, astronomy, experimental psychology.
The public instruction of the University should be given by the University and college teachers, and students or other colleges should make some financial contribution towards the cost of these public lectures.

Under the new system, the existing functions of the University in regard to its colleges, which were the definition of the curricula, the conduct of examinations and exercise of general supervision and inspection would continue, but these would be much modified in the case of the constituent colleges. The courses of study would be determined by teachers of the University and of the colleges, which should suit the special needs of the various groups of students and the special abilities of various teachers and individual subjects would not be treated in isolation as water-tight compartments, but allied and kindred subjects to be dealt with as units.

In the system of a teaching university of constituent colleges the rigidity of the existing pattern of examinations would be much relaxed, and the performance of students throughout the session would be taken into account in the final assessment. The relations of the University with its colleges would be much more intimate, specially in teaching work. The inspection of colleges would be less
frequent and its nature different. Every three or four years a group of persons appointed by the University, including some eminent scholars of other universities, should visit all constituent colleges and present a report in one single document to be circulated among all the colleges.

The reputation of the University and its colleges depended almost wholly upon the character and performance of their teachers and utmost care and consideration should be devoted to their selection. Appointments were to be entirely free from intrigues, sectarian, political or personal influences. The task of selecting really able and good teachers was rendered difficult by racial, religious and political differences which were widespread. It would be very unwise to draw all teachers of a university from among the people of one single province. In the face of provincial rivalries which were so keen the task would be delicate indeed. The need for appointing specialists for instruction in modern sciences from foreign universities, specially of Britain, would be urgently felt till Indian universities adequately develop their own resources in these field of study.¹

¹ Report of the Sadler Commission, ch.xxxiv, pp. 281-82.
To carry out effectively the plan of a teaching university of Calcutta a new administrative set-up would be required consisting of three main governing bodies, namely, the Court in the place of the existing Senate, the Executive Council in the place of the existing Syndicate and the Academic Council with the Faculties, Committees on courses of study and Boards of studies under it. The Vice-Chancellor would be the chief leader of the new system of university organisation. The success or failure of the Teaching University would largely depend, at the beginning, upon the power of initiative and personality of the Vice-Chancellor.1

2. Classification of Colleges in the New System

(a) Colleges in and around Calcutta

The University would have in the proposed scheme colleges or institutions of different classes associated with it as its members, such as incorporated colleges, constituent colleges, women's colleges, temporarily affiliated colleges and mujassal colleges. Statutes would define the categories of these institutions. In the first category, three types of colleges or institutes in the city of Calcutta or in its close neighbourhood, namely, the incorporated colleges or institutes, the constituent colleges and

the women’s colleges, should be recognised. The second
category of institutions would consist of the temporarily
affiliated colleges, while the third category would be
composed of mufassil colleges.

The incorporated institutes or colleges would be
wholly financed by the University and managed by it. They
would provide for the study of special subjects. The Law
College and the College of Science were this type of ins-
titutions and the Government Sanskrit College could be
developed into a centre of Oriental learning, when it
would be transferred to the University as an incorporated
institute.

The constituent colleges were to fulfil conditions
to be laid down by the University in regard to -

"(a) the separate treatment of intermediate
students,

(b) the number of degree students whom they
admit,

(c) the number, pay and tenure of their
teachers,

(d) the submission of their teachers, on
their appointment, for individual recog-
nition,

(e) the residence of their students,

(f) participation in co-operative teaching
work of the University". ¹

The teachers of the constituent colleges could become members of all the academic governing bodies of the University, under prescribed conditions, and their students, if qualified, could attend university lectures, without payment of fees. Statutes would define the conditions necessary for admission of a college to constituent rank and its privileges.

Women's colleges were to fulfill the conditions laid down by the University, and their courses of study and examinations would be under the control of a special Board.

The temporarily affiliated colleges in the city of Calcutta would for a short period, exist under a special category. They could not at first fulfill the conditions required for constituent colleges, but would be permitted for a brief period of time to remain associated with the University on terms and conditions to be determined by the Executive Commission (which would exercise functions of the proposed Executive Council of the University during the period of transition). The privileges of the colleges admitted to this category, their names and the duration of time for which they would be permitted to continue in this status were to be defined.
by Ordinance. No new colleges of this type were to be created or recognised.¹

The Calcutta University Commission suggested that, under the proposed scheme, all the colleges in the city of Calcutta and its close neighbourhood, should, by fulfilling the conditions prescribed for the purpose, be constituent colleges of the University. Indeed, the conditions to be fulfilled by constituent colleges would be widely different from those which governed the colleges under the affiliating system. If the relevant recommendations of the Commission were accepted no longer would the intermediate classes remain part of the college system. The essential requirements of constituent colleges were laid down by the Commission. For efficient organisation of college life and the development of a corporate spirit the size of a college should not be too small or too large. "A very small college," the Commission pointed out, "does not give sufficient play to varieties of type; in a very large college the individual becomes lost."² So, in the view of the Commission, the maximum number of students to be enrolled in

² Report, ch.xxxiv, p. 300.
a constituent college should be one thousand.

The most important factor would be the teaching staff of a college where instruction should not consist of class lectures only, but should include individual tutorial guidance also. The number of teachers was to be determined not by the number of subjects taught in a college, but by the number of its students, and the number of the staff should bear a certain proportion to the number of the students. Under the existing conditions in Bengal, the ratio should be one teacher to twenty five students. This proportion was to be reviewed from time to time.

The importance attached in the affiliating system to the academic qualifications of teachers, such as a first or second class in the M.A. examination, should not be taken dogmatically in the proposed scheme of reforms. Because, "such criterion as this, is, by itself, unsatisfactory, though in the absence of other evidence it must naturally carry great weight. In no university do all the bright minds necessarily find a place in the first class, and the most inspiring teacher of investigator may be a man with relatively poor academic qualifications. Moreover, this criterion wholly breaks down when the claims of teachers educated in
other countries, in England or America have to be equated with those of Calcutta graduates. It would be possible to get a good staff, if teachers were offered good pay, good prospects and security of tenure. As regards the academic qualifications of teachers to be appointed in colleges too rigid conditions should not be imposed by the University, but their qualifications as teachers as a whole should be taken into account. No punctilious stipulations should be made regarding the number of teachers to be appointed in each subject, and every college should be free to distribute the various subjects among its teachers. Subjects should not be arbitrarily separated from one another in actual teaching; subjects like history, economics, political science and geography, might be taken together, and the teacher of philosophy could very well take classes in literature. Every college should appoint a number of responsible heads of departments with substantial salaries. "Further more, in order that the constituent colleges may be able to play their full part in the cooperative system we have defined", the Sadler Commission urged, "it is essential that they should have a number

1. Report, ch.xxxiv, pp. 301-02; "Thus John Richard Green, the historian, took a pass degree at Oxfor d, Darwin a poor degree at Cambridge, Faraday never went to a university". Ibid., foot-note, p. 302.
of teachers of their staffs who would deserve to be given the rank of 'appointed' teachers of the University, and who would be capable of taking part in all grades of work, pass, honours and post-graduate'.

No constituent college could work fruitfully without adequate accommodation and equipment. The buildings of the college should not be a "mere barrack of lecture-rooms", and thought "they may be simple and unpretentious, they must form a suitable home for a living society of teachers and students". Only lecture-rooms would not be enough, there should be small rooms for small classes, common rooms for students, and private rooms for teachers to meet students individually and in small groups for tutorial purposes. A good working library with sufficient seating accommodation and "not a mere 'pro-forma' library", had to be provided. And all the college buildings must be clean and sanitary and kept in good repair.

So far, colleges had greatly disregarded the obligation of providing their students living accommodation in healthy and hygienic conditions. The constituent colleges of the Teaching University would be responsible for supplying suitable accommodation for their students, for

2. Ibid., p. 304.
they "are not to be mere purveyors of instruction for examination, they are to be living societies, real training places for men".¹

The organisation and government of constituent colleges were to be placed on a firm and sound footing. Every constituent college should be a public institution with "its property securely held under an approved trust-deed for the purposes of higher education",² and all its resources were to be used for its own benefit, and never for private gain. It should have a properly constituted governing body, with one or two representatives of the University, and two elected representatives of college teachers, besides the principal. Every constituent college ought to have a Teachers' Council consisting of all senior teachers. The council should meet regularly and frequently to discuss the problems of students and suggest measures for improvement of the work of the college and its management. The governing body of the college should take the recommendations of the council into serious consideration. Constituent colleges

¹. Report, ch. xxxiv, p. 304.
². Ibid., p. 305.
would enjoy certain privileges: their students should be permitted to attend without payment of fees, lectures given by University staff or college teachers appointed by the University for this purpose. Every constituent college should be represented on the several governing bodies of the University. While retaining their position in their own colleges, teachers of the constituent colleges could be eligible for appointment as professors, readers or lecturers in the University. They would be eligible to become 'external' examiner of the University. "In short", observed the Sadler Commission, "these colleges would be fully members of, and partners in, the University; not, as now, institutions existing to prepare students for the examinations of a body in which they have, as a matter of right and certainty, no definite share". 1

In all their internal affairs constituent colleges would be fully autonomous, as long as the conditions prescribed by the University were fulfilled by them. Every college should be completely free, within the limits of its own constitution, to pursue its own programme of moral and religious training and develop its own tradition. To maintain the autonomy of the college and its influence over its students, the authorities of the col-

lege ask, and specially its principal, should have full disciplinary control over its students, including the power of expulsion. The university normally would have no right of interference with these and similar other powers of the college. In order to maintain discipline of students the authorities of the University and the constituent colleges should work together with full understanding.¹

Students of a constituent college would attend lectures in other colleges and in the University and problems of discipline might arise. A Committee of Discipline consisting of some heads of colleges and the Vice-Chancellor as its chairman, should deal with these problems. This committee would be an advisory body to help the Vice-Chancellor who could refer points of difference between him and the committee, to the Academic Council and the Executive Council of the University.

All demands for financial assistance from the Government, made by the colleges, as also by the University, were to be forwarded after due scrutiny by the Executive Council, with their comments.

¹. Report, ch.xxxiv, p. 307
Mufassal Colleges

Under the new system the Teaching University of Calcutta (and Dacca, now in Bangladesh) would attain higher standards of university work, and judged by these standards the mufassal colleges of Bengal would suffer in public estimation, if their character and quality did not improve. Most of these colleges were ill-equipped and under-staffed, and poor in academic and administrative efficiency as well as in financial resources. Many of them should provide training up to the intermediate stage only, indeed of a higher standard, as proposed by the Sadler Commission,¹ and a few of them might become centres of university work of the degree classes. The Commission proposed "a gradual and increasingly definite differentiation in the work of the mufassal colleges, some devoting all their strength to degree work, others to the not less vitally important work of the intermediate stage. The former might in course of time be recognised as 'potential universities', and ultimately, as universities, acquire independence. The latter would become great centres of varied and practical training for young men of many types. They would be different from the 'potential universities', but no more inferior to them than Eton is inferior to Oxford".²

¹. Report, ch.iii, p. 298.
². Ibid., ch.xxxv, p. 334.
The educated opinion in Bengal always demanded a wide diffusion of higher education in all parts of the province, but the colleges which were created to supply the demand suffered from serious deficiencies, for instance, they provided a literary training almost to the exclusion of practical course of study. The scheme of reforms recommended by the Commission proposed to eliminate the existing imbalances, both in the intermediate and degree stages and to improve the university system as a whole and to make the intermediate and school education more varied, practical, healthy and dynamic. "In the long run", observed the Calcutta University Commission, "the best thing in Bengal will be the establishment of a small number of efficiently organised universities in the mufassal, wherein a training can be given which will not be less valuable in quality, though possibly less wide in range, than that which will be offered by Calcutta and Dacca, the remainder of the colleges devoting themselves to the vitally important work of the intermediate stage".¹ The division of the mufassal colleges into the two proposed categories would be determined by the standard of their work.

¹ Report, ch. xxxv, p. 342.
In the view of the Commission a special Board of the University of Calcutta to be called the Board of Mufassal Colleges, should be established to serve the interests of the mufassal colleges of Bengal. Every mufassal college affiliated up to the degree standard should be represented by one member on the Board, "and the stronger colleges by more than one", and there also be a very strong representation upon it of the teachers in the Teaching University of Calcutta and its constituent colleges, appointed by the Academic Council. The Board would be responsible for the curricula and examinations of the mufassal colleges and "it should have a distinct system of finance".\(^1\) The work of the Board would be subject to review by the Academic Council. In view of the difficulty of existing communications it was not possible to hold frequent meetings of the Board, as these would also involve waste of time and public funds. So, the Commission suggested "that the Board should not meet very often, but that its main business should be concentrated in a single series of meetings, which might be confined within a single week".\(^2\) The routine work of the Board was to be conducted by an executive committee with the Vice-Chancellor as

---

2. Ibid.
its chairman, and by a paid secretary working in close association with the Registrar of the University.

Those who demanded rigid uniformity of standards in the courses of study and examinations to be enforced in all the colleges under the University of Calcutta, might not agree with the view of the Commission that it was essential "that there should be more variation in the curricula, and a separate system of examinations, for the mufassal colleges".¹ The students of Calcutta enjoyed greater educational facilities provided by the combined resources of the University and its constituent colleges, and it would be manifestly unfair to demand from the mufassal students the same standard of academic performance which could be expected from the Calcutta students.

As the number of candidates increased every examination tended to become more mechanical, and, therefore, more unsatisfactory. The number of candidates for the degree examinations of the Calcutta University was already too large for efficiency, and it would be a great advantage, if they were divided into three groups for Calcutta, Dacca and the mufassal areas. In all cases the degrees of

¹ Report, ch.xxxv, p. 351.
the University would have the equal validity and the degrees won by the mufassal students would not be inferior to those obtained by the Calcutta students. Indeed, "there should be a general equation or correspondence of standard, though not an exact uniformity of content, between the curricula and examinations of the mufassal colleges and those of the Teaching University".¹ The range of the courses of study pursued in various pass and honours papers and the amount and range of knowledge required from the students would be much equivalent. They should not be identical, since Calcutta could provide wider and better facilities of training in various branches of knowledge, which would be beyond the reach of the mufassal colleges. "In order to ensure a fair equivalence between the two courses of study", it was suggested by the Sadler Commission, that the Board of Mufassal Colleges should consist of Calcutta teachers who might be trusted to see that degrees were not given to the mufassal students "on cheaper terms.² It was further suggested "that all the proposals of the Mufassal Board shall be laid before the Academic Council of the Teaching University, who shall have the power of rejecting them, or of referring them back for

2. Ibid., pp. 352-53.
reconsideration, but not of amending them in detail". ¹

The Mufassal Board would not be qualified to perform the functions, now done by the University, of supervision and inspection and of giving or withholding affiliation of individual colleges. It might make recommendations regarding the conditions of affiliation to be enforced. The colleges should be recognised by Ordinances for the privileges of affiliation under the Mufassal Board.

The courses of study for all colleges of Calcutta and mufassal areas would be divided into 'pass groups' and 'honours schools', and affiliation would be granted "not in particular subjects regarded as isolated units, but in each pass group or honours school regarded as a whole".² The conditions of affiliation should include terms and conditions of pay and tenure of teachers, and mode of government, of colleges. The inspection of the mufassal colleges should take place at least once in three years. "The inspection should be thorough and searching, and should include a detailed analysis of the conditions under which the students live, and of the provision made for their physical training and welfare, as well as of the

1. Report, ch.xxxv, pp. 352-53
2. Ibid., p. 333.
teaching equipment of the college.¹ One single report should contain the findings of inspection which should mention praiseworthy features, if any, observed in any college. While the financial needs of higher education in Bengal should be considered as a whole, the demands of the mufassal colleges should be forwarded to the Government through the Executive Council of the Calcutta University.

This scheme would provide a certain degree of academic autonomy to the mufassal colleges and adjustment of their curricula to their own resources and to the needs of their own students, under the supervision of the Teaching University of Calcutta. The colleges first fit to become 'potential universities', or these should be called University Colleges, as suggested by the Commission, were to be selected on certain principles. The "strongest and most progressive" colleges should be chosen as the centres of universities, and the general line suggested by the Commission to differentiate between the constituent colleges and the temporarily affiliated colleges in the city of Calcutta, should be adopted for the assessment of the standard of the mufassal colleges also.²

The following conditions may be enforced for the recognition of colleges:

"(a) A college desiring to be recognised as a University College should be required to provide separate teaching, under a distinct staff, for students in the intermediate stage, so long as these students remain attached to it; it should also be required either to cease accepting intermediate students, or to organise a separate administration for them, in a separate building, as soon as the Executive Council (or, in the period of reconstruction, the Executive Commission) of the University decideds that this can fairly be done. Not until these conditions are met should the college be recognised as belonging to the higher grade.

"(b) It should further undertake to provide secure conditions of tenure, for a term of at least three years, for the great majority of teachers, to appoint a chief teacher, or head of the department, in each of the principal subjects of study, and to pay no salary (for full time work) of less than Rs.125 "per mensem" or, for heads of departments, of less than Rs.300 'per mensem'.

"(c) It should further be required to provide under normal conditions at least one teacher for every 20 students. In Calcutta we have proposed that the constituent colleges should be required to provide at least one teacher for every 25 students. But, as the teaching resources of every Calcutta college are increased by the teaching resources of the University and of the other constituent colleges, this provision would be insufficient to meet the needs of isolated mufassal colleges, a higher proportion is therefore necessary in these colleges."
"(d) It should further undertake to submit its principal teachers individually, when appointed, for approval or recognition by the University, subject to limitations similar to those which have been suggested in Calcutta.

"(e) Finally, since the rank of a University College ought not to be conferred upon an institution which provides only for pass work, a college which aims at this rank should be required to satisfy the University that it is capable of providing teaching in at least two or three honours schools of the new type proposed for the Teaching University at Calcutta".1

The selection of university colleges on the basis of these principles by the Executive Council (or Commission) of the University and the names of colleges so selected were to be embodied in a Statute which would be made or changed with the approval of the provincial government. A panel of the Mufassal Board "with substantial representation" of the teaching staffs of the University Colleges and representatives of the Academic Council should be set-up. This panel would enable the University Colleges, regarded as 'potential universities' to have a greater degree of academic autonomy than the rest. "Each college in this group should be entitled to propose, for the consideration of the panel and the approval of the Academic Council, special books or periods of its own, or special parts of a subject, or special pass groups or

honours schools peculiar to itself; it would be entitled also in such cases to propose a special examination in part, or the whole, of a degree course, and both in these cases and in others to propose that the examination of their students should be conducted by the teachers of the college, in conjunction with external examiners appointed by the University.¹ The source of funds of these colleges would be private generosity supplemented by public grants.

Assam had two colleges - one at Gauhati in the Brahmaputra valley which is a distinct linguistic and cultural region and as such needed a university of its own, and the other at Sylhet in the Surma valley, which racially, linguistically and economically linked with East Bengal, was only in administration a part of Assam. The interests of the students of both the colleges would be best served by these two institutions coming under the mutassal Board of the Calcutta University.²

The two colleges of Burma, one Government and the other private (both situated in Rangoon), were affiliated to the Calcutta University, and all the high schools of

² Ibid., pp. 360-63.
Burma had to be formally recognised by the Calcutta University. Burma had a bright prospect of having soon a university of its own. It was proposed that till the establishment of a university the two Burmese colleges should fulfil the conditions laid down for admission to the panel of the Mufassal Board of the Calcutta University.¹

(c) Re-organisation of Presidency College

The Calcutta University Commission suggested measures for the re-organisation of Presidency College of Calcutta, which held a unique position among the colleges in the city. It was the oldest and best equipped institution of higher education managed directly by the Government and the larger share of the funds totally spent on all the institutions of higher learning in the city of Calcutta, was devoted to its maintenance. Since it stood on a different footing from the other colleges, it would be difficult for Presidency College to work on equal terms with the other colleges, in a system of co-operative teaching, as recommended by the Sadler Commission. In order to make the system work smoothly it would be necessary to bring about some changes in the organisation and management of Presidency College. It was desirable as also originally intended, that the entire body of students of the

University should enjoy the benefit of sharing the social and intellectual influences of Presidency College having better resources and organisation. In the new system of the University of colleges, as proposed by the Commission no college should have any specially intimate relation with the Government which might be regarded as a source of a prior claim to public funds. In order to bring about the necessary changes in the constitution of Presidency College, the Commission recommended that Government should cease to exercise the special and detailed control over the affairs of Presidency College which it has hitherto exercised; that the property of the college should be vested in trustees, to be appointed by Government; that a fixed annual block grant should be allotted to the college, sufficient to meet the expenses of maintenance and repairs, as well as the cost of the salaries, pensions, etc., of such staff as may be judged necessary to maintain its educational and administrative efficiency on at least its present standard; and that a governing body, to be appointed in the main by Government, but to include one or more representatives of the University and at least two elected representatives of teachers of the college in addition to the principal, should be established, with power to administer the revenues arising from Government grants, fees, endowments and other sources, to receive gifts, to create and award scholarships,
and, in general, to direct the policy of the college.¹

The college would, thus, become a distinct corporation elastic enough to make adjustments which might be necessary under the new co-operative system of teaching. Whatever be the changes carried out the existing rights of teachers and students had to be safeguarded, for instance, the rights of the existing staff in regard to their pay, tenure and pension, and any special privileges enjoyed by the Muslim pupils. The appointment of the staff was governed by the educational services rules of Bengal and this system might continue during the period of transition till a new mode of appointment was adopted without reference to the service system. All appointments would be made by the governing body of the college, "subject, of course, to such conditions as might have been laid at the outset by Government".²

It was recommended that Presidency College should establish a series of presidency chairs or readerships. Some of these chairs might be named in honour of eminent persons associated with the college, such as Ram Mohan Roy and David Hare. Ten or twelve such posts could be created

². Ibid., p. 321.
and held by the principal teachers of the college or other members of the Indian and Provincial Educational Services, selected for their scholarship and teaching ability, by a joint committee of the University and Government. While this would be the general pattern of appointment for the proposed chairs, a number of important posts should be kept reserved for both Indians and Englishmen, who had been trained in the West, with special privileges in regard to salary, increment and pension. They would hold the rank of university professors and be available for the general work of the University, though The appointment of the best available men conversant with western methods and outlook would be necessary to keep Bengal students in touch with the constantly changing theory and practice of European learning in various fields. Since its foundation Presidency College made great contributions to the intellectual and social life of Bengal being a great centre of English education and this tradition of the college could be preserved by teachers trained in western learning. It was recommended by the Sadler Commission "that the appointments to these posts should be made in England", and the committees for selection of presidency chairs also should be appointed in England. For each

appointment a special committee was to be set up and the University and the college should each appoint a representative from among persons resident in or visiting England, who were to be familiar with conditions in Presidency College, and the Secretary of State would appoint other members of the committee, who would be leading British experts in the subject of the chair.

The claims of western-trained scholars resident in India should seriously be taken into consideration and the needs and conditions of a post should be notified through the Secretary of State by the University and the college. The nomination of the committee for appointment had to be confirmed by the University and the college. "We believe", the Commission observed, "of high ability would be secured, without undue invasion of the prerogatives of the University or the college, and without overlooking the claims of suitable candidates in India".  

(d) University of Bengal

The suggestion made by a number of correspondents of the Commission that all the colleges which could not be incorporated in, or otherwise provided for by, either of the Teaching Universities of Calcutta or Dacca, should be

brought under a new university to be known as the University of Bengal, was not a practical proposition. Another suggestion made by a number of correspondents that, while the colleges of western Bengal might remain with the University of Calcutta, the colleges of eastern Bengal should be brought under the new University of Dacca, could not be accepted either. On the other hand, the Commission recommended that all the mufassal colleges should be associated with the University of Calcutta, and that, though there should be a considerable degree of uniformity between the University and the mufassal colleges, each institution should be free to develop according to its own needs and resources and the work of one should not hamper or interfere with the work of all others.

3. **Existing Government of the University**

The existing system of administration of the University of Calcutta had some serious weaknesses which rendered the working of the affiliating university ineffective. The Senate, its supreme governing authority, was too small a body to represent the varied interests connected with university education, and too large a body for efficient administration as it was confined to a small number of 'ex-officio' Fellows and one hundred ordinary Fellows, the Senate could not be an adequately representative body.
The Act of 1904 provided that two-fifths of the ordinary Fellows should be associated with the profession of teaching. But this provision had not been carried into effect and no colleges affiliated to the University or their staffs or the schools recognised by the University, were represented on the Senate, and no woman member was included in it. Though the Faculties of Law, Medicine and Engineering elected members of the Senate, there was "no assured representation of the general bodies of learned professions other than that of university teaching".

The interests of industry, commerce, agriculture or of leading zamindars were not represented. The different communities were not represented according to their population percentage. In 1917 the Senate had 42 European, 48 Hindu, 8 Musliman and 2 Indian Christian members. Although the headquarters of the University were in Calcutta, the corporation of the city had no official connection with the University. The conflicting claims of the several provinces within the jurisdiction of the University created grave problems of adjustment. Some remote areas of mufassal Bengal were not properly represented.

1. Sec. 6 (4).
The method of appointment to the Senate was another defect in the system: eighty ordinary Fellows were nominated by the Chancellor, ten elected by the registered graduates and ten by the Faculties. "The existing principle of nomination, tempered by a limited measure of election", remarked the Sadler Commission, "has failed to effect that contact with many of the forces which are essential to the well being of the University". In the opinion of the Commission nomination on a large scale was of doubtful utility for the constitution of a large body, "the main function of which should be to keep an executive in touch with public opinion".

The functions of the Senate would very largely determine its composition and the methods of appointment to it. In the opinion of the Commission of 1902 the Senate should be mainly a body of experts and protected against influences not relevant to the cause of education. In order to make the Senate a powerful body to withstand outside pressured Government insisted upon having a large proportion of nominated members and such a necessity had been accentuated when the University had undertaken considerable teaching responsibilities. The Senate had

2. Ibid., pp. 195-96.
constituted in 1916, with Government sanction, the postgraduate councils in arts and science, which consisted almost entirely of teachers and were responsible for the main teaching activities of the University.

The functions of the Senate were numerous and varied. Its meetings were frequent and prolonged; its members who lived in remote areas away from Calcutta could not attend the meetings regularly, and those who lived in the city being busy could hardly spare time for those meetings. The long discussions which were usually held in Senate meetings were dull and boring, and not unfrequently out of point. The Senate, according to the Sadler Commission, "an unsatisfactory compromise between two ideals", "expert academic knowledge and experience of men engaged in non-academic business", and as its numbers had to be kept within limits, "adequate representation of all the categories of experience concerned" was precluded.¹

The Syndicate of the University was also not a satisfactory organisation. Its work was so varied and multifarious that a body of seventeen members in charge of the executive government of the University could not fully cope with its large volume. It was not confined to matters of principle, but had been extended to include a

wide field of business much of which could be conveniently dealt with by more appropriate bodies. The Syndicate, for instance, had to deal with the question of granting permission to private candidates to appear at the university examinations, and to consider the cases of boys and girls who sought permission to alter the dates given in the entries of their birth. More than half the work of the Syndicate related to the conduct of the Matriculation examination and the recognition of schools. Problems connected with these matters could very well be dealt with by special boards. The Syndicate remained much too pre-occupied with multitudinous matters of detail and could hardly attend to questions of general policy. The meetings of the Syndicate were frequent and long, and leaders of commerce and industry, who were usually busy people, could not stay long in them or attend them regularly.

The existing arrangements for the conduct of the administrative work by the Syndicate were far from satisfactory. This executive body of the University could discuss in detail issues brought before it, but could not take deliberate decisions. "The Syndicate", observed the Sadler Commission, "is overburdened with duties, many of which with advantage be delegated or transferred to other bodies. The task for the discharge of which it appears to have been especially
designed is executive control; even for this task it is in a great degree disabled by the pressure of miscellaneous details upon its thoughts and time. This pressure leads to congestion in university business and to delay.¹

The Governor-General of India was for the time being the Chancellor of the University. His main duties were to preside over the annual convocation, to nominate eighty of the Fellows and to approve the remaining twenty of the Fellows elected. The Lieutenant-Governor and since 1912 the Governor of Bengal had been the Rector of the University. The Vice-Chancellor was appointed by the Governor-General in Council for two years, but the tenure could be extended by that authority. In the absence of the Chancellor and of the Rector, he presided over the convocation and the meetings of the Senate. He was the chairman of the Syndicate. The duties of the Vice-Chancellor became exacting owing to the growing volume and complexity of university business and to the length and frequency of the meetings of the Senate and the Syndicate. It was suggested that, in consequence of the growth of the volume of work of the University, the Vice-Chancellorship should be made a whole time and paid office.

Some salaried officers of the University, the Registrar, the Inspector of Colleges and the Controller of Examinations, were appointed by the Senate. The Registrar who was responsible for proper conduct of the administrative work of the University, acted as a secretary to the Senate and the Syndicate.

The work of the university office was done under unfavourable conditions. The arrangements of rooms, passages and stairs were inconvenient and unsatisfactory. No trained officer was in charge of the records which were kept in the general office where clerks worked. The Registrar was far removed from the work rooms of the staff, which were too accessible to the public. The members of the Senate obtained confidential papers from Registrar's Office without reference to the Registrar himself. His own office room was used for the frequent meetings of the Syndicate and there was no accommodation for his personal staff in adjoining rooms. The staff itself was insufficient to cope with the increasing volume of office work and during several months of the year the office was disorganised by the urgent and heavy work of university examinations. That the unsatisfactory physical conditions obtaining in the university offices had a pernicious effect upon the efficiency of the staff was hardly realised or acknowledged.
It was obvious that the office of the Registrar needed more highly skilled assistants. The Registrar himself was overburdened with details which could not be delegated to his present staff, for instance, he had to sing with his own hand 15,000 certificates every year "as a proof of authenticity". 1 The Registrar who held the most important office was the most experienced and responsible university official. His time and thoughts were too exclusively absorbed with work which should be distributed among the staff working under his guidance and enjoying his full confidence. The duties of the Registrar were always very heavy under normal conditions. "The more highly organised and active the University," the Sadler Commission pointed out", the heavier the duties which must fall on the Registrar, and the greater the issues which must depend upon his wisdom, promptitude, insight and tact". 2 The Registrar needed more assistance and relief from some of his present functions which others in his office could ably discharge.

The existing Faculties and Boards of Studies could not be regarded as expert bodies. It had been the practice of the University to assign each Fellow to one Faculty and he was not necessarily an expert. Some of the Faculties could not fruitfully discuss the problems of the university curricula, because these bodies lacked homogeneity. In some cases

2. Ibid., p. 204.
the Boards of Studies were largely composed of persons who could not be regarded as expert in the subject for which the Board was constituted, and many experienced teachers were excluded from them. A "serious defect in the organisation of the University is the absence of any authoritative direction by a body of scholars".¹

Under the Act of 1904 the procedure for the disaffiliation of a college had to be initiated by a written motion of a member of the Syndicate accompanied by a statement in writing of the grounds on which the motion was made; the statement would then be sent to the head of the college concerned, who could make a representation in writing before the Syndicate considered the matter; the motion would not be considered until the representation had been made by the college, or the time allowed for its submission had expired. The procedure then followed was identical with that followed in the case of an application for affiliation, except that the Syndicate was not obliged to arrange an inspection unless they considered it necessary. The final decision in the matter, as in the case of affiliation rested with the Government of India. "It must be pointed out",

observed the Sadler Commission, "that it is unusual in University administration to throw the disagreeable onus of initiating proceedings of this kind on a single individual, and we think it inadvisable. The responsibility for such action should rest on a committee of the Syndicate, or of such body as may be charged in future with dealing with the questions of affiliation or disaffiliation or of admitting to university privileges of this kind and of deciding that such privileges should lapse in particular cases".

The Commission of 1902 recommended that no institution once affiliated, should be allowed to fall below the standard required for affiliation, and that the Syndicate from time to time, satisfy itself on this point. They could collect information about a college from the Director of Public Instruction or visit the college themselves. On the basis of the information and experience obtained during the visit by their own members the Syndicate should decide questions on the college. No inspector or board of inspectors should be appointed to visit colleges to collect information. The Syndicate should have the power to order formal inspection of a college at any time. The Act of 1904 went further in this direction than the Commission of 1902 when it provided that every affiliated college had to submit such reports.

---

returns and other information as the Syndicate might require to judge its efficiency; that the Syndicate could have a college inspected from time to time; and the Syndicate might call upon a college so inspected to take, within a specified period, such action which was considered necessary to maintain the standard of efficiency required under the conditions of affiliation. Initially some improvement took place when the Act of 1904 enforced changes, but it was temporary, as the increase in the numbers exposed many of the weaknesses of the existing system.

The regulations made in this connection were excellent on paper, but ineffective in practice. The suggestions made in the inspection reports however admirable and useful, were hardly implemented, and the defects to deal with which these suggestions were offered, persisted from year to year and bred other weaknesses. Similar conditions existed before, as reported by the Commission of 1902. The penalty of disaffiliation was so drastic, however justifiable, that the University hardly ventured to inflict it. It was feared that the step when taken might harm the interests of students. If the University were in a position to offer a grant-in-aid to a college it would have been in a stronger position to exercise the power of disaffiliation in the case of defaulting colleges.

1. Sec. 23 (1)(2).
4. **Relation of the University with the Government**

Relation of the Government, both imperial and provincial administrations, with the whole system of education of which the university is the crown "are more intimate and more complex than is the case in most other countries, just because, since the very beginning of the development of western education in India, its ultimate guidance and control have been largely in the hands of Government, and the directions which its development has followed have been in a great degree due to the policy and acts of Government".  

The University of Calcutta, like the Universities of Madras and Bombay, were created by the initiative of the Government. It exercised on behalf of the Government some functions of regulation and control over schools and colleges within its prescribed jurisdiction. From the beginning these Universities were not "independent corporations of learning", but, "bodies mainly nominated by Government exercising defined powers which were delegated to them, and subject to constant supervision by Government".  

The chief officer in each university was the head of a government, imperial or provincial, "and he exercises far larger powers

---

2. Ibid.
than the chancellors of western universities". The great majority of members of the Senate, the supreme governing body in each university, had always been nominated by the Chancellor, and even those among them who were elected, under the provisions of the Act of 1904, had to be approved by the Chancellor. All regulations of every university were largely enacted by the Government. All the more important officers of a university, such as the Vice-Chancellor, were directly appointed by the Government and the appointment of university teachers was subject to its approval.

The bulk of the funds required for university work was supplied by Government; the fees of students for instruction and examination supplied another source of university funds. "In the main, apart from fees, the system of university education in Bengal is paid for, as well as ultimately regulated and controlled, by Government; and this is broadly true also of other provinces". The total contribution of the imperial and provincial Government to university education in Bengal amounted during 1916-17 to 39 'per cent' of the whole; the total contribution from endowments and other sources of public generosity to 8.2 'per cent'; the total contribution from

2. Ibid., p. 224.
students' fees to 52·8% per cent. Thus the Government supplied between one-third and one-half of the total cost of university education in Bengal. The whole system of education was, therefore, under wide official control.

The Government exercised large powers of control over schools and colleges by approving the conditions of their recognition or affiliation. The Department of Public Instruction had a number of schools and colleges for both general and professional education, under its direct control and through the grant-in-aid system Government enforced their influences on the aided institutions of secondary and higher instruction. The local officers of the Government played an important part in the management of schools and colleges.

Only the Education Department of the Government had the machinery for inspection of schools and the function of the University to recognised and examine high schools qualified and limited the official activities in the sphere of secondary education, but in this sphere there existed scope for misunderstanding between these two authorities and delay.

There was another source of official influence on the university system. Most of the students received university education in the hope of getting employment in Government
offices. A university degree became a necessary qualification even for humbler jobs in public service. "In the eyes of many university students, and of the public, the university system is still largely regarded simply as the accepted mode of approach to Government service; and this has had profound effect upon the character and development of the system".  

It was the Government of India which exercised by far the more effective control over the affairs of University of Calcutta. It was due to the fact that the jurisdiction of the Calcutta University originally extended over the whole of India except the presidencies of Madras and Bombay, and also to the fact that, until 1911, Calcutta was the seat of the imperial Government. As Chancellor the Governor-General could appoint as many as eighty of the members of the Senate and the twenty elected members of the same body needed his approval. The original regulations of the University were made by the Government and every change in them had to be approved by it. The Government was ultimately responsible for the curricula and for the regulations of the examination system. All proposals for the affiliation

affiliation of colleges in any subject at any grade were ultimately determined by the Government of India. Indeed, its control over the management of colleges was limited. While the Vice-Chancellor was appointed by the Government, the appointment of every university teacher had to be approved by it. "Thus the University is in the fullest sense, on paper, though not in fact, a Government university, and there is nothing which happens in the University for which Government is not ultimately responsible".1

After the Act of 1904 Government of India began to play a much more important role than before in educational affairs, and to make substantial grants of money both directly to the universities and also to the provincial governments for educational development. In consequence of their increased responsibilities in education Government of India had to establish in 1910 a special Department of Education (which dealt with other affairs besides education) with its own office and a member to represent it in the Executive Council of the Government. The financial assistance granted by the Government of India to the University of Calcutta enhanced their power of supervision and control over the University.

The Government of Bengal also played a part in the control of the University of Calcutta. Indeed, it had no

formal relations with the University except that the Governor of the province was the Rector of the University, an honorific office having no defined functions and that the Director of Public Instruction was an 'ex-officio' member of the Syndicate. The Government of Bengal had, however, to maintain in 1919 seven of the principal arts colleges and to provide grants of money without which most of the remaining colleges could hardly exist. The Government also maintained under its direct control a number of professional colleges. Thus, though it had no formal relation with the University the Government did more for the provision of higher instruction in the province than any other authority. The provincial government was, however, brought into close relations with the University in connection with the secondary schools maintained wholly or partly by the Government over which the University exercised a dominant influence through its examinations and power of recognition.

Ever since their foundation the first Indian universities had been, in fact, departments of State, organised with a view to the performance of certain State functions. One such function was to regulate and control the work of colleges and schools many of which had been established

and maintained, and many more aided, by the State. As such the State would not like to allow these institutions to pass wholly out of its control. This function of regulation had been delegated by the State to the universities organised for this purpose. But, since the State had the ultimate responsibility to see the education system working properly under the universities, it would retain the ultimate control. As the examinations conducted by the universities determined the qualifications of candidates for admission to State service, Government could not remain indifferent to the work of universities which set the norms of examinations and would retain some hold over the universities. "In short", observed the Calcutta University Commission", so long as the universities continue to be what they have been since 1857, primarily administrative bodies dealing with functions delegated by the State, they must continue, to a greater or less extent, to be controlled by the State". 1

It was inconvenient for the Government of India from one thousand miles away at Delhi to exercise effective authority over the University at Calcutta: it caused delay

and friction. There was some anomaly in the dual authority of the imperial and provincial governments. While the Government of India exercised control over university administration, the Government of Bengal was responsible for the colleges affiliated to the University and the schools recognised by it. No Government department could "weild with efficiency and with the freedom of action which is desirable, powers of control of minute and so far-reaching". Consequently "the system of complete Government control of university education, familiar in India," was hardly "conducive to the best results".

The complexity of the existing system of control of university education was the source of many of its weaknesses and the lack of co-ordination between the different controlling authorities used to cause not only delay in the execution of work but also inefficiency. "University education in Bengal, and secondary education, which is inextricably connected with it are thus under the jurisdiction of a number of often conflicting and competing authorities. There is the authority of the Government of India as the co-ordinating power for all Indian educational policy; and the authority of the same Government in its

2. Ibid.
special aspect as the ultimate ruling body of Calcutta University. There is the authority of the Government of Bengal as the power which organises colleges and schools and distribute grants. There is the authority of the Secretariat in Bengal along side that of the Department. There are the conflicting influences of these Departments, both in Simla and in Calcutta, which deal with particular aspects of educational work. There are the governing bodies of the University, Senate, Syndicate, Faculties and Academic Council, sometimes delayed by discussions with the Government of India or the Department in Bengal. There are the governing bodies of the colleges, controlled on the one hand (in some cases) by the Department, and on the other subject to the University; and among all these there is no efficient co-ordination".¹

The memorandum submitted to the Commission by the Sibpur Engineering College, Bengal, described in detail the multiplicity of processes through which a proposal for any change had to go before it could be put into operation. For instance, a scheme to introduce a new course of study in civil engineering had to pass through as many as twenty three stages before its approval by the ultimate authority, ¹

the Government of India.¹ "The obstacles, it will be observed, are great", said the teaching staff of the Engineering College, "and the time lost in obtaining sanction to any change is prodigious, even supposing the file never gets mislaid on the way. The result is that one does not readily come forward with any proposals for improvement, and that the courses of instruction are apt to get hopelessly behind date".²

In the questionnaire circulated by the Calcutta University Commission there was one question (No. 14) which sought to elicit public opinion regarding the proper relations between the Government of India, the provincial government, on the one hand, and the university of universities of a province such as Bengal, on the other. "To our surprise", the Commission reported, "it was one of the questions which produced the least adequate response, and gave us the minimum of guidance. Only 158 of our correspondents dealt with the question at all. Most of the answers are extremely brief and perfunctory. Few show any understanding of the way in which the existing

1. Appendix L.

system works, and fewer still attempt to work out clearly or fully a new kind of relationship. The great majority of them, both Englishman and Indian, maintained that the universities should enjoy a greater degree of freedom from official control, though they were not clear or precise about the extent and character of this freedom. They failed to realise that the way to achieve academic freedom was for a university, as a corporation of learning, to concentrate its resources upon teaching and research, and this was the way adopted by all great universities to attain this freedom which became their precious heritage. But Indian conditions were different. "It is partly because the Indian universities are, in the main", the Commission remarked, "administrative bodies, and not corporation of learning, that they do not enjoy a higher degree of freedom than they now possess."

Most of the correspondents, however, recognised "that the essential sphere of academic autonomy is in the control and conduct of teaching and research. The idea of university autonomy was new to modern India towards

2. Ibid., p. 255.
3. Ibid.
which Indian universities were slowly moving "largely by the encouragement and aid of Government." The main function of a university should always be cultivation of learning by its teachers, research workers and students and efficient discharge of this academic responsibility would become the vital source of university autonomy. The Sadler Commission observed that "progress towards autonomy can only healthily take place as the universities concentrate their main attention upon teaching and investigation, and reduce to subordination the external administrative functions with which they have been loaded; and their system of organisation must be revised so as to correspond with this conception."2

Though the control of the Government over the whole university system, an "exotic importation", was necessary at the beginning of the universities and during the beginning of the twentieth century when it had become disorganised, it could not produce the best results. The governing bodies of the university could not fully exercise their responsibility as their members knew that their decisions could be modified or altered by the Government. The

2. Ibid.
officers of the Government of India, who had to deal with a multitude of details connected with university administration, had a limited knowledge of the problems they were to take into account. The result was that they could not discharge their responsibility satisfactorily with regard to their control over the University of Calcutta. The responsibility of the provincial government in university affairs was limited and it had no powers to exercise control over them. On the contrary, their interests came into conflict at many points.

The failure of the affiliating type of Indian universities, and all of them in 1917 belonged to this category, stimulated the demand for a new type of university system in which teaching and research would become the main functions, and Government had initiated the new idea of a teaching university, as illustrated by their proposed scheme of the Dacca University (now in Bangladesh). In such cases of new universities heavy financial liabilities had been undertaken by the Government. On account of these financial obligations Government would have to exercise closer and more direct control over the new type of universities, and the prospect of a higher degree of autonomy in these teaching universities was anything but bright. In the opinion of the Sadler Commission the detailed official
control of a really teaching university would be more unsatisfactory than when applied to an affiliating university, mainly concerned with administrative work.¹

No department of the Government, however efficient, could deal effectively with the problems of the curricula and courses of study of a teaching university. Teachers were the only body competent to deal with such questions. "The essence of a real university", reminded the Sadler Commission, "is freedom of teaching. But freedom of teaching cannot be profitably used unless the teachers recognise that they are betraying functions if they deal dogmatically with controversial questions, or extend their academic authority beyond the range of their academic subject".² Freedom of teaching would be impaired by unduly rigid curriculum, and regulations regarding teaching are to be few and simple enough to be readily adapted to the needs of students and teachers.

To meet the whole cost of a university by the Government, as in the case of Dacca, would not be conducive to effecting economy in administration. Under the system, the

2. Ibid., p. 261.
governing bodies of the university having no urge for economy would be careless and extravagant in making financial allotments for the various schemes of their work, because all the resources they needed would be supplied by the State. But in all cases, particularly where public funds were limited, strictest economy would be necessary. This would be possible "if the chief administrative body of the university is made responsible for utilising in the most economical way the resources at its disposal, and is given clearly to understand what are the limits of these resources in each year".¹ The Commission concluded "that a system of full government control of a teaching university, even if the university is wholly financed by Government, has little to recommend it, and that no university is likely to work well unless the sense of responsibility is brought home in the first place to its teachers, and in the second place to those who are immediately entrusted with its financial administration".² But financial responsibility apart, the need for State supervision and control even in a teaching university could not be altogether dispensed with, as it was not done in any country. While teachers had to play the most

² Report, ch. xxviii, p. 262.
important part in the work of the teaching university, Government would exercise only powers of general supervision and enquiry of 'visitation', but would not interfere in the details of academic courses or examinations or of financial administration.¹ Government must be satisfied that the universities maintained proper standards of education, efficiently used the resources supplied by the State and fulfilled all the responsibilities laid down by the acts of legislation and otherwise prescribed. If the interests of the highest training of the nation provided by the universities were not adequately served and the affairs of the universities went seriously wrong, Government would have the power to intervene in the work of general administration of the universities, though not in their day to day activities.

In every country Government reserved the right to regulate professional courses and degrees, for instance, the medical profession, for public welfare. "And if, and so long as, the awards of the University continue to be the accepted passports to the public service, as they are in India to an extent unknown elsewhere, it is inevitable that

¹. Report ch. xxviii, p. 263.
the Government should be deeply concerned in these awards and in the courses of study of which they are made. ¹

There was another reason why the university had to come into close contact with the Government. The work of the University could not be completely separated from other grades of education through which its students had to pass before entering the university classes, and it was the duty of the Government to see that the youth of the country received the education required to prepare them for the needs of the country and none of the vital interests of the education of the nation was neglected. "At this point, therefore, Government and the most autonomous of universities must necessarily come into intimate contact". ² In the opinion of the Sadler Commission it should be perfectly possible to organise a university system which could combine all the essential features of autonomy with the supervisory powers of Government and its control over the management of university affairs.

If the work of the University could be done efficiently there was no reason why the Government should interfere in its affairs. In his inaugural address to the

². Ibid., p. 265.
first conference of Indian universities held at Simla in May, 1921, under the auspices of the Government of India, Lord Reading (1921-26) said that "there is not the slightest disposition in any quarter to interfere with or detract or subtract in any manner whatever from the autonomous or self-governing powers possessed by the various universities", and assured that the Government had no intention "to produce a dull level of monotonous, lifeless and soulless uniformity".

The views of the viceroy struck the keynote of the official policy on the question of relation of the university with Government. In the first annual meeting of the Inter-University Board held in 1925, R. Littlehales, Educational Commissioner (officiating) of the Government of India, said, following the official line of approach that "the Government had not the slightest intention of controlling, directly or indirectly, the Board or of interfering with its deliberations". These public statements of the British officers made it clear that, in spite of occasional differences and even discords, Government tried to guide their relations with the Indian universities by the British traditions of respect for the independence and sanctity of the university, the highest corporation of learning in a country.

1. "...On the 23rd of March, 1925, representatives of 11 out of 14 universities then in existence in India met in the library of the University of Bombay and formed themselves into the Inter-University Board (IUB)" - Bhandarkar, S.S., "Association of Indian University" p. 4.
5. Scheme for a New Form of University Government

To suit the needs of the proposed Teaching University of Calcutta radical changes in the structure of its administration were recommended, and these measures which, in the view of the Calcutta University Commission, were "a complete departure" from the traditional system, and when carried into effect, would revolutionize the life and character of the University.¹

In the existing system of university administration the highest governing body, the Senate, was not sufficiently representative of all the varied interests of the community, and the Syndicate was overloaded with "a mass and variety" of academic and administrative functions. Both the Senate and the Syndicate were denied effective financial and educational control, and matters of principle as also matters of detail could be altered only by an extremely elaborate procedure which caused much delay and friction. It was unsuitable even for an affiliating system and far more inappropriate for the new system of the Teaching University of Calcutta proposed by the Calcutta University Commission. The University had to deal with both teaching and research work in the University itself

and in a number of constituent colleges in Calcutta. It had to carry out the task of developing vocational education on an unprecedented scale in the technical and professional institutes and colleges. Some mufassal colleges which needed special treatment of the University were to be developed into "independent local universities". The problem of higher education for women and the work of a group of "temporarily affiliated colleges" in Calcutta would demand the careful attention of the University, which had also to play an important part in the proposed re-organisation of the system of secondary and intermediate education.

If the Teaching University of Calcutta were to carry out all these functions "with any prospect of success, it must be equipped with a system of government more carefully devised for the purpose than that which it now possesses; a system which will combine a proper representation of public opinion and of all the interests concerned in the healthy development of the educational system, with the maintenance of a proper degree of influence and authority for the best expert opinion; while at the same time the supervisory authority of Government, and its deep concern in the matters with which the Univer-
sity has to deal, must be properly provided for, without imposing upon Government minute and detailed responsibilities which its officers cannot be reasonably expected to fulfil".¹ The system should be elastic enough to be easily adapted "to the needs of a complex and changing society". It should be able "to bring effectively to each contributory element in this great co-operative undertaking a full sense of responsibility for its special share in the task of turning the university system of Bengal into a living and growing system, which has to render to the community services far greater and more varied than it has hitherto been able to render".² Responsibility to be real had to be combined with power and the various constituent elements in the system should have more autonomy with their functions clearly defined, demarcated and delegated. All the various constituent elements in the system should be given adequate powers clearly defined by the effective exercise of which they could richly contribute to the total welfare of the whole University.

(a) Principal Officers of the University

(1) Visitor

The scheme of the new system provided for the office of the Visitor of the University, who should be the Gover-

¹. Report, Ch. xxxvii, p. 375.
². Ibid.
nor-General of India. In that capacity he would have the right, from time to time, to order an inspection of the work of the University, or an enquiry into it. The manner of the inspection or of the enquiry would be determined by the Visitor. If the Government of India decided to establish a special organisation to deal with the problems of the University, the Visitor might perform his duties with the aid of this organisation. Though the University of Calcutta would cease to have any "relation of special intimacy to the Government of India",¹ as it had ever since its foundation, the general powers of supervision now being exercised by the Government of India over all the universities, would be more fully exercised by the Governor-General as the Visitor.

In spite of the process of devolution to provincial governments, which had been set in motion, the supreme Government of India could not disassociate itself from the work of the universities. It would be required to perform certain functions in the sphere of higher education, which no other authority could perform. If the unity and the standard of training of the university

¹ Report, ch. xxxvii, p. 376.
system which could command the respect of other countries, were to be maintained, it was essential that the Government of India should remain the ultimate authority in the matter of legislation in regard to university education. The Sadler Commission, therefore, urged that the power of passing Acts or Charters constituting universities, or of modifying or revising the Acts of Charters of universities already in existence, should be reserved by the Government of India and the Imperial Legislative Council.¹

In the opinion of the Commission the Government of India should undertake, besides the fundamental power of legislation, a few other functions. One of them would be the function of visitation. A systematic and periodical survey of the work of the universities was to be undertaken every five years in exercise of the power of visitation inherent in the Government of India, as it was universally recognised in all countries of the world. The visiting committee should include at least one eminent scholar from abroad with experience of university work in different countries, and other members should have experience of Indian universities. They were to make a comparative study of the work of the universities

¹ Report, ch. xxviii, p. 239.
and their report should include, besides detailed criticism and a broad survey, recognition of any praiseworthy work wherever done.

For the benefit of higher education Government of India should perform the function of co-ordination. It should be in constant touch with the affairs of the various universities and also of other fields of education in all the provinces. It might encourage and assist the provincial governments to organise a variety of educational experiments and make their results known to all provinces. It might initiate university conferences and encourage on a wider scale other educational meetings already introduced by itself. Other worthwhile educational projects might also be undertaken, specially in the sphere of technological, including agricultural, training. Universities were to be encouraged to organise highly specialised courses of training only in some university centres in a few selected branches of learning. Government of India which would guide and advise the universities in this direction should provide considerable funds for this specialised work of the universities.

The central authority could undertake the function of stimulating and promoting research work in the univer-
ities. Throughout India there existed vast masses of unexplored materials in many languages. Besides the official archives and records, family collections and archives of private institutions contain rich and valuable data and information, which provide almost unlimited resources for antiquarian study and research. This large mass of unorganised materials had to be edited, printed and published and this important work could be efficiently done only by the co-operative efforts of the central and provincial governments.

Another vital service which could be rendered to the universities by the Government of India would be active assistance in the matter of recruitment in the university services of suitable candidates from Indian as well as foreign universities. In carrying out these functions and exercising these powers the Governor General, as the Visitor of the University of Calcutta, and other universities, would represent the authority of the Government of India.

(ii) Chancellor

The Chancellor who would be the chief officer of the University and president of the Court should at times preside at convocations for conferment of degrees.
The office of the Chancellor of the Calcutta University should be held by the Governor of Bengal for the time being. He would be the Chancellor of the Dacca University also (now in Bangladesh). While the Government of Bengal would exercise some clearly defined functions in relation to the administration of these two universities the Chancellor would have certain special powers and duties to discharge.

The functions of the Government of India with regard to the Calcutta University would, in future, be discharged by the Government of Bengal and the Governor of Bengal would be the Chancellor of the University of Calcutta (and also of the Dacca University). The Government of Bengal was to establish the proposed Board of Secondary and Intermediate Education and relieve the University of its administrative responsibilities for high school education. The functions of the Government of Bengal in regard to the Calcutta University would "be much less detailed...but......more rather than less valuable".¹ The Government would exercise powers of approval of disapproval in matters of university legislation. The assent of the Government would be required for all changes, additions and alterations, in

the Statutes, proposed by the Court of either University. Under the existing system governed by the Act of 1904, all changes in the Statutes, Ordinances and the Regulations of the University were to be approved by the Government of India, but the Sadler Commission proposed that, in future, changes in the Statutes only, which usually deal with broad and fundamental questions of policy, would require the approval of the Government of Bengal.

The Government of Bengal would be "directly represented upon the main governing bodies of the Universities".¹ The members of the Bengal Executive Council and a considerable number of officers of those departments connected with education would be members of the Court of the Calcutta University, but they would not be in the majority. The Government of Bengal would nominate two members upon the Executive Council of the Calcutta University consisting of seventeen members, on the Academic Council and on the Mufassal Board. Government would not nominate any member on any other governing bodies of the University. "But the fact that Government

provides, and will long continue to provide, a very large proportion of the funds necessary for the development of university education will ensure that the opinions of its spokesmen will receive due weight.¹

The Governor of Bengal as Chancellor of the Universities would exercise powers "of the highest importance and value to the life of the University", but they would be "quite different from those now exercised by the Chancellor". In the view of the Sadler Commission the principal duty of the Chancellor should be "to act as impartial judge between the various interests and communities which must be represented in the University, and to ensure that none of them has reasonable ground of complaint".² To play his part effectively the Chancellor had to exercise certain functions which would include his approval of all Ordinances made by the Universities, any one of representatives upon the Court of the University and confer on eminent scholars and distinguished educationists the privilege of life membership of the Court. He would appoint two members of the Executive Council, one representing the Muslim community, and the

2. Ibid., p. 225.
other industrial and commercial interests. The Chancellor could nominate one-half of the representatives in different categories in the Academic Council to ensure that no important interests were ignored. He should appoint some members of the Mufassal Board, of the Board of Women's Education and of the Muslim Advisory Board. On the suggestions received from the Academic Council the Chancellor could appoint three external experts to be included in all selection committees for appointment of University professors and readers.

The Chancellor might be called upon, when occasions demanded, to discharge another function which was rather delicate and difficult. Whenever any aggrieved institution or a body of persons within the University would appeal to the Chancellor for redress, the Chancellor, if satisfied that there was a 'prima facie' case for enquiry, could appoint a committee of investigation consisting of persons of standing not directly connected with university affairs, and their report, when received, would be communicated by him to the Executive Council.

It was proposed that the division and clash of responsibilities between the Government and the Department of Public Instruction on the one hand, and the University on the other, which has introduced so much confusion in the administration of secondary education,
should be brought to an end by the establishment by Government of a Board of Secondary and Intermediate Education.¹ The universities, industrial, commercial, professional and agricultural interests, and Hindu and Muslim communities should be adequately represented on the Board. This Board would do the duties of inspection, aid and recognition in the case of high English schools, which were divided between the Education Department and the University. It would exercise the same functions in regard to the proposed new grade of intermediate colleges. The funds granted by the Government would be administered by the Board which would advise Government as to the needs of school and intermediate education. It would relieve the University of administrative functions now devolving upon it, which it could not perform effectively. It would determine the course of study for secondary schools and conduct both the examinations, one at the end of the high school course and the other at the end of the intermediate course. The Board would guide the Government with a sound policy of advance in secondary and intermediate education in Bengal.

The functions of Government in the sphere of university work would be much less detailed. "In regard to university legislation", the Sadler Commission proposed, "that the assent of the Government of Bengal should be required for all changes in, or additions to, the Statutes of either University which may be proposed by the Court of the University". Since a Statute dealt with broad and fundamental questions, it should be approved by the Government.

The relations between the Government and the University would be very close in the sphere of finance. A fixed annual amount of grants should be provided by the Government to both the Universities and to the colleges under the Calcutta University with necessary conditions, and requests for additional grants from the Calcutta University and its colleges were to be forwarded to the Government at a prescribed time each year through the Executive Council of the University. The Government would receive a clear formulation of the needs of the two Universities and their colleges and other institutions with advice and comments from the Executive Councils of the Universities. The needs of the high English

Schools and the intermediate colleges would be formulated by the Board of Secondary and Intermediate Education, while those of the remaining grades of education would be formulated by the Department of Public Instruction with the help of the District Boards.

The proposed changes would alter the existing administrative and financial conditions of the Government schools and colleges. Schools and intermediate colleges financed by Government would pass under the control of the Board of Secondary and Intermediate Education, on whose advice funds available for these institutions would be distributed. The departmental management of Government degree colleges should be gradually replaced by new arrangements. Presidency College and Bethune College of Calcutta as well as the Engineering College at Sibpur, Howrah, all of which had been under the Government of Bengal, should be brought under the direction of a governing body in each case, with much freedom of action. Presidency College would establish a number of chairs, to be known as presidency chairs, and after the first appointments, these should be filled on the nomination of special selection committees which would incl-

1. Report, ch.1., p. 222.
ude representatives of the college and of the University. About the mufassal Government colleges it was proposed that those of them which would be selected to become university colleges and to obtain membership of the special panel of the Mufassal Board should be provided with governing bodies of their own and fixed Government grants.

All other Government colleges which would not attain this rank should, after a reasonable period of time, be recognised as intermediate colleges under the direction of the Board of Secondary and Intermediate Education. The present system of direct Government management could be allowed to continue only as a provisional and temporary measure, until the suggested re-adjustments were carried out. A revision of Government grants given to university teaching institutions should be made at an interval of three or five years, accompanied by a joint inspection of the colleges by the Government and the University.

(iii) Vice-Chancellor

The Vice-Chancellor, the chief executive officer of the University, should be appointed for a period of at least five years. Under the new scheme the first
Vice-Chancellor should be appointed by the Governor-General in Council for a period of time he might determine. His successors should be appointed by the Chancellor on the basis of a report of the Executive Council or Executive Commission. In the absence of the Chancellor he would preside at the meetings of the Court and convocations. An 'ex-officio' member of the Executive Council and a member and chairman of the Academic Council the Vice-Chancellor could attend and speak at any meeting of any university body, though he might not vote, if he were not a member of the body concerned. He would be responsible to maintain the discipline of the University. As the Vice-Chancellor had to carry out quite a number of important functions, he should be a whole-time salaried officer. Only a distinguished person of high academic standing and rich experience should be appointed Vice-Chancellor, because he had to organise and direct the work of the University, which was an onerous and complex task and he had to represent the University in negotiations with the Government and with various educational and other organisations. Considering the high status and dignity attached to his office, it was suggested by the Sadler Commission that the Vice-Chancellor should receive a personal salary and an entertainment and hospitality allowance equivalent in the
and hospitality allowance equivalent in the aggregate to the stipend of a High Court Judge". He would contribute five 'per cent' of his salary towards his retiring benefits, while an equivalent amount had to be contributed by the University.

(iv) Treasurer

The Treasurer, an honorary officer, would be appointed by the Chancellor on the recommendation of the Executive Council for a period of at least three years. He should be a man of distinction in finance and administration, as he had to deal with accounts and annual estimates, and, subject to the direction of Executive Council, the management of the property, investments, income and expenditure of the University. He would be 'ex-officio' a member of the Executive Council and of its Finance Committee.

(v) Registrar

The Registrar should be a whole-time salaried officer to be appointed by the Executive Council for a period of time as fixed by Ordinance. He had to deal with the official correspondence of the University, to direct its office staff and to record the proceedings of its

---

1. Report, ch. xxxvii, pp. 385-85
various bodies. He could be present at the meetings of the Executive Council, the Academic Council and such other bodies as ordinance would determine and could speak, but not vote, in the meetings. As the success of university administration largely depended upon the ability and efficiency of the Registrar, his standing and prestige should be as high as that of the senior professors of the University and his salary substantial.

(vi) **Superintendent of Examinations**

The Superintendent of Examinations would be appointed by the Executive Council as a whole-time salaried officer.

(vii) **Librarian**

The Librarian should be appointed by the Executive Council on the recommendation of the Academic Council. He should have the salary and status of a university professor and he was to be 'ex-officio' a member of the Academic Council.
(b) University Bodies

(1) Court

The main governing bodies of the University would be the Court, the Executive Council and the Academic Council. The Court should represent all the important elements in the public opinion and expert judgement of the areas specially served by the University. It would consist of both 'ex-officio' and elected members, the element of nomination being reduced to a subordinate position. The Court of the Calcutta University should, according to the suggestion of the Sadler Commission, consist of the following 'ex-officio' members: Chancellor, Vice-Chancellor, Pro-Vice-Chancellor (if any), Treasurer of the University, Vice-Chancellors of all other Indian universities or their nominees, members of the Executive Council and the Academic Council of the University, members of the Executive Council of the Governor-General for Revenue and Agriculture, for Commerce and Industry and for Education, Lieutenant-Governor of Burma and Chief Commissioner of Assam, as long as the colleges of these provinces remained under the Calcutta University; members of the Executive
Council of the Governor of Bengal; Chief Justice of Bengal; Lord Bishop of Calcutta; Directors of Public Instruction, for Bengal, Burma and Assam, as long as these two provinces continued to remain within the jurisdiction of the Calcutta University; Directors of the Archaeological, Geological, Botanical and Zoological Surveys; Surgeon-General with the Government of Bengal; Chief Engineer, Public Works Department and Secretary to the Public Works Department (Irrigation Branch); Director of Agriculture, Bengal; Sanitary Commissioner, Bengal; Advocate-General, Bengal; Government Pleader, High Court, Calcutta; Chairman of the Calcutta Improvement Trust; of the Calcutta Corporation and of the Calcutta Port Trust; President of the Asiatic Society of Bengal; President of the Bangiya Sahitya Parishad, Calcutta; President of the Sanskrit Association Chairman of the Council and Librarian of the Imperial Library; Chairman of the Trustees of the Indian Museum; Deans of the Faculties of the University; Professors and Readers of the University; Principal of every college having the right to present candidates for degrees of the Calcutta University. The number of 'ex-officio' members would be between 150 and 200, many of whom would be elected officers of the organisations which they
would represent, while the majority of them would be teachers of the University.¹

The following members were proposed to be included in the Court "in their own right": all members of the Senate of the Calcutta University on the date of the introduction of the new system, and all honorary Fellows of the University to be life members of the Court; donors of Rs.50,000, and above to University or to any of its colleges, "for a purpose approved by the Executive Council or Commission", as life members, "subject to the approval of the Chancellor"; donors of Rs.10,000 and above, to the University or to any of its colleges, "for a purpose approved by the Executive Council or Commission", to be members for a period of ten years, "subject to the approval of the Chancellor"; associations or companies contributing at least Rs.5,000, annually for five years to the University or to any of its colleges, "for a purpose approved by the Executive Council or Commission... should be entitled to appoint two members to the Court as long as the contribution continued".²

Representatives of non-academic bodies were to be included as members of the Court.³ They would be five

3. Ibid., pp. 385-86.
non-official members of the Bengal Legislative Council, elected by its non-official members; five representatives of the Judges of the High Court; representatives of each of the following bodies, "the number in each case to be fixed by Statute": Calcutta Corporation, Bengal Chamber of Commerce, Bengal National Chamber of Commerce, Harward Association, Mining and Geological Institute, Institution of Mechanical Engineers (Indian Branch), Bank of Bengal, and other public organisations which might be selected from time to time by Statute.

A number of academic representatives too should become members of the University Court. They would include one or more representatives of the Dacca University, besides the Vice-Chancellor; one representative (other than the principal) of the governing body of every college presenting candidates for the University degrees; five representatives of each Faculty of the University; representatives of the Mufassal Board, of the Board of Women's Education and the Board of Secondary and Intermediate Education, Statute to determine the number in each case; representatives of the registered teachers of Calcutta colleges, of the registered teachers of the mufassal colleges, of the registered non-Muslim graduates,
and of the registered Muslim graduates, the number in each case and the duration of their tenure, to be determined by Statute and the method of election by Ordinance; representatives of principals and teachers of intermediate colleges and secondary schools, Statute to determine their number and mode of election; representatives of the Muslim community to be elected by such bodies or constituencies and their number, if to be determined by Statute. The number of representatives of graduates should be substantial and considerably larger than what was the existing number.¹

Under two following categories the Chancellor could nominate a few members of the Court: representatives of communities not adequately represented for a period of five years, and their number to be determined by Statute; and "Life members appointed by the

¹. "At present the electoral qualification for graduates is that (apart from doctors and masters) only graduates of ten years' standing may vote. We regard this limitation as a mistake. By the time they have reached a standing of ten years, graduates are apt to lose touch with the University; and any criticism or advice which they may offer is apt to be out of touch with the current needs of the University. We therefore recommend that the period of qualification should be reduced to three years". Ibid., p. 386.
Chancellor on the ground of their eminence or attainment in any branch of learning, or on the ground that they have been eminent benefactors of the University or any of its colleges, or are distinguished for services rendered to the cause of education generally.¹

Though the exact number of members of the University Court could not be fixed by the Calcutta University Commission, the total including the different categories of members "representative of all that was best in the intellectual life of Bengal", and of so many diverse interests of national life, could be well about five hundred, and such a widely represented Court "would be a source of very great strength and enrichment".²

Such a large body could not meet frequently nor could they discuss minute details of university policy. Besides the annual general meeting there could be special meeting, if and when required. "The most useful functions of the Court would be those of watchfulness and criticism, and of keeping the University in touch with the movements of public opinion on educational questions".³

---

1. Ibid., p. 387.
3. Ibid.
the University together with statements of accounts, was to be sent by the Executive and Academic Councils to the Court before the annual meeting, for circulation.

The Court would be entrusted with some legislative functions also. It would have power to reject or refer back, but not to amend, proposals for new Statutes, or for repeal or amendment of existing Statutes, all of which had to be presented to the Court by the Executive Council. The approval would be necessary before these proposals on Statutes could be sent for final sanction to the Governor of Bengal in Council. All the Ordinances made by the Executive Council had to be laid before the Court, which could cancel any of them, but not amend them. Any proposal for conferment of honorary degrees, which, in the first instance, had to be sponsored by the Academic Council with previous consent of the Chancellor and the Vice-Chancellor, was to be approved by the Court.

The Court would have the power of supervision over the finances of the University. The annual estimates of its income and expenditure should be laid before the Court for criticism, and the Court should elect a standing Committee of Reference to consult with the Executive Council on all financial matters of the University. The Committee of Reference should consist of the Vice-
Chancellor and the Treasurer, *ex-officio*, with 28 members of the Court, who were not members of the Executive Council. At least eight members of the Committee should represent Muslim interests, the mode of election to be determined by Statute. The members of the Committee would hold office for four years, two Muslim members and five other members would be annually elected and ballot should fix the order in which the original members should retire. The Committee of Reference should receive from the Executive Council estimates for the year at least six weeks before these were communicated to the Court, so that the Committee could "take objection to any new item of non-recurring expenditure of not less than Rs. 10,000, or any item of recurring expenditure of not less than Rs. 3,000". The Committee would have a right to see reports of the Academic or the Executive Council on proposed expenditure, and to hold joint meetings with the Academic Council or the Executive Council, or both, which should be conducted by the Chancellor, or in his absence, by the Vice-Chancellor. The Committee of Reference would, in this way, guide the Court on the discussion of the estimates to take final decision on the views of the Committee. For instance, the Court had to

decide if they would accept or reject any proposal of new expenditure which had been objected to by the Committee of Reference. Fifteen would be the quorum for the meeting of the Committee.

(ii) Executive Council

Although "the Court would exercise a real influence and ultimate control over the policy of the University", the actual management of the financial and administrative affairs of the University should be "in the hands of a small and workmanlike body, which should include men of wide administrative experience, and also some spokesmen of the academic point of view, of the interests of Government, and of the other branches of education. The equivalent of this proposed body in the existing system was the Syndicate, but the new organisation would have "a higher degree of independence and executive authority" than the Syndicate possessed, but "its power of interference in the details of academic administration should be definitely limited". This body should be known as the Executive Council. But during the period of reconstruction its functions should be carried out by a special Executive Commission exercising greater powers than would be ultimately wielded by the Executive Council.¹

The duties of the Executive Council would be mainly financial. "It would hold control and administer all the property of the University, and direct the form, custody and use of the common seal of the University, and for these purposes should annually appoint a Finance Committee".¹ The reports and accounts of the University for every completed year and the estimates of the coming year were to be submitted to the Court by the Executive Council. It would be required to send annually to the Government a full statement of the financial requirements for expansion of all colleges and institutes connected with the University, with its own recommendations, on the basis of which Government would take their decisions on the various demands forwarded to them. It would be the main body to advise Government on the line of expansion and development of university education. Indeed, it would receive the advice of different bodies of the University and of those outside it. The Executive Council had to co-ordinate all branches of the University and to bring them into relation with Government, with the authorities of the other branches of education and with other universities in India and abroad. In short, it had to carry out "a great work of constructive statesmanship",

and, therefore, its members should "include men capable of rising to the height of a great opportunity", so that they could "ensure enlightened and friendly co-operation with the other bodies concerned". It should be relieved from the details of administration in order to concentrate its attention on its main work.¹

The Sadler Commission recommended that the Executive Council should consist of the Vice-Chancellor, and the Treasurer, 'ex-officio', one Muslim and the other a representative of trade and commerce, both to be appointed by the Chancellor; the Director of Public Instruction or a representative of secondary education and another member, both to be appointed by the Government of Bengal; three members to be appointed by the Court, one being a Muslim, none of them to be a salaried officer of the University or of any institution connected with it; three university teachers to be appointed by the Academic Council, one of them being a Muslim and the university teachers were "to include teachers of constituent colleges giving public instruction in the University as well as teachers wholly paid by the University"; one principal of a college outside Calcutta to be appointed by Board of Mufassal Colleges; two heads of incorporated or consti-

tuent colleges in Calcutta, one of them to be appointed by the Chancellor, and one by the Executive Council; one member to be appointed by the Board of Women's Education; the Executive Council to appoint one member to represent industry, commerce or agriculture.¹

Thus the Executive Council would consist of seventeen members to deal effectively with its allotted functions. The details of its composition should be decided by Statute. The Executive Council should elect its chairman. All Ordinances of the University were to be formally endorsed by the Executive Council. It could not, however, amend a draft of Ordinance dealing with courses of study and examinations, submitted by the Academic Council, but could adopt or reject it or to refer it back. The same rule would hold good in the case of Ordinances submitted by the Mufassal Board or other appropriate bodies, but, if there was a difference of opinion between the Academic Council and the Board, the Executive Council would have the power to decide the issue.

Though the general financial powers of the University rested with the Executive Council, in dealing with certain financial questions about academic matters, opinions of the Academic Council should be taken into

consideration, for example, fees paid by students, rate of remuneration of examiners. As the principal authority in financial administration the Executive Council "should appoint, dismiss and define the duties of all officers or servants of the University, except where some other mode of appointment and some statutory definition of tenure, is specifically laid down, as in the case of Professors and Readers".1

As the first stage of reconstruction of the University in all its various aspects and involving so many changes would be critical the Sadler Commission recommended the appointment of an Executive Commission of seven or nine members for a period of five or seven years. The members of the Commission would be appointed by the Governor-General in Council soon after the passing of the Act and it would include the new Vice-Chancellor, a Treasurer, at least one representative of the Government of Bengal, at least one member to represent industry and commerce, and at least one leading person to represent each of the Hindu and Muslim communities. Over and above all the powers of the Executive Council, the Executive Commission would exercise the following functions:

"(i) To make and conclude arrangements with colleges which undertake within a defined period to fulfil the conditions required from constituent colleges of the Teaching University, particularly in regard to special provision for intermediate students.

"(ii) To appoint, should there be delay in the establishment of the Board of Secondary and Intermediate Education, a provisional board or committee to deal with the recognition and examination of high English Schools and intermediate colleges, in close association with an advisory committee of the Department of Public Instruction, should such be appointed.

"(iii) To draft and submit for the approval of the Government of Bengal a Statute or Statutes enumerating the colleges in Calcutta which shall be recognised as constituent colleges, and the colleges in the mufassal (if any) which shall be recognised as University Colleges, without waiting for the formal constitution of the Court.

"(iv) To define the conditions under which the colleges in Calcutta shall be admitted to temporary affiliation, and to make Ordinances on this head.

"(v) To appoint a special committee, including academic members, to report to it upon questions relating to the temporarily affiliated colleges.

"(vi) To constitute a Provisional Academic Council, and to make with its advice, such Ordinances relating to courses of study and examination as may be necessary.

"(vii) To consider, in consultation with the Government of Bengal, the financial arrangements necessary for the institution of the new system.
(viii) And in general to carry out all such changes as may be necessary to bring the new system as rapidly as possible into operation, consistently with the provisions of the Act and the first Statutes appended thereto, provided that, in any case not contemplated or covered by the Act and Statutes, the Commission shall only act with the concurrence of the Government of Bengal. 1

(iii) Academic Council

The supreme academic body in the new structure of the Teaching University would be the Academic Council, whose duty it will 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 and advances. 2

Indeed, two Academic Councils, one in arts and one in science, had already been created to conduct the post-graduate work of the Calcutta University. There was no provision for these bodies in the original University Act, and all their proposals had to be forwarded to the Syndicate and approved by the Senate, and they dealt with one section only of the work of the University. The proposed Academic Council would be one single highest and representative academic body to deal with all academic matters

2. Ibid., p. 394.
of the University of undergraduate and post-graduate sections alike. This comprehensive body could not be too large nor too small; if too large it would be unworkable, if too small it could not include all the varied elements to make its decisions weighty enough. The Sadler Commission recommended that "while the character and functions of the Academic Council should be described in general terms in the Act, the more exact definition of its powers and the enumeration of the categories of teaching experience which should be represented upon it, should be laid down in Statutes; and that the number of members to be elected in each category should be determined by Ordinance...."  

The constitution of the Academic Council should consist of the Vice-Chancellor as chairman; the Deans of all Faculties of the University; the Librarian; university teachers of arts and science Faculties who were professors, readers and lecturers including those wholly paid by the University and those appointed by the University for instruction open to all students, while the number of members in each category should be determined by Ordinance; greater representation was to be given to professors and the appointments should be made, one-half by the Faculty

concerned, and the other half by the Chancellor, on the advice of the Executive Council; five representatives of recognised teachers of constituent colleges; the professional Faculties of Law, Medicine and Engineering, each should be represented by five members, and a smaller number should represent any other technical or professional Faculties, coming up later, the larger proportion of these representatives should be teachers in the Faculty, and a minor portion should consist of men of professional experience, the number in each case to be determined by Ordinance, in each category one-half could be appointed by the Faculty concerned, and the other half by the Chancellor, on the advice of the Executive Council; the principal of every college or institute under direct control of the University and of every constituent college; two representatives of the Unfiscal Board, one of them elected by the Board and the other appointed by the Chancellor, on the advice of the Executive Council; three representatives of secondary and intermediate education of whom two to be appointed by the Government of Bengal and one by the Board of Secondary and Intermediate Education; two representatives of women's education to be appointed by the Chancellor, on the report of the Board of Women's Education.
two representatives of the Science and Art of Education (pending the institution of a Faculty of Education) and of the profession of teachers' training, to be appointed by the Chancellor, on the report of the Executive Council; and four representatives with educational experience of whom two should be teachers to be appointed by the Chancellor, on the report of the Muslim Advisory Board, submitted through the Vice-Chancellor. At least thirty should be the quorum of the Academic Council.¹

The number of members of the Academic Council would be between eighty and about hundred, which would include all the interests and communities vitally connected with the academic life of the University, and it would be the joint responsibility of the Chancellor and the Executive Council to ensure that all these elements including the teaching body of the University and the colleges as well as professional and communal interests were duly and adequately represented. When the teaching body of the Calcutta University and its constituent colleges would become a real corporation of learning the proposed methods of appointment of the members might be modified. While statutes would prescribe the categories to be represented

¹ Report, ch. xxxvii, pp. 395-96.
in the Academic Council, Ordinances which could be altered easily would determine the mode of appointment.

The Academic Council would exercise two categories of powers:

"(a) powers of direct control over the work of the Teaching University in Calcutta and of its constituent colleges and incorporated institutes;

"(b) powers of supervision and review over the other aspects of university work". All Ordinances of the University dealing with the courses of study and examinations for degrees and diplomas were to be approved by the Academic Council. It would make regulations to give effect to these Ordinances and issue lists of successful candidates and awards. For recognition or appointment of lecturers it should set up selection committees and the reports of these committees with the comments of the Academic Council were to be forwarded to the Executive Council for final decision. In matters of discipline it should help the Vice-Chancellor who was responsible for maintaining discipline in the University, through a Standing Committee of Discipline which should include as its members principals of some colleges.

The Academic Council would be generally responsible for all teaching in the University. It should have a Library Committee of its own elected members and representatives of the Imperial Library and other libraries for the conduct of the University Library, and it should make regulations for the purpose. The reports of the proceedings of all Faculties and Boards dealing with academic

matters were to be sent to the Academic Council for its approval or amendment of recommendations made in them, which could be referred back. The Academic Council could advise the Executive Council on the following matters:

"(a) The admission or creation of institutes or colleges as incorporated parts of the University under its direct control, the management and government of such institutes or colleges, the appointment of representatives upon their managing committees, and the inspection, supervision and control of them.

"(b) The conditions to be imposed upon colleges seeking admission to the rank of constituent colleges, and the supervision and inspection of such colleges.

"(c) The appointment of university representatives on the Governing Bodies of constituent, mufassal and temporarily affiliated colleges, and also on the Governing Bodies of intermediate colleges or high English schools where such representatives are invited.

"(d) The creation of teaching posts wholly paid by the University and the regulations affecting such posts and the duties of their occupants.

"(e) The appointment of Committees of Selection for university professorships, readerships and lecturerships, in so far as such appointments are not determined by Statute or Ordinance.

"(f) The appointment of internal and external examiners."
(g) The fees to be paid by students for instruction, examination or administration or admission to degrees.

(h) And in general all subjects relating to the teaching, examination and discipline of the University and of its constituent colleges, or to the rights and duties of teachers."

The Academic Council would also report to the

Executive Council on:

(a) The conditions of affiliation to be imposed on temporarily affiliated colleges in Calcutta, and, in particular, as to the courses in which such colleges should be empowered to prepare students, and the conditions upon which the students of such colleges should be admitted to any courses of study provided for students of the constituent colleges of the University.

(b) The conditions upon which colleges in the Mufassal should be admitted to affiliation, and the subjects in which they should be recognised.

(c) The recognition of teachers in those mufassal colleges which may be admitted to membership of the special panel of University Colleges...and the privileges which such colleges should be entitled to enjoy".2

By performing "functions of the highest importance and responsibility" the Academic Council would be "the main pivot of the new system of teaching" advocated by the Sadler Commission.3 The constitution of the Academic Council in terms of the recommendations made by the

2. Ibid., pp. 399–400.
3. Ibid., p. 400.
Commission would, however, take time, and, while the arrangement for its establishment would go forward, it was suggested that it would be the duty of the Chancellor, "after report from the Executive Commission, to constitute a Provisional Academic Council corresponding as nearly as possible to the Academic Council defined above; and that this Provisional Council should, while it continues to exist, exercise the powers of the Academic Council and give advice on academic matters to the Executive Commission"; and it would cease to exist being replaced by the Academic Council as soon as the other bodies, such as the colleges, Faculties and Boards, which would be required to take part in its creation, had been properly constituted.¹

(iv) Faculties

While the Academic Council would exercise powers of general supervision and co-ordination over the work of teaching, the actual detail of work of the Teaching University and its constituent colleges would be in the hands of the Faculties, Board of Studies under them and other bodies dealing with special subjects or

¹ Report, of the Calcutta University Commission, ch. xxxvii, p. 398.
groups of subjects. Of course, Faculties and Boards of Studies existed under the old system, but in the new system their composition and functions would be different. The existing Faculties and Boards of Studies had some defects, for instance, these were, in fact, standing committees of the Senate, and did not include the best teachers of subjects with which they dealt, and, moreover, they became concerned more with regulations of examinations than with problems of teaching and studies. The new Faculties and Boards of Studies, on the contrary, would consist almost exclusively, barring the professional Faculties, of college and university teachers and their main function would be organisation of teaching, and examination too would be their concern but subordinate to teaching. Thus a Faculty would be "a group of responsible teachers concerned with the management of the studies leading to a particular degree or series of degrees". 1 The duties of a Faculty were clearly defined by the Sadler Commission. It was to correlate the studies and to see that the course of study followed in the undergraduate stage was treated as one harmonious whole, and all

---

parts in the course were to be made "mutually illuminative". It was to organise teaching using all available resources and to test students "in such a way as to justify the University in declaring that they have been properly taught and have acquired the positive attainments prescribed". 1

The Act to enforce the new system should provide that all the teaching work of the University was conducted by the Faculties, while the number of Faculties, their composition and powers, the subjects within each Faculty, "the types and categories of experience to be represented in each Faculty", and the mode of selection of these representatives, should be determined by Statute, and Ordinances from time to time determine the number of members in each category. 2

The Sadler Commission recommended that a Faculty should consist of the following categories of members:

University professors and readers in the subjects of the Faculty and also professors and readers of colleges; university teachers, their number and

2. Ibid., pp. 401-02.
manner of appointment to be determined by Ordinance; some recognised teachers of constituent colleges, who were not university lecturers; teachers of subjects not of the Faculty, but having a bearing upon them, their number and subjects for teaching would be determined by Ordinance and their appointment made by the Academic Council; certain experts not employed in university teaching, whose number should be determined by Ordinance, but normally it should not be more than one-fourth of the total membership of the Faculty and their appointments were to be made by the Executive Council.¹

The powers of a Faculty to be defined by Statute should, in the view of the Calcutta University Commission, be "(a) to organise the teaching and research work of the University in the subjects of the Faculty; (b) to regulate, subject to the control of the Academic Council, the conditions for the award of degrees, diplomas and other distinctions within the purview of the Faculty; (c) to recommend to the Academic Council, after report from the relevant Board or Boards of Studies, the names of examiners, internal and external; and (d) to deal with any matter referred or delegated to it by the Academic Council".²

2. Ibid.
The dean would be the chief executive officer of the Faculty. He should be nominated by the Faculty and his nomination would be subject to the approval of the Academic Council. The duration of his office would be three years and he would receive an honorarium. The dean would be the chairman of the Faculty which should have a secretary also. The dean would be responsible for the arrangement of teaching in the subjects of the Faculty and report to the Faculty how the work was done. Students would receive his advice. He would convene and conduct meetings of all the committees of the Faculty and attend meetings of the Board of Studies under it. He should organise Faculty meetings and keep the record of their proceedings and send those parts of them to the Academic Council, which needed its confirmation. An efficient dean should possess not only academic distinction but also "business capacity".¹

Since "the Faculty is too large, and covers too wide a range, to be able to deal with all the details of the studies of a university so big and so complex as that of Calcutta", there should be minor bodies of the Faculty to deal with the detailed work in different

subjects or in groups of subjects. The main defect of
the existing system was "that each subject is treated as
a water-tight department", and the need of correlating
the various elements in the course of study and of plan-
ing it as a whole was disregarded. This resulted in a
"disparate and disconnected character of the various
parts of the student's work", and the need of improve-
ment demanded that "some change must be made in the ad-
ministrative machinery whereby the courses are regulated".¹
There should be new bodies to deal with each honours scho-
ool and the main pass groups, as defined by the Sadler Com-
mision. These bodies should be known as Committees of
Courses. No honours school, however highly specialised,
could be limited in range to one subject only, for examp-
le, a honours school of physics should include chemistry
and mathematics, as a honours school of history would
contain some elements of economics, political science
and geography. The various elements in the allied group
of study and the different branches of knowledge should
be related to one another and the actual work of teaching
closely co-ordinated "under the care of a group of teac-
hers representing every part of it, and themselves engaged
in the work".²

¹, Report of the Calcutta University Commission,
ch. xxxvii, p. 404.
², Ibid.
Every subject should have a Board of Studies constituted by the Faculty "to secure that the total teaching strength of the University and the colleges in the subject is so distributed as to meet in the best possible way, and the least possible waste, the various needs of the various courses". Each Board of Studies should include a member of the Committee on Courses of every honours school and pass group to which the subject belonged. Each Faculty could create boards and committees according to its needs, subject, as usual, to the approval of the Academic Council. Each Board of Studies should consist of "(a) Professors and Readers of the University assigned to the Board by the Faculty; (b) other university lecturers or college teachers, whether members of the Faculty or not, appointed by the Faculty with the approval of the Academic Council; (c) not more than three outside experts in the subjects concerned, appointed by the Faculty with the approval of the Academic Council; (d) additional members, being teachers in the University or in one of the constituent colleges, added by the Vice-Chancellor, after taking such advice as he may think necessary to represent parts of the subject otherwise not adequately dealt with". The Committees on Courses which would be smaller bodies, could be constituted "in a less formal way".

2. Ibid.
3. Ibid.
(v) Board of Mufassal Colleges

There would be a number of boards under the University for special purposes to be defined by Statutes. The Board of Mufassal Colleges would serve the needs of colleges outside the city of Calcutta or its suburbs. These mufassal colleges could not become constituent colleges in a co-operative teaching university. The principles according to which the constitution and powers of the Mufassal Board were to be defined by Statute were laid down by the Sadler Commission. The Mufassal Board should consist of the following members:

(a) The Vice-Chancellor of the University Board of
     Calcutta who should be "ex-officio" Chairman of the Board.

(b) The Chairman of the Examinations Board of the
    University of Calcutta.

(c) The Principal of every college in the Bengal
    mufassal or in Assam or Burma which is empow-
    ered to present candidates for degrees of the
    University of Calcutta.

(d) A number of representatives of the teachers' councils of such mufassal colleges as may have been admitted by statute to the special panel for University Colleges defined below: these representatives to be chosen, in such numbers in each case as Ordinance may determine from time to time, by the teachers of the several
(a) A number of university and college teachers in Calcutta, to be appointed by the Academic Council, such number to be not less than one-third nor more than one-half of the whole Board.

(f) A limited number of additional members, of whom at least four shall be Musalmans, to be appointed by the Chancellor; the number to be fixed by Ordinance.

(g) Three members appointed by the Government of Bengal, of whom it is suggested one might be the Director of Public Instruction, and another might, if thought desirable, be representative of the University of Dacca.¹

The powers of the Mufassal Board as defined by the Calcutta University Commission were as follows:

(i) The Board would prescribe the courses of study and rules of examinations for all mufassal colleges except those defined by Ordinances; the Board would draft Ordinances and Regulations on the courses of study and examinations, which would be subject to review by the Academic Council, and also Ordinances and Regulations affecting fees, subject to the approval of the Executive Council; the Academic Council would have the power to reject any such Ordinance or Regulation by a majority of two-thirds of members present in the meeting concerned, or refer back any Ordinance, Regulation or any other recommendation of the Board, and in the case of a deadlock the Executive Council would take the final decision.

(ii) The Board would have an elected Executive Committee consisting of the Vice-Chancellor as chairman, and twelve ordinary members of whom two must be Muslim and the majority to represent the mufassal colleges.

(iii) The Board could elect its own vice-chairman and have a salaried secretary, to be appointed by the Executive Council on the report of the Board.

(iv) The Board could constitute Committees of Studies, to be defined by Ordinance in the various subjects of the curriculum; the Academic Council could appoint to every such committee two members who should be normally members of the corresponding Board of Studies of the Teaching University; the Committees of Studies might include persons not teachers, having expert knowledge in the subjects concerned, and they were to be nominated by the Board and approved by the Academic Council, and constitute not more than one-fourth of such a committee, the majority of which should be members of the Mufassal Board or teachers of mufassal colleges; special or standing committees could be appointed by the Board.

(v) The Board would have power to conduct all examinations in the mufassal colleges and the Executive Council would appoint examiners on the recommendation of the Board to be approved by the Academic Council; at every examination in every subject there should be an external examiner not connected with the mufassal colleges, besides the internal examiners; the Superintendent of Examinations would be in charge of the routine work of the examination, subject to the approval of the Academic Council; the same set of questions used by the Teaching University could be used for the mufassal colleges, as also the same group of examiners, in both cases.

(vi) A special panel of the Mufassal Board should be constituted. It would consist of the Vice-Chancellor, as 'ex-officio' chairman, representatives whose number should be determined by Ordinance, of the mufassal colleges, recognised as University Colleges by Statute, and
representatives to be defined by Ordinance, of the teachers of the University and constituent colleges in Calcutta, who should not be majority in the panel, an executive committee and a vice-chairman could be appointed by the panel, it could forward through the Mufassal Board for the approval of the Academic Council, proposal for special courses of study or special examinations.

(vii) The funds of the Mufassal Board including examination fees and Government grants should be kept separately from other funds of the University, and surplus, if any, of the account of the Board, should be spent, under the direction of the Executive Council, to serve the needs of the mufassal colleges. The Board had to submit annually estimates of its receipts and expenditure for the approval of the Executive Council.

(viii) All proposals for financial assistance for mufassal colleges were to be sent through the Board to the Executive Council to be communicated to the Government, in conjunction with similar proposals for the University itself and for the Calcutta colleges. All public funds given for the benefit of the mufassal colleges were to be spent for the purpose by the Executive Council or Commission.

(ix) The conditions of affiliation of mufassal colleges other than the University Colleges, renewal of affiliation or recognition and inspection were to be determined, during the period of transition, by the Executive Commission, and subsequently by the Executive Council, subject, in all cases, to the approval of the provincial government; on these questions the Executive Council or Commission might or might not consult the Mufassal Board, but they were to take expert advice in every case and to invite a report from the Academic Council, over the appointment of the staff, their qualifications and conditions of employment, accommodation and equipment of the mufassal colleges the University should exercise effective control.

(vi) Board of Women's Education

In the opinion of the Sadler Commission a special organisation was necessary to look after the needs of higher education for women in Bengal, which was in a backward state. The complete separation of intermediate from degree colleges, as recommended in the case of men, would not be feasible in the case of women, as the number of women students was insufficient "to make separate treatment desirable or economically practicable". "In the second place", the Commission observed, "the social conditions of India require that the higher education of women should, to a large extent, be carried on separately from that of men....Finally, it is widely felt that there are some subjects of study which might properly be included in courses for women, though they would be unsuitable for men". For these reasons, the Commission felt it desirable to have a separate administrative organ to deal exclusively with the problems of university education for women, and they recommended that a Board of Women's Education should be established for the purpose and that its relation to the University would be the same as the relation of the Muṣassal Board.¹

¹ Report, ch.xxxvii, p. 414.
The Board of Women's Education was to be established by Statute, and it should include, as suggested by the Commission, "representatives of the following categories of experience":

(a) Vice-Chancellor, as chairman; (b) principals of women's colleges in Calcutta recognized by the University; (c) some university lecturers teaching in women's colleges in Calcutta, to be appointed by the Academic Council, their number being fixed by Ordinance; (d) representatives of organisations interested in the promotion of women's education to be defined by Statute, on the nomination by their associations they would be appointed by the Executive Council, their number being fixed by Ordinance; (e) a number of representatives of the Board of Secondary and Intermediate Education, their number being determined by Ordinance, and pending its establishment, representatives of the temporary committee of the University dealing with recognition and examination of schools and intermediate colleges; (f) three representatives of the Government of Bengal, including their inspectress of schools; (g) four representatives of the Academic Council, one of them being a member of the Faculty of Medicine; (h) members of the Executive Council; (i) three Muslim representatives to be appointed by the Chancellor on the nomination of the Board of Women's Education.
nation of the Muslim Advisor Board; (k) not more than three women interested in women's education, to be appointed by the Chancellor; (l) not more than four members, men or women, to be co-opted by the Board, subject to the approval of the Executive Council.¹

In all matters such as the drafting of Ordinances and Regulations affecting women's degree courses, the appointment of committees of studies, the conduct of examinations, the conditions of affiliation or recognition of women's colleges and the recommendation of applications of further grants for these colleges, the powers of the Board of Women's Education would be very similar to those defined for the Mufassal Board. In addition, considering the special needs of women's education, the Board would exercise the following functions:

"(a) to report to the Academic Council or the Executive Council or both any matter affecting the higher education of women,"

"(b) to advise the Executive Council regarding the expenditure of funds provided by Government or otherwise for the furtherance of women's higher education;

"(c) to constitute a special panel of women only, including women who are not members of the Board, to give advice on aspects of the education of women on which it is desirable that 'purdah' should be consulted;

"(d) to organise a co-operative lecture system, so far as such may be practicable, among the women's colleges; and to provide, if thought desirable, extra-mural courses of instruction for women."²

2. Ibid., p. 415.
(vii) Muslim Advisory Board

It was suggested by the Sadler Commission that a special board should be established to advise the University on questions of higher education of Muslim students, because "the Muslim community has been relatively backward in taking advantage of the opportunities of university education", and "the members of this community fear that their special needs might sometimes be overlooked by the authorities of the University". It would be known as Muslim Advisory Board to be constituted by Statute, and it would consist of twelve to fourteen members to be appointed in the following manners:

(a) Eight members were to be elected by the Muslim members of the Court and four of them must be university teachers; (b) four Muslim members were to be appointed by the Chancellor; (c) not more than two persons, not necessarily Muslim, would be co-opted by the Board.

The members of the Board should elect their chairman, and the Board could address any university body on any problem of Muslim higher education, and its functions would be determined by Statute or Ordinance.

2. Ibid., p. 416.
(viii) Board of Students' Welfare

There would be other boards and standing committees for specific purposes to be defined by Statute. A Board of Students' Welfare should be constituted by the Academic Council. It would draft regulations, subject to the ratification of the Academic Council, bearing upon the problems of students' welfare including their residence. The Board should regularly report to the Academic Council.1

(ix) Board of Examinations

A Board of Examinations was to be established with the Vice-Chancellor as one of its members. Its functions would be inspectorial and advisory, and not executive. It would regularly review the working of the examination system and periodically report to the Academic and Executive Councils with suggestions of improvement in the system of examination. The Board would have nothing to do with the actual conduct of the examinations. "It should be small and compact body" including a skilled statistician.2

(x) Library Committee

A Library Committee should include, besides the University Librarian, other Calcutta librarians including the

2. Ibid., p. 417.
librarian of the Imperial Library, and some college teachers also. The Library Committee should be appointed by the Academic Council to which it should report regularly. Its duties should not be confined to the administration of the University Library, but "aim at securing organised co-operation" with other public libraries in Calcutta, including the Imperial Library. The Library Committee "should supply advice and guidance to college libraries, both in Calcutta and in the mufassal, and endeavour to prevent needless duplication and overlapping".  

(xi) Appointments Bureau

An Appointments Bureau should be established by the University to provide university graduates "well-considered advice" "in the choice of a career", to strengthen relation between the University and the business world, and to offer guidance "in the choice of recruits" to the authorities of schools and colleges and other employers.

(xii) Press Committee

There should be a University Press Committee to deal with all work of the university press connected with the advancement of learning.

2. Ibid.
3. Ibid.
(xiii) University Extension Board

One striking feature of university work in Bengal that "most unfavourably impressed" the Sadler Commission was that "it is practically limited to the preparation of candidates for examinations, and that it makes scarcely any attempt to stimulate the general intellectual life of the Presidency". A University Extension Board should, therefore, be established to supply this intellectual need and "to arrange courses of lectures, both English and vernacular, for the educated public in districts where such courses could be arranged upon a reasonably sound financial basis".¹

(xiv) Tribunal of Arbitration

A Tribunal of Arbitration should be set up by Statute "for the settlement of disputes between teachers and the University or any of its colleges". At times teachers, individual colleges or particular communities might feel that their interests were being ignored. The aggrieved persons or institutions "should have the right of appeal to the Chancellor by petition", and the Chancellor, if convinced that an enquiry was called for, could "appoint a small commission of investigation", consisting of persons of high standing not connected with the University. The

¹. Report, ch.xxxvii, p.418.
Chancellor would communicate the report of enquiry to the Executive Council. The tribunal itself should consist of eminent persons not connected with university work, and the University itself and its colleges should be bound by Statute to accept its decisions, acceptance being, in the case of the colleges, treated as a condition of the enjoyment of the privileges attached to them.¹

(c) Legislation for the University

Under the Sadler scheme of reconstruction the special control exercised by the Government of India over the University of Calcutta had to come to an end and the Governor-General would cease to be the Chancellor of the University and his government would no longer be responsible for the work of the University, its regulations, affiliation or disaffiliation of colleges. Indeed, Governor-General would become the visitor of both the Calcutta and Dacca Universities, as of all other Indian universities. The Calcutta University Commission proposed "(i) that two special Acts, one reconstituting the University of Calcutta, and the second establishing the University of Dacca, should be adopted by the Imperial Legislative Council; (ii) that the first Statutes of each University should be appended as a schedule to its Act; (iii) that the first Vice-Chancellors of

¹ Report, ch.xxxvii, pp.418-19; Appendix M.
both Universities should be appointed, and their salaries fixed by the Government of India; and (iv) that the same Government should appoint an Executive Commission, with special powers, to carry out the necessary changes in the University of Calcutta. Any future change in the fundamental Acts (as distinct from the Statutes) would of course have to be made by the original enacting body, the Imperial Legislative Council; and, indeed, it seems to us essential that fundamental university legislation should continue to be, for British India, a function of the Imperial Government".

"One of the greatest defects of the existing system is that the legislation which governs the activities of the university is unduly rigid, and difficult to alter or expand so as to meet new needs", reported the Sadler Commission. The existing body of university laws consisted of (a) the Incorporating Act of 1857 and the Universities Act of 1904, which could be changed or amended only by the Imperial Legislative Council, and (b) the Regulations made originally under the Act of 1904 by the Government of India, which the Senate, subject to the approval of the Government, could alter. No distinction was made between regulations dealing with fundamental issues and regula-

2. Ibid., p. 378.
tions concerned with minor questions, and "all proposals for change have to go through the same slow and elaborate process".\footnote{1}

"In order to attain greater elasticity and adaptability, and to avoid the needless friction which is apt to result from the present system", the Commission proposed, "to distinguish between four different types of grades of university legislation", according to their relative importance and the mode of changing them would differ for each type. A special Act for the Calcutta University was to be passed by the Imperial Legislative Council; this new Act would repeal the Act of 1957 and the Act of 1904 as far as it dealt with the Calcutta University, retaining those provisions of these two Acts, which would suit the new conditions. The new Act should broadly determine the powers and constitution of the Calcutta University and enumerate its chief governing bodies and define their functions. A number of Statutes which would form the schedule of the Act, should define in detail the constitution and powers of the different academic bodies of the University. The Act should provide that, subject to the approval of the Governor of Bengal in Council, the Court of the University could have the power to alter or amend the Statutes.\footnote{2}

\footnote{1} Report, ch.1, p. 379.
\footnote{2} Ibid.
The general body of regulations governing the usual daily work of the University could be altered by the Executive Council or Commission by means of Ordinances, consistent with the provisions of the Act and Statutes. These Ordinances would come into force and be subject to the following conditions:

(i) Ordinances dealing with purely academic questions, such as the courses of study, examinations and discipline should be generally initiated by the Academic Council and approved by it;

(ii) the Chancellor would have the right to reject any Ordinance;

(iii) all Ordinances were to be submitted to the Court, which could by a majority of two-thirds, cancel any one of them, but not amend it.

The details of university work in various Faculties and other bodies needed regulations which they should be empowered to pass, subject, of course, to the provisions and principles laid down in the Act, Statutes and Ordinances. This power had to be given to the different university bodies for smooth and efficient management of their normal work.

(d) Site of the University

The proposal to remove the university from the congested city to a rural or suburban site could not be accepted by the Sadler Commission because it would obviously

1. Report, ch.1, p.380; Appendix N.
involve "transplantation" of all the numerous institutions connected with the Calcutta University, for the purpose of co-operative teaching, which was not feasible; further, that a city of Calcutta's size and importance should ever remain a centre of university organisation. "The centre of the teaching and administrative work of the University should continue to be in the College Square area", suggested the Sadler Commission, "where the administrative and teaching centres of colleges should also be as far as possible concentrated". But land should be acquired in the suburbs of the city for residential purposes and playing fields, and the project of the sites of educational buildings should be planned and worked out in consultation with the Calcutta Improvement Trust and the Corporation.

(e) Implementation of the Scheme

The changes proposed both in the organisation of the University and its colleges and in the methods of instruction were, in the opinion of the Calcutta University Commission, "so great as to amount to a revolution in the university system as it now stands". But these changes were essential for the improvement of the whole system of

2. Ibid., ch.xxxiv, p. 327.
new university work. The methods could not be carried into effect suddenly by any legislative or administrative measure, but must depend for their ultimate success "upon the spirit in which the task is undertaken, not by a few teachers (though they would be indispensable), but by the whole body of teachers, and indeed by the whole community; and upon the gradual growth of a new tradition, or rather upon the gradual revival of the best elements in the older Indian tradition of teaching and scholarship".¹

Even the proposed administrative adjustments would be fraught with so great and varied difficulties that no legislative or organisational measures could foresee them adequately. So, there should be much elasticity and "power of variation" to meet problems which would arise. To make special arrangements during the period of transition when the new intermediate system would be organised and Calcutta colleges helped to fulfil the conditions required for constituent rank, a small but powerful Executive Commission should be constituted. To avoid friction and resentment time had to be given to those directly involved in the proposed changes so that they could adapt

¹. Report, ch.xxxiv, p. 327.
themselves to the new system. Large funds would be necessary from both public and private sources, and these may not be readily available to the extent needed for the adoption of the new system. The creation of intermediate colleges and the large expenditure this would involve as well as the organisation of the new system of administration of secondary and intermediate education would themselves require considerable administrative resources. These changes would deeply influence the position of every college. There should not be delay in the execution of the proposed reforms which were of vital importance for educational development. Sufficient funds were to be made available for the purpose and a body of able persons with adequate powers entrusted with the task. This body would be the Executive Commission, which, during the period of interval between the passing of the Act reconstituting the University and its actual operation, should not be overloaded with the routine work of the University, but be free to prepare for the implementation of the scheme. Also, during the period of interval the Board of Secondary and Intermediate Education could be brought into operation, the intermediate colleges established and the effect of these reforms upon the existing colleges assessed.
Meanwhile the University of Dacca which should be immediately established would offer a model of the new method of university administration and, to some extent, of the new methods of university teaching, which could provide useful knowledge about the new system. Though the actual reconstruction of the Teaching University of Calcutta might be delayed, the time of the interval would not be wasted: the colleges could, with public and private assistance, prepare for the change and new colleges could be founded; Presidency College re-organised and a beginning made in co-operative teaching between the colleges and the University, under the existing organisation; the training of teachers and the system of examinations improved and residence of students provided.¹

¹. Report, ch.xxxiv, p. 329.

The accommodation available in all the existing Calcutta colleges would be quite insufficient to meet the growing demand of the increasing number of students. There was an urgent need for establishment of new colleges in Calcutta. Under the new system all colleges should be small units, preferably with a maximum of 600 students in each of them and if this is not feasible, the maximum enrolment should never be more than one thousand in each college.
"in which it may be possible to recapture something of the intimacy of the relations between teacher and taught which marked the ancient schools of eastern learning".  

In establishing new colleges two conditions had to be fulfilled in order to satisfy the requirements of the proposed scheme. In the first place, a building suitable for teaching work should be erected near College Square, the centre of the University, and secondly, residences for both teachers and students should be provided with play-grounds, if possible, "in some healthy but easily accessible suburban district".  

To give a "fair start" to the new system of university organisation, immediate establishment of two colleges, one for Muslim and the other for Hindu students, was essential in the view of the Calcutta University Commission. "We feel the creation of at least two new colleges to be so essential for the efficient working of the new system", they emphasised, "that we are inclined to doubt whether the system could be given a fair start unless the immediate establishment of these colleges had been guaranteed". The proposed Islamic College would be under the direct control of the provincial

2. Ibid.
3. Ibid.
government during the first five years, but ultimately it
would be placed under its own management similar to that
proposed for Presidency College. While Government would
provide a fixed annual block grant the college would be
authorised to receive private donations and endowments. It
was recommended that university chairs of Arabic, Persian
and Islamic History should be attached to the college.

The establishment of a Hindu college for similar pur-
poses and on similar lines was justified for the same rea-
sons and the Commission recommended a re-organisation of the
existing Sanskrit College for the study and research in anci-
ent Hindu classical learning. The programme of work of the
re-organised Sanskrit College would include not only training
in western knowledge, but also study of ancient Indian his-
tory and culture, indigenous systems of medicine ('ayurveda'),
scientific study of Indian vernaculars and development of
vernacular literature. ¹ If difficulties arose in the exist-
ing system of administration of the Sanskrit College while
carrying out the new programme of work the Commission sugg-
ested that "the entire institution might be vested in trus-
tee and managed in the method we have proposed for the Pre-
sidency College". ²

1. Report, ch.xxxii, xlii, pp. 52-60.
2. Ibid., p. 51.
6. **Finance for Reconstruction**

The scheme of reconstruction of the whole system of secondary and of university education recommended by the Sadler Commission, if adopted, would take a long period of time and need a large amount of money for its implementation. Such a big and comprehensive scheme could be carried out only gradually in parts. "But in whatever order and by whatever methods this scheme of reform is brought into effect, it must involve a large expenditure of money, and an expenditure which must increase as the system develops and the needs of the community grow".¹ It would not be possible for the Sadler Commission to give "precise estimates of the cost of a programme so far-reaching and so elastic".² Only a broad idea of its financial needs could be given. The cost of reform would include expenditure on the proposed requirements of secondary education and its higher branch of intermediate stage.

The expenditure upon university education in Bengal "is excessively high, though in itself insufficient".³ But the expenditure on secondary and specially on primary education was relatively much lower. The proportion of the number of university students to the number of school pupil-

---

¹ Report, ch. 11, p. 252.
² Ibid.
³ Ibid., p. 253.
ils was much higher in Bengal than in any other country. It had been an unfortunate development. "The result is that in Bengal a vast number of university students are receiving a kind of education which is inadequate and in some cases deleterious". Teachers of the schools who received this insufficient training could not obviously exert wholly salutary influences upon society. For mutual benefit both the University and the schools were to be brought under reform and success in either case could not be attained if changes were carried out in isolation.

The reform of the University has to begin at a lower level in the school system. "The foundation of reform will lie in a reconstruction of the system of secondary education", emphasised the Sadler Commission. This reconstruction involved the supply of competent teachers, establishment of a co-ordinated system "under the direction of a body capable of taking into review the needs of the country as a whole, from many different stand-points, and of adjusting curricula, and distributing public funds, in relation to these needs". The first demand would relate to the administrative cost of setting up a Board of Secondary and Intermediate Education, as proposed by the Calcutta Univer-

2. Ibid., p. 258.
3. Ibid.
sity Commission. This involved (i) the salaries of a pre­
sident "who must be a man of wide educational experience
and great administrative ability", and of a secretary;
(ii) the cost of a "substantially increased" staff of visi­
ting examiners and inspectors; (iii) the cost of conducting
two examinations, at the high school and intermediate levels;
(iv) "a substantial increase of office staff". The proposed
methods of high school and intermediate examinations would
be more costly than the existing methods. Indeed, a large
part of the increased expenditure could be met by the exa­
mination fees.¹

One of the main tasks of the Board would be to improve
the quality of high school education. "This will obviously
be an immense and very costly business", observed the Commi­
ssion.² Because any schools would need new buildings, hos­
tels and playgrounds. All teachers had to be given a much
higher scale of pay, security of tenure and superannuation
benefits. Apart from initial capital expenditure, the annual
cost per student for a fairly efficient secondary school edu­
cation in the existing conditions of Bengal would be Rs.60;
Nearly half of this cost could be met by pupils' fees, and
the other half, namely, Rs.30 per student had to be provided

2. Ibid., p. 259.
from other sources. There were in 1917-18 about 378,000 boys receiving English secondary education in Bengal. The cost of this education to society was Rs.113 lakhs annually. The number of students desiring secondary education was increasing "by leaps and bounds every year". This calculation left out of consideration the education of girls, which would be more costly than that of boys. "If the system of secondary education in Bengal", said the Sadler Commission, "is to be made thoroughly efficient, an annual expenditure over and above fees, of not less than Rs.150 lakhs will have to be undertaken in the future".1

This heavy expenditure had to be met by different sources, such as public funds, local effort and private generosity. Private benefactions might not be encouraging, as the Education Commission of 1882 had warned, and local rates, as in England, might not be a fruitful source of educational funds. Taxation would, in the existing conditions of Bengal, be the main source of income. It would be quite heavy and could not therefore be imposed suddenly. Yet the burden of taxation would be substantially increased from the outset.

The Sadler Commission attached the greatest importance to the need of re-organisation of intermediate education. "We cannot", they observed, "too strongly emphasise our conviction that the creation of a series of efficient intermediate colleges in every part of Bengal constitutes the most

valuable reform which can be undertaken at this juncture. It is, in our judgment, the most urgent of the reforms we have proposed; and it should be undertaken at once. It constitutes the best strategic point of attack upon the evils of present system; owing to the influence which the new institutions can exert upon the other educational grades, and also upon the educational outlook and the economic development of the country at large.¹

Most of the intermediate colleges would work in close collaboration with the higher classes of selected high schools, which would get the benefit of more efficient teaching. Neighbouring schools too would be influenced by the new methods of teaching of these institutions. Teachers trained in the intermediate colleges would exercise their influence upon the lower classes of the high schools and upon many middle schools. These intermediate colleges would develop in their pupils interest in vocational careers. They would supply the universities with "far better equipped students" and possibly relieve them of pupils not suitable for university education. In the view of the Sadler Commission "it would be the falsest of false economy not to do everything possible to find the means for carrying out this new

¹ Report, ch. 11, pp. 260-61.
development at the earliest possible moment, and in a thoroughly efficient way.\(^1\)

The intermediate colleges would have a variety of size and type and be attached to high schools. Only nine intermediate colleges would be self-contained with a wide variety of courses. Indeed, the majority of these colleges would provide a smaller variety of courses. The Commission made a rough estimate of cost on the basis of a few assumptions. It was assumed that a uniform tuition fee of five rupees would be charged in the intermediate classes; while ten 'per cent' of the students would get free places another ten 'per cent' would pay only half fees. After deducting the fees the net cost for 39 intermediate colleges would be rupees twenty lakhs annually.\(^2\) This amount included about four and half lakhs which would meet the cost of teachers' salaries and superannuation allowances. There had to be 'special corps' of 'western trained' teachers, "specially teachers of English, of education and of some of the sciences". No rigidly fixed scale of pay should be enforced, but the Board would be free to deal separately with individual cases. The minimum monthly pay in each case, however, should be Rs.500, with an allowance of another Rs.100 to cover pension or other charges.\(^3\)

2. Ibid., p. 262.
3. Ibid., p. 263.
This estimate did not include the capital outlay which would be necessary for land and buildings, laboratories, libraries, hostels and play grounds. Considering the urgent need of the scheme to be carried out rapidly and on a large scale the Commission suggested that it "would best be financed by a special loan, to be repaid by means of a sinking fund, within a period of twenty-five or thirty years". ¹

In addition to the money already spent on such work and income from examinations, about a sum of Rs.40 lakhs annually would be required "for the adequate performance of the work of the Board of Secondary and intermediate Education". ² This rough and modest "allotment is meant to cover (1) administrative expenses of the Board; (2) grants for the gradual improvement of the high English schools, and the initiation of a system of superannuation for their teachers; (3) the maintenance of the required number of intermediate colleges with teachers paid from the first on an adequate scale and enjoying superannuation allowances; (4) interest and sinking fund on the capital expenditure necessary to provide new buildings, etc.; (5) the cost of maintaining a corps of western-trained

¹ Report, ch. 11, p. 263.
² Ibid., p. 263.
teachers available for service both in Government and in private schools and colleges".¹

The Commission found it "difficult to make a working estimate of the outlay necessary for bringing a teaching university in Calcutta into efficient working".² The problem was so vast and complex that a precise estimate of funds required for the proposed reform of the Calcutta University could not be made. "The existing organisation", the Commission pointed out, "is so vast and so complex, and the finance of the University and its colleges so confused and difficult to disentangle; the numbers of to be dealt with are so immense; the possibilities of fruitful expansion are so varied and alluring; the number of variables in the problem is so large, that over a great part of the field only a very rough approximation is possible".³ Funds would be necessary not only for the proposed scheme of re-construction of the University and its equipment "to place it on a level with the greater universities of the world", but also for remedying "the patent and obvious defects of the existing system".⁴

¹ Report, ch. 11, p. 264.
² Ibid., p. 271.
³ Ibid., pp. 271-72.
⁴ Ibid., p. 272.
As the "administrative machinery of the University was gravely over-strained", a "substantial expenditure is necessary to secure due efficiency". Therefore a whole time salaried Vice-Chancellor should be appointed and his monthly salary should be Rs. 1,000, with a contribution towards his retiring allowances at the rate of five per cent. As the Vice-Chancellor would have exacting duties to perform he should have a personal assistant with a monthly salary of Rs. 500. The total annual cost of this arrangement would be Rs. 56,400. There had to be substantial improvement of the office staff and increase of the salary and superannuation allowances of the Registrar, the Superintendent of Examinations and several other "more important members of the office staff". The total amount required for the office would be Rs. 15,000 per year. The annual Government grant for administration and inspection was Rs. 25,000, which was quite inadequate. The total annual outlay for administrative expenses would be Rs. 71,000, which should be immediately provided by the Government.¹

While the work of the new university bodies to be created would involve new expenditure, the cost so far met by the University for the conduct of matriculation and intermediate examinations and for the recognition of schools, would be eliminated. But the total cost of efficient

administration of the University, according to the Sadler Commission, "will not be materially reduced". The amount of grant of Rs. 5,000 given by the Government of India for the travelling allowances of teachers, examiners and officers of the mufassal colleges and of the University should be increased by Rs. 10,000, in view of the difficult conditions of travel in Bengal and importance of frequent consultations between the colleges and the university bodies.

The Commission recommended that three to four lakhs of rupees should be given to the University as compensation for the loss of the fees of matriculation and intermediate examinations which, under the proposed scheme, would be conducted by the Board of Secondary and Intermediate Education.

Apart from the three Government arts colleges and the colleges of medicine and law, there were only three colleges in Calcutta, which received grants from the Government. These were assisted by missionary funds. Other colleges depended wholly or mainly, for their maintenance, on the tuition fees of their students. The number of teachers in them was "far too few" in proportion to the number of

2. Ibid., p. 274.
3. Ibid.
students and they were paid "grossly inadequate salaries*. They provided no residential accommodation for their students. "The present condition of some of the colleges in Calcutta is the principal cause of existing evils", and unless these were removed quickly the situation would become more difficult and complex. It was urgent that adequate financial provision was made to eliminate the glaring deficiencies of Calcutta colleges.¹

When the proposed reforms were fully carried out there would be, in the view of the Sadler Commission, 11,000 post-intermediate students in Calcutta, of whom 8,000 would be attending post-graduate and under-graduate classes in arts colleges, and the rest the professional colleges. Since some of the arts colleges suffered from serious defects they deserved immediate attention. There might be six constituent colleges (including Presidency College) with 1,000 students each and four colleges with 500 students each. As Presidency College satisfied the requirements, this reduced the number of colleges to five, which were to accommodate 1,000 pupils each. Every college should have one teacher for every 25 students, with a

¹ Report, ch. li, pp. 274-75.
monthly salary of Rs.125; each principal subject taught was to be under a head (altogether 8 heads in a college) with a monthly pay of at least Rs.300. The principal of a college should get Rs.500 per month and every teacher Rs.200 'per mensem'. On this basis of estimate the cost of staff only for a college of 1,000 students per month would be Rs.9,100, and for a college of 500 students, Rs.5,100 per month. Under this scheme the average monthly salary of a teacher, excluding the principal, of a college of 1,000 students would be Rs.200. This amount was less than the average pay in Government colleges, but much higher than the average salary paid in a private college in Calcutta or in the mufassal. Under the plan of the Sadler Commission many of these college teachers would be, if qualified and efficient, eligible for appointment as university lecturers. "With that prospect", observed the Commission, "the kind of salaries here suggested, though modest enough, would stand in a very reasonable relation to the average income of the classes from which the teachers were drawn; and, under the conditions of life prevailing in Bengal, would afford a living wage; which in very many cases the existing salaries do not do."  

Besides the salary of the teaching staff a college had to meet expenses on other needs, such as library and laboratory equipment, office, maintenance and repairs, supervision of hostels and messes, attached to the college, rates, light and fans. On the average these charges would amount monthly to not less than Rs. 20,000, for a college big or small. The gross cost to a college of 1,000 students would be Rs. 1,29,200, and to a college of 500 students Rs. 1,05,200 annually. Tuition fees were to be deducted from these gross amounts. If the amount of monthly fee was rupees five, the net cost of the larger colleges could be reduced to Rs. 69,200 per year, and of the smaller to Rs. 75,200 per annum; at the rate of six rupees the reduction would be to Rs. 59,200 and Rs. 69,200 respectively. Allowance had to be made for scholarships and free places for which 15 'per cent' of the fee income had to be allotted. Taking all the possible sources of expenditure into account the minimum net cost, 'over and above' fees of a college of 1,000 students would be Rs. 80,000 annually, and of a college of 500 pupils Rs. 85,000. To maintain a number of colleges to accommodate 2,000 students (assuming that Presidency College had already taken 1,000 students) "a net annual outlay
of about Rs.700,000 in round figures would be required.\(^1\)

The amount of money spent by Government on college education in Calcutta, which was quite substantial, was to be reduced from the net outlay given above. The Government grants for Presidency College were to be left out of account. The amount of Government grants to non-Government colleges was about Rs.50,000, and the amount spent on the arts department of the Sanskrit College was Rs.13,000. These two amounts taken together "would reduce the net additional expenditure required for arts colleges in the city of Calcutta by about Rs.63,000".\(^2\) This reduction left the sum of Rs.6,37,000 to be supplied by the Government.

Indeed, this amount was not to be given immediately, "but it is necessary to recognise that, whether our proposals for reform are accepted or not, subventions on this scale are necessary if the training of students in Calcutta above the intermediate stage is not to remain in the dangerously inefficient condition, which we have described. The necessary money would be best spent if it were gradually spent; it will be specially and growingly necessary during the period of transition".\(^3\)

---

1. Report, **ii** ch. li, p. 276.
2. Ibid., p. 277.
3. Ibid.
The Commission further suggested "that Government should be prepared to offer grants to colleges to help them to make the readjustments necessitated by the withdrawal of the intermediate students, stipulating that these grants should be so employed as gradually to enable each college to fulfil the conditions laid down for constituent rank." ¹

The establishment of the proposed Islamia College for Musalmans and of a Hindu College out of the arts department of the Sanskrit College, would involve a cost which would be covered by the estimates given for the Calcutta colleges. Indeed, the expense would be higher if these colleges were meant for fewer than 500 students. New chairs were to be created in these colleges. Five chairs at a monthly salary of Rs.600-800 would involve an extra expenditure of about Rs.25,000. These colleges would require buildings also which had to be included in the capital expenditure. The Sadler Commission, however, could not give an estimate of the new buildings which would be required for the teaching work of the constituent colleges and for students' hostels.

¹ Report, ch. 11, p. 277.
It was proposed to have a number of Presidency chairs in Presidency College, to be "filled by western-trained men", with a salary of Rs.1,000-15,000. If ten chairs were to be founded, there would be an extra expenditure of Rs. 50,000. The extension of the laboratories of the college might roughly cost a capital expenditure of four lakhs.¹

The cost of new equipment of the professional colleges of medicine and engineering was not calculated by the Sadler Commission, but it was left to be done by appropriate authorities.

The residential accommodation of students in Calcutta which was "recognised to be one of the gravest aspects of the university problem", needed the urgent and immediate attention of all concerned. Between 1911-15 a sum of Rs.38 lakhs was provided by the Government for the provision of hostels, but it was not sufficient to meet the requirement. Out of 16,000 students of all types working in Calcutta during 1917-18, eight to ten thousand needed some kind of residential accommodation. The number of post-intermediate students was roughly 64,000. Already there existed accommodation in hostels and messes, though not in all cases satisfactory, for 4,800 students, and 1,600 would have to be provided for. As a temporary measure houses

should be rented for a long period by colleges for the accommodation of these students. It was estimated that the cost of creating a good hostel (apart from land) would be about Rs.1,000 per student. The cost of hostel for 1,600 students would be Rs.16,00,000. Though relatively more costly small hostels for 40 to 50 students were much better. If the existing accommodation in attached messes were replaced by hostels an additional sum of Rs.12,00,000 would be required.

The hostels should be built not in the central area of the city, but in the suburbs where the land was cheaper, and assistance of the Calcutta Improvement Trust and Corporation should be taken for the purchase of cheap land. The University Institute should be properly developed, and similar institutes on 'smaller scale should be established in students' quarter in Calcutta and near the new hostels to be built in the suburbs. Provision for gymnasia and superintendents' quarters in certain hostels had to be made. For all these purposes an outlay of rupees two lakhs was recommended. Therefore Government had to find during next five years a sum of thirty lakhs "for residential and cognate needs".\(^1\) It was suggested by the Sadler Commission

\(^1\) Report, ch. ii, p. 281.
"that the additional expenditure can be gradually and progressively undertaken....both in regard to the teaching organisation and in regard to the provision of residential facilities, because it is only gradually that it will be possible to measure with accuracy the exact effect of the other changes embodied in our scheme, and particularly of the intermediate colleges".¹

The existing teaching organisation of the Calcutta University was managed at a cost of more than 5 lakhs of rupees, in 1917-18, of which Rs.1,25,000 was contributed by tuition fees. The Government of India founded and met the cost of three chairs and two readerships amounting annually to Rs.40,000, and also made a grant of Rs.15,000 for post-graduate classes. The balance of more than half of the total cost was taken from the profits on examinations. Fees for matriculation, intermediate and degree examinations had been increased to meet this cost. The average salary of 138 full-time university lecturers was Rs.225 per month. For want of funds their salaries could not be increased, nor any superannuation allowance provided, though they deserved these benefits. To increase their average pay to Rs.300 an additional expenditure of Rs.4½ lakhs would be necessary.²

¹ Report, ch. 11, p.282.
² Ibid., pp. 282-83.
In the view of the Calcutta University Commission some new teaching posts were essentially required "for the adequate working of the new system and immediately desirable even if the new system is delayed". Among these the first priority should be given to the department of education, the work of which would be of great value not to the University alone, but to the whole system of education as well. The first professor of education "should be a man of wide knowledge and varied experience, versed in western educational experiments". His monthly salary should be Rs.1,000-1,500, with superannuation allowance of 10 'per cent', and the appointment should be made in England. He would require four chief assistants with a monthly salary of Rs.200-400, with superannuation benefits. The total cost of these salaries would be nearly Rs.29,000, but other departmental expenses could not be calculated, because it should be arranged for, in connection with the training college. "This would be a remunerative investment", the Commission explained, "since its main purpose would be to bring the university courses into effective relations with the needs of the schools".

2. Ibid.
3. Ibid.
The physical weakness of Bengali students was proverbial and their need for physical training was urgent. It was recommended that a Director of Physical Training as in many American Universities should be appointed with a salary of Rs.1,000. He would be assisted by well qualified persons. As a whole the cost of this staff would be roughly Rs.1,000, and for appliances etc., the estimated cost would be rupees six thousand.

The new university boards might undertake special work for which substantial expenditure might be required. For the Board of Women's Education to conduct enquiries in the field of women's education at least a sum of Rs. 9,000 should be allotted annually. Similarly for the organisation of a series of lectures at different centres the Board of University Extension should get Rs.1,000 per year, and the Board of Examinations Rs.12,000, annually, to make necessary enquiries.

"It is in our judgment", observed the Sadler Commission, "a grave reflection upon the university system of Bengal that it has done so little for the serious study of Bengali philology and literature".¹ They recommended immediate establishment of a chair of Bengali at a monthly

¹ Report, ch. 11, p. 285.
salary of Rs.600 - 800. The professor of Bengali would work in close association with a group of college teachers. To help students to learn better the medium of instruction it was suggested that a post in phonetics with a salary of Rs.750 should be created in the University. In view of the importance of the subject a post in statistics with the same salary should be established. In each case the post would be a nucleus of a department to be developed later and a sum of Rs.300 per month should be given to each department "for subsidiary expenditure". As funds would be available other new departments of study in a number of subjects should be established, and further development in the existing departments carried out.

Besides the additional teaching staff the University needed additional funds for teaching accommodation and equipment. Its only centre of teaching the Darbhanga Building provided accommodation for post-graduate and law classes, the University Library, the Law Library, and administrative offices, "and we have seen several classes being carried on simultaneously in the huge echoing Senate Hall".

2. xxx Appendix 0.
3. Report, Ch. li, p. 287.
The University had always suffered from scarcity of accommodation and the new system of co-operative teaching and improvement of the administrative system, advocated by the Commission would require adequate additional accommodation in the University itself. Indeed the colleges would help in the co-operative work by offering their accommodation. Yet it was essential that sufficient accommodation was available at headquarters in the university campus. With the money given by the Government of India the fishmarket site near the University had been purchased and a saving of four lakhs could be used for buildings. The Commission suggested that, in order to make the fullest use of the space, a five storied building should be constructed on the new site. The building cost had increased since the first World War, and 13 to 14 lakhs might be necessary for the proposed building. "For these purposes a capital sum of about 11 lakhs will have to be provided; and without this provision the new system which we propose will be crippled from the outset", warned the Sadler Commission.¹

For the University Library the Commission recommended an initial grant of two lakhs and an annual grant of Rs.50,000 for purchase of books and periodicals. A library officer with

¹. Report, ch. 11, p. 287.
professional qualifications should be appointed at a monthly salary of Rs. 600 - 800.

The College of Science in Upper Circular Road, which was founded with the benefactions of Sir Taraknath Palit and Sir Rash Behary Ghosh, needed extension of accommodation and new equipment. A sum of Rs. 12,000 was granted annually by the Government of India for the maintenance of the Palit laboratories of chemistry and physics. The botany and zoology laboratories would require Rs. 50,000 for equipment. For a neighbouring site and construction of a building of the College of Science upon it a sum of four lakhs and a sum of six lakhs respectively should be provided.

The need for the cultivation of scientific industries at Calcutta, a leading industrial centre of India, as recommended by the Indian Industrial Commission (1916-18), was emphasised by the Sadler Commission. They urged "the importance of associating work of this kind with the University both in order that technology may not be unduly separated from pure science, and in order that the carrying on of such work may be allowed to exercise its influence upon the life and thought of the University and its students". ¹

¹. Report, ch. 11, p. 289.

A monthly cost of Rs. 2,500 initially for the study of these
sciences would be required. The University should organise a course of training for agricultural experts, for which a sum of Rs.2,200 per month was recommended.

The Sadler Commissioner, like the Universities Commission of 1902, attached the utmost importance to the provision of residential accommodation for students in the interest of their health and discipline. The hope of the Commission of 1902 that the efforts of the colleges in supplying hostels for their students would be supplemented by those of private benefactors of education, was disappointed, and almost the whole cost had so far been met by public funds. Public opinion about this urgent and immediate need of students had to be organised, and as private benefaction for poor scholars "is in accord with Indian traditions of charitable duty", an appeal to the generosity of donors might bring substantial results. "We hope therefore", said optimistically the Saler Commission, "that, when a plan of residential accommodation under collegiate supervision, including the establishment of groups of hostels in healthy suburban sites has been formulated upon the lines suggested in this report, the necessary contributions from public funds may be supplemented by gifts and legacies from private donors".  

1. Report, ch 1., p. 200
The financial assistance required for the university colleges of the mufassal would be on the scale similar to that suggested for the constituent colleges of Calcutta. Only a limited number of the mufassal colleges were to be converted into university colleges devoted wholly to post-intermediate work with sufficient resources at their disposal. This category of mufassal colleges should receive State grants sufficient to fulfil the conditions laid down for them under the new scheme, "provided that (1) after report from the Executive Commission, or Council, of the University, Government is satisfied that the college may appropriately be treated as a potential university; (2) the college devotes itself wholly to post-intermediate work and is able to attract a sufficient number of students to make this concentration economically advisable; we do not think that as a rule less than 300 students should suffice for this purpose; (3) the college has obtained substantial support and assistance in the form of endowments or adequately guaranteed subscriptions from non-Government sources".¹

These mufassal colleges transformed to university colleges had to provide adequate residential accommodation for their students. Hostel in the mufassal where land was relatively cheap, "should be of the simplest and most inexpensive design consistent with permanence", and sufficient funds had to be made available for the purpose. The Commi-

ssion recommended a capital grant of 4 lakhs of rupees for the mufassal degree colleges, and annual grant of 5 lakhs for the improvement of their work, together with a yearly grant of Rs.12,000, to meet the administration expenses of the Mufassal Board.¹

Most of the mufassal colleges received grants which should continue, but these should not be increased except in the case of the university colleges. If and when a first-grade mufassal college was devoted wholly to intermediate work alone, then it would pass under the jurisdiction of the Board of Secondary and Intermediate Education and its grant as a college of the University would lapse. The amount of lapsed grant could be devoted to the further development of the university colleges.²

The Mufassal Board would need funds for administrative work. The income and expenditure of the examinations of the mufassal colleges should be kept in a separate account, and the surplus of this fund should be spent on the administration of the Board. But this might not be sufficient and so, Government had to make grants. The monthly salary of a secretary should be Rs.400, travelling expenses of the members of the Board might annually amount to Rs.5,000, and these two sources of expenditure would totally amount to Rs.9,800, annually. For contingencies a sum of

2. Ibid., p. 292.
Rs. 12,000 should be granted every year. No estimate for the expenditure of the Executive Commission was given.¹

Including the amount of compensation of three lakhs to be paid to the University for the loss of fees derived from matriculation and intermediate examinations the proposed annual sum for secondary and intermediate work would amount to rupees 43 lakhs, and the new annual expenditure for university education to rupees 21 lakhs; the Commission proposed "that of the new expenditure not far short of twice as much should be devoted to the schools as to university work"². The Sadler Commission arrived at the same conclusion as did the Universities Commission of 1902, when they declared that "unless by Government aid or otherwise the financial position of the universities can be materially strengthened, the prospect of any thorough change for the better must be indefinitely postponed".³ In the view of the Calcutta University Commission the need for improvement of the whole system of education in Bengal was more urgent now than ever before. "A new educational outlook", they strongly urged, "is sorely needed in the schools and colleges of Bengal. But this reform,

². Ibid., p. 294; Appendix P.
³. Ibid., p. 272.
which must draw its chief strength from a determined movement in public opinion, cannot be achieved without larger funds. Both public assistance and private liberality would be necessary to supply the financial resources, and the action of the Government might "encourage private liberality and give wise direction to it." As the large expenditure proposed for the implementation of the scheme of reconstruction of the Calcutta University would be highly productive, "new educational expenditure from public funds upon a scale unprecedented in the financial history of Bengal" would be amply justified.

2. Ibid.
3. Ibid.