

**REPORT
OF THE
UNIVERSITIES COMMISSION
1962**

R.-S. Flambal



SESSIONAL PAPER XVI—1963

REPORT
OF THE
UNIVERSITIES COMMISSION
1962

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By His Excellency WILLIAM GOPALLAWA, Member
of the Most Excellent Order of the British Empire,
Governor-General and Commander-in-Chief
of the Island of Ceylon
and its Dependencies.

Seal.

Sgd. W. GOPALLAWA.

To : Don Charles Rajakaruna Gunawardena, Esquire, B.A. (Lond.),
Bar-at-Law (Lincoln's Inn),

Percival Herbert Wickremasinghe, Esquire, M.A. (Cantab.),
B.Sc. (Special Maths.) (Lond.), B.Sc. (Est. Management)
(Lond.), F.R.I.C.S.

Don Edmund Wijewardena, Esquire, B.A. (Oxon), B.C.L.,
Bar-at-Law (Middle Temple).

Greetings :

WHEREAS it appears to me to be necessary to appoint a Commission
for the purposes hereinafter mentioned :

Now, therefore, I, William Gopallawa, Governor-General, reposing
great trust and confidence in your prudence, ability and fidelity, do, in
pursuance of the provisions of Section 2 of the Commissions of Inquiry
Act (Chapter 393), by these presents appoint you, the said—

Don Charles Rajakaruna Gunawardena, Esquire,
Percival Herbert Wickremasinghe, Esquire,
Don Edmund Wijewardena, Esquire,

to be my Commissioners for the purposes of inquiring into and
reporting on—

- (a) the working and the administration of the following Univer-
sities, to wit, the University of Ceylon, the Vidyodaya Univer-
sity of Ceylon, and the Vidyalandara University of Ceylon ;
- (b) the measures that should be adopted for the purpose of secu-
ring a more efficient management and a smoother working of
each of the aforesaid three Universities, including any changes
that may, for that purpose, be considered desirable in the
conditions of service, the salaries and other emoluments, the

qualifications, and the rights, privileges and duties, of the members of the academic and non-academic staff of each such University ;

- (c) the finances of each of the three Universities and the disbursement of funds allocated to each of them ;
- (d) the steps necessary to ensure co-ordination in the expansion of the curricula of the three Universities, with a view to avoiding duplication in such curricula and the consequent waste of national resources ;
- (e) whether any one or more of the three Universities should be expanded, and whether any new University or University College should be permitted to be established ;
- (f) the steps that should be taken to effect and maintain a high standard of teaching in each of the three Universities and to establish a uniform standard in the examinations conducted by such Universities ;
- (g) the desirability of having a unified system of admission to the three Universities ;
- (h) the machinery for the appointment and dismissal of, and the exercise of disciplinary control over, the members of the academic and non-academic staff of each of the three Universities, including any changes that are desirable in such machinery ;
- (i) the machinery for the exercise of disciplinary control over the students of each of the three Universities, including any changes that are desirable in such machinery ;
- (j) the relations that exist between teachers and students of each of the three Universities and what steps, if any, should be taken to improve such relations ;
- (k) the administration of the hostels of each of the three Universities, including any changes that are desirable in such administration ;
- (l) the method of awarding graduate and post-graduate scholarships and bursaries in the three Universities, and any changes that are desirable in such method ;
- (m) any changes that are desirable in the functions or the activities of each of the three Universities and its relations with the Government, and the steps that should be taken and the

machinery, if any, that should be set up for the purpose of giving effect to such changes, including any amendments to written law necessary for that purpose ; and

- (n) any other matter connected with or incidental to the matters specified above in respect of which you may receive representations :

And I do hereby appoint you, the said Don Charles Rajakaruna Gunawardena, Esquire, to be the Chairman of the said Commission.

And I do hereby authorise and empower you, the said Commissioners to hold all such inquiries and make all such investigations into the aforesaid matters as may appear to you to be necessary, and require you to transmit to me, within a period of six months from the date hereof, a report under your hands setting out the results of your inquiries and investigations, and your recommendations :

And I do hereby direct that such part of any inquiry relating to the aforesaid matters as you may in your discretion determine, shall not be held in public :

And I do hereby require and direct all public officers and other persons to whom you may apply for assistance or information for the purposes of your inquiries and investigations, to render all such assistance and furnish all such information as may properly be rendered and furnished in that behalf.

Given at Colombo, under the Seal of this Island, this Twenty-fifth day of August, One thousand Nine hundred and Sixty-two.

By His Excellency's command.

Sgd. S. J. WALPITA,
Acting Secretary to the Governor-General.

G-G. O. No. N. 99/62.

In the exercise of the powers vested in me by section 4 of the Commissions of Inquiry Act (Chapter 393), I, do hereby enlarge time for the rendering of the report of the Commission by a further period of three months.

Sgd. W. GOPALLAWA,
Governor-General.

Colombo, 5th March 1963.

G-G. O. No. N. 99/62.

In the exercise of the powers vested in me by section 4 of the Commissions of Inquiry Act (Chapter 393), I do hereby extend until 30th June, 1963 the time for the rendering of the Report of the Commission.

Sgd. W. GOPALLAWA,
Governor-General.

Colombo, 12th June, 1963.

G-G. O. No. N. 99/62.

In the exercise of the powers vested in me by section 4 of the Commissions of Inquiry Act (Chapter 393) I do hereby extend until 31st July, 1963 the time for the rendering of the Report of the Commission.

Sgd. W. GOPALLAWA,
Governor-General.

Colombo, 25th July 1963.

L. D.—B. 65/44.

G-G. O. No. N. 99/62.

THE COMMISSIONS OF INQUIRY ACT

Order under section 14

WHEREAS by Warrant under the Public Seal of the Island dated the 25th day of August, 1962, and published in *Gazette Extraordinary*, No. 13,275 of August 27, 1962, a Commission of Inquiry was appointed under section 2 of the Commissions of Inquiry Act (Chapter 393) for the purpose of inquiring into and reporting on the working and the administration of the University of Ceylon, the Vidyodaya University of Ceylon and the Vidyalandkara University of Ceylon :

And whereas the said Commission has requested that the provisions of section 14 of the aforesaid Act be made applicable to the said Commission :

Now, therefore, by virtue of the powers vested in me by the aforesaid section 14, I, William Gopallawa, Governor-General, do by this Order declare that the provisions of the aforesaid section 14 shall apply in relation to the said Commission.

Sgd. W. GOPALLAWA,
Governor-General.

Colombo, 13th November, 1962.

Universities Commission,
22/5, Albert Crescent,
Colombo 7,
31st July, 1963.

To :

His Excellency
William Gopallawa, M. B. E.
Governor-General.

Your Excellency,

By Warrant dated 25th August, 1962, issued under Section 2 of the Commissions of Inquiry Act, we were appointed a Commission of Inquiry for the purpose of inquiring into and reporting on the working and the administration of the University of Ceylon, the Vidyodaya University of Ceylon and the Vidyalankara University of Ceylon and the other matters referred to in that Warrant, and were requested to transmit to Your Excellency within a period of six months, a report setting out the results of our inquiries and investigations, and our recommendations.

2. Your Excellency later graciously extended at our request, the period of time within which we were to present our report, till the end of July, 1963.

3. We have now completed our investigations and have the honour to transmit to Your Excellency, along with this letter, our report setting out the results of our inquiries and investigations, and our recommendations. The original of the report is in English; the Sinhala copy is a translation.

We remain,

Your Excellency's Most Obedient Servants,

Sgd. D. C. R. GUNAWARDENA,
(Chairman)

Sgd. P. H. WICKREMASINGHE,
Sgd. D. E. WIJewardena,
(Commissioners)

Sgd. WIMAL NAWAGAMUWA,
(Secretary).

CHAPTER I

APPOINTMENT AND PROCEDURE

By Warrant published in *Government Gazette (Extraordinary)* No. 13,275 of 27th August, 1962, we were appointed a Commission under Section 2 of the Commissions of Inquiry Act (Chapter 393) for the purpose of inquiring into and reporting on :—

- (a) the working and the administration of the following Universities, to wit, the University of Ceylon, the Vidyodaya University of Ceylon and the Vidyalankara University of Ceylon ;
- (b) the measures that should be adopted for the purpose of securing a more efficient management and a smoother working of each of the aforesaid three Universities, including any changes that may, for that purpose, be considered desirable in the conditions of service, the salaries and other emoluments, the qualifications and rights, privileges and duties, of the members of the academic and non-academic staff of each such University ;
- (c) the finances of each of the three Universities and the disbursement of funds allocated to each of them ;
- (d) the steps necessary to ensure co-ordination in the expansion of the curricula of the three Universities with a view to avoiding duplication in such curricula and the consequent waste of national resources ;
- (e) whether any one or more of the three Universities should be expanded, and whether any new University or University College should be permitted to be established ;
- (f) the steps that should be taken to effect and maintain a high standard of teaching in each of the three Universities and to establish a uniform standard in the examinations conducted by such Universities ;
- (g) the desirability of having a unified system of admission to the three Universities ;
- (h) the machinery for the appointment and dismissal of, and the exercise of disciplinary control over, the members of the academic and non-academic staff of each of the three Universities, including any changes that are desirable in such machinery ;

- (i) the machinery for the exercise of disciplinary control over the students of each of the three Universities, including any changes that are desirable in such machinery ;
- (j) the relations that exist between teachers and students in each of the three Universities and what steps, if any, should be taken to improve such relations ;
- (k) the administration of the hostels of each of the three Universities, including any changes that are desirable in such administration ;
- (l) the method of awarding graduate and post-graduate scholarships and bursaries in the three Universities, and any changes that are desirable in such method ;
- (m) any changes that are desirable in the functions and the activities of each of the three Universities and its relations with the Government, and the steps that should be taken and the machinery, if any, that should be set up for the purpose of giving effect to such changes, including any amendments to written law necessary for that purpose ; and
- (n) any other matter connected with or incidental to the matters specified above in respect of which you may receive representations ;

and to transmit to the Governor-General within a period of 6 months a report, setting out the results of our inquiries and investigations and our recommendations. Later, at our request, this period was extended. An order was also made on 13th March, 1963 by His Excellency under Section 14 of the Commissions of Inquiry Act extending to witnesses appearing before this Commission the immunity contemplated under that Section.

2. Some delay was experienced in securing suitable office premises, and the necessary staff and equipment. Till a permanent office was available, we met, informally, first at the residence of the Chairman and later, by courtesy of the Chief Valuer, in the Board Room of his Department. A preliminary examination of our terms of reference indicated the need at the outset to obtain clarification from the authorities concerned on the terms of reference and on the scope of our inquiry. There were at the time other Commissions or Committees which were examining matters related to our terms of reference, and there was the Report of the Ceylon University Commission published as Sessional Paper XXIII of 1959, which is generally referred to as the Needham Report. That Commission, which was appointed in February, 1958, had terms of reference very similar to

ours. There was nothing to indicate that any action had been taken by the authorities concerned on that Report, other than having it published. There was also the situation caused by the students' strike at the Vidyodaya University which had led to the closing down temporarily of that University. According to Press Reports, the Ministry of Education had, at the reopening of the University, given the impression to the students who were on strike that this Commission was being appointed to inquire into their grievances. While the events leading to the strike and the manner in which the strike was handled by the authorities would no doubt come within our purview, we could not accept the position that this Commission was appointed to inquire into the grievances of the strikers.

3. Accordingly, we met the Minister of Education by appointment at his office on 5th September, 1962; the Permanent Secretary to the Ministry was also present at this interview. We obtained the necessary clarification with regard to our terms of reference and the scope of our inquiry. We were gratified to learn that the Minister regarded the higher education of our youth, in which Universities played a major role, as a matter of national importance, and that he expected an independent and realistic approach to the problems of higher education uninfluenced by considerations of class, race, religion or party politics.

4. The incidence of higher education in the Island and the administration of the three Universities have been the topic of much comment in recent years in Parliament, in the Press and in other responsible quarters. It was likely that we would receive valuable information and suggestions from the general public on the important issues involved and we invited such assistance by Press notices inserted in the Sinhala, Tamil and English media newspapers on the 10th September, 1962. This notice appears in Appendix "A". Although a time limit was fixed in the notices for the receipt of written representations, and that time limit was subsequently extended, we did not reject any memoranda sent to us. They were all considered and where necessary the writers were invited to clarify or to amplify their memoranda by oral evidence. We received in all 280 memoranda. A few others who had not sent memoranda but who, we felt, could assist us in our work were invited to give evidence; e.g. the Directors of the Research Institutes. They readily responded. Evidence was heard at the Office of the Commission at 22/5, Albert Crescent, Colombo 7, and for the convenience of outstation witnesses, also at the Jaffna Town Hall, the Galle Town Hall and the University

at Peradeniya. Evidence was taken in camera where the witnesses so desired. If any witness wished to have his evidence, oral or written, treated as confidential, his request was complied with.

5. We also examined the relevant files and other documents of the three Universities, had discussions with the members of the academic staff and other employees of the Universities, visited the Campuses, a few affiliated Pirivenas, and on invitation, certain other institutions that were preparing students for University Degrees. * We also visited a few Universities in India as we had reason to believe that the major problems facing us in the field of higher education existed in that country, perhaps on a larger scale. We were particularly interested in the working of the University Grants Commission of India, the extent and character of teaching through the medium of the National languages, the attitude towards indiscipline in the Universities, and the arrangements for the higher education of females. The visit was most useful, and we are grateful to the Universities and to the Government of India for the courtesy extended to us.

6. There is a wealth of literature on the subject of higher education, and we had occasion to refer to many such publications which were obtained from the University Library (at Peradeniya) and a few Libraries outside. The information contained in recent Sessional Papers on the subject of higher education, in Hansard and in the Press proved valuable. Lists of persons who sent in memoranda, of persons who gave oral evidence, of places visited by us in Ceylon and India, and some of the literature referred to by us appear in Appendix "B". We held in all 135 sittings.

* Commissioner Mr. P. H. Wickremasinghe was not able to join in this visit.

CHAPTER II

THE THREE UNIVERSITIES

Historical Background

7. The three Universities under review, *viz.*, the University of Ceylon, the Vidyodaya University of Ceylon and the Vidyalandara University of Ceylon, are the only Universities in the country in the generally accepted sense of that term. They are incorporated by Statute, are almost wholly financed by the State, and are the only bodies authorised to confer academic degrees.

8. There are other educational institutions in the country that have the word "University" associated with their names, *e.g.*, Buddhist University College, Aquinas University College, Visvakala University of Art. These are private institutions, not recognised in law as of University standing although some of them perform a useful service. As University education implies a certain minimum standard of attainment in general or special courses of study, it is desirable that the use of the expression "University" and the right to confer degrees or diplomas (which these private institutions have not yet sought to exercise) should be controlled by law. Provision for such control exists in some countries, such as India. We recommend similar action here.

The University of Ceylon

9. It is not necessary for us to dwell at length on the public agitation for a University in Ceylon, or on the long and heated controversies over the site, the character of the University, etc. The agitation culminated in the appointment of the Riddell University Commission. The report of that Commission which is published as Sessional Paper No. IV of 1929 contained a draft University Bill which, with certain modifications, was placed before the Legislative Council in 1930. The Bill passed its second reading but did not progress further as the economic depression had set in, and "nobody expected that the financial position of the country would enable a University to be launched."*

10. But for the outbreak of hostilities in 1939 and the world-wide dislocation of communications, the establishment of a University may

* Hansard 1942, Vol. 1, page 660.

yet be at discussion level. In introducing the University Bill in the State Council on 10th March, 1942, the then Minister of Education made the following statement :—

“The question might be asked, ‘Why after having waited so long should we want a University to be established now?’ The immediate establishment of the University has become absolutely necessary because of the examinations that are being conducted.

As you know, the examinations that are being conducted are examinations of the London University. The question papers and the answer scripts have to be sent to London, and owing to the seriousness of the war situation there is considerable delay in the receipt of the question papers, as well as the receipt of the answer scripts by London; that is causing a great deal of hardship to the students themselves, because they cannot ascertain the results of these examinations for a considerable time, with the result that their studies are held up for a long time. On the other hand owing to certain examinations having to be held in July and August, these students have to work at a stretch for about eighteen months at a time. Moreover it is not the proper policy to conduct our examinations at the University College based on the London University syllabus. It is a wrong thing to do. It is an alien orientation of the whole system of education, and it has also a certain amount of adverse effect on secondary school education.

It is therefore, considered necessary that the Bill should be passed immediately.”*

The country was then on a war footing and the Civil administration had been placed under the control of a Commander-in-Chief. Even the State Council had accepted a set of emergency Standing Orders for quick despatch of business.

11. The State Council was thus compelled, almost overnight, to enact the legislation needed to meet the situation referred to by the Minister. It was natural, in the circumstances then prevailing, for the State Council to accept, with certain modifications to conform to the changed political scene under the Donoughmore Constitution, the Bill which had been accepted in principle by its predecessor. If the State Council was not rushed by circumstances to take an immediate decision, and the members had time to give the detailed consideration which a subject of such paramount importance demanded, the

Hansard 1942, Vol. I, page 453.

people's representatives may have given a different orientation to the University, more in keeping with our traditions and our social and economic conditions.

12. The University Calendar (Session 1958/59) contains brief notes prepared by the first Vice-Chancellor, Dr. (now Sir) Ivor Jennings setting out some of the main features of the history, the constitution and the aims of the University. As there have been no issues of the Calendar since 1958, we reproduce in Appendix "C" relevant extracts from those notes for general information.

13. The University Bill was placed on the Statute Book as Act No. 20 of 1942, and was brought into operation on July 1st, 1942 by a Proclamation dated June 9th, 1942. The Act was subsequently amended on three occasions, by Acts No. 26 of 1943, No. 36 of 1956 and No. 12 of 1961. The first two amendments referred to the pensionable status of officers who were in Government Service. The last amendment introduced a major change and "authorised the University to conduct external examinations to enable those who are not students of the University to obtain Degrees, Diplomas and other academic distinctions of the University."

14. The next step taken by Government with regard to this University was the appointment in February 1958 of the Ceylon University Commission, (The Needham Commission), whose findings appear in Sessional Paper 23 of 1959. That report was signed by two only, of the three members on that Commission. The third member who had declined to sign the report had sent in certain observations which, according to him, would be not a "dissent" but "comments on the private report submitted by the other two members." The Sessional Paper contains those observations as well. This unusual situation may perhaps explain why the recommendations contained in that Sessional Paper have not been fully implemented.

The Vidyodaya University of Ceylon and The Vidyalankara University of Ceylon

15. These Universities were both established by one Act of the Legislature, *viz.* Act No. 45 of 1958. That Act came into operation on 1st January, 1959, by a Proclamation dated 29th December, 1958. The Act is popularly referred to as the Pirivena University Act and the two Universities as the Pirivena Universities; they will be so referred to in this report for the sake of convenience.

16. It became clear to us from the representations we received from responsible members of the Sangha and of the Buddhist laity that these two Universities were not satisfactorily performing the services which were expected of them, and that their continuance in their present form was most harmful to the community and would have disastrous effects on general standards of conduct and particularly on the Buddhist way of life. It was also alleged that the Pirivena University Act could not and did not bestow on the Pirivenas the status of Universities. It is necessary, in the circumstances, to examine, in some detail, the various steps that led to this legislation.

17. In introducing the second reading of the Pirivena Bill in the House of Representatives, the then Minister of Education Mr. W. Dahanayake, stated that the Bill was introduced in pursuance of an undertaking given on the eve of the 1956 General Elections by Mr. S. W. R. D. Bandaranaike, the Leader of the Mahajana Eksath Peramuna, that if his Party came into power, he would see that our national development would be shaped to accord with our national and cultural outlook. The Minister stated that he regarded the Pirivenas as the most valuable feature of our inheritance which had been kept suppressed, and that they should forthwith be given due recognition.

18. He also indicated that he hoped by this legislation to achieve also certain other objectives and instanced—

- (a) giving the Sinhala Language its due place in the scheme of higher education in our country ;
- (b) the training of teachers for the University Entrance Classes in the Sinhala medium schools ; and
- (c) the provision of additional facilities for higher education for the large number of students who were seeking admission to the University of Ceylon but were being turned away for want of accommodation.

19. Despite fears expressed by certain Members of Parliament and by outside bodies that the Bill as drafted was likely to nullify the main purposes for which it was introduced, the Minister appeared to be quite complacent and assured the Members that the Venerable Bhikkhus, who would be placed in charge of these institutions, could be relied upon to see that the Pirivena system of education would not suffer in any way. It will, in the circumstances, be relevant to examine in some detail the reasons, if any, for bringing together in one Bill the somewhat conflicting objectives set out in the two preceding paragraphs.

20. According to the relevant Ministry file, a deputation met the Minister on 1.6.56 and urged him to take steps without delay to enable students to obtain University degrees in the Sinhala medium by the end of 1958. The Minister consulted the Vice-Chancellor of Ceylon University who advised that the most satisfactory way of giving effect to the proposal would be the establishment of a second University. The Minister thereafter appointed a Committee on 21.6.56 to advise him on the matter. This Committee was later asked to report also on the steps necessary to confer University status on one of the Pirivenas. The Committee which originally started as the Committee on University degrees in Sinhala, came thereafter also to be referred to as the Pirivena University Committee. The Committee reported on 8.10.56. It appears that the Minister had at some stage asked the two Pirivenas, Vidyodaya and Vidyalandara, each to prepare a draft for the conferment of University status on itself, and had suggested that they follow the model of the University of Ceylon. The two Pirivenas each sent a draft, which the Minister placed before Government with his observations.

21. The Minister was at first authorised to make a beginning with one Pirivena only and to take steps to confer on that Pirivena the legal status of a University, provided that no additional financial commitment was involved. It was also then agreed that the proposed University should not have the power to confer the degrees of Bachelor of Ayurveda, Bachelor of Economics or Bachelor of Social Sciences.

22. It was later decided, for reasons not indicated in the Ministry file, to convert both the Pirivenas into Universities with authority to establish Faculties of Ayurveda, Philosophy and Languages, but not Science. The Bill as finally drafted empowered the Universities to establish by Statute any Faculty 'with the approval of the Minister'.

23. Despite the grave fears expressed by certain Members, the House passed the Bill without a division. As soon as the main provisions of the Bill came to the notice of the general public after its first reading, protests appeared in the Press and elsewhere from Buddhist organisations and individuals that the Bill as presented would have grave repercussions on the Sasana. The then Minister of Justice, the late Mr. M. W. H. de Silva, who moved the Bill in

the Senate, perhaps had his own misgivings, and in moving the second reading on the 28th October, 1958, made the following comment :—

“It may be that experience might show that certain amendments would be required to this Bill, in that the structure may subsequently have to be altered in a certain way. That can be done only after the Universities have been working for a short while ; that is, whether the present structure with the Senate, the Court and the Council is the most suitable for these Universities.”

Some other members, including non-Buddhists, expressed in unmistakable terms their grave fear that the Bill would strike at the essence of the Pirivena system of education and do irreparable damage to Buddhism. The second reading was, nevertheless passed without a dissent, and the Bill was referred to a Select Committee.

24. Before that Committee reported, the Sasana Arakshaka Baudha Mandalaya sent on 8th November, 1958, a communication to the Clerk of the Senate expressing its grave concern over the Bill and listing eight features in it, which they considered unsatisfactory. That document which is in Sinhala is reproduced in Appendix “D”. We do not know whether the Select Committee was aware of the representations made in that document. The Committee reported back on the 2nd December, 1958, and the Bill passed its third reading that day. It was assented to on 19th December, 1958, and brought into operation on 1st January, 1959.

CHAPTER III

PIRIVENAS

25. We propose in this chapter to examine the position of the Pirivenas in our religious and cultural development, and the undertaking referred to in paragraph 17 which the late Mr. S. W. R. D. Bandaranaike gave to the people.

26. Long before schools, as we know them today, became a general feature of our educational system, Pirivenas performed a very important and useful service in the field of education. The Pirivena system of education had, undoubtedly, some intrinsic value which had been recognised even by non-Buddhists as something worth fostering. We propose to examine as briefly as possible the place of Pirivenas in our culture, our literary history and the higher education of our people.

27. Pirivenas, we understand, correspond to the "Maha Viharas" of our chronicles, and the Pirivena system of education perhaps had its origins in the days of the Arahant Mahinda. These institutions were essentially meant for the training of young bhikkhus in accordance with the Buddha's teaching, so that they would prove to be worthy members of the Sangha. In course of time they also came to provide instruction in certain selected spheres of learning to lay male students as well. We are not aware of any authoritative account of the "Pirivena" system of education in those early times, although there are many views held by individual scholars.

28. Pirivenas appear to have been a well established feature in our country at the dawn of the Kotte Period. If the Sandesa literature can be taken as a fair guide, the curriculum at the Pirivenas of those days, such as the Vijayabahu Pirivena at Totagamuwa, included the Tripitaka Dhamma, the Vedas, Grammar, Rhetoric, Astrology, Medical Sciences, and Linguistics. The political subjection of our country to the foreigner with an alien culture resulted in the steady decline of our cultural institutions, and learning was at a low ebb till the renaissance which took place in the reign of Kirti Sri Rajasingha. We understand that that movement commenced at the Malwatu Vihare, Kandy, under the leadership of Saranankara Maha Sangha Raja and spread thence to Kurunegala, Bentara, Galle, Matara, Ratmalana and other places. The Pirivena at Ratmalana under the Ven. Siddhartha of Walana produced several scholars

whose names are still fresh in our minds, chief among them being the founders of the two Pirivenas *viz.* the Ven. Hikkaduwe Sri Sumangala, who founded the Vidyodaya Pirivena in 1873 and the Ven. Dhammaloka who founded the Vidyalankara Pirivena in 1875.

29. It would appear that at the time of the founding of these two Pirivenas, it was difficult for a student to find a teacher to explain an abstruse point in the Dhamma, or a temple where a layman could obtain any degree of proficiency in Pali, Sanskrit or even in Sinhala. Pride of place in this new revival must certainly be given to the Ven. Hikkaduwe Sri Sumangala. His work was of a very constructive nature, for, besides teaching, he also edited and saved from neglect and oblivion the treasures that were hidden away in the musty shelves of temple libraries.

30. These two institutions quickly found an honoured place in the hearts of the people and, strange as it may seem, also with the Government of the day. The grant made to the Vidyodaya in 1875 was perhaps the first contribution of the British Government towards Oriental Scholarship in Ceylon. If there was any rivalry between these two institutions in those days, it was in a friendly spirit of scholarship and true religion.

31. Vidyodaya and Vidyalankara Pirivenas sought to revive the ancient Sinhala tradition so that the hidden riches of Oriental Culture could be made available to students from all parts of the world. Inspired by such lofty ideals and supported by generations of pious men, these two Pirivenas have been, for nearly nine decades the premier seats of Buddhist and Oriental learning in the Island. Not only have they produced a host of eminent scholars in Ceylon, but they have also been the training ground for a galaxy of foreign scholars whose contributions to the cause of Buddhist and Oriental Scholarship are universally acclaimed. Students from many lands such as India, Pakistan, Burma, Thailand, Japan, Cambodia, Laos, Tibet, Viet-Nam, Nepal, China, England, America and the Netherlands have studied in these institutions.

32. Some of the scholars who received education at these two Pirivenas were responsible for founding Pirivenas in their home districts. These district Pirivenas sent their best pupils for higher and advanced studies to one or the other of these two major Pirivenas, and it may truthfully be asserted that many of the Bhikkhus who received their training at these two Pirivenas took away with them when they left, not mere learning but also true wisdom which stood them in good stead for the rest of their lives.

33. The position of these Pirivenas in our national life came into greater prominence as a result of the inquiry into Buddhist affairs made by a Committee appointed by the Ceylon Buddhist Congress in 1953-54. After an exhaustive inquiry, the Committee published its report on the eve of the 1956 General Elections. A copy of that report which contained a special chapter on Pirivena Education appears to have been presented to the late Mr. S. W. R. D. Bandaranaike, and it was the recommendation in that report which he undertook to implement if he came into power. The relevant recommendation in that report is that the Pirivenas that were being conducted with Government aid under the supervision of the Education Department should be entrusted to a Special Board on Pirivena Education working under the direction of a new body known as the Buddha Sasana Mandalaya.

34. It was in pursuance of this undertaking that Mr. Bandaranaike's Government appointed in March, 1957, the Buddha Sasana Commission to report among other matters on "providing of facilities for the training and education of bhikkhus and limiting the nature and scope of such facilities". The report of this Commission is published as Sessional Paper XVIII of 1959. Its main recommendation is that the organisation of all activities concerning Buddhists should be entrusted to a body to be established by law under the title Buddha Sasana Mandalaya. Among the functions of that Mandalaya, as indicated in the report, is "the planning to provide for the education of bhikkhus and to help to spread the knowledge of the Dhamma among laymen". Appendix "E" contains the relevant extracts from that report.

35. The matters referred to in the previous paragraphs were matters of public concern. They were also of a highly controversial nature. In the circumstances, it is difficult to understand why the Minister did not seek the advice of the bodies set up by Government to advise it on these very matters, viz. the Buddha Sasana Commission and the Ceylon University Commission (Needham). Both these Commissions were sitting at the time when the Minister was engaged in the preparation of the Pirivena Universities Bill. The Ceylon University Commission (1958) was one appointed on his own recommendation, presumably because he had reason to believe that all was not well with either the constitution or the administration of that University. Yet, without consulting that Commission or awaiting its report, he had advised the Pirivena Chiefs to adopt the constitution of that University for the new institutions.

CHAPTER IV

THE PIRIVENA UNIVERSITIES ACT

36. In this chapter we hope to analyse the provisions of the Pirivena Universities Act, in the light of its working at the two Universities during the four years of their existence. Although the two Universities are autonomous independent bodies, they share a common constitution. The problems that they have encountered are, therefore, of a similar nature, and we propose to consider their common experience in making this analysis.

37. As stated earlier in this Report, the Pirivena Universities Act was modelled on the University of Ceylon Act. It is almost a verbatim reproduction of that Act, except for a few variations, the more important of which are listed below. The sections referred to are the sections in the Pirivena Universities Act.

SECTION 5—authorises the Pirivena Universities to make provision “for the promotion of Sinhala and Buddhist Culture” in addition to the matters mentioned in the University of Ceylon Act.

SECTION 6—opens the University “to all persons of the *male* sex”. Persons of the female sex are nevertheless “allowed to graduate and receive any degrees or diplomas as external students of the University”.

SECTION 11—provides “that the Vice-Chancellor of the University shall be a Bhikkhu”.

The proviso to Section 12 (5) of the Ceylon University Act that “if the Court so recommends no person shall continue to hold the office of Vice-Chancellor after he has completed his sixtieth year; or if he completes his sixtieth year in the course of an academic year, after the last day of such academic year” has not been embodied in the Pirivena Universities Act.

SECTION 14—includes in the Courts of the Vidyodaya and Vidyalankara Universities five members elected by the Vidyadhara Sabha from among its own body, and five members similarly elected by the Vidyalankara Sabha respectively.

SECTION 16—The corresponding section of the University of Ceylon Act provides that “no Statute made by the Court shall be repugnant to the laws of Ceylon or to any provision of this Ordinance”. This section provides that they shall not be repugnant to the rules of the Vinayapitaka as well.

SECTION 17—includes in the Councils of the two Universities five members elected by the Vidyadhara Sabha from among its own body and five members similarly elected by the Vidyalankara Sabha respectively.

SECTION 35—includes in the meaning of salary, an allowance payable to a bhikkhu.

SECTION 58—authorises the payment to a bhikkhu, appointed to any post in the University in respect of which any emoluments are payable, of an allowance in lieu of such emoluments.

SECTION 60—authorises the Council to make provision for a bhikkhu, who is employed as a teacher or an officer of the University and retires after a period of not less than three years service in the University, to be paid out of the University Fund such sum as may be necessary to enable him to maintain a standard of life befitting his position.

These variations have had far-reaching consequences which we shall consider in the paragraphs that follow.

38. From the numerous representations made to us on the working of this Act, it was evident that there were two schools of thought as to the primary purposes of the Act, *viz.*—

- (a) those who took the view that it was a measure designed to confer University status on the Pirivenas. This was, according to the Minister's speech in Parliament, the main purpose of the Act—*vide* paragraph 17. The witnesses who took that view had expected that the Pirivenas would be given assistance in the form of better accommodation, better equipment and more financial aid to ensure that the standards of instruction imparted at these centres and the degrees awarded were comparable with those of the University of Ceylon. They were, however, definitely against the inclusion of courses of instruction or other activities which were not compatible with the generally accepted code of conduct for a bhikkhu ;

- (b) those who took the view that it was a measure intended primarily to set up two new Universities with courses of instruction in the Sinhala medium in all branches of learning and such other facilities as are found at modern Universities—*vide* paragraph 18.

39. We may observe at the very outset that, although this Act is generally referred to as the Pirivena Universities Act, there is no reference in it to Pirivenas or to any particular Pirivena. The only connection with the two Pirivenas would appear to be the inclusion of the names "Vidyodaya" and "Vidyalankara" in the names of the two Universities, and the presence in the Court and in the Council of each of the two Universities, of members of the Vidyadhara and the Vidyalankara Sabhas respectively; there is nothing in the Act to indicate that these Sabhas are in any way associated with the two Pirivenas. The first acts of the two Vice-Chancellors under the powers vested in them during the transitional period have, in fact, reduced the status of these two Pirivenas. We refer to the transfer of the Senior classes at the two Pirivenas to form the nucleus of the two Universities, including the best bhikkhu-teachers who were long associated with, and were guiding the destinies of these two Pirivenas, and to the removal of the valuable books which the Pirivenas had assembled over the years. The net result was that the two Pirivenas themselves lost a great deal of their importance and usefulness, and were left much the poorer.

40. It should have been apparent to anyone who had even an ordinary acquaintance with Universities and with the bhikkhu way of life, how difficult it would be to provide for the higher education of the bhikkhus and of the laity under one roof. The educational needs of a person who has expressly renounced the household life in order that he may work out his release from Sansara on the lines indicated by the Buddha, are fundamentally different from the disciplines that are associated with modern Universities. We are at a loss to know why the Minister and the Pirivena Chiefs, who were primarily responsible for the Act in its present form, ever considered it possible to bring these two objectives under one organisation. The working of the Act during the last four years has brought out the inner contradictions within the Act, and has clearly demonstrated the impossibility of satisfying, even in a small measure, any of the purposes for which the Act is said to have been introduced.

41. It was suggested that the Minister and the other authorities concerned had been compelled to include these several objectives in one Bill, and to rush the necessary legislation, because of the

unhelpful attitude adopted by the authorities of the University of Ceylon with regard to the change over to Swabasha as the medium of instruction. It was alleged that about this time there was such an insistent demand for the medium of instruction at Peradeniya to be altered from English to Swabasha that the Government of the day felt it was time that action was taken to satisfy this demand. But still the University authorities at Peradeniya were not prepared to take speedy action to satisfy the wishes of the Government on account of various difficulties concerning the availability of text books and other reading material as well as teaching staff.

42. Up to this time the intention of Government appears to have been only to confer University status on the two Pirivenas, on the understanding that they would confine themselves to those traditional subjects such as Buddha Dhamma, Sinhalese, Pali and Sanskrit which would be directly useful to the Sangha. That would have perhaps helped the development of these two institutions to University level, without breaking away completely from the past. It would have been an interesting experiment and might have yielded fairly satisfactory results.

43. But when differences of opinion arose between the Government and the authorities of the University of Ceylon over the question of the change over from English to Swabasha, the learned bhikkhus in charge of the two Pirivenas appear to have felt that, if, instead of conferring University status in the limited manner contemplated on the two Pirivenas, two independent Universities were established, not confined to the old traditional subjects as originally proposed, but taking in, as well, such other subjects as may be found to be necessary at a University, they would still be able to do all the teaching using Sinhala as the medium of instruction. This was exactly what the Government was looking for. The nation was asking for a quick change over to Sinhala, and here were two bands of erudite bhikkhus who were presumably convinced in their own minds that it could be done and, what was more, were prepared to do all they could to effect the necessary change without delay. The enthusiasm shown by all parties concerned, the Government, Pirivena Pundits and a large section of the public, was tremendous, and they all felt, perhaps in varying degree, that there was no time to waste. Such was their attitude in this all important question which was going to affect the entire nation.

44. It is, indeed, sad to think that the learned Pundits who were so long associated with the two Pirivenas, had no hesitation whatever in accepting the new scheme of things which straightaway raised them to University heights by the waving of a magic wand,

as it were. We have already described the sorry plight to which the two Pirivenas were reduced in the process—a few of the classes where higher learning was being imparted were bodily taken over to the Universities along with the bhikkhu-teachers attached to such classes, and the necessary reference books, whilst what was left over of the Pirivenas was allowed to function with a depleted teaching staff and with much reduced library facilities. The sorry fate of the two Pirivenas appears to have been of no concern to these learned bhikkhus who readily and gladly migrated to the Universities. They were called upon to do something in the larger interest of the entire community. To enable them to execute this colossal task in the minimum amount of time, necessary funds appear to have been made available in generous measure as and when required.

45. The undertaking was to bring into being two full-fledged Universities making provision for various faculties that were common to most Universities; in other words, to make the Universities as broad based as possible. But with one stroke of the pen, as it were, under Section 6 of the University Act No. 45 of 1958, all persons of the female sex were left out, thus denying to half the student population the advantage of a University education. What was wrong with the female section of our population? What justification was there for so ungallantly banging the doors of these two seats of higher learning against the members of the fair sex? There may have been a semblance of justification if the creation of these two Universities were the result of some private enterprise, with no financial assistance from the State. But where they have been built entirely with State funds, we are at a loss to understand, much less to appreciate, why there should have been such meaningless discrimination against women students, for no conceivable fault of theirs. Were the learned pundits who were now fairly well assured of the likelihood of their being safely and comfortably installed in the lofty seats of higher learning worried about the future of the young bhikkhus, if they were permitted to drink deep at these two new fountains of learning in the exhilarating company of the fair sex?

46. If they had been genuinely concerned about the future of the Sangha, they might have insisted on the earlier proposal to improve and develop the Pirivena system of education up to University level confining themselves, however, to such traditional subjects of study as would be appropriate and helpful to the Sangha. They would not agree to that, but were quite prepared in terms of Section 6 of the Act to shut out women students altogether for the sake of a small number of Buddhist monks, although the educational and spiritual

needs of this small ecclesiastical body could have been adequately satisfied by the establishment of a college of higher learning exclusively for them or by raising the two Piriveñas to University level in a limited manner as originally proposed. Was the exclusion of women from the University a mere gesture to suggest that they were still interested in the general welfare of the bhikkhus?

47. Be that as it may, there was no going back now. They were offered and they had undertaken a new job of work. They must proceed with the work whatever the cost to the Sangha or the State. But, of course, where ever possible they were willing to safeguard the interests of the Sangha. Under Section 6 they kept the women out of the Campus ; not only that, they most magnanimously insisted in terms of Section 11 that "the Vice-Chancellor of the University shall be a bhikkhu". What more could be expected of these learned pundits?

48. There was just one other matter on which they would like to make their position clear. They were now raised to professorial status. Not that they would attach any particular importance to such status but the dignity of office should be maintained, and for that purpose alone and no other it would obviously be necessary for the authorities concerned to make due provision in the Act which would enable them to receive remuneration which should, however, be termed not a "salary" but an "allowance". Accordingly Section 58 enacts "Where a bhikkhu is appointed to any post in the University in respect of which any emoluments are payable, he may, in lieu of such emoluments, be paid an allowance." A very subtle legal distinction do doubt—between salary and allowance ! But does it not show the attitude of these learned bhikkhus towards all worldly possessions ? They treat such things with the contempt they deserve—less than the dust beneath their feet.

49. That lofty attitude of mind is still further illustrated, if further evidence is necessary, by the ingenious arrangement made for the collection and disposal of all moneys payable to them by way of allowance. They are paid at Vidyalkara University into a Central Fund looked after by a body of responsible laymen—termed Kāpakaru Mandalaya—and at Vidyodaya University to some individual selected by the bhikkhu concerned. Each bhikkhu has a separate account opened in his name. The amounts vary from about Rs. 200 p.m. to Rs. 1,500 p.m. depending on the nature and importance of the work done by them. All they have to do is to send to the Kapakaru Mandalaya or the person selected a requisition naming the amount they want. The money is made available without a query. It works

beautifully. A Bank could not do better. The only observation we wish to make is quite obvious and very simple. The amounts asked for on these requisitions would naturally vary. It all depends on the size of the allowance and the needs of the bhikkhu, and the needs of course would be conditioned to some extent by the allowance payable to him. On the other hand, if a bhikkhu chooses to go slow and does not draw the entire amount of the allowance at the end of every month, the moneys would remain to the credit of his account and the entire savings which may in due course, add up to a tidy sum, could be utilized in one spurt for something really worth while, even for the purchase of a high powered car. As we have already said it is an admirable arrangement which works smoothly without any query being raised by anyone. But it is somewhat different from the kind of maintenance that a bhikkhu usually receives from his lay supporters. All he needs and all he is entitled to receive are the four requisities "Sivupasaya"; and there is no grading there as in this scheme under examination.

50. Section 60 reads as follows: "Where a bhikkhu who is employed as a teacher or an officer of the University retires after a period of not less than three years service in the employment of the University, the Council may make such provision for the future as may be necessary to enable him to maintain a standard of life befitting his position; and any expenses incurred in that behalf by the Council shall be charged to the University Fund".

51. A person may be born rich. He may be a success in the vocation he has chosen. His children without an exception may be all that a fond father desires. He may be enjoying good health without a day's illness. But still, according to Buddha, all these blessings, as they are sometimes called, singly or collectively would not be a complete security to this lone wanderer buffeting his way hither and thither with no sense of direction in the sea of Sansara. There is nothing permanent about these so-called blessings. They often vanish in the twinkling of an eye, with no prior warning, so that a person who counts on these worldly possessions for his security in life would be grievously disappointed. Buddha accordingly admonishes us that there can be no security anywhere in the real sense of the word except in the first stage of Sainthood—Sothaapanna. But Section 60 relates a somewhat different story. All one need do is to put in three years' work at one or the other of these two Universities as a bhikkhu and gracefully retire. There upon one is set for life—not half so bad or gloomy as what Buddha preached some 2,500 years ago! But there are one or two minor difficulties arising from the wording of the

Section. What if the learned bhikkhu falls seriously ill after retirement and is medically advised to get back to lay life in the interest of his health? If he accepts the doctor's advice, will he receive any financial help from the University Fund? To deny such help would be almost cruel, for his illness may have been the result of hard work at the University. Then again it is not clear what exactly is meant by the words " to maintain a standard of life befitting his position ". The position of a bhikkhu or that of an ex-Professor?

52. Another interesting Section is Section 16 which states as follows: Subject to the provisions of this Act and of the Statutes, Regulations and Rules, the Court shall have and perform the following powers and duties:

- (a) to make Statutes and by Statute to amend, add to or repeal any Statute ;

Provided that no Statute made by the Court shall be repugnant to the rules of the Vinayapitaka or the laws of Ceylon or any provisions of this Act".

53. We know very little of the Vinayapitaka, except that it embodies a very large number of rules made from time to time, to meet some practical problem, for the conduct and guidance of the Sangha. The proviso to this Section clearly shows the degree of importance these learned bhikkhus have attached to the strict observance of the Vinaya Rules. A Statute made by the University Court should not, in any way, be repugnant to the true spirit of the Vinayapitaka. But no care has been taken to see that there was nothing in the main Act that was in conflict with the Vinaya Rules, or to ensure that the various regulations, administrative measures and other acts that need not be covered by Statute would not contravene the Vinaya Rules in any way. A very significant omission, one would be tempted to say.

54. For the purpose of this Act, the sacred Vinaya Rules, the Laws of Ceylon and the provisions of this hasty bit of legislation have been all thrown together into the proviso to Section 16, with more weight given to the provisions of this Act than to the rules of the Vinayapitaka. We say it for this reason. Take any of the Sections in the Act which have a direct bearing on the Sangha: Section 11 (1) which says that the Vice-Chancellor of the University shall be a bhikkhu, or Section 58 which permits an allowance to be paid to a bhikkhu on his being appointed to any post in the University in respect of which any emoluments are payable, or Section 60 which enables the Council to make such provision for the future of a

bhikkhu on retirement after three years service as would be necessary to maintain a standard of life befitting his position. Were the learned Pundits themselves quite satisfied in their own minds that there was no conflict whatever between any of these statutory provisions and the Vinaya Rules? Was this question of possible conflict considered by the authorities responsible for the passing of this Act in consultation with the bhikkhus who were immediately concerned in the matter? Perhaps, there was no need for such close examination, since the legal position was quite clear. When once these provisions are solemnly incorporated in the main Act, as they have been done here, the rules of the Vinayapitaka must find a secondary place! What is more, it has been expressly enacted in Section 11 (4) of this Act that it shall be the duty of the Vice-Chancellor to see that "the provisions of this Act are duly observed".

55. Conflict or no conflict, the Act must prevail over the Vinayapitaka. Even though there be an actual conflict, it has been successfully and neatly solved in the terms of the Act itself. However, the proviso to Section 16 pontifically lays down that no Statute made by the Court shall be repugnant to the rules of the Vinayapitaka.

56. Of all the University appointments, that of the Vice-Chancellor is the most important—and that is dealt with in Section 11 of the Act.

Sub-section (1) says that the Vice-Chancellor shall be a bhikkhu.

Sub-section (2) says that the first Vice-Chancellor of the University shall be appointed by the Chancellor.

On a reading of the two Sub-sections what was more natural than that the choice should fall on the Chief Bhikkhu who happened to be in charge of the particular Pirivena? In other words, the Chancellor had very little choice in the matter. He could not possibly bypass the Chief Bhikkhu. On the other hand, it is just possible that he honestly thought that some other choice would be essential from the point of view of the new University, particularly in view of what Sub-section (3) says—"The Vice-Chancellor shall be a whole-time officer of the University and shall be the principal executive and academic officer thereof"

In this Sub-section and the others that come after it, the various powers and duties are enumerated in great detail. In these circumstances, the Chancellor may have justifiably felt that what was needed at the moment to make the new venture a success was not piety and learning alone, but also administrative experience of a

high order. Here was a huge undertaking launched on a national level whose financial implications would be somewhat difficult to assess. Further it was an undertaking of tremendous significance to the nation in the field of education. A mistake or miscalculation in the matter of funds may perhaps be condoned with difficulty. But could one say the same thing in respect of a mistake made in the matter of building up a true seat of learning as opposed to the actual physical structures? . Definitely not, for a mistake of that description would be much more serious than wasteful expenditure of public funds. And yet, as we have already seen, the Chancellor's choice in the circumstances that existed then seems to have been narrowed down to one particular individual—good, bad or indifferent.

57. Now let us look at this problem from the point of view of the individual selected. Here was a learned bhikkhu in charge of a leading Institute of learning specially meant for the training of young bhikkhus on traditional lines and doing excellent work in his own sphere of scholastic life, but leading in all other respects a secluded life, having very little to do with the noise and bustle of the outside world. It looks hardly fair that this Buddha-putra should be so suddenly invited out of his seclusion and placed in an entirely new setting, where, in the initial stage at least, what would be most necessary is not so much aloofness from the world, as administrative ability and experience of the highest order. The Vice-Chancellor was in sole command during the transitional period of nine months from the date of his appointment. It could be better imagined than described the pressures (both political and otherwise) that must have been brought to bear on him from all directions in the matter of appointments (academic and non-academic) and in the matter of the vast construction work, and the other pioneer activities associated with the speedy establishment of a new University.

58. Buddha somewhere advises his disciples to stand erect like "Maha-Meru" and resist all onslaughts from all directions. There is, however, a difference here. The lonely saffron-robed figure was deliberately brought out into the open and left on a most vulnerable point exposed to the winds from the four quarters—indeed, a pathetic sight with the sacred robe violently tossed about. The mildest comment we could think of is that it was hardly fair. The Buddha's comment, if we may say so, would, perhaps, have been "Avijja Pacchaya Sankhara" which when freely translated would mean "Through ignorance we do all manner of things".

59. A surprising and sad feature in this episode is the absence of any evidence of co-operation or joint consultation on the part of the authorities of the two Pirivenas who had been separately asked by

the Minister to assist him with a draft Bill. They had, we are told, not met at personal or institutional level to discuss this all-important measure or its implications on the Pirivenas or on the Sasana. They appear to have been more concerned about the order in which the names of these Pirivenas would appear in the draft Bill, than about the substantive provisions of the Bill.

60. This Act may not have taken the form it did if the Minister or the authorities concerned had published the provisions of this Bill for general information before it was introduced in Parliament. There is reason to believe that the authorities concerned did not wish to do so. We may in this connection refer to the following provision in Standing Order 70 of the now defunct State Council, relating to the introduction of Bills :

“ Every Bill shall be published in at least two consecutive issues of the Government Gazette before the same be read a first time, and a copy of the Bill shall be distributed to every member of the Council. Provided that Bills declared by the Governor or by the Leader of the Council to be urgent may be read a first time after one publication.

Every Bill so published shall be accompanied by a printed statement, signed by the mover, stating fully the objects of, and reasons for, the Bill.”

This wholesome provision does not unfortunately, now exist, with the result that it is possible for Government to take Parliament by surprise and rush through ill-conceived and ill-considered proposals.

61. It would appear from the Ministry file that the Minister's first and main concern was to see that immediate provision was made for the large number of students—from the Sinhala medium schools—who were seeking higher education but could not be accommodated at the University of Ceylon, and that, for financial or other reasons, he had been compelled to combine with it the proposal to confer University status on the Pirivenas. The Minister has, we regret to observe, misdirected himself in this important matter and Parliament appears to have placed too much faith in the Minister's attitude of supreme confidence in the capacity of venerable bhikkhus to administer complex institutions of this nature.

62. Our analysis of the Pirivena Universities Act has given us the impression that practically every person associated with the framing of that Act and its working has shown a somewhat regrettable lack of responsibility. We could not, however, believe that so many persons in responsible positions would have behaved so strangely unless

there was some very major compelling force that has paralysed them, as it were, and made them behave in the manner they did.

63. Those who are familiar with the happenings in our country in the last decade must be aware of the "political bhikkhu" who made his appearance in the early fifties and became a formidable force at the time of the 1956 General Elections. It is generally acknowledged that these political bhikkhus played a very significant part in the overthrow of the earlier regime. Thereafter, individually or collectively under the name of "The Bhikkhu Peramuna", they appear to have dictated policies, dominated public affairs and incited actions which people in their normal senses would not have considered even possible. They were most powerful at the time this Bill was being drafted, and were responsible in large measure for inflaming the racial and religious passions that erupted in such sickening fashion in the early part of 1958.

64. That the "political bhikkhu" played a sinister part in determining the final form of the Bill and in rushing it through Parliament is evident from a news item that appeared in the Observer of 8th November, 1958 under the heading "Wicked Senators, its your doom". This was brought to the notice of the Senate as a matter of privilege by a few Senators at the third reading of the Bill. According to that news item, a prominent member of the "The Bhikkhu Peramuna", is reported to have stated at a public meeting that "*retribution will surely come upon those sophisticated anti-Swabasha elements in the Senate for attempting to delay the Pirivena Universities Bill". We are mentioning this as we are unable otherwise to account for the strange behaviour of the many persons and authorities who were associated with this Bill. The actions of the authorities should, in our opinion, be viewed against the background of that unholy terror that stalked the country in those dark days.

* Senate Hansard Volume 12—Columns 1148-1152.

CHAPTER V

THE PIRIVENA UNIVERSITIES—WORKING AND ADMINISTRATION

65. It is clear from the many representations we have received and from our own analysis of the provisions of the Pirivena Universities Act, that it was a grievous mistake to have attempted to bring the higher education of the Bhikkhu and of the laity under one organisation. We do not, therefore, consider it very necessary to go exhaustively into the working and the administration of the two Universities.

66. Many of the irregularities referred to in those representations can be attributed to lack of experience on the part of the executive staff, and some to the almost indecent haste in which things were done. There are, also, charges of a more serious nature, including nepotism and the grant of favours to friends. These charges have, as is natural, been exaggerated in rumour which has been widespread, and have given the two institutions a bad odour. We are confining ourselves in this Chapter to those matters which have been the subject of much public comment. It will be clear from the instances which we shall quote, how wrong it was to have expected bhikkhus, however learned or eminent they might be, to administer institutions of this nature.

67. If, therefore, the methods used and procedures adopted by the Vice-Chancellors in planning the building work of these Universities* fall short of methods and procedures known so well to hard practical laymen of the business world, we do not see how one could blame them. We are told that about this time there was tremendous enthusiasm over the establishment of these two Sinhala Universities and, even the Ministry officer specially selected to assist and guide one of the Vice-Chancellors in his work during "the transitional period" was badly bitten by this same enthusiasm. One absorbing idea was to have the necessary buildings to house the Universities constructed as expeditiously as possible. We came across instances in both places—Vidyodaya and Vidyalankara—where construction work was started without tenders being called for and the normal procedure being followed. In these cases, the work was attended to by the

* For full particulars of buildings. *Vide* Appendix "I"

Works Departments of the two Universities. The Vidyalkankara University seems to have been able to get the work done expeditiously and perhaps economically as well.

68. A particularly bad instance is that of the Library and Administration block at Gangodavila. Tenders were invited for the first phase of the work—foundation and concrete framework—and a contract was entered into in a sum of nearly Rs. 1½ million for this work. This same contractor was later asked to attend to the second and final phase of the work, namely, the brickwork and woodwork, without calling for tenders or ascertaining even approximately how much this extra work would cost. It was suggested that, in the event of their having to entrust the balance work to a second contractor before the completion of the structural work, there would have been considerable confusion with two contractors and two sets of workmen working at the same place. In order to avoid this possible confusion, the University authorities entrusted the balance work to the original contractor after satisfying themselves, on the advice of the Architects, that the estimate of approximately Rs. 2 million submitted by the contractor for this additional work was not unreasonable. In dealing with such large sums of money, the authorities concerned should have planned in advance and taken every possible precaution to ensure that the moneys allocated were utilized in the best possible manner.

69. Then again on the same site, after a new building (The Vice-Chancellor's Lodge) was more or less completed, a sudden decision was made to have the roof altered on aesthetic grounds. There may have been good reason for the decision and the alteration did not cost much, but a little foresight might have saved that extra cost however small.

70. Let us now examine the appointments—academic and non-academic—that were made immediately after the Act was brought into operation. There was one common feature in both places, and that was to be expected. If the Head of the Pirivena was to be made Vice-Chancellor of the University, surely his bhikkhu associates who helped him so long and so faithfully to carry on the Pirivena work should be found some place at the University. He could not very well let them down; and if he did so, he would also be letting himself down very badly in respect of the teaching work he was expected to organise at the University. We accordingly find a number of such bhikkhus being appointed to high professorial posts without the posts being advertised. Their allowances were as a rule less than the salaries payable to lay teachers occupying similar posts. Along with

these bhikkhus, came a few others who had made themselves useful in various ways during this period and who too had to be accommodated in the new scheme of things for services rendered. Some were absorbed into the Clerical Service, whilst other bhikkhus were made Librarians and Assistant Librarians, though they did not have the necessary training or experience to be in charge of a University Library. All this was to be expected—therefore understandable and perhaps excusable.

71. What of the other appointments where lay people were involved? Quite a few pensioners or those about to retire were brought in without the posts being advertised and that on very attractive salaries, equal or almost equal to those enjoyed by their counterparts at Peradeniya. Some of the other lay appointments were equally objectionable. In these appointments—particularly to the academic staff—the question of the competence of the persons involved could not have weighed very much with the University authorities. There may have been no room for criticism if the usual procedure of calling for applications had been followed before filling a post.

72. By way of illustration, we shall refer to the following cases:—

Vidyodaya University

(a) The post of Professor of Ayurveda

A well known physician was appointed to this post by the Vice-Chancellor (without the post being advertised) on a salary of Rs. 500 per mensem with effect from 9.10.62. He was also appointed Dean of the Faculty of Science and paid an additional allowance of Rs. 100 per mensem. The surprising feature is that there were no students reading Ayurveda during the period 1959 to 1963. We were given to understand that although the salary and allowance were drawn and paid out of the University funds, the Professor did not appropriate any portion of this money but credited the entire amount drawn to the Vice-Chancellor's Fund. The Vice-Chancellor's explanation for this appointment was that he considered the presence of this physician in the Court or the Council of the University to be an asset to the University and that the only way of securing his presence in the Court or the Council was by making him a Dean or a Professor. As the Vice-Chancellor desired to make him a Dean and as only a Professor could be made a Dean, he appointed him Professor of Ayurveda and Dean of the Faculty of Science.

(b) The post of Visiting Lecturer in Astrology

The Vice-Chancellor appointed to this post, also without advertisement, a well known Astrologer on a remuneration of Rs. 13.50 per lecture and Rs. 20 per tutorial. During his period of service (from February 1960 to August 1962) only one student read Astrology, and the fees paid to the Lecturer totalled Rs. 2,398.50.

In reply to an inquiry as to why he did not advertise the posts and invite applications from qualified candidates, the Vice-Chancellor of Vidyodaya University stated that he considered that advertisements were expensive and the money so saved could be more profitably utilized.

(c) Discontinuance of a Professor

Another incident that received wide publicity was the discontinuance of the services of a Professor. The matter was taken up before the Courts and at the time of our investigations was pending before the Privy Council. As it still remains *sub judice* we make no further comment.

Vidyalankara University*(d) Department of Research*

A separate Department of Research was inaugurated on 1st May 1959 with a Bhikkhu as Director on an allowance of Rs. 9,000 per annum. He was also paid a further sum of Rs. 3,000 per annum for assisting the Vice-Chancellor. His designation was subsequently changed to Professor of Research. The staff of the Department was enlarged from time to time and at the time of our inquiries, consisted of—

- (i) 7 Research Assistants, 4 of whom were Bhikkhus, on allowances varying from Rs. 2,880 to Rs. 6,000 per annum, and 3 laymen, each on a salary of Rs. 5,160 per annum, and
- (ii) temporary Research (Bhikkhu) on Rs. 7,200 p.a.
 - 1 temporary Epigraphist (Bhikkhu) on Rs. 7,400 p.a.
 - 1 temporary Research Organiser (layman) on Rs. 6,600 p.a.
 - 8 temporary Research Assistants (Bhikkhus) on Rs. 3,000 to Rs. 3,600 p.a. each
 - 1 Clerk (layman) on Rs. 1,020—120—Rs. 2,700 p.a.
 - 1 Typist (layman) on Rs. 1,020—120—Rs. 2,700 p.a.
 - 1 Minor Employee (layman) on Rs. 540—12—Rs. 804 p.a.

It has been alleged that the Research Section was created in order to create some posts for the bhikkhus and laymen who were helpful in setting up the University. From inquiries made, it would appear that all the permanent Research Assistants had been students or teachers of the Vidyalankara Pirivena and that some of them were still continuing to serve as teachers of the Pirivena. We may add that this research work was largely confined to the copying or collation of manuscripts and to the revision or editing of religious and historical works, some of which were already available in print.

73. If we are to draw a distinction between these two seats of learning, we should say that the inclination to do things hurriedly without bothering too much about consequences was much more marked at Vidyodaya than at Vidyalankara. The Vidyalankara University was fortunate in having as its first Registrar a person who had wide experience in the service of the University of Ceylon and was familiar with University administration.

74. We might now address ourselves to the question whether the establishment of these two Universities largely on the Peradeniya pattern, with the modifications referred to earlier, have in any way affected the Sangha. By the word Sangha we here mean only the bhikkhus who are actually working at these two Universities and the bhikkhu-student population, and not the entire community of bhikkhus. On this point, we have had a large volume of evidence from both bhikkhus and laymen. Almost invariably they took the view that the establishment of these two Universities had brought about a violent and meaningless breaking away from the ancient traditions which had stood the test of time, and that it had almost reduced the Sangha as understood in this limited sense, to the position of laymen. They also maintained that it was altogether an ill-advised step which, if not promptly retraced, would have very disastrous effects on the entire Sangha. They, in fact, regarded it as a great tragedy as far as the Buddha Sasana was concerned. To support these conclusions they depended on the Vinaya Rules. They pointed out that these learned bhikkhus perhaps in their enthusiasm to do all they could for the better working of the two institutions had paid scant respect for the Vinaya Rules, particularly in the matter of receiving monthly payments whether directly or indirectly or whether termed salary or allowance.

75. There is, in our opinion, substance in the representations made to us about the alleged transgressions of Vinaya Rules in the acceptance of a salary or an allowance by the bhikkhus. This is

borne out by the great pains taken at one place to set up the "Kapakaru Mandalaya" referred to earlier. The only observation we wish to make here is that the elaborate nature of the arrangements made for the collection and disposal of allowances seems to betray some anxiety on the part of these learned pundits to cover up something about which they themselves were not happy.

76. It must be remembered that these bhikkhus have taken on themselves the extremely responsible and onerous duty of building up two new Universities. This cannot be done without bringing into being at the same time healthy traditions. The two things go together. It is the creation of these traditions that gives the Universities strength and stability. There is, however, something peculiar about traditions. They do not seem to grow very well when unsavoury things are being said rightly or wrongly about those who are supposed to nurture them. Therefore, these learned bhikkhus from the Vice-Chancellor downwards cannot in any way afford to break or even appear to break the Vinaya Rules. Appearance would be as harmful as the reality in the peculiar position in which they find themselves.

77. This brings us to the question of student discipline or the lack of it. There has been considerable trouble at Vidyodaya University where there was a strike on a fairly large scale headed by a bhikkhu-student. It seems relevant to ask what control the University authorities can hope to have over the student population on the Campus, particularly the bhikkhu-students when there is so much talk about the Vinaya Rules not being adhered to by the bhikkhus in charge. It is very likely that there were other reasons as well, perhaps of a political nature, for these acts of indiscipline. However, all we wish to say here is that the University authorities would be in an infinitely stronger position to tackle a situation of this type however difficult, troublesome or dangerous, if no occasion were given for unnecessary talk about the Vinaya Rules not being observed, as they should be, by the bhikkhu members of the staff.

78. Apart from this, we have had representations made to us that the training and education which the bhikkhus receive at these Universities, including the one at Peradeniya, do them more harm than good and ultimately lead them, after graduation, to seek employment either as teachers or in some other capacity. We were given to understand that, quite a number of bhikkhu students have given up their robes, and have found employment both in the public and private sectors. Some witnesses including responsible members of the Sangha refuse to be perturbed at the thought of so many

bhikkhus reverting to the household life, perhaps on the principle of "good riddance of bad rubbish". There may be something in it but there is another aspect of this question. Very often a young student bhikkhu is sent all the way to one of these Universities from some distant village temple where his tutor with great difficulty finds the necessary funds to support him till he graduates. Where does this money come from? It may be from the Sanghika land on which the temple stands. In that event the money is clearly Sanghika. And suppose the young bhikkhu chooses to give up the robe and seek employment. No doubt it is his concern. But why should Sanghika money be utilized in this manner? The young bhikkhu may have had this course of action all planned out even before he embarked on his University career, or he may have thought it out during his period at the University. But it is a pity that Sanghika money should be so utilized.

79. It has given us no pleasure whatsoever to refer to the Venerable Bhikkhus in charge of these institutions in the manner we have done in this Chapter or elsewhere in this Report. We felt obliged to make those comments because of the damage that has been done to the country and to the Buddhist way of life, and because of the high regard we have for the sacred yellow robe and what it stands for. The bhikkhu in our midst is an ever-present and living reminder of the Buddha and of the Disciples who have entered the Stream and have borne witness to the truth of the doctrine taught by the Buddha. He has elected to get away from the temptations of the lay life in order that he may tread the path that leads to final liberation. In this endeavour he is expected to regulate his daily habits according to the detailed instructions in the Vinaya Rules. It is his personal conduct and general deportment that differentiates him from other spiritual leaders. It is precisely because of this endeavour on the part of the bhikkhu to follow the higher life that the lay Buddhist regards it as incumbent on him to assist the Bhikkhu with all his worldly needs in order that the Bhikkhu may be completely free to follow his ideal. As his activities do not come into conflict with those of the laity, the bhikkhu is in a position to give disinterested advice when needed, advice which will be readily accepted because it is disinterested advice. Such intervention has been of great service to us at many moments of crisis in our history, and it would be a sad day if this mutual understanding is in any way disrupted. We feel confident that this happy understanding between the Sangha and the laity can be renewed and made a living force. And for that reason, we would deprecate very much any action that may tend to weaken it.

80. The attitude of unconcern as to the sorry happenings at these two Universities and the harmful effects they were bound to have on the country in general and on the Pirivenas in particular, does not appear to have been solely confined to the Venerable Bhikkhus in charge. As mentioned earlier, there is provision in the Act for five members of the Vidyadhara Sabha to be appointed to the Court and five members of that Sabha to the Council of the Vidyodaya University. There is similar provision for members of the Vidyalankara Sabha to be in the Court and in the Council of the Vidyalankara University. These persons had a special responsibility to ensure that the working and the administration of their respective Universities was in no way detrimental to the Pirivena system of education or the character and the usefulness of their own Pirivenas. It is difficult to believe that they were unaware of the distressful happenings at these Universities or their implications. They were matters of common knowledge. They may have raised them in the appropriate quarters but there is no evidence of such action. In the circumstances they too must share the responsibility for what has happened. They certainly have acquiesced in them in silence if not by formal approval in the Council or in the Court.

81. This Act is equally disappointing from the point of view of the lay student. We have already seen that female students have been kept out of the new Universities and have been only permitted to sit for external examinations. The position of the lay male student is also far from satisfactory, especially in the following respects:—

- (a) all the available hostel accommodation has been reserved for bhikkhu-students. Suitable lodgings are difficult to find near the Gangodavila Campus of Vidyodaya University, and the University authorities do not seem to have given priority in their building scheme to hostels for lay students. The Vidyalankara University has been more considerate, and has reserved the entire hostel accommodation at the Dalugama Campus for lay students;
- (b) their curriculum is limited to the subjects which the bhikkhu management considers suitable for Buddhists. This criterion has ruled out subjects such as Zoology that involve the taking of life in any form;
- (c) the presence of bhikkhus as members of the staff or as students has ruled out from the curriculum such subjects as Fine Arts which are not appropriate for bhikkhus and has also limited the range of extra-curricular activities like Theatricals, Sports, Recreation, which are so desirable for a full student life.

82. Apart from these disadvantages, as most of the members of the academic staff do not possess even the minimum qualifications insisted on for academic posts by other Universities, the standard of instruction is necessarily low, and there is concern that in the matter of securing employment, the graduates of these Universities would be at a considerable disadvantage. If given the option, these students stated that they would prefer to enter the University of Ceylon.

83. On the voluminous evidence,—both oral and written, placed before us and on personal observations made on the spot, the conclusion is inevitable and inescapable—that the establishment of these two Pirivena Universities, with provision made for the payment of allowances to bhikkhus employed therein, and with further provision for the conferment on bhikkhus of degrees comparable to those available at other places of learning which would materially help such bhikkhus to find remunerative employment, if so minded, is in our opinion a step in the wrong direction, leading the bhikkhus further and further away from the serene calmness of bhikkhu life. Besides, this has made the Buddhist public of this country very much disheartened and despondent. They are genuinely sorry that the Sangha who have been in the past a never failing beacon light have themselves unfortunately gone astray in this matter, leaving behind them the lay Buddhist public like a rudderless boat in a tempestuous sea. All they ask is that they be given once more the opportunity of making their salutation in the usual reverential manner to these Venerable Bhikkhus as the worthy representatives of that Glorious Band of Buddha's Disciples headed by Sariputta and Moggallana of revered memory.

84. To that plea, coming as it does in no uncertain terms from the Buddhist public of Ceylon, the only possible answer is a separate Institution of Higher Learning for Bhikkhus.

CHAPTER VI

THE HIGHER EDUCATION OF THE BHIKKHU

85. Our finding is that the interests of the Sangha and of the students demand that the Pirivena Universities Act must be repealed. That Act cannot however be repealed until satisfactory arrangements are made for—

- (a) the completion of the courses of instruction of the students who have found admission to the two Pirivena Universities,
- (b) the holding of External Examinations for those who are preparing for such examinations, and
- (c) the discontinuance, retirement or transfer of the staff—academic and non-academic—of the two Universities.

When the Higher Learning and Research Grants Commission, the establishment of which we are recommending is set up, these matters would no doubt receive its first consideration.

86. There still remain for consideration the two main objects of the Pirivena Universities Act, *viz.*

- (a) the provision of suitable machinery for the higher education of the bhikkhu, and
- (b) the provision of additional facilities for the higher education of the laity, particularly those who were trained through the Sinhala medium.

Our recommendation relating to the latter will be made elsewhere in this Report after we have examined the working and the administration of the University of Ceylon. In this Chapter, we shall confine ourselves to the former.

87. We have referred in paragraphs 33 and 34 to the views expressed by the Special Committee of the Ceylon Buddhist Congress on the subject of the higher education of the bhikkhu and to the more detailed recommendations contained in the Report of the Buddha Sasana Commission. That Commission consisted of distinguished bhikkhus and lay Buddhists but its recommendations did not find complete acceptance in some quarters although they were unanimous. We gave much thought to this matter ourselves and have our own views on it, but we do not consider it proper for us—three lay Buddhists—to take the responsibility of making a firm recommendation on a matter of such vital concern to the entire Buddhist

community. The higher education of the bhikkhu is no doubt primarily the concern of the Sangha and it is the Sangha that should decide on the form it should take and on its content. But, the lay Buddhist is also very much concerned and is equally insistent that some positive steps should be taken in the matter. It is vitally important that the Sangha should speak with one voice and in the true spirit of the Dhamma. If, however, the necessary advice from the Sangha is likely to be delayed, the recommendations of the Buddha Sasana Commission might serve as an indication of the popular Buddhist view on this matter.

88. In the meantime we suggest the following measures, which we feel, will be acceptable to the Buddhist public and, which will prepare the way for the easy establishment of an institution for the higher learning of bhikkhus.

89. It is our view and the view of a large number of witnesses that Government should not take into its employ a bhikkhu in any capacity whatsoever with or without remuneration, and that if there is any bhikkhu so employed, he should be discontinued. There may be other matters of a kindred nature which Government may consider, such as the propriety of inviting bhikkhus to public functions or to ceremonial receptions. Foreign Embassies have, we understand, invited some bhikkhus to their parties; they may not have done so if they were correctly advised. We would like to place on record that we received representations suggesting that Government should not take into its employ any category of person belonging to any religious order whether Buddhist, Christian, Hindu or Muslim; as this is a matter that does not come within our terms of reference, we make no comment.

90. In view of the separate arrangements proposed by us in this Chapter for the higher education of the bhikkhu, there would be no need for bhikkhus to seek admission to lay universities. We therefore recommend that the authorities of the University of Ceylon and of any other lay university that may hereafter be established, deny admission to bhikkhus. The bhikkhu-students already there must, however, be permitted to remain till they complete their courses of study.

91. With the closing down of the Pirivena Universities, the various Pirivenas affiliated to them will be left with many problems. We recommend that the Ministry of Education should take steps—

- (a) to close down the lay sections other than the Dhamma classes at these Pirivenas. Arrangements may be made for the absorption of the lay students and the lay teachers of these Pirivenas in the Government Senior Schools in the area;

- (b) to exclude from the curriculum at the Pirivenas subjects such as Ayurveda and Astrology which are not necessary for a bhikkhu. Such subjects appear to have been introduced into Pirivenas at a time when facilities were not available elsewhere for the instruction of lay students in those subjects. That situation has now changed, and there is no need for Pirivenas to continue such instruction ; and
- (c) to assist the Pirivenas to provide residential accommodation for those bhikkhu-students who are unable to find accommodation therein, or at a temple in the vicinity. It is desirable that pupil-bhikkhus should, during their period of study, be under the direct supervision of a senior bhikkhu.

Institute of Higher Learning for Bhikkhus

92. The nature and content of higher education for a bhikkhu cannot be satisfactorily defined by legislation or confined to any set pattern. The character, functions, and duties of an institution for such instruction should be carefully considered and we suggest that for that purpose the Ministry of Education and Cultural Affairs set up an *ad hoc* Advisory Committee. We set down below a few suggestions which that Committee might usefully consider.

(a) Scope of the Institution

Although the institute is primarily meant for bhikkhus, it may be desirable that provision be made to admit as well, subject to certain conditions, lay persons who are genuinely interested in understanding the true nature of things according to the Buddha's teachings or in disciplining themselves or the higher life. We are aware that many visitors from overseas come to our country for enlightenment or guidance in such matters, and an institution of this nature would prove most helpful to them.

(b) Designation

The expression "University" or "Visva Vidyalaya" can give a false impression and is inappropriate for an institution for bhikkhus. We suggest the expression "Uttara Pirivena". Other expressions such as Chancellor, Dean, Professor, Court, and Senate are equally inappropriate. Such authorities may even be found unnecessary in the working of an institution of this nature.

(c) *Site*

The premises of the Vidyalankara University at Kelaniya which will be rendered vacant with the closing down of that University would appear to be well suited for siting this Uttara Pirivena. We understand that the Vidyalankara Pirivena has now moved out completely from those premises to Dematagoda. If there be any section of the Pirivena still left at Kelaniya, arrangements might be made for its removal to Dematagoda or its absorption in the new institution. Kelaniya which has been traditionally associated with the Buddha even in his lifetime, is quite an appropriate site for an institution of this nature.

(d) *The curriculum*

The curriculum should include all aspects of the Teaching (including the Mahayana), Buddhist Art and Architecture, comparative religion and languages.

(e) *Residence*

This institution should be mainly residential. In our opinion bhikkhu students and bhikkhu members of the staff should reside on the premises or at a temple near by.

(f) *Affiliated Bodies*

The institution at Kelaniya would not be adequate to provide for all aspects of the discipline enjoined on the bhikkhu for a full understanding of the Dhamma. There are many institutions founded by bhikkhus and laymen in various parts of the country, such as forest hermitages, meditation centres and bhikkhu training centres for the propagation of the Dhamma, that can supplement, each in its own special way, the academic teaching at the Uttara Pirivena. It would be desirable that there should be close association between such bodies and the Uttara Pirivena at Kelaniya.

(g) *Funds*

As no remuneration would be payable to these bhikkhus and the only expenditure incurred on them would be the cost of their maintenance, the funds required for this institution would be relatively small.

93. The *ad hoc* Advisory Committee we recommend might consist of—

- (a) three bhikkhus to represent the three major Nikáyas (Siamese, Amarapura and Ramañña),
- (b) three bhikkhus to represent the Pirivenas,
- (c) three laymen with experience of public affairs to represent the Buddhist public.

A Ministry official might function as Secretary and Convenor. In our opinion, the Chairman should be a Bhikkhu elected by the Committee.

94. After the Advisory Committee has furnished a detailed report, and Government has taken decisions thereon, it will be the responsibility of the Grants Commission to see that those decisions are implemented and the necessary steps taken for the establishment and the proper functioning of this Institute of Higher Learning for Bhikkhus.

CHAPTER VII

THE STUDENT AND THE UNIVERSITY

95. Under this heading we deal with some of the problems of a student's career at the University, not directly concerned with his studies, which are covered by items (i), (j) and (k) of our terms of reference.

Student Discipline

96. The last few years have seen a very serious deterioration in the standards of discipline among University students. Indiscipline has evinced itself in many forms including strikes, student demonstrations, organized molestation of freshmen in halls of residence as well as outside, and periodical outbursts of hooliganism culminating in an incident in which a procession of students marched into a Lecturer's room, dragged him out and assaulted him. Some of the organized acts of indecency referred to by reliable witnesses as having been perpetrated upon freshmen in halls of residence of the University of Ceylon at Peradeniya and Colombo are a disgrace to the University, and, indeed to any civilized society. These included acts which would, if established in a Court of Law, be punishable with imprisonment. Cases were mentioned in which the victims of ragging had to leave the University as mental wrecks.

97. Instances of indiscipline catalogued in this manner give one the impression that the standards of discipline had been allowed to sink to the lowest possible depths and that the atmosphere of the University, far from being one of culture and refinement, had degenerated into one of depravity. It is well for the University authorities to realise that such an impression can be, and has in fact been created in certain quarters, as the continued existence of indiscipline is a grave reflection on the capacity of those entrusted with the administration of the University.

98. Our several visits to the University and our conversations with students and teachers have, however, convinced us that the position is not so bad as it may appear. The large majority of University students appeared to us to be keen on their studies, respectful of authority and amenable to discipline. We believe that acts of the nature described above have been inspired by a small proportion of undesirable elements who should never have found a place in the University, and that if the University authorities had only shown a

greater awareness of their undoubted responsibility to maintain discipline and had taken firm and effective measures against miscreants from the very beginning, a far higher standard of discipline would have been evident today. It has been said that indiscipline is not something peculiar to the University, but is a manifestation of a trend which is prevalent throughout the country, in the Schools, in the Public Service, in almost every walk of life, and even among the highest in the land, parliamentarians not excepted. Even if it were true that indiscipline is not unknown among the leaders of the community this does not relieve the University administration of the duty, with which they are charged, of inspiring and maintaining the highest standards of conduct and character in the students under their control, but in fact imposes upon them an even greater obligation, to ensure by their own example and influence, that the youth entrusted to their charge will remain impervious to evil influences which may exist in the world outside, and will build up those qualities of selflessness, uprightness, sacrifice and service which are the hallmark of a true University education.

Fresher's Rags

99. We wish to draw special attention to the subject of so-called freshers' rags. Whatever form these rags may have taken in the past, it is quite clear from the evidence we have heard that they have now reached proportions which cannot be tolerated in any self-respecting institution. We understand that notices are displayed on the boards forbidding such rags and the extortion of money from freshmen, but the notices are ignored and the rags repeated year after year both at Peradeniya and Colombo in more intensive form almost under the very eyes of those in authority. Although ragging was originally confined to the Medical Faculty it has spread to the Science and Engineering Faculties and to Peradeniya as well.

100. It would appear that the ill-treatment of freshmen in the Medical Faculty lasts for as long as two weeks during which they are compelled to attend classes in distinctive clothing and subjected to various indignities. These descend to a very low level, and extend to the Halls of Residence and even to the Anatomy dissecting rooms. Apart from displaying the notices referred to above, the authorities take no positive action to stop ragging, though they must be fully aware that the previous year's activities will be repeated. When finally they are goaded into action by newspaper editorials and complaints from enraged parents, it appears that a token punishment of two week's suspension is all that is imposed on a few students, some of whom are innocent, whilst most of the known ring-leaders escape scot-free. In circumstances such as these, it is

not surprising that mischief-makers receive the impression that the authorities do not take a serious view of their misdemeanours, and freshmen are convinced that the authorities are themselves in favour of the practice and openly encourage it.

101. This attitude is even condoned by public men who refer to ragging as an attempt to imitate Oxford and Cambridge. Those who are familiar with these ancient seats of learning will be aware that molestation of freshmen is unheard of in those Universities.

A fresher's rag is at most an occasion for merry making and collecting money for some charitable cause such as Poppy Day, by the freshers themselves. Exuberance displayed on occasions such as Boat Race Night is not directed against the public or individual and is always clean and wholesome. Indeed, acts much less serious than those perpetrated in Ceylon would be punished with expulsion from those Universities.

102. While this Report was being written a news item appeared in an evening paper stating that senior Medical students were planning to perpetrate even more violent and vicious rags on the freshers this year. One would have expected the Dean of the Medical Faculty to take timely action to forestall any such plans, apprehend the ring-leaders and take drastic action against them. All that was done was to insert the usual notice forbidding rags, including an order that the Medical Faculty buildings were out of bounds to seniors on Registration Day, and to relapse into a state of lethargy. In fact the notice making the buildings out of bounds can well create the impression that the seniors were invited to do what they liked, so long as it was outside the premises.

103. We understand that the freshmen were ill-treated as usual in groups outside the Faculty buildings. A Professor of the Faculty who passed by, reported to the Dean, two students who were found directing operations. The Dean informed him that the students denied having participated in the ragging, and inquired whether the Professor had any evidence that they took part in the rag. We cannot understand what better evidence the Dean could have wanted beyond the personal observation of a Professor.

104. It is understood that further ragging of freshmen took place daily, after term commenced, in the dissecting rooms of the Anatomy Block itself, where the students were supposed to be at work. We were able to confirm this personally by paying a surprise visit to the Anatomy Block, where we found the harrassed freshmen clad in distinctive attire, completely out of keeping with the atmosphere of

a dissecting room, where students are expected to be at work. A lecturer whom we questioned in the absence of the Professor, stated that this dress was permitted as it was "part of the initiation" by the Seniors. It was manifest that the lecturer himself was tacitly encouraging the Rag, and that the Dean's Notice was being treated with complete indifference. Some of these matters were brought to the notice of the Vice-Chancellor, but we are not aware of any effective action having been taken.

105. The notice issued by the Dean on 26th May, 1963 stated :

"There shall be no rag of any kind. Serious disciplinary action will be taken against any student who participates in any sort of ragging. The Faculty premises will be out of bounds on Thursday, 30th May, 1963".

After the issue of this notice the Medical Students Union paper, calling itself "Steth", carried an editorial on the initiation of freshmen, dated 30th May, 1963 which was prominently featured in a daily newspaper; the editorial was clear evidence of an attempt to flout the authority of the Dean and incite the students to rag the freshers. In our opinion, the publication of this editorial was a serious breach of discipline, but so far as we are aware no action was taken against those responsible.

106. A copy of the notice referred to above appears to have been circulated among Heads of Departments. In spite of this notice the Professors of Anatomy and Physiology took no trouble to advise the freshers that they should not wear distinctive clothing, and no steps were taken to prevent ragging of students in the Dissecting Rooms of the Anatomy Block, which indicates gross negligence on the part of the Professor of Anatomy and his staff.

107. The signal failure of the Dean, year after year, to take positive and effective steps to put a stop to what has been described "as the insensate, vulgar and sex-perverted acts which go as ragging at the Faculty of Medicine", and his indifference to his responsibilities towards new students is most reprehensible, and we feel that unless the enforcement of discipline in the Medical Faculty is placed in the hands of a more efficient, vigorous and active person, who is fully alive to his responsibilities, there is little hope of improvement. We recommend that discipline in the Medical Faculty at Colombo be placed in charge of a Proctor with one or two Deputies and Marshals to assist him.

108. We are convinced that the obnoxious practice of ragging as prevalent in Ceylon will be effectively stamped out, if at the commencement of the year, under-graduates are assembled and told in unequivocal terms that ragging and extortion from freshmen are strictly forbidden and that offenders will be severely punished, and after this warning, serious notice is taken of any breach of this injunction, and the offenders are punished if necessary even with expulsion. We need hardly emphasize that a punishment once imposed should not be varied in any circumstances however influential the person concerned may be, except by way of revision on appeal to a duly constituted authority. Students inclined to flout authority should be made to realise that in an age when hundreds of qualified and deserving candidates are denied the benefits of University education, the State cannot afford to provide facilities for higher education to those whose conduct and application to study fall short of a reasonable standard.

Other forms of Indiscipline

109. We were informed by the Dean of the Medical Faculty that no effective action could be taken against other forms of indiscipline, sometimes of a very serious nature, which take place outside the University buildings, as it was impossible to trace the offenders. The offenders are generally second year students and according to him, their loyalty to each other is so great that on being assembled and asked to own up, practically the entire body of students confesses guilt in respect of offences which obviously only a few could have committed. It appears that the mass confession had been forced by ring-leaders on threats of reprisals. This attitude can be effectively checked if the entire body of students is taken at their word and punished. When the offence is serious, interrogation of the self-confessed offenders by the appropriate University authorities should throw light on the actual culprits against whom prompt and effective action should be taken.

Hall Elections

110. A practice appears to have grown up of hall elections being held on party lines. This is unhealthy and should be discouraged. The incitation of students to the use of political weapons such as strikes, and the use of political pressure to nullify disciplinary measures taken against students can be traced to this source. Student leaders have contended that cleavage on party lines has been evolved as a superior substitute to cleavage on racial, religious and other lines. We do not consider this a sound argument. There is no reason why an independent body of young men and women should not be able

to elect their own leaders on qualities of individual merit, character, ability and leadership.

If elections are held only once a year, for the following year, new students will have ample time to form their own opinions of the merits of contesting candidates without falling victims to political indoctrination or external pressures.

Academic Dress

111. There is one other matter to which we would like to refer on the question of discipline. The University regulations provide for academic dress to be worn by under-graduates :—

(a) on any occasion when the Vice-Chancellor orders that academic dress should be worn ;

OR

(b) in accordance with regulations made by the Board of Residence and Discipline.

So far as we are aware, this regulation has never been brought into operation. We consider that the University authorities should give careful consideration to the question of enforcing the use of academic dress by under-graduates at lectures, and when out on the campus after dusk. The wearing of academic dress will, in our opinion, have a good effect on discipline as it will make under-graduates more fully conscious of their membership in a society of scholars and encourage them to conduct themselves in a manner befitting their position. The wearing of academic dress has probably been not enforced on the ground that it is a western practice, but it is by no means unknown in Universities elsewhere.

Lack of Amenities

112. It was brought to our notice that one of the causes of indiscipline was the lack of adequate amenities and opportunities for the students to use their spare time, particularly Arts Students in Halls of Residence at Peradeniya, who had very few lectures and long periods of time hanging on their hands with little to occupy them. We agree that this is a defect which needs to be remedied, and suggest that the University authorities should take early steps to provide more recreational facilities, a theatre, a regular cinema within walking distance of halls, cafes, bookshops, a swimming pool, and other amenities. Some of these amenities need not be provided by the University itself, but land within the campus could be leased out to private interests for such purposes.

113. We were informed that the University Library at Peradeniya was closed on Saturday afternoons and on Sundays. The librarian informed us that the reason for this was partly the reluctance of University employees to work on Saturday afternoons and Sundays, and partly because of the extra cost which would be involved in having to pay overtime to existing staff or recruit additional staff if the existing hours were to be varied. On investigation it transpired that the additional expenditure would be of the order of five thousand rupees per annum as compared to an annual expenditure of about 3 lakhs of rupees on the library. We consider that the very small additional expenditure required to keep the library open on Saturday afternoons and Sundays would be more than justified, having regard to the immense benefits it would afford to the student population at Peradeniya. For similar reasons we recommend that the Gymnasium, which is the chief place where facilities for recreation on a large scale are available to the students, should be kept open on Sundays.

114. In Colombo too there is a serious lack of student amenities in the Engineering and Science Block at Thurstan Road. Unlike the Medical Faculty where students have been well provided for, the facilities provided for Science and Engineering Faculty students leave much to be desired.

It is suprising that the University authorities have taken no steps to provide proper Canteen and Common Room facilities for the large number of Science and Engineering students in Colombo, during all these years when funds were more readily available than at present. We recommend that early steps be taken to provide proper Canteen and Common Room facilities for the students at Thurstan Road premises.

Machinery for Disciplinary Control

115. The inadequacy and ineffectiveness of the existing machinery for disciplinary control is clearly demonstrated by the sequence of events in connection with some unsavoury incidents which took place on 2nd March, 1963, in which Medical students were involved. On receipt of complaints from the Principal of a Girls' School and others regarding misbehaviour of Medical students on this date, the Dean of the Faculty of Medicine made investigations by calling up the 2nd M. B. students and questioning the whole group, and reported on 9th April, 1963, to the Vice-Chancellor that some 100 students from Colombo and 73 students from Peradeniya were involved, that all of them accepted responsibility and that it was impossible to fix responsibility for any of the events on any particular individual or particular group. On 16th April the Vice-Chancellor called for the names of the

students involved. Two weeks later, on the 30th of April the names were furnished to the Vice-Chancellor. On 7th May the Vice-Chancellor called upon the students concerned to furnish their explanations within 2 weeks, and a meeting of the Board of Residence and Discipline was held on 8th June, to consider the explanations. At this meeting the entire body of students who had admitted "collective responsibility" was rightly found guilty, suspended for two weeks and fined Rs. 10 each.

116. We find it difficult to believe, however, that if a serious attempt had been made by the Dean of the Medical Faculty to trace the real offenders, he would not have succeeded in tracing them and imposing deterrent punishment with a view to preventing similar incidents. We also consider that the punishment of 2 weeks suspension is ineffective and grossly inadequate. The perfunctory and dilatory nature of the proceedings is too obvious to need further comment. Discipline among students in an educational institution can hardly be expected to maintain a high standard, if it takes over three months to deal with an offender. The best deterrent to student indiscipline is swift action and condign punishment.

117. Having in mind the unsatisfactory state to which student discipline has been allowed to decline, we make the following suggestions :—

We recommend that Wardens of Halls of Residence should have powers of imposing fines not exceeding Rs. 10 on a student or of gating the student for a period not exceeding two weeks, that is, not allowing him outside the Halls of Residence during specified hours. Proctors and Deputy Proctors should have the power of imposing fines not exceeding Rs. 15 on a student or of reporting them to their Wardens or Tutors for purposes of record or the Board of Residence and Discipline for punishment. Any action taken should be notified to the Wardens later.

118. Deans should have the power of imposing fines not exceeding Rs. 25 and of suspending a student for not more than two weeks from the University. The Vice-Chancellor should have the power of imposing a fine not exceeding Rs. 50 and of suspending a student for a period not exceeding six weeks. Orders of suspension should need confirmation by the Board of Residence and Discipline but would be effective until confirmed or varied. The Board of Residence and Discipline should have the power of imposing fines, periods of suspension for definite or indefinite periods, dismissal from the University, cancellation of privileges such as bursaries, scholarships, etc. and withdrawal from any University examination.

119. A record should be maintained in respect of each student showing date of admission to the University, examinations passed, distinctions and prizes won as well as punishments imposed. Copies of this document should be available on application to prospective employers at the discretion of the University authorities. A punishment once imposed should not be varied in any circumstances except by way of revision on appeal, which would only be permitted for punishment of suspension exceeding two weeks, dismissal, cancellation of privileges such as bursaries and scholarships or withdrawal from University examinations. The Appeal Board should consist of not more than five members nominated by the University Council, one of whom should be a University teacher nominated by the student body.

120. We are confident that if the University authorities make a serious effort to detect and punish acts of indiscipline with deterrent punishment where necessary and also take measures to remedy the root causes of indiscipline, the present tendency will be arrested and effectively checked. If the problem of detecting offenders still persists, the numbers of Proctors, Deputy Proctors and Marshals could be increased and a special team of Investigating Officers to investigate offences be employed temporarily. But we do not feel that such a necessity will ever arise for we have faith in the youth of Ceylon, and know that with wise leadership and an inspiring environment, they will develop a pride in the good name of their University and preserve its ideals.

The Influence of University Teachers

121. As the young are ever apt to follow the example of their elders, University teachers have a special responsibility to set themselves a far higher standard of discipline than leaders in other spheres. While we have no doubt that the majority of University teachers maintain proper standards of conduct, evidence was not wanting of petty dissensions and rivalries in some departments and a lack of unity and fellowship which cannot but have a detrimental effect on students' progress and discipline.

122. We were perturbed to learn that a senior lecturer of the University of Ceylon who was a candidate for Professorial rank was staging a "hunger strike" to ventilate some grievance over the composition of the Selection Board. Such conduct on the part of a senior teacher and acting Head of Department who should be expected to set an example to his students is most unbecoming, and hardly calculated to further his claims to promotion or build up the

prestige of the University. Indeed, however well qualified he may be and whatever grievances he may have, his conduct may conceivably be regarded by the Council as calling for action under Section 20 (e) of the University Ordinance.

123. We feel certain that if all University officials and teachers, without exception, set themselves a very high code of discipline and maintain it, the effect on student discipline will be inestimable. Even in such small matters as wearing academic dress at the commencement of a lecture as laid down in University regulations, the continued non-observance by University staff of its own regulations is bound to have an adverse effect on students' attitude to discipline. It was also mentioned to us that in cases where students of a particular Hall had permission to be out till a certain hour of the night, they sometimes returned from parties at a much later hour accompanied by members of the Staff. Such laxity on the part of teachers can hardly be conducive to discipline.

Student-Teacher Relations

124. We regret to say that there has been little evidence of any beneficial influence of University teachers on the student population, outside the lecture room, and in fact, many students go through their University career without ever having spoken to some of their Professors and Lecturers. We consider it very desirable that every student entering the University should be allotted to the care of a Tutor who will stand *in loco parentis* to him and act as the channel of communication between him and the University. The Tutor should not be a Warden, nor should he be one of his own teachers, if other arrangements could be made. Such Tutors should have rooms in halls of residence, not necessarily residing in them, where undergraduates could have access to them and discuss their problems. Records maintained by them could indicate the student's progress as regards examinations, games, punishments received and other relevant matters. Disciplinary action imposed on students should be reported to their Tutors. Exeats should be issued by Tutors or in their absence, by the Wardens. Notes of exeats should be entered in the Hall Log Book. In addition to the Tutor, each student should have a supervisor of studies who will be responsible for general control over his academic progress. This will mean that every student will normally have personal association with at least two University teachers, apart from those who lecture to him or take classes and seminars, and if in residence, he will also have association with his Warden and sub-Wardens. The importance of association with a variety of mature

minds in the training of a young graduate cannot be over-estimated. We have no doubt that such influences will have a most salutary effect on University discipline.

Political Influence

125. Although a general lack of association between students and teachers was emphasized, we did receive evidence of attempts on the part of a few individuals to indoctrinate their students and win them over to political parties, with adverse effects on discipline. Indeed, some of the instances of indiscipline at Universities were attributed to the influence of politicians both within the University and outside.

126. With the lowering of the voting age to eighteen, there is serious danger that the Universities may become the hunting ground of rival political groups, ambitious for future power, and the University authorities should take effective steps to prevent this. Students and Lecturers should no doubt be free to think and vote as they like ; but having regard to conditions in Ceylon, we feel it imperative that political activity of any sort within the campus should be strictly forbidden. We shall refer again to this subject when dealing with the conditions of service of University teachers.

Halls of Residence

127. There are at present 9 Halls of Residence at Peradeniya containing 1,250 rooms accommodating 2,226 students. These Halls were originally intended to accommodate about half this number of students, and lavatory and sewage facilities were on this basis. The crowding in of a number of students far in excess of the numbers for which the halls were planned, has given rise to serious difficulties in regard to administration, disciplinary control, sanitary arrangements and the privacy and comfort of students. We were informed that in some halls the sewage system has proved deficient and there is a grave risk of a complete breakdown with serious consequences to the health of the inmates. The over-crowding of men's Halls has made it difficult to exercise control over the ragging of freshmen in Halls and other malpractices such as organised hooting, pouring buckets of water into students' rooms, and unauthorised accommodation of visitors.

128. We recommend that the number of students allotted accommodation in Halls of Residence should not exceed the number for which the Halls were planned. The number would probably have to be less in view of the recommendations in our report. We consider that the maximum number of students that could be reasonably accommodated in one Hall should not exceed 100 and suggest that this should be

borne in mind in future planning. We feel that as a separate room would provide the student with the necessary atmosphere and quiet, essential for sustained intellectual effort, each student should have a room for himself. If, however, accommodation is limited and a single room for each student is not possible, we suggest that the number of students accommodated in a large room should not exceed three and the students should be allowed as far as possible, to choose their own room-mates.

129. We were surprised to find that Wardens in charge of Halls of Residence had quarters far away from the Halls and some did not even think it necessary that they should live in, or close to the Halls of Residence. We consider it absolutely essential that the Quarters of Wardens should be in or adjoining Halls of Residence and recommend that even at this late stage, suitable alterations to the buildings should be made to achieve this object. The University Architect informed us that the desired alterations could be effected without much expenditure. If Wardens' Quarters are within or adjoining Halls of Residence, we are of opinion that much of the indiscipline now prevalent will be reduced, if not altogether eliminated.

130. As recommended in paragraph 124, the Tutors too should have their rooms in Halls of Residence where they would have their offices and meet their students. In addition, we suggest that senior lecturers should have rooms in Halls of Residence which they could use for study, interviewing students, and carrying out supervision work. The presence of senior members of the University in the Halls of Residence will, in our opinion, have the effect of introducing a more dignified and quiet atmosphere into these Halls and transforming them from their present character of a hotel or barracks into that of a sanctuary of scholars.

131. The allocation of students to Halls of Residence should not be done in a perfunctory or haphazard manner, but should be carefully thought out so as to achieve the best results. Freshmen should, as far as possible, not be allotted to the same Halls as their immediate seniors, but should be grouped with the most mature elements of the student population such as post-graduate and research students, teacher-trainees and final year students. Tendency to indiscipline is greatest amongst those who have just left their fresher status behind and they should be very carefully distributed. If Wardens and Tutors make a proper study of the students in their charge it should be possible, by the end of the first year, to single out those students who are likely to organise mischief and spread them out suitably in the Halls of Residence or if thought more desirable, concentrate them in

certain Halls. In fact, if the Halls of Residence do not provide sufficient accommodation for all in-coming freshmen some of the second years of doubtful quality could be asked to seek lodgings outside.

132. The discipline of a Hall should be in sole charge of the Warden. In men's Halls, he should be provided with the services of a Marshal to assist in tracing offenders. Punishments of fines or gating imposed by him should not be appealable and the Vice-Chancellor should have no power to reduce or annul any punishment imposed by the Warden. In administering the Hall, the Warden should be assisted by a small Committee consisting of say, 3 teachers with rooms in the Hall, the sub-Warden and 2 representatives of the final year students. Questions of food, finance, Hall servants, recreational facilities and discipline would fall within the purview of this Committee of which the Warden would be the Chairman.

133. The selection of Wardens needs particular care. They should be senior lecturers who are held in honour and esteem by the students and whose very presence would lend distinction to the Halls. They should not be merely good teachers, but good leaders, men of character and vision with wide interests and a keen understanding of youth and its problems. They should not be over-burdened with teaching work but should have plenty of time to meet students individually, to hold conference with Hall Committees, and to plan and direct Hall organisation.

134. Each Hall should have a competent Steward to attend to the catering and accounts, and the supervision of kitchen and Hall employees. He should be a full-time officer on a scale of salary adequate to his responsibilities. We were informed that the laundry service to the students in the Halls of Residence was most unsatisfactory, and students who could afford it prefer to give their clothes to laundries outside. We suggest that the University should consider running its own laundry service at Peradeniya.

Although the above observations refer primarily to the Halls of Residence at Peradeniya, our recommendations are equally applicable to existing or new Halls of Residence in Colombo or elsewhere.

The Role of the Universities in Training for Citizenship

135. It is generally agreed that, apart from its primary function of disseminating knowledge and promoting research, a University performs the equally important task of education for citizenship and indeed, in still larger measure, for leadership.

136. In the ancient Universities of the world, whose traditions have been built up over the years, and whose organisation is continually adapting itself to the changing needs of modern society, this larger educative process is mainly spontaneous. It calls for no perceptible effort on the part of the University authorities, and springs naturally upon the impact of the University on its members, of teacher upon student, of scholar upon scholar.

137. A student entering such a University imbibes something of its spirit, and by participation in the many-sided activities of a full University life, acquires, in addition to learning, maturity of judgement, strength of character, and above all, a sense of the importance of spiritual and moral values.

138. It must be added that in those countries, a student's preparation for a University career has already begun in the top forms at school, and the majority of students adapt themselves easily and with advantage to a University atmosphere.

139. The problem in the Universities of Ceylon is not so simple. An increasing proportion of our students comes from rural homes, and needs help and guidance to enable them to make full use of a University career. The stream-lined organisation, the atmosphere and traditions, which characterise long-established Universities elsewhere, have still to be developed here.

140. A great responsibility therefore devolves on those who administer our Universities to play their part in seeing that only the best traditions are established, and that unwholesome tendencies are nipped in the bud, before they can grow and get out of hand. In particular, one would expect our University officials to take a personal and active interest in student welfare, to make careful plans for the reception of new students, to ensure that their first weeks in the University are a period of hope and inspiration, instead of fear, humiliation and disillusionment, as it so often is at present; and, above all, to imbue them with strong traditions of honour and decency, pride in one's University, respect for its traditions, love for one's country and service to its people. If the Universities of Ceylon are to fulfil their part in training for leadership, the time has come when those in charge of them must awake to a new sense of purpose and discharge not one but all the responsibilities which the nation expects of them.

CHAPTER VIII

COURSES OF STUDY

Terms of Reference

141. Under item (d) of our terms of reference we are required to report on the steps necessary to ensure co-ordination in the expansion of the curricula of the three Universities with a view to avoiding duplication in such curricula and the consequent waste of national resources.

Departments of Study

142. The University of Ceylon has now been in existence for 20 years, the Vidyalandkara University of Ceylon for 4 years and the Vidyodaya University of Ceylon for 4 years. The Departments of Study for which provision is made by these Universities are given below :—

1. University of Ceylon

Faculty of Oriental Studies

- Arabic
- Buddhist Philosophy
- Pali
- Sanskrit
- Sinhalese
- Tamil

Faculty of Arts

- Archaeology
- Economics
- Education
- English
- Geography
- History
- Law
- Mathematics
- Modern Languages
- Philosophy
- Sociology
- Western Classics

Faculty of Science

Botany
Chemistry
Physics
Zoology

Faculty of Engineering

Civil Engineering
Electrical Engineering
Mechanical Engineering

Faculty of Agriculture and Veterinary Science

Agriculture
Veterinary Science

Faculty of Medicine

Anatomy
Bacteriology
Biochemistry
Dental Surgery
Forensic Medicine
Medicine
Obstetrics and Gynaecology
Paediatrics
Parasitology
Pathology
Pharmacology
Pharmacy
Physiology

2. Vidyalandara University of Ceylon*Faculty of Languages*

Sinhalese
Pali
Sanskrit
Hindi
English

Faculty of Buddhism

Buddhist Civilization
Buddhism
Sutra
Vinaya
Abhi Dhamma
Buddhist Philosophy

Faculty of Arts

History
Economics
Education

Faculty of Science

Mathematics
Geography

Faculty of Philosophy and Research

Philosophy
Research

3. Vidyodaya University of Ceylon*Faculty of Languages*

Sinhalese
Pali and Prakrit
Sanskrit
Modern Languages
English

Faculty of Buddhism

Theravada Buddhism
Mahayana Buddhism
Buddhist Culture

Faculty of Arts

History
Archaeology
Anthropology
Geography
Economics
Public Administration
Business Administration
Education

Faculty of Science

Mathematics
Astrology
Science

Faculty of Philosophy

Indian Philosophy
Western Philosophy

143. A statement showing the number of students in the different faculties during the past 3 years is given below for each of the Universities :—

<i>University of Ceylon</i>	1960	1961	1962
1. Arts and Oriental Studies ..	1,686	3,111*	2,619†
2. Law ..	30	28‡	21§
3. Science ..	579	972	872
4. Engineering ..	249	191	232
5. Medicine ..	1,068	975	1,236
6. Agriculture and Vet. Science ..	37	40	99
7. Dental Surgery ..	35	36	37

<i>Vidyalkankara University of Ceylon</i>	59/60	60/61	61/62
1. Languages ..	198	257	334
2. Buddhism ..	36	63	50
3. Arts ..	145	182	243
4. Philosophy ..	55	36	27

<i>Vidyodaya University of Ceylon</i>			
1. Languages ..	180	182	255
2. Buddhism ..	207	163	207
3. Arts ..	268	309	338
4. Science ..	—	—	18
5. Philosophy ..	12	5	—

144. As is to be expected, the University of Ceylon, which till recently was the only national University, provides courses at a high standard in a wide variety of subjects, both professional and academic. With the inauguration of the two new Universities, the necessity for proper organisation and planning of curricula so as to ensure the best utilisation of national resources as well as teaching talent has become urgent. As stated elsewhere in this report, the sudden and hasty creation of two new Universities has resulted in the appointment of considerable numbers of both academic and executive staff far below the standard required for the efficient performance of University functions. Faculties and Departments have been created for which there are no students and courses commenced which the Universities were ill-equipped to undertake.

145. A new University cannot be expected to rise to its full stature from the very inception. It must grow and develop from small beginnings. Different Universities elsewhere while catering to basic needs, achieve eminence in different fields of study. It is our view that in Ceylon, with its limited resources, the need is all the greater for adequate measures to prevent the dissipation of public funds by unnecessary duplication and overlapping of courses in different Universities without adequate regard to the needs of the country and the availability of staff.

*692 External Students.
†6 External Students.

‡588 External Students.
§5 External Students.

146. As indicated elsewhere in this report, the solution we propose is to have in the first instance one University of Ceylon with Campuses in Peradeniya and Colombo and in due course in Jaffna. The constituent Colleges at Peradeniya can be sited in the buildings at Peradeniya. The constituent Colleges at Colombo can be sited in the buildings at Thurstan Road, Kynsey Road and Gangodawila. The constituent Colleges at Jaffna will be a new institution to be sited in a suitable building in Jaffna. Each Campus will have its own governing bodies but degrees will be granted by the University authorities which will have overall supervision of courses of study. Having regard to the urgent need to conserve public funds, to avoid unnecessary duplication of courses and to mark the best use of available teaching talent, we give below our recommendations as to how the various branches of study should, in the first instance, be distributed over the three Campuses.

Science Subjects

147. The increasing demand for Doctors, Engineers, Technologists, Scientists and Research workers to meet the growing needs of a developing country makes it necessary for the Campuses at Colombo, Peradeniya and Jaffna to provide up-to-date courses in modern Science and Mathematics, not only to provide basic knowledge for the above professions, but also to provide the Science Teachers required by the Schools, whose pupils are being prepared for admission to these courses. We recommend that, to begin with, only the Campus at Colombo should provide Honours Courses in Science and Mathematics while the Campuses at Peradeniya and Jaffna should confine themselves to the general degree in those subjects. We give below our specific recommendations in regard to the different subjects of study.

Physics

148. There should be separate departments at Colombo for Theoretical and Experimental Physics, each in charge of a Professor and courses for both the General and Honours Degree should be provided. There should be co-ordination between the departments of Theoretical and Experimental Physics and that of Applied Mathematics. The B.Sc. special degree course in Physics would include lectures on relevant subjects conducted by the Department of Applied Mathematics. The Departments at Peradeniya Campus and at Jaffna should confine themselves to teaching at General Degree level.

Mathematics

149. It is clearly important that the University should give adequate attention to the teaching of Mathematics which plays an important role in the modern World of Science and Technology. The

Mathematics Department of the University of Ceylon has not expanded appreciably since the days of the old University College. The field of Applied Mathematics has widened considerably in recent years and Universities in Europe and America have separate Departments of Pure and Applied Mathematics. We recommend that greater emphasis be placed upon the teaching of modern mathematics by establishing two separate departments of Pure and Applied Mathematics in Colombo, each in charge of a Professor, which will teach at Honours level. The Departments of Mathematics at Peradeniya and Jaffna can confine themselves in the first instance to teaching for the General Degree. In view of the wide field required to be covered by Mathematics Honours students, we recommend that in conformity with the practice obtaining in other Universities, Honours students of a sufficient standard of proficiency should not be required to spend one year following the General Science Course.

Chemistry

150. This subject is of special importance from the point of view of Agricultural and Industrial Research. We recommend that there should be three separate departments of Physical, Inorganic and Organic Chemistry in Colombo where both Honours and General Courses would be provided. There should be Departments of Chemistry at Peradeniya and Jaffna teaching only for the General Degree.

Zoology

151. This subject may be taught at General Degree and Honours level at Colombo and at General level at Peradeniya and Jaffna. It is suggested that a Readership in Entomology be created in Colombo.

Botany

152. This subject may be taught at General Degree and Honours level at Colombo and to General level at Peradeniya and Jaffna. It is suggested that a Readership in Plant Physiology be created in Colombo.

Geology and Mineralogy

153. In view of the importance of Local study and investigation of these subjects, a new Department should be created at Peradeniya at General Degree level.

Astronomy

154. In view of the growing interest in Astronomy aroused by modern developments in this field and the fact that the climate of Ceylon is especially suited for astronomical observations, we recommend that a Department of Astronomy be created at Colombo and

necessary equipment be provided. The Department of Astronomy should include provision for a Lecturer in Meteorology. In view of the extremely small number of optical observatories in equatorial latitudes the establishment of a well-equipped observatory in Ceylon would be welcomed by Astronomers the world over and there should be little difficulty in obtaining international aid for such a project.

Marine Biology, Oceanography and Limnology

155. In view of the great economic importance of the development of Fisheries in Ceylon, it is suggested that a Department of Marine Biology, Oceanography and Limnology be created at Colombo or Jaffna.

Medical Studies

156. As a step towards meeting the acute shortage of Doctors, the medical courses were shortened by one year, commencing from 1959, by enabling direct admission to the Medical Faculty on the results of a combined Preliminary and First M. B. examination for which training could be given in the Schools. A Second Medical School was commenced at Peradeniya in 1962 and it is expected that as a result of these steps, the annual output of Doctors will increase to about 270 which is considered sufficient for the needs of the country for some time to come. It has, however, been brought to our notice that the large increase in the number of medical students has resulted in the practical training and experience now received being somewhat below the standards which have been maintained in the past. In order to remedy this shortcoming we recommend that a newly qualified Doctor should, after his interne period be attached for a further period of 2 years to the Hospitals in Colombo and the bigger Hospitals in the Provinces, during which he would gain further varied experience by being attached, for periods of 4-6 months at a time, to senior Doctors in different specialities.

157. We also suggest that use should be made of senior Government Doctors in provincial Hospitals as Examiners in the examinations for medical degrees in association with Professors and Lecturers of the Medical School, so that due emphasis may be placed on the practical standards required of entrants to the Government Medical Service. We understand that there is a shortage of Anesthetists and Ophthalmic Surgeons in the Medical Department. We would suggest the introduction of post-graduate diploma courses in these subjects at the University of Ceylon. At present the Ceylon University grants degrees of Doctor of Medicine, Master of Surgery and Master of Obstetrics and Gynaecology, but candidates seem to appear only for the first of these

degrees. During the past 10 years, the University has conferred 35 degrees of Doctor or Medicine ; one degree of Master of Surgery and one degree of Master of Obstetrics and Gynaecology. It is suggested that the University should examine whether existing facilities for preparation for the degrees of M. S. and M. O. G. are adequate and take suitable remedial measures in consultation with the Department of Health.

158. It has been represented to us that the Medical Faculty has been specially favoured in regard to Professorial appointments as well as other perquisites. We find that the criticisms in this respect have not been without some justification. In view of the obvious need to keep medical teaching at the highest possible level and the fact that the Second Medical Faculty has now been opened at Peradeniya, we consider that the present number of Professorial posts is no longer excessive. We recommend that the present Professorial posts be apportioned between the two Medical Schools at Colombo and Peradeniya. When a Department at Colombo is in charge of a Professor and no associate Professor is available, financial considerations would require that the corresponding Department at Peradeniya be in charge of a senior Lecturer.

Ayurveda

159. A suggestion was placed before us that the indigenous system of medicine should find an appropriate place in the curriculum of the University of Ceylon. The indigenous system of medicine, which is also referred to as the Ayurvedic system, has found wide acceptance in this country. The College of Indigenous Medicine, the Hospital of Indigenous Medicine, the Department of Indigenous Medicine, and the recently established Ayurvedic Research Institute, are all Government institutions.

160. It was argued that unless and until this system finds a place at University level and the Diplomas or Certificates issued by the College of Indigenous Medicine to successful students at the end of their course are recognised as equivalent to the medical degrees of the University of Ceylon, the College would not attract the best talent, and that the Ayurvedic system of medicine would not progress as it should. There is merit in that view but we feel that, it will be necessary, in the first instance, to raise the qualifications and to improve the conditions of service of the academic staff of the College and of the Hospital before they can be absorbed into the University or before its Degrees or Certificates can be recognised at University level.

As an initial step, we recommend that the Ayurvedic Research Institute be brought within the framework of the National Institute of Research which we are suggesting elsewhere in this Report.

Agricultural Studies

161. The Faculty of Agriculture and Veterinary Science is located at Peradeniya. There has been considerable criticism of the courses of study provided by the Department of Agriculture and of the graduates turned out by it. It has been alleged by the members of the teaching staff as well as outsiders that having regard to the overwhelming importance of agriculture in the economy of the country, the University authorities have shown little interest in organising the Department on a planned programme of development with clearly defined objectives. It has been stressed that the course of training at present provided lacks the necessary emphasis on the practical aspects of agriculture in relation to local conditions.

162. We consider it of great importance that the courses for agricultural graduates should, as suggested by the International World Bank Mission, "combine sound academic training and realistic practical experience". Special attention should be paid to the practical problems of the Ceylon agriculturist, to our own plantation crops and to local soil and climatic conditions. The University should give its students a first hand knowledge of practical farming and for this purpose, should set up its own farms in the low country, upcountry and the dry zone. It should also come to an arrangement with the Government and the Tea, Rubber and Coconut Research Institutes for the students to have short resident courses at selected Government Farms and at these institutions as part of their practical training. Courses in Climatology and Agricultural Extension Methodology should be included in the degree courses. There should be close collaboration between University Teachers and the officers of the Agricultural Department. It is very desirable that senior officers of the Agricultural Department should be invited to serve as Visiting Lecturers of the University so that the students may be kept in touch with the current problems of the practical agriculturist in Ceylon. We have noted in this connection, a regrettable tendency on the part of the University administration to pay scant regard to the considered views of teaching staff on matters concerning their own Departments of Study. The successful functioning of a University demands the closest collaboration between the administration and the Faculties, and a more liberal interpretation of the Faculty's functions and an unwritten convention to accept each Faculty as the advisory authority in its own special field would be essential requirements for the proper growth of the

University and the maintenance of its standards. We consider that an administration would be failing in its duty if it does not make a serious effort to build up such traditions.

Veterinary Studies

163. We note that although the Department of Veterinary Science possess a well equipped laboratory and a full complement of trained staff, the number of students following this course is relatively small. We suggest that action should be taken to popularise this course by offering scholarships and other inducements to prospective students.

Engineering Studies

164. The Faculty of Engineering is sited at Colombo. A decision to transfer this Faculty to Peradeniya was taken after considerable controversy, against the considered advice of the Dean, and buildings at Peradeniya are expected to be ready for occupation in July 1964. The number of admissions into the Faculty which stood originally at 25 was increased to 60 in 1957. In 1962 the number was increased to 100 without, we understand, any consultation with the Dean or the Faculty. There was, however, no increase in teaching staff, although the fourfold increase in students requires more staff for Tutorial and course work. The Dean of the Faculty of Engineering brought to our notice that although the present staff was inadequate to cope with the intake of 100 and the Laboratories and Workshops at Peradeniya have been designed to accommodate 40 students, the Vice-Chancellor was proposing to increase the intake this year to 150. He urged that this would be a grievous mistake and would destroy the high standards attained by his Faculty and thus jeopardise recognition of our Engineering Degree by Engineering Institutions abroad.

165. When this matter was taken up with the Vice-Chancellor, he informed us that the question of the numbers to be admitted to any Faculty was not the concern of that Faculty, and that, once the decision was made, if further staff was needed, the Faculty could ask for it. We regret we do not agree with this view. We consider that before contemplating large increases in intake, the views of the Faculty should be obtained, and the full implications of such a step examined. As stated in paragraph 162, we consider it essential that a convention should be established of giving the fullest consideration to the views of a particular Faculty or Department before taking a decision upon any matter which materially affects it. Before taking a decision to make a substantial increase in the intake of Engineering students, we consider that the University should have before it, among other data, a carefully prepared estimate of the employment potentialities of Engineering graduates during the next 10 years, having regard

to the requirements of Government Departments, Corporations and the private sector. So far as we are aware, no authoritative statistics on this subject are yet available, and it would be, in our opinion, most unwise to make a large increase in the intake of Engineering students before being fully satisfied that suitable employment within the Island would be available for the graduates turned out. We do not agree with the Vice-Chancellor's view that the prospects of employment are immaterial as Engineers were "an exportable commodity". We see no reason why the Government should spend money on the production of Engineering Graduates for export to other countries, when such money could be more usefully employed in technological education at the intermediate grades in our country.

166. A matter which appears to have escaped the attention of the University authorities is the fact that Engineers trained from the start in Industry through apprentice schemes are equally necessary side by side with University graduates for manning the profession. Having regard to the comparatively high percentage of failures in the Engineering Faculty, and the complete frustration experienced by those who fail, it appears far more satisfactory to admit only the very best candidates, and allow the rest to seek "on the job" training in Industry, where, even if they do not finally succeed in obtaining professional qualifications, they would continue in employment in intermediate grades. A scheme for the training of Engineering Apprentices on a "sandwich" basis was proposed by a Committee appointed in 1959 by the Minister of Agriculture and Lands. Under this scheme periods of practical "on the job" training alternate with periods of full-time attendance at a central institution. We consider that this scheme should be brought into force without delay, and that any increase in the intake of Engineering students at the University should take into account this alternative scheme of training.

167. We consider it unsatisfactory that in spite of the very large increase in the intake of students to the Engineering Faculty since 1942, the numbers of teaching staff had not been suitably increased, and we recommend that early action be taken to remedy this deficiency. We were informed by the Dean of the Faculty of Engineering that there is only one Lecturer in Mathematics to do the entire teaching for Engineering students in spite of the large increase in numbers. In view of the specialised nature of the mathematical training required by Engineers, we consider it more satisfactory for the Faculty of Engineering to follow the practice in large Engineering Schools elsewhere, and have its own Department of Mathematics. Having regard to the existing number of students, and the need for adequate tutorial classes we recommend that the Mathematics staff be increased from 1 to 4.

168. We have examined the case for and against the location of the Engineering Faculty at Peradeniya and have considerable misgivings about the wisdom of the final choice. The decision is now irrevocable. We recommend that no further extensions be undertaken at Peradeniya and that if at a future date, a second Faculty of Engineering becomes necessary or new Departments such as Chemical Engineering, Marine Engineering, Sanitary Engineering, Hydraulic Engineering and Aeronautical Engineering are required, they should be sited in Colombo.

Architecture

169. We were told by the Chief Architect of the Public Works Department that a degree course in Architecture at the University would induce a greater interest in the study of this subject and also enable the country to meet its requirements of fully qualified architects in the Government as well as the private sector. A scientific study of Architecture, and research into building design with special reference to the requirements of health and comfort in our climatic and social conditions has never been undertaken. The Professor of Architecture of the University of London, with whom we had the advantage of a discussion has also stressed the great value of a University training for the modern architect. We agree and recommend that a school of Architecture leading to the degree of B.Sc. (Architecture) be set up in Colombo with provision for a two year post-graduate course.

Estate Management

170. The Ceylon University does not at present offer any scope for students in Estate Management and those desirous of obtaining a degree in Estate Management have to proceed to Britain for the purpose. A degree in Estate Management is a recognised qualification in Britain for posts in the field of Valuation, Land Administration, Forestry, Agriculture, Town Planning, Estate Agency, etc. In a country like Ceylon, whose economy is so vitally dependent on land use, it is essential that the University should have a Department of Estate Management which would provide studies leading to a local degree in Estate Management so that those who are called upon to administer, guide and control the use and development of land, whether in the Government or the private sector, will have the benefit of the wide and comprehensive training which a degree in Estate Management provides. We recommend the creation of a Department of Estate Management providing courses for the degree of B.Sc. (Estate Management) at Colombo.

Public and Business Administration and Commerce

171. A course for a degree in Commerce has been commenced at the University of Ceylon, Peradeniya and a course in Public and Business Administration at the Vidyodaya University. We are of opinion that there should be a single Department of Commerce, Public and Business Administration located at Colombo granting degrees in Public and Business Administration as well as Commerce. It is desirable that lectures in Local Government should be included in these courses. We received representations that in the selection of students for these courses, the Universities should give preference to candidates who have studied Commerce subjects at School. We consider this a reasonable request.

Law

172. The Faculty of Law is now situated at Peradeniya. We are of opinion that a more suitable location for this Faculty would be at Colombo where the presence of the Law College and the Law Library would be great advantages to the Law students as well as the Faculty. The services of leading lawyers as Visiting Lecturers would also be more readily available if the Faculty were located in Colombo. The courses in Law necessary for the degree in Estate Management, Commerce, Architecture, Public and Business Administration and for students interested in Local Government Law and Elections Law could also be conveniently undertaken by the Lecturers of the Law Faculty. Apart from this it may be possible for the University authorities to come to some arrangement with the Law College by which Advocate students could follow concurrent courses at the University and Law College and qualify for registration a year earlier than is possible at present. We recommend that there should be a single Faculty of Law situated at Colombo.

Arts Subjects

173. We consider that the emphasis on the study of Arts subjects at Honours and post-graduate level should be shifted to the Campus at Colombo where the buildings at Gangodawila could be made use of to site the Arts Faculty. The pressure of admission to the Arts Faculty at Peradeniya has been exceptionally heavy and the creation of a strong Honours School at Gangodawila will divert a good portion of those students to this Campus, thus relieving pressure on existing staff and helping to reduce the over-crowding in the Halls of Residence at Peradeniya. We deal more specifically in the following paragraphs with the distribution of the various Arts subjects between Colombo, Peradeniya and Jaffna.

Arabic

174. As the numbers reading Arabic are comparatively few, duplication of this Department is not considered necessary. Teaching of this subject at General Degree level could be carried on in a sub-Department at the Colombo Campus.

English

175. The intensive courses in English that are conducted for the benefit of the Swabasha medium students do not appear to have yielded the desired results. Instances have been cited where this category of students has resorted to memorising English lecture notes. This only indicates that the standard of English of these students is inadequate to enable them to read, and understand, or to express themselves clearly in that language. Drawing up of a general course in English for Swabasha Medium students is therefore of considerable importance, and it should rightly be the responsibility of the Department of English. We recommend that Departments of English be set up in all three Campuses—Peradeniya, Colombo and Jaffna.

Sinhala

176. The reluctance shown by the new Universities to teach modern Sinhala has formed the subject of comment. It is alleged that this indifference is due to a feeling that graduates of the Ceylon University at Peradeniya have been pioneers in this field of literature. In a period where intense activity is witnessed in the fields of Literature, Drama and Art, due emphasis should be given to the study of Literary Criticism, Comparative Art and Aesthetics which would form subjects in Modern Sinhala. Honours and post-graduate courses in Sinhala should be provided for in Colombo and Peradeniya Campuses.

Tamil

177. The Campus in Jaffna should be developed to form the Centre of Tamil Learning. Steps may be taken to transfer the Department of Tamil to the Campus at Jaffna. All instructions at the University in the Tamil medium should thereafter be confined to that Campus.

Hindi, Chinese, German, Russian and French

178. These and other languages can conveniently be taught at the Colombo Campus as personnel from the various Embassies and Legations could be employed as Visiting Lecturers, where considered necessary.

Western Classics

179. As the number of students reading Western Classics is decreasing gradually, a separate Department for Western Classics will perhaps not be essential. While recognising the importance of the study of these subjects we feel that this could be provided for in a Faculty of Arts and Social Sciences under a sub-Department at Colombo in charge of a Reader or a Senior Lecturer.

Pali, Sanskrit and Prakrit

180. We feel that the teaching of these languages should be centred at the Colombo Campus to avoid duplication of staff and Library facilities.

Buddhism, Theravada, Mahayana, Sutta, Vinaya, Abhidhamma, Buddhist Culture, Buddhist Civilization and Buddhist Philosophy

181. The two new Universities have divided the subject of Buddhism into numerous sections as listed above. There seems to be a certain amount of overlapping in these courses and we feel that since all these subjects relate to one field of study the number of such divisions should be reduced with a view to economy. These subjects and the Languages—Sinhala, Pali, Sanskrit and Prakrit—should be under a Faculty of Buddhist studies at the Colombo Campus.

History

182. It appears that the University of Ceylon has not yet given sufficient recognition to the teaching of Ceylon History. Western History, and Indian History appear to have been given greater prominence. We feel that there should be separate Departments for Eastern History and Western History. Indian History could be included under Eastern History and more emphasis given to Ceylon History by making it a sub-Department in the Department of Eastern History. We expect that the shifting of the Government Archives to Gangodawila will be of benefit to students of Ceylon History. Both these Departments should be at the Peradeniya Campus and there should be second Departments of Eastern History at Colombo and Jaffna Campuses.

Geography

183. The contribution made by the University to the study of Ceylon Geography is not very encouraging. We feel that the University should do more work in this field and that Geography should be taught at Peradeniya, Colombo and Jaffna, special attention being given to Ceylon Geography.

Drama, Music and the Fine Arts

184. We have received from many quarters representations suggesting the establishment at the University of a Département of Fine Arts. The Government College of Fine Arts has been in existence for some time. The impetus and encouragement given to cultural matters by Government and the public in recent years has resulted in the establishment, in various parts of the Island, of many Schools of Art, some of which are associated with individual artists or with different forms of Art, Music or Drama. There are, in addition, the "Kalayathanas" that are recognised by the Department of Cultural Affairs. The standards of training at these centres vary very considerably.

185. This interest is Island-wide, and is not confined to any class or race. The University of Ceylon had, on its own initiative, considered a few years back, the introduction of a Faculty of Fine Arts at Peradeniya, and for that purpose appointed a special Committee in 1958 to report on the matter. We quote the following comment from the report of that Committee :—

"For the last several years the country has been witnessing an awakened interest in the Arts, and it is felt that at this stage the University should play its part in giving this interest the encouragement as well as the direction that it seems to need. Hence it is suggested that courses of studies be started at the University, so as both to improve the general level of understanding and appreciation of the Arts among the people, as well as to prepare the ground for creative work by performing the research and systematization which the indigenous Arts are very much in need of. In the beginning, at least, the study of the Arts at University level may be largely devoted to their history, theory and appreciation, such as may promote their understanding as part of a broad liberal education, except in so far as a certain degree of practical training and demonstration would be necessary for their theoretical appreciation. It is hoped that the fuller development of these studies at the University will ultimately lead up to the establishment of a School of Fine Arts, Music and Drama."

186. We are in general agreement with that view. Apart from providing instruction and facilities for research in fields where scope for original work is great, inclusion of these subjects in the University curriculum would generally help to promote the appreciation of Art, and Art forms and raise the status of the artist.

187. We also examined, in this connection, a suggestion that the College of Fine Arts be recognised as a College of the University. There was general agreement that the present standards of admission and of teaching at this College did not warrant such a step. We were told that measures were being taken by the Department of Cultural Affairs to expand the activities of the college, to bring within its control and guidance the several "Kalayatanas" in the districts, and to raise the standards of admission and of instruction at the College. It appears, therefore, premature to consider the setting up, at present, of a separate Faculty of Fine Arts, or the inclusion of this College within the University.

188. Recognition should, however, be given to the Fine Arts at the University without delay. We recommend that a start be made at sub-Department level with a series of lectures on selected aspects of Art, under the guidance of a qualified Reader, Lecturer or Professor in the Faculty of Arts. In course of time, this may develop into a Department or a Faculty and perhaps break away to form a separate University of Fine Arts.

189. We may refer, in this connection, to a request that has been referred to us, made to the Hon. the Prime Minister by a Member of Parliament, for the conferment of University status on the Viswakala Institution at Piliyandala, of which he was the founder Manager. We visited that institution, and observed the efforts made by him to develop the indigenous Arts and Cottage Industries. The educational background of the students, the qualifications and competence of the teachers, and the general atmosphere of the institution were, however, far removed from our concept of an institute of higher learning. We are aware of other Schools of Art of better standing, but it is far too premature to consider any of them for recognition at University level.

Economics

190. The study of this subject is of great importance in the modern world, and it also forms part of the course in Commerce, Business Administration, and Estate Management. We recommend that the Department of Economics should be sited at Colombo, so that the services of the Lecturers in Economics could be utilised in the Departments of Commerce, Business Administration and Estate Management as well. A sub-Department at Peradeniya should be sufficient to cater for the students offering Economics for the General Degree.

Archæology

191. This subject is of considerable value from the cultural angle. Although there is a Research Professor of Archæology at present, the subject does not appear to be a very popular one. We suggest that a sub-Department of Archæology be located at Peradeniya, under the Department of Eastern History and that steps be taken to achieve greater co-ordination with the work of the Government Archæological Department.

Education

192. This Department should continue to be sited at Peradeniya. In view of the urgent need for properly trained teachers, the numbers admitted to the Diploma in Education course should be increased and arrangements made to start a practising school at the Campus where the teacher-trainees could gain practical experience.

Philosophy

193. This Department should be sited at the Colombo Campus and should cover both European and Modern Philosophy as well as Asian Philosophy.

Sociology

194. This subject does not appear to have received sufficient attention and we suggest that the Department be expanded to take in all aspects of this important branch of study. The Department should continue to be sited at Peradeniya.

Ethnology and Anthropology

195. A sub-Department of Ethnology and Social Anthropology should be established at Peradeniya and placed under the Department of Eastern History.

General

196. As stated in paragraph 146, the above recommendations have been influenced by the need to conserve public funds, to avoid unnecessary duplication of courses and to make the best use of available teaching talent. Any practical difficulties which may arise in connection with particular courses of study will no doubt receive the special consideration of the University authorities and the Grants Commission.

CHAPTER IX

STANDARDS OF TEACHING AND EXAMINATIONS

197. Under item (f) of our terms of reference, we were required to report on the steps that should be taken to effect and maintain a high standard of teaching in each of the three Universities, and to establish a uniform standard in the examinations conducted by such Universities.

The Quality of Teachers

198. The standard of teaching at a University must necessarily depend on the quality of its teachers, and the spirit which animates them in the discharge of their duties. It is better that a University should not undertake to teach a particular subject at all, if really competent teachers cannot be secured, rather than employ mediocre or indifferent teachers. Although the selections to the academic staff of the University of Ceylon may not, in some cases, have been entirely above criticism, it cannot be denied that, on the whole, the existing staff of the University is of sufficiently high quality. The same cannot be said of the two new Universities where (for reasons indicated elsewhere in this Report) the high qualifications required by the Ceylon University for its staff have not been insisted upon. One of the first steps necessary to maintain a high standard of teaching at an institution of University standing would be to insist on a First or a good Second Class Honours Degree in the particular field of study to which a teacher is being appointed. The absence of such a first degree should only be compensated by good post-graduate qualifications. Those who do not possess these qualifications should be discontinued as soon as suitable qualified substitutes can be found.

Teachers from Overseas

199. We wish to stress in this paragraph the great benefit that would accrue to the University, and the effect it would have on the maintenance of high standards of teaching and research, if there is a definite scheme by which scholars from Universities abroad are offered posts of Visiting Lecturers in Ceylon for spells ranging from one or two terms to two years. Senior Professors and Lecturers from abroad would be able to serve as Visiting Professors for one or two terms, while younger men who have perhaps just obtained a Research Degree may wish to serve as Visiting Lecturers for one or two years. It may be that some Universities may accept our own Lecturers for

short periods on an exchange basis. We recommend that the scheme outlined above be introduced, and the necessary budgetary provision made. Such an arrangement would diminish any tendency to insularity among our University staff, improve standards of teaching and research, and enable the staff of our Universities to keep in personal touch with Universities abroad.

Research

200. The frontiers of knowledge are continually advancing, and it is essential for a University teacher to keep in constant touch with the latest developments in his subject by engaging in research himself, maintaining personal contact with eminent scholars abroad, or reading the latest journals on his subject. The greater the proportion of University teachers actually engaged in research, the higher will be the standard of teaching, and the sounder the quality of its graduates.

201. Considerable criticism has been directed against the University of Ceylon on the subject of research. The main criticism of substance has been that during the twenty years of its existence, the University has made no significant contribution to research, that any research carried out has had little, if any, relation to problems affecting the culture and economy of our own country, that unnecessary expenditure has been incurred in sending Lecturers abroad to undertake research which could better be carried out in Ceylon, and that University teachers cease to have interest in research on obtaining the minimum qualifications necessary for confirmation in their posts.

202. On behalf of the University, it has been contended not without justification, that the minimum library and other facilities for research are practically non-existent, that the University has so far been mainly a teaching institution and that heavy teaching and examination duties leave little time for a University Lecturer in Ceylon to devote to research. There is evidence that apart from the research conducted by University teachers to obtain confirmation in their posts, there is now a greater realisation of the need for research and a conscious effort on the part of some, at least, of the University teachers to make their own contribution to knowledge.

203. We regret, however, to observe that the University authorities themselves have shown no particular anxiety to foster research within the University or to give opportunities and encouragement to those teachers who wish to engage in research. In fact we were surprised to learn that the University Board of Studies and Research hardly meets. We feel that the time has come when the University should recognise the promotion of scholarship and research as one of its primary aims

and should take all suitable steps to encourage, and facilitate this object. In all Departments of study where there is a heavy load of teaching and examination work, those showing a special aptitude for research should be relieved of excessive hours of teaching. Outstanding research workers should be appointed to posts of Readers irrespective of seniority. The creation of Research posts as opposed to Research-cum-Teaching posts should be given consideration. Sufficient weightage should be given to quality and output of research in considering appointments to posts of Professors and Heads of Departments. Books, Journals and equipment required for research should be made freely available. A number of post-graduate fellowships and studentships should be established.

Probationary Assistant Lecturers and Research

204. We are not in entire agreement with the views expressed by some witnesses that the practice of sending Probationary Assistant Lecturers abroad to obtain a research degree should no longer be continued. In the case of certain branches of study such as Sinhalese Language, Literature, Buddhist Philosophy, Ceylon and Indian History, where material for research is available in this country itself, and teachers trained abroad in research methods are now available, we accept the view that Probationary Assistant Lecturers could work for their first Higher Degree in this country itself. But the position regarding Science, Mathematics, Medicine and Engineering is completely different. We consider it extremely important that until such time as the Ceylon University is internationally recognised for its research, young University teachers in these subjects where knowledge is advancing rapidly should be sent for research to well known Universities abroad so that they will not only receive the mental stimulus and inspiration of collaboration with scholars and scientists pre-eminent in their own fields, but will on their return be able to continue working on similar lines and inspire their own post-graduate students with sound traditions of research, broaden their vision and enlarge their intellectual horizons.

205. Having regard to the criticism that most of the research work done in the past, has not been particularly oriented to the needs of the country, we recommend that for the next few years, the University should encourage research on problems peculiar to Ceylon in the fields of agriculture, industry, economics and health. In this respect the example of the University of Benares might well be followed, where, we understand that, apart from research at post-graduate level into purely local problems, even in under-graduate teaching a good

deal of practical work in the field is required to be done on local development projects under the supervision of University teachers. We recognise, however, that knowledge cannot be fettered by parochial or geographical boundaries and that basic research in the Sciences and Mathematics should be given its due place, as the international standing of a University will be judged mainly by the contribution its research workers make to fundamental scientific knowledge.

University Board of Research

206. One of the reasons given for the low output of research has been the lack of funds, and the absence of any encouragement on the part of the authorities, to those wishing to pursue research. The promotion of research and the training and production of research workers being matters of such vital concern to the University as well as the State, we can no longer afford to allow them to fend for themselves. A generous allocation of funds, proper planning, organisation and control, careful consideration of priorities are matters needing urgent attention. We recommend the setting up of a University Research Board which would supervise and co-ordinate the research work of the various Faculties, allocate grants for approved research projects, decide on the creation of purely research posts, and generally be responsible for the promotion of research in the University. A block vote should be set aside annually by the University for this Board which would allocate funds for various research projects. The Board should have its own Secretary, preferably a member of the academic staff, functioning in an honorary capacity, with full time clerical assistance. The Members of the Board should be drawn from all the Campuses.

Attendance at Seminars and Conferences

207. Periodical visits by University teachers to Universities abroad for purposes of attendance at Seminars and Conferences are of great value in the maintenance of high standards of teaching. We consider it most desirable that every facility and encouragement should be given by the University for members of the teaching staff to attend Seminars and Conferences abroad. We recommend that special provision be made in the annual Budget for this purpose.

Medium of Instruction

208. It is generally agreed that swift changes in the medium of instruction at the University must necessarily have an adverse effect on the standards of teaching, if only for a limited period. The degree to which standards would fall, and the length of time required to restore normal proficiency would vary with the particular subject.

Having regard to the fact that practically the entire staff of the University of Ceylon has qualified through the medium of the English language, and that the large majority would find it almost impossible rapidly to acquire a high standard of ability in Swabasha, it is our opinion that any attempt to stampede the University into teaching all subjects at all levels in the Swabasha medium at an early date would be a grave error. As regards the two new Universities, which are still in their infancy, the quality of most of the teachers is so poor that except in those subjects such as Buddhism and Oriental Studies for which they are well equipped, a radical overhaul will be necessary if the country is not to be flooded with poor quality graduates.

209. In India, the patriotism of whose leaders has never been in doubt, English is still the medium of instruction in the Universities, and some Universities which attempted the use of Swabasha have switched back to English. While accepting the position that the national language must, at the earliest convenient date, become the medium of instruction in the Universities, we feel that if standards of teaching are not to deteriorate beyond redemption, the decision as to when the time is ripe for a particular subject to be taught efficiently in the national language must be left to the appropriate University authority. We would add that a world language should, in our opinion, be a compulsory second language for all those who aspire to University education. For historical reasons, that language must necessarily be English. The high reputation which our scholars have achieved abroad in the past, and the fact that most of them have proved second to none in the foreign Universities where they studied are largely due to the excellent knowledge which they possessed of a world language—a knowledge which threw the doors wide open to the vast repositories of learning to which only a world language can provide access. It would be a sad day for future generations of Ceylonese scholars if, as a result of a mistaken sense of national pride, those doors should be closed for ever.

The Processes of Teaching

210. The processes of teaching such as lectures, tutorials, seminars and practical classes are largely matters for the Departments concerned and its teachers, and the standards attained will mainly depend on the quality of the staff. We refer to this matter only from the point of view of lecture-hours and the student-teacher ratio, as it was represented to us that some Lecturers in the University of Ceylon were over-burdened with teaching work, and that in some Departments, the student-teacher ratio was too high for effective tutorial

work, and in the case of medical students for satisfactory clinical teaching. We understand that in some Departments the number of students in a tutorial class may be as high as 40 and that the number of medical students attached to a Lecturer in a ward class may be as many as 30, both of which figures are considered unduly high.

211. This state of affairs is due to sudden large increases in the intake of students to particular courses of study in the University without prior examination of staff requirements, and the availability of finance and of trained personnel. We consider it most important that if high standards of teaching are to be maintained, increases of intake into Departments should not be made in an arbitrary or haphazard manner, but should be carefully planned in close consultation with the Departments concerned.

212. We were also told that the number of lecture-hours assigned to some teachers was too high to enable them to have time for research. Earlier in this chapter, we have stressed the importance of research in the maintenance of teaching standards and we need only repeat here that those teachers who wish for opportunities to do research in approved fields should be given a lighter load of teaching hours to enable them to pursue their researches.

213. The defects referred to above can only be remedied by increasing the staff or reducing the intake of students. We recommend that both these possibilities be explored when the re-organisation which we propose in this Report is effected.

Examinations

214. The evidence we received on the subject of examinations showed considerable diversity of opinion. One point of view put forward was that any proposal to bring all University examinations in the country to one level was quite out of step with University traditions and that if any levelling is needed it should be in the matter of minimum examination standards. A majority, on the other hand, favoured the establishment of a common Board of Examiners to be drawn from the academic staff of the three Universities, both for admission as well as degree examinations. Others contended that the number of failures was too large and suggested the lowering of examination standards. The standard of examinations conducted by the two new Universities was criticised on the ground that the academic staff was incompetent and unqualified.

215. It was generally recognised that the standard of the examinations of the University of Ceylon was comparable with those of the best Universities abroad, although allegations of favouritism and victimization in some Departments were not wanting. Attempts were made to infer from an analysis of certain examination results, that undue partiality had been shown to particular communities, religious denominations, etc. The results of such analysis can be misleading, and we are not convinced that such discrimination exists. There is, however, evidence that the fear of discrimination in the matter of awarding classes in certain Departments, based on adherence to political ideologies, does exist. We consider this most unhealthy, and have dealt with the matter in paragraphs 240-242 of this Report.

216. It was also brought to our notice that some Departments were too strict or capricious in awarding "classes", with the result that students who had done very good work throughout their University career and were regarded as very good students sometimes failed to get a class in their Final examinations, with adverse effects on their future prospects of employment. We find that the class lists in Arts, General Science, Engineering and Mathematics show a fair proportion of First and Second Classes. There is, however, some substance in the representations made, in regard to the Special Degree Examination in certain Science subjects, and the examination for Medical degrees. First Classes in the former examination are rare in some subjects and Second Classes are few. The explanation offered was that the best students opted for Engineering and Medicine, so that the standard of students admitted for Biological and Physical Sciences was not generally very high. This explanation, which appears to be acceptable so far as the Science results are concerned, does not fit in with the observed results in the Medical Faculty, where First Classes seem extremely rare, although the best students opt for Medical Courses.

217. The latest pass list of 63 successful candidates at the Final Examination for Medical Degrees showed 29 Second Classes, 7 with Distinction, but not a single First Class. For a Faculty which attracts the best students and employs the largest number of Professors, the failure to produce a single First Class graduate is not a matter for complacency. We were told that the Second Class standard was quite high, and that in fact, one of the students who had been placed in the Second Class, had later won the Hallet Prize for coming first among Eastern candidates at the Primary F. R. C. S. examination. It appears to us that a system of assessment of examination performance, in which this can happen, needs overhaul, and we recommend that the matter should be reviewed by the Senate. A system of

scaling of marks, so that, of the 29 who reached the Second Class, at least 6 would normally have been placed in the First Class, should we think be adopted. Further the question of giving a suitable proportion of marks at the Final classification, for work done and standards attained throughout the entire course, as judged by the performance in course work, tutorials, etc. should be considered. This would have the effect of limiting the effect of good or bad "luck" at the Final Examination, and allowing due credit for systematic study as opposed to last minute "cramming". We need hardly emphasise that for such a system to be effective, the teachers marking tutorials must be competent and conscientious and must satisfy themselves by suitable tests, that any written work marked, is the original work of the student.

The Steps to be Taken to Secure Uniformity

218. As regards the steps necessary to secure uniformity of standards in the examinations of the three Universities, the proposal, that there should be a single Examinations Board for the three Universities, consisting of teachers from all of them, will be automatically achieved if there is a single University of Ceylon with Campuses at Colombo, Peradeniya and Jaffna, as recommended by us elsewhere in this Report, as an interim measure.

CHAPTER X

ACADEMIC AND NON-ACADEMIC STAFF

219. In this chapter we deal with the various matters concerning the academic and non-academic staff of the Universities which are referred to in items (b) and (h) of our terms of reference. The salary scales of lay members of the staff of the two new Universities, both academic and non-academic, are generally the same as those of the corresponding grades in the University of Ceylon, and the provisions of the law governing appointments to the two new Universities are similar to those in the Ceylon University Ordinance No. 20 of 1942. We did not receive any representations of importance relating to the matters dealt with in this chapter, regarding the new Universities, except strong criticism of the quality of candidates selected for appointments and the manner of their selection, which we refer to in Chapter V, and adverse comments regarding the acceptance of remuneration by bhikkhu teachers and officers, which we discussed in Chapter IV. In view of the new University set-up which we propose, the recommendations we make in this chapter, although considered in relation to the existing University of Ceylon, will be applicable to all appointments in the three Campuses of the reorganised University of Ceylon or future independent Universities.

Academic Staff—University of Ceylon

Salaries and Conditions of Service

220. The permanent academic staff of the University consists of the Professors, Readers, Lecturers, Grades I and II and Assistant Lecturers. The present salary scales of the different grades are as follows :—

- Professors—Rs. 15,000—4 of 600 & 4 of 900—Rs. 21,000 p. a.
- Readers—Professional Grade—Rs. 11,760—4 of 480 & 3 of 600—Rs. 15,480 p. a.
- Readers—Rs. 11,280—4 of 480 & 3 of 600—Rs. 15,000 p. a.
- Lecturers, Grade I—Professional Grade—Rs. 9,360—480—Rs. 14,160 p. a.
- Lecturers, Grade I—Rs. 8,880—480—Rs. 13,200 p. a.
- Lecturers, Grade II—Professional Grade—Rs. 6,960—4 of 360 & 1 of 480—Rs. 8,880 p. a.
- Lecturers, Grade II—Rs. 6,600—360—Rs. 8,400 p. a.
- Assistant Lecturers—(transitional scale)—Rs. 5,160—360—Rs. 6,600 p. a.
- Probationary Assistant Lecturers—Rs. 5,160 p. a.

Professors in the Medical Faculty, the Faculty of Veterinary Science, the Faculty of Law and the Faculty of Engineering receive a 25 per cent increase on their salaries as a non-pensionable allowance in lieu of private practice. Since 1957, Medical men employed in the University are paid allowances varying from Rs. 100 to Rs. 750 p.m. over and above these salaries on the ground that comparable officers in Government Service receive such allowances. Professors in the Medical Faculty who receive a specialist allowance do not receive the 25 per cent increase in lieu of private practice. All teachers receive Rent Allowance, Special Living Allowance and Cost of Living Allowance on the same terms as Government Servants. With the exception of certain teachers transferred to the University from Government Service retaining their pension rights, all other University Teachers are non-pensionable but contribute 5 per cent of their salaries to a Provident Fund to which the University contributes 10 per cent.

221. We received representations from the University Teachers' Associations at Colombo and Peradeniya suggesting certain revisions in salary scales. It was urged by the University Teachers' Association, Peradeniya, that the conditions of service, salaries and other privileges of University teachers should be such as to attract and keep in the University the best brains and should compare favourably with those of the best paid public servants. It was pointed out that, in recent years, many talented young University teachers had left to obtain University appointments abroad and that the fact that University jobs abroad at greatly enhanced salaries were readily available to Ceylonese candidates, points to the urgency for a revision of salaries and conditions of service.

222. The University Teachers' Association, Colombo, drew our attention to the fact that the salary of a Lecturer in Britain was about double that of his counterpart at the Ceylon University, and suggested that the maximum in each Grade be increased, that there should be a larger number of increments in Grade II and a smaller number in Grade I, and the salary of the Assistant Lecturer Grade should not be a fixed one, but have two or three increments. The University Teachers' Association, Peradeniya, suggested the following scales of salary :—

Assistant Lecturers—Rs. 5,160—3 of 360—Rs. 6,240 p.a.
 Lecturers, Grade II—Rs. 7,440—2 of 480 & 2 of 540—Rs. 9,480 p.a.
 Lecturers, Grade I—Rs. 10,020—7 of 540 & 1 of 600—Rs. 14,400 p.a.
 Readers—Rs. 14,400—3 of 600—Rs. 16,200 p.a.
 Professors—Rs. 16,200—2 of 600 & 4 of 900—Rs. 21,000 p.a.

223. There can be no question that if the University is to fulfil its functions adequately, it should be able to attract to its staff the best available talent in each particular field of study. It does not, however, follow that salaries and conditions of service should be correlated to those prevailing in other countries or be such as to draw away the best people from other avenues of employment in the country, the needs of which may be of equal importance. We have no doubt that the country has produced, and will continue to produce men and women who have attained distinction in their chosen field of study and are content to become University teachers in a spirit of dedication to the advancement of knowledge and the service of youth without thought of monetary reward. But such people are rare, and however dedicated a University teacher may be to his calling, he cannot afford to ignore the stern necessities of life and the responsibilities of his home and family. We therefore, accept the view that the salary of a University teacher should compare favourably with those of the superior grades in the Public Service and should enable those who enter the University Service to maintain comparable standards of living. At the same time it must not be forgotten that while a University teacher enjoys the tranquillity of congenial work in one's chosen sphere, a public servant is often transferable from place to place and subject to the many stresses and strains of official life.

224. We believe that in fixing the broad pattern of the salary structure of the University Teachers' Service, the above considerations have already been given due weight, and that changes which may now be necessary in these salary scales should, in general, conform to the existing framework. Major changes in salary scales should, in our opinion, follow a general review of salary scales in the Public Service, and should be attuned to any revision which is adopted in the case of Public Servants. We have given careful consideration to the representations made in respect of salaries of University teachers and give below our recommendations which may be implemented without awaiting a general revision of the salaries of Public Servants :

Professors

We are of the opinion that the maximum salary of a Professor which is the same as that of the highest grade of the Administrative Service should be maintained at that level. The present maximum salary is Rs. 21,000 p. a. and until this maximum is revised in respect of the Administrative Service, it should not be altered. It has been brought to our notice that as there are a very large number of young Lecturers, many of whom are of the same age group, and a very limited number of Professorial posts, prospects of a Lecturer, however

brilliant he may be, rising to the rank of Professor are negligible, and the competition for vacant chairs is so intense and acrimonious that the work of the Department and the interests of the students tend to suffer. It has been suggested that to avoid the frustration and disappointment now experienced, there should be a certain number of Associate Professors who are not Heads of Departments but receive the status of Professor solely on academic distinctions and length of service. We accept this suggestion and recommend that there should be two Grades of Professors—Grade I on a scale of salary of Rs. 16,200—8 of 600—Rs. 21,000 p.a. and Grade II on a scale of salary of Rs. 15,000—6 of 600—Rs. 18,600 p. a. We suggest that Grade I should normally be the scale for Heads of the more important Branches of study, and Grade II for Heads of less important Branches of study, and for Associate Professors. A Head of a less important branch of study who has reached the maximum of Grade II may be considered for a merit promotion to Grade I. The quality and quantity of research work done should be the chief criterion for selection to Professorial rank.

Readers

A Readership should, we feel, be primarily a research post. The Reader should only have a small load of teaching work but should concentrate on his own research and on guiding and supervising post-graduate students. In appointment to the Reader's Grade, research ability as shown by outstanding research achievements should be the main criterion. The quality of the research papers published must be judged by competent people from Universities abroad. Readerships should only be granted to distinguished and competent scholars, and not as a matter of course to fill an existing vacancy. The salary scale of Rs. 14,400—3 of 600—Rs. 16,200 p.a. recommended by the University Teachers' Association is presumably fixed on the footing that this will be a normal avenue of promotion on seniority for a Lecturer, Grade I. Our Scheme, however, envisages appointment on merit alone, and as such we feel that the scale of Rs. 11,760—3 of 480 and 4 of 600—Rs. 15,600 p.a. is adequate.

Lecturers Grades I and II and Assistant Lecturers

A large number of University teachers will belong to these grades and will have no prospect of going above the maximum of the Grade. The combined salaries of these grades should be such as to provide a reasonably attractive career to the prospective University teacher.

Methods of Recruitment and Training

225. The present method of recruitment to the teaching staff is to select young graduates who pass out with a First Class Honours or a good Second Class for appointment to the Grade of Probationary Assistant Lecturer, and after two years of satisfactory teaching work, send them abroad on two years' study leave to obtain a research qualification. At the end of two years, an extension for a third year is given if necessary and the Assistant Lecturer who has by then obtained a Ph.D. or equivalent qualification is appointed to the minimum of the scale of Lecturer Grade II. Often the Assistant Lecturer is not sent abroad in two years owing to the difficulty of releasing him or his own difficulty in obtaining a place at a University abroad. In the result, the teacher is kept on probation for as long as 5 to 7 years and also remains on a fixed salary of Rs. 5,160 p.a. during this period.

226. We do not consider the present method of recruitment to be altogether satisfactory, as it tends to restrict the University staff to its own graduates and shuts out those who have obtained good Honours degrees in other Universities or done post-graduate work abroad on their own, thus denying the University the benefit of a new outlook and approach to undergraduate teaching which such outside graduates may bring. We suggest that, in addition to the normal method of recruitment, the University should admit at suitable levels Ceylonese who have distinguished themselves abroad in any particular branch of study and whose services are available. We also suggest that the Probationary Assistant Lecturers directly recruited should be sent abroad for further qualifications as early as possible after appointment, without being kept for a minimum period of two years or more. We do not consider the present practice of keeping young teachers on probation for 5 or 6 years till they obtain a Ph.D. to be satisfactory. We recommend that after two years of satisfactory teaching, or on obtaining the qualification for which he is sent abroad, whichever is earlier, an Assistant Lecturer should be confirmed in his appointment, or discontinued if found to be unsuitable.

227. The case of Assistant Lecturers in Engineering deserves special mention. Under the present system of recruitment these teachers receive no practical training whatever, which is a very serious handicap. We suggest that future recruits should be attached for two years to suitable Engineering Departments of Government, or to Engineering Firms abroad, before undertaking a course for a research degree. This will involve a five year period of training but we feel it will pay in the long run.

Basis of Confirmation

228. We would not also accept the position that a research degree should be essential for promotion to Grade II. Research degrees of different Universities are not of the same quality, and it may in some ways be more useful to the University if some of its teachers follow an under-graduate course in a related field of study in a well-known University rather than seek to obtain a Ph.D. of doubtful quality elsewhere. The aptitude for research is not a necessary concomitant of good teaching ability and there will be many good teachers at graduate level who are not fortunate enough to succeed in research, particularly in making original contributions to scientific knowledge. It would be unfortunate if the University is deprived of the services of such men because they have failed to obtain the Ph.D. necessary for promotion to Grade II. We would, therefore, suggest that confirmation in Grade II should not be conditional on obtaining a research degree, and that where a teacher is not particularly inclined to do research, his training abroad should be limited to a course leading to a First Degree in his own field of study. We also suggest that the period of training should be fixed at the outset in each case depending on the period of time required to obtain the necessary qualifications which may be either two or three years depending on the qualifications and the University. We suggest the following scales of salary :

Assistant Lecturers—Rs. 5,160—4 of 360—Rs. 6,600 p.a.

Appointment to the grade of Assistant Lecturer should be restricted to candidates with First Class Honours or a good Second Class.

Lecturers, Grade II—Rs. 6,960—4 of 360 and 3 of 480—Rs. 9,840 p.a.

An outside candidate with a Ph.D. degree should be appointed direct to Grade II, and may be placed at a higher point than the initial if his qualifications and experience warrant it. Candidates sent for training by the University should be appointed to Grade II on obtaining a good second degree or a post-graduate degree.

Lecturers, Grade I—Rs. 10,320—2 of 480 and 5 of 600—Rs. 14,280 p.a.

A research degree need not be insisted on for promotion to Grade I in the case of teachers who have proved their value to the University in other ways besides teaching.

Teachers in Professional Subjects

229. As stated in paragraph 220 above, Professors in the Faculties of Medicine, Law, Engineering and Veterinary Science receive an allowance of 25 per cent of their salaries in lieu of private practice.

Professionally qualified Readers and Lecturers in these Faculties also receive a separate professional scale of salary which is superior to that of their counterparts in Government Service. When the Government decided to abolish private practice for new entrants to the Department of Health and adopted a scheme of allowances for new entrants and those who were in service who opted to give up private practice, the University, on the plea that its terms of employment should be such as to attract suitable teachers to the Medical Faculty, adopted the Government scheme of allowances, wholesale. As a result, additional remuneration was granted to teachers who were not in enjoyment of private practice, and were already receiving additional allowances in lieu thereof. Some of these teachers would, we were made to understand, have had hardly any patients, if they had ventured into private practice while at the University. These lavish increases in the remuneration of medical employees while posts in other Faculties were kept unfilled for want of funds, formed the subject of strong criticism.

230. While the argument that the terms of employment in the University should be such as to attract suitable teachers from the medical profession is not without substance, it must also be recognised that a University officer has a more settled life than a doctor in the Department of Health and that there are nearly 20 posts in the Medical Faculty with a maximum of Rs. 21,000 p.a. salary as against one such post in the Department of Health. We consider that there is no justification for a disparity in the terms of employment of teachers in the Medical Faculty and those in other professional grades and recommend the following uniform scales of non-pensionable allowances in lieu of private practice for future recruits to the professional grades:—

Professors and Readers	..	30 per cent of salary
Lecturers Grade I	..	25 per cent of salary
Lecturers Grade II	..	20 per cent of salary

The specialist allowance payable to Government medical officers should not be payable to future recruits.

231. We have given careful consideration to the question whether Lecturers in professional subjects should, if they so desire, be allowed a restricted degree of private practice—say on 2 days a week—in order to keep in active touch with their profession, as complete segregation from professional practice will not be in the best interests of student or teacher. In the case of medical studies the problem is not so serious as the Professors of Medicine and Surgery and the Visiting Lecturers are in active practice of their profession, but in such subjects as

Engineering, Architecture, Surveying and Estate Management, it is most desirable that teachers should spend part of their time in active practice so as to keep themselves abreast of the latest trends in their profession. We would, therefore, suggest that those teachers in professional subjects, who so desire, may be allowed to forego their allowances in lieu of private practice, and undertake a limited amount of private work on not more than 2 days a week, with the approval of the University authorities. The fees earned should be paid direct to the University who would appropriate a fixed percentage, say 50 per cent, and pay the balance to the officer concerned.

Other Extra University Work

232. Apart from active practice of one's profession, many University teachers are called upon to serve on Boards and Committees where their specialised training and knowledge would be of particular assistance and would not otherwise be available to Government and semi-Government institutions. We do not consider that any obstacles should be placed in the way of the University teachers who are invited to undertake such work, whether for remuneration or otherwise. The only precautions necessary on the part of the University authorities would be to see that they are duly informed of such assignments and that they do not seriously interfere with the normal duties of the teachers concerned.

Allowances Paid to Teachers on Probationary Study Leave

233. It has been brought to our notice that officers on probationary study leave are not allowed to enjoy the full benefits of scholarships from foreign Agencies that may be available to them, while other officers of the University, including Technical Laboratory Assistants, are not debarred from doing so. We consider it reasonable that Probationary Officers should be allowed the same concessions as permanent officers in this respect.

234. We have been informed that Assistant Lecturers who are married before their date of appointment are paid a marriage allowance while on study leave, as well as a passage allowance in respect of their wives, while those who marry after their date of appointment are not entitled to this concession. We see no reason for this discrimination and suggest that both types of officers receive the same treatment. As the Government does not provide passages for the wives of Government Officers who are sent on study leave, we suggest that the University authorities should examine whether there is any reasonable justification for the variation from Government practice.

Study Leave

235. In addition to the probationary study leave granted to new recruits to the University teaching staff for the purpose of obtaining higher qualifications, study leave for periods of one term, two terms or one academic year is granted by the Council to University teachers after periods of service of 11 terms, 16 terms and 21 terms respectively. Fears have been expressed by the University Teachers' Associations that the practice of granting such study leave may be discontinued, and it has been urged that the immense benefits to be gained by the periodical contact of University teachers with their counterparts in Universities abroad far outweigh any small financial gains which may result from the discontinuance of this practice. The practice by which University teachers are granted spells of leave which they may spend in study, research or teaching at other Universities is a well-established one. It tends to bring a new outlook and fresh stimulus to University teaching, and is of special value to a small and developing country like ours, as it provides a simple means by which our students can be kept abreast of the ever expanding developments in knowledge. We are of the view that any attempt to do away with study leave is to be deprecated and will tend in the long run to lower the standards of University teaching. We recommend that the practice should be continued. But in order that it may not merely be made an excuse for a holiday abroad, we suggest that before study leave is granted, a definite programme of work should be put up by the teacher concerned and approved by the appropriate University authority, and a report of work done submitted on the teacher's return from leave.

Age of Retirement

236. At present the University teachers who have been confirmed in their appointments can proceed in service up to the age of 55 years at which age they can either be retired, granted annual extensions or granted a 5 year extension up to the age of compulsory retirement, which is 60 years. Although the age of compulsory retirement is 60, teachers who reach this age have, in some cases, been granted annual extensions of service. The practice of granting annual extensions after 55 has been condemned on the ground that one cannot expect academic officers to do constructive work in the conduct of teaching and research under the insecurity of year to year extensions. It has been proposed by the University Teachers' Association, Peradeniya, that after a teacher has completed his 55th year, the University may grant him an extension for 5 years but not less, if his services are deemed indispensable. After the age of 60, it is suggested that University teachers may be granted an extension for a specific period on

contract but should not be Heads of Departments. Others have expressed the view that the compulsory age of retirement should be 65 and that a Professor who has been a Head of Department would rather be retired altogether, than return like a ghost to the scene of his former labours. We have also been told that the practice of granting annual extensions after 55 years or 60 is unhealthy as the teacher concerned is inhibited, due to his position of insecurity, from expressing his own independent views in various University bodies and is constrained to be a 'yes man' to the authorities. We have given our careful consideration to this matter and have arrived at the following conclusions :—

We agree that the practice of granting annual extensions after 55 is unsatisfactory from the point of view of University and teacher alike. We do not, however, feel that a teacher who reaches the age of 55 should automatically have the right to proceed in service up to 60 unless his record and achievements warrant it. We suggest that six months before the teacher completes his 55th year, he should inform the University authorities whether he desires to continue in service until the age of 60. He should then be granted an extension of 5 years unless the University is satisfied that, having regard to his record, the retention of his services would not be justified. At the age of 60, retirement should be compulsory unless the University of its own volition decides to invite the officer concerned to serve for a further definite period of 2 to 5 years. It is presumed that the University would only invite an officer to continue in service if he is still actively engaged in work of such outstanding quality that his retirement will be a loss to the University. A teacher above the age of 60 should not be appointed or continue to hold office as Head of Department, if a suitable younger officer is available. After the age of 65, a teacher's services should only be utilized, if required, in the capacity of a visiting Professor or Lecturer.

Right of Appeal

237. The University Teachers' Associations, as well as individual University teachers and other University employees, have stressed the need for a right of appeal to some independent body from decisions of the Vice-Chancellor or the Council over which they may feel aggrieved. The number of representations addressed to us on purely personal matters bears eloquent testimony to the need for some permanent machinery to adjudicate upon grievances of individual employees of the University. We recommend the setting up of a small Board of Review, consisting of 3 members, not being employees of the University, appointed by the Court from its own body, all of

whom should hold office for three years but be eligible for re-appointment. The Chairman should be a person with legal experience. The Board should have power to enquire into and make decisions upon any individual grievance as well as upon an appeal against decisions of the Council or Vice-Chancellor which affect classes of University employees, preferred by Associations of the employees concerned. The decision of the Board should be binding on the parties concerned.

Pension and Provident Fund

238. The University Teachers' Associations pleaded for the introduction of a Pension Scheme in addition to the Provident Fund Scheme, with liberty for officers to choose one or the other. Other University employees including minor employees also desired pension benefits, the latter pointing out that amounts payable under the Provident Fund were inadequate to provide adequate subsistence to them on retirement. It was also urged that the Provident Fund contribution should be increased from the present rates of 5 per cent from the employee and 10 per cent from the University to about $1\frac{1}{2}$ times these rates. A suggestion was also made that the Provident Fund contributions be invested in an Insurance Policy with transferable facilities, as is done by the Federated Superannuation Scheme for Universities in Britain. As the University is almost entirely financed by the State, the grant of pensionable status to all University employees will involve the Government in financial commitments, the extent of which we are unable to forecast. In these circumstances, it is hardly possible for us to recommend that the request be granted. We would, however, commend it for examination by the Government. Meanwhile, we would suggest, for the same reason, that the question of raising the rates of Provident Fund contribution be taken up with the Government, and the question of investments in an Insurance Policy on the lines suggested by the University Teachers' Associations be explored.

Widows and Orphans Pension Scheme

239. It has been suggested that a Widows' and Orphans' Pension Scheme similar to that in operation for Government and Local Government employees as well as teachers be introduced for University employees. As schemes of this nature are financed mainly by contributions of the participants, inclusion of University employees as contributors to the Widows' and Orphans' Pension Scheme of the Ceylon Government would, in our opinion, be a feasible and desirable proposition, and we commend it for consideration of Government.

University Teachers and Politics

240. The evidence of teachers and students impelled us to the alarming conclusion that some at least of the prevalent trends towards indiscipline among the student population could be traced to the influence of political agitators among the academic and non-academic staff. We were astonished to learn that certain Lecturers went out of their way to indoctrinate their students and even went so far as to allow the student's political allegiance to influence his grading in examinations. The experience of other Universities in the East where student indiscipline has assumed graver proportions than in this country has clearly shown that unruly students and their leaders are only the tools of scheming politicians anxious to create an atmosphere of unrest for their own purposes. If left to themselves we are sure that the vast majority of students would be fully alive to their responsibilities and make the best use of the opportunities which the University provides.

241. Fortunately in Ceylon the canker of political fanaticism has not yet taken deep root in the student community and we are confident that firm and timely measures by the University authorities will effectively stamp out this menace.

242. We consider it essential that teachers should be forbidden on pain of dismissal to take an active part in politics, address political meetings or attempt to indoctrinate students. Teachers who desire to come forward for election to Parliament or Local Bodies should first resign their posts and should not be eligible for re-appointment. It is of paramount importance that in a young University which has still to rise to its full stature and build up a reputation for scholarship and learning, every member of the teaching staff should confine himself to his proper functions or leave the University and make way for those who are prepared to do so.

Machinery for Appointments

243. At present appointments to posts of Professors, Readers and Lecturers are made by the Council under Section 34 of the University Ordinance after considering the recommendations of a Board of Selection consisting of the Vice-Chancellor, the Dean of the Faculty to which the post belongs, two members appointed by the Council from among its own body, two members who have knowledge of the subject of study concerned appointed by the Senate from its own body and two members appointed by the Court from its own body, not being officers or teachers of the University. Appointments of Assistant Lecturers are also made by the Council under Section 35 after considering the recommendations of a Board of Selection

constituted in the same manner. The Selection Board in the case of other teachers appointed by the Council consists of the Vice-Chancellor, the Dean of the Faculty concerned and the Head of the Department concerned.

244. Section 36 provides that every appointment of a Teacher, Registrar or Librarian shall be upon a written agreement which shall be (a) in the case of experienced persons who have already gained distinction in their subjects, for such periods and on such terms as the Council may resolve and (b) in other cases, for a probationary period of 3 years which may be extended by the Council for a further period of one year. Upon the expiration of the probationary period the agreement is renewable until the person concerned has completed his 55th year subject to the right of the University to dismiss the person concerned under Section 20 (e) or to renew the agreement until the teacher completes his 60th year, and the right of the person concerned to terminate the agreement at any time on 3 months notice in writing to the Vice-Chancellor. Under Section 20 (e), the Council has the right to appoint officers and to suspend or dismiss them on the grounds of incapacity or conduct which in the opinion of not less than two-thirds of the Council renders him unfit to be an officer or teacher of the University.

245. Vacancies are advertised locally in the newspapers and in the case of Professors, also abroad, although there seems to be no obligation on the part of the authorities to do so. Candidates are not normally interviewed by the Selection Committee. There is no accepted practice of obtaining reports on contending candidates for promotion, from external scholars or scientists, although appointments are sometimes delayed for years. It has been alleged that the summary of candidates' qualifications placed before the Selection Committee is sometimes inaccurate, incomplete or misleading and that canvassing by rival candidates and packing of Selection Committee is not unknown. While the constitution of the Board of Selection appears to be satisfactory on paper, the actual working of the scheme has apparently not been above criticism and though it may have been satisfactory in the early days of the University when vacancies were few and competition non-existent, it appears to us that the machinery should now be revised. We recommend that the appointment of Assistant Lecturers and Lecturers, Grade II, should be made by the Council on the basis indicated in the following paragraphs.

246. Vacancies should be advertised and the candidates interviewed in the first instance by a Selection Board consisting of the Dean of the Faculty, the Head of the Department of Studies concerned and the Head of a related Department of Study to be nominated by the

General Board of Selection. Ceylonese applicants from overseas may be interviewed by a suitable agent of the Ceylon University abroad. The Selection Board will have before it a full list of the candidates' attainments including marks obtained at University examinations, if a graduate of the University, and will recommend three candidates in order of merit to the General Board of Selection. The General Board of Selection will consist of the Vice-Chancellor, the Dean of the Faculty concerned, two members with a knowledge of the subject of study concerned appointed by the Senate from its own body or outside, one member appointed by the Council from its own body and one member appointed by the Court from its own body who is not an officer or teacher of the University. The General Board of Selection will consider the recommendations before it and forward them to the Council with its own observations and recommendations.

247. As regards the appointment of Professors, Readers and Lecturers, Grade I, where the post is not to be filled by promotion from Grade II, we recommend that the post should be advertised and the candidates interviewed by the General Board of Selection which may, when possible, obtain the opinions in writing from eminent outside scholars or scientists in the field of study concerned, about the scholastic achievements of rival candidates. When a candidate applies from overseas he may be interviewed by a suitable agent of the Ceylon University abroad. Where the post is that of a Reader or Lecturer, Grade I, the Head of Department concerned will be co-opted to the Board of Selection. When a Lecturer, Grade II, has reached the maximum and is being recommended by the Head of Department for promotion to Grade I, the post need not be advertised but a recommendation made to the General Board of Selection which will consider the matter and place it before the Council.

248. In the case of other academic appointments of a minor nature such as Tutors, they should be made by the Vice-Chancellor on the recommendations of the Dean in consultation with the Head of the Department concerned.

Disciplinary Control

249. There are no regulations governing the conduct of teachers or other University employees. Nor is there any definite procedure laid down for the institution of disciplinary proceedings against University teachers and officials. We were told that the absence of a definite code of rules to regulate the conduct of officers and to safeguard their rights and privileges, particularly as regards disciplinary action, enables the authorities to make arbitrary and haphazard decisions which create an atmosphere of uncertainty and insecurity and militate against a contented and efficient service. We consider it an urgent

necessity that a set of rules for the conduct of both academic and non-academic officers as well as the imposition of disciplinary action should be formulated without delay, and that in preparing these rules, the corresponding Public Service Regulations should be adopted as the basis, with modifications to suit the particular requirements of the University Service.

250. It appears that at present the Council has only powers to suspend or dismiss University teachers but not to otherwise punish them, while it has power to suspend, dismiss or otherwise punish other University officers. It seems desirable to include provision for the University Council to inflict lesser punishments than suspension or dismissal on University teachers for less serious offences. In the Public Service, the authority for imposing punishments is the Public Service Commission. We consider that before the Council imposes a punishment on a University employee, it should have before it a recommendation of a disciplinary committee of the University which would be a body of five members, two of whom are members of the Court, not employees of the University, and two members of the Council, not employees of the University, with the Vice-Chancellor as Chairman. The Committee of Enquiry into specific cases of misconduct should be appointed by this Committee and should consist of not more than 3 members.

Non-Academic Staff—University of Ceylon

Appointments

251. We consider that appointments to senior administrative posts such as the Registrar, Bursar, and Librarian, should be made by the Council after advertisement and interview by a Selection Board consisting of the Vice-Chancellor, a member nominated by the University Court, the senior Dean, a member nominated by the Council from its own body and a member nominated by the Senate from its own body.

252. Posts of Assistant Registrar, Assistant Bursar and Assistant Librarian should be filled after advertisement and interview by a Selection Board consisting of the Registrar, the Bursar and Librarian which should make its recommendation to the Selection Board referred to above, which will forward its own recommendation to the Council.

Salaries of Non-Academic Staff

Registrar

The present salary scale of the Registrar is the same as that of a Professor, namely, Rs. 15,000—600—Rs. 21,000 p.a. This post which is of very considerable importance and responsibility, will have to be filled by a mature and experienced person with considerable

administrative skill and ability. The duties of the Registrar will however be less onerous than they are at present, when the changes which we propose, are effected. Having regard to the need to attract the best possible candidate for such a post, we recommend a salary scale of Rs. 12,000—11 of 600—Rs. 18,600 p.a. for new entrants.

Assistant Registrars

The present scale is Rs. 6,600—360—Rs. 8,400 p.a. E. B. Rs. 8,800—480—Rs. 13,200 p.a. As this salary scale is a combination of the salary scales of Lecturers, Grades II and I, we recommend that it should be revised to Rs. 6,960—4 of 360 and 3 of 480—Rs. 9,840 p.a. E. B. Rs. 10,320—2 of 480 and 5 of 600—Rs. 14,280 p.a.

Librarian

The present salary scale of the Librarian is the same as that of professors, namely, Rs. 15,000—600—Rs. 21,000 p.a. We consider that the scale of salary of this post should be equated with that of the Registrar.

Senior Assistant Librarian and Assistant Librarian

The present salary scale of the Senior Assistant Librarian is Rs. 8,880—480—Rs. 13,200. p.a. It was brought to our notice that while Assistant Registrars who were formerly on the same scale as Assistant Librarians have had a new segment added on to their scale, allowing them to reach the maximum of the scale of Lecturer, Grade I, the Assistant Librarians do not enjoy this concession. We see no reason for this disparity and recommend that both classes of officers should have the same salary scales. There would then be no separate scale for Senior Assistant Librarians.

Assistant Librarians are appointed on the fixed salary of Rs. 4,800 p.a. while on probation until they obtain a professional qualification. The approved professional qualification is a year's attendance at a Library School following a regular course in Library Science and passing the prescribed examination which entitles them to the Diploma or the Degree of the School. On returning with this qualification, they are placed on the scale Rs. 6,600—360—Rs. 8,880 p.a. We recommend the salary of Rs. 5,160 p.a. on probation and after qualifying Rs. 6,960—4 of 360 and 3 of 480—Rs. 9,840 p.a. E. B. Rs. 10,320 2 of 480 and 5 of 600—Rs. 14,280 p.a. which is the same as that recommended for Assistant Registrars.

Sinhalese Dictionary Office

254. At present, the salary scales of the Editorial staff are as follows:

Editor-in-Chief—Rs. 15,000—4 of 600 and 4 of 900—Rs. 21,000. p.a.

Deputy Editor.—Rs. 8,880—480—Rs. 13,200 p.a.

Assistant Editor.—Rs. 6,960—4 of 360 and 2 of 480—Rs. 9,360 p.a.

Editorial Assistants.—Rs. 5,580—240—Rs. 6,300 p.a. and

Rs. 5,040—240—Rs. 6,000 p.a.

The salary of Editor-in-Chief corresponds to that of a Professor. The salary of the Deputy Editor corresponds to that of a Lecturer, Grade I, and the salary of Assistant Editor to that of a Lecturer, Grade II, professional scale. In view of the recommendations we have made for the salaries of teaching staff, we recommend the following scales for the Editorial staff:—

Editor-in-Chief—Rs. 16,200—600—Rs. 21,000 p.a.

Deputy Editor—Rs. 10,320—2 of 480 and 5 of 600—Rs. 14,280 p.a.

Assistant Editors—Rs. 6,960—4 of 360 and 3 of 480—Rs. 9,840 p.a.

Editorial Assistants—Rs. 5,580—240—Rs. 6,540 p.a.

Promotions and Increments

255. It was the general complaint of Associations of subordinate officers that there was no systematic scheme of promotions and that both promotions and additional increments were granted to various individuals in an arbitrary manner thus giving rise to considerable dissatisfaction amongst others in service. We consider that, as a general rule, officers in subordinate grades should be appointed at the initial of those grades and an additional increment should not be given thereafter, over and above the normal annual increments. Exceptional merit could be rewarded by early promotion to the next grade, which may be considered only when an officer has served six years in the lower grade. A system of annual confidential reports should be brought into force as in Government Service, and these should be taken into account in considering suitability for promotion.

256. The Clerical Service Union pointed out that the prospects of promotion of their members were meagre as the 68 posts comprise only one Special Grade post, 5 Class I posts and 7 Class II posts, leaving a balance of 55 Class III posts. We suggest that the number of posts in Class I and II be suitably increased so as to offer greater chances of promotion to the new recruits. We suggest that promotions be considered by a Board of 3 persons consisting of the Registrar, the Bursar and a senior Dean. It was also pointed out that due consideration was not given to the claims of deserving clerical hands for promotion to junior administrative posts. We suggest that a certain ratio of junior administrative posts be reserved for competition among the clerical staff.

Recruitment

257. The Ceylon University Clerical Service Union expressed the view that the present practice of recruiting personnel to the Clerical Service by advertisement and interview or through the local Employment Exchange is open to abuse and criticism. They pointed out that

in certain instances new recruits were appointed at points higher than the initial, thus adversely affecting the seniority of those already in service. We agree with their view that it is preferable to take in new recruits through the medium of a competitive written examination as in the case of the General Clerical Service, and we also agree that new recruits should be appointed at the initial of the scale.

Salary Scales of the Clerical Service

258. It was suggested that the salary scales of the clerical service should be brought into line with those of Corporations like the Central Bank, the Tea Research Institute, etc. At present the salary scales are as follows :—

Grade III ..	Rs. 1,020	— 120	—	Rs. 2,700	p. a.
Grade II ..	Rs. 2,820	— 120	—	Rs. 3,780	p. a.
Grade I ..	Rs. 4,080	— 180	—	Rs. 5,520	p. a.
Special Grade	Rs. 4,800	— 6 of 240 & 1 of 300	—	Rs. 6,540	p. a.

The salary scales of the corresponding grades in the Government Clerical Service are as follows :—

General Clerical Class ..	Rs. 960	— 72	—	Rs. 2,688	p. a.
Executive Clerical Class					
Grade II ..	Rs. 1,620	— 120	—	Rs. 3,780	p. a.
Grade I ..	Rs. 3,900	— 180	—	Rs. 5,340	p. a.
Special Grade ..	Rs. 5,580	— 240	—	Rs. 6,540	p. a.

It will be observed that the salary scales of the University Service are somewhat superior to those of the Government Clerical Service. We do not consider that a case has been made out for granting an improvement upon the existing scales.

Clerical Work at the Faculty of Medicine

259. It has been brought to our notice that unlike other Deans, the Dean of the Faculty of Medicine, in addition to his academic duties, exercises administrative control over the examination, accounting and clerical work of the Faculty of Medicine, assisted by an Office Assistant. It was urged that in the interests of greater efficiency there should be an Assistant Registrar in charge of the Faculty of Medicine office. As there will be a full time Registrar and Provost at Colombo, when the changes which we propose are effected, there will be no need for an Assistant Registrar to be in charge of the Faculty of Medicine office.

260. It was also reported to us that clerks at the Faculty of Medicine are required to undertake various duties for the Ceylon Medical College Council, which is a body established under the Medical Ordinance and which controls the teaching of Apothecaries and Pharmacists students, and also holds the Midwives examination. It was submitted that the clerical staff suffered from various disadvantages by having to serve two different masters, neither of whom is aware of the volume of work already entrusted to an officer by the other. We accept the view that this arrangement is unsatisfactory and suggest that the Ceylon Medical Council should employ its own staff.

Library Assistants

261. There are 21 Library Assistants of whom 17 are on the scale of Rs. 1020—120—Rs. 2700 p.a. and 4 are on the scale of Rs. 2,820—120—Rs. 3,780 p.a. These scales are the same as those for Clerks, Grade III and Clerks, Grade II respectively. The Librarian made a strong plea for a better deal for these officers who, he contended, were discriminated against in comparison with their counterparts in the Clerical and Laboratory Assistants Services, some of whom received as much as 2 to 4 additional increments on revision of salaries.

The duties of these officers are of a specialised and responsible nature involving as they do, close contact with students and teachers, and we agree with the view of the Librarian that they should receive equal chances of promotion with members of the Clerical Service. We recommend that there should be one post in Grade I, 7 posts in Grade II and 13 posts in Grade III so as to provide better prospects of promotion to these officers.

Library Peons and Attendants

262. Seven of the Library Peons are classified as Attendants, and the rest as Peons. The Minor Employees Union has requested that all should be classified as Library Attendants. The Librarian has complained that several competent and experienced Peons have gone on to the Science Departments as Laboratory Attendants because the pay is slightly better. We are inclined to agree with the view that the duties of a Library Peon are so different from those of an Office Peon that there is a case for altering the designation of all the officers concerned to Library Attendants Grade I and placing them on one scale, namely, Rs. 750—42—Rs. 1,296 p.a. It has been suggested that a few posts of Counter Supervisor on a higher scale of salary be created. We recommend this request for favourable consideration.

Library Labourers

263. The Librarian has pointed out that labourers who reach the maximum of their grade are compelled to stagnate at this point as they are debarred from proceeding to the scale of peons owing to an administrative decree that there shall be no recruitment to the grade of Peon. We recommend that the Library Labourers be designated Library Attendants Grade II and that in cases where such employees possess the necessary qualifications and experience, they should be considered for promotion to the post of Library Attendant Grade I.

Marshals

264. The Ceylon University Clerical and Technical Assistants' Association has requested that the salary scale of Marshals should be brought in line with that of the Police Inspectorate. At present these officers are on the scale of Grade III Clerks, which is Rs. 1,020—120—Rs. 2,700 p.a. They have also pointed out that they have no prospects of promotion. These officers perform a useful function in the University requiring special qualities for dealing with recalcitrant students, and we are inclined to agree with their plea that they should receive a better salary scale. We recommend the scale of Rs. 1,020—120—Rs. 2,820 p.a. for Marshals, and suggest that there should be two posts in a higher grade at Rs. 2,820—120—Rs. 3,780 p.a.

Telephone Operators

265. It has been suggested that these officers, who are called upon to do all clerical work connected with the Telephone Exchange in addition to their ordinary duties should receive increments of Rs. 120 per annum instead of Rs. 42 which they receive at present, and that they should be placed on the same salary scale as Telephone Operators in Government Service. At present five Telephone Operators are on the scale of Rs. 750—42—Rs. 1,296 p.a. which is the same as the scale for Telephone Operators in the Government Service. Two Operators are on the scale of Rs. 1,032—72—Rs. 2,760 p.a. In view of the large disparity between the scales of the two categories of Telephone Operators, we recommend that the salary scale of the lower grade be revised to Rs. 960—72—Rs. 1,392 p.a.

Private Secretary to the Vice-Chancellor

266. The Private Secretary requested that she be placed on a special salary scale on the ground that her duties are essentially different from, and much more responsible and confidential than, those of an ordinary stenographer on the salary scale of Rs. 1,740—120—Rs. 3,780

p.a. on which she is now placed. In Government Service, stenographers in the Higher Grade who have to pass a special examination are on the scale of Rs. 3,300—120 and 180—Rs. 5,340 p.a. but these officers have very strenuous duties of recording the proceedings of Courts, Commissions, etc. We do not consider a case has been made out for an alteration in the salary scale of this officer.

Overseers

267. The Clerical and Technical Assistants' Association made representations on behalf of the Overseers who they alleged were paid a salary applicable to Sub-Overseers in the P. W. D. and the Local Government Service, whilst most other grades enjoy the same salaries as their counterparts in Government Service. These officers are on the scale (Rs. 834—42—Rs. 1,388 p.a. The present scale) for P. W. D. Overseers is Rs. 1,044—42—Rs. 1,380 p.a. and the qualification for recruitment is the S. S. C. We recommend that the request to be placed on this scale be granted.

Laboratory Assistants and Technical Assistants

268. The Ceylon University Technical Officers' Union requested that the designation of the Laboratory Assistants be changed to Laboratory Technologists in accordance with the practice now followed in the Department of Health and elsewhere. We see no justification for such a change. They also urged that salary scales assigned to Laboratory Assistants were less favourable than those assigned to Laboratory Technologists in the Department of Health and asked for a revision with retrospective effect. The following scales of salary are now paid to Laboratory Assistants:—

- Grade III—Rs. 1,020—120—Rs. 2,700. p.a.
- Grade II—Rs. 2,820—120—Rs. 3,780 p.a.
- Grade I—Rs. 4,080—120—Rs. 5,520. p.a.
- Special Grade—Rs. 4,800—240—Rs. 7,200. p.a.

while a grade of Research Technician is assigned a salary scale of Rs. 5,880—360—Rs. 8,400 p.a. The scales of salary of Laboratory Technologists in the Department of Health are as follows:—

- Grade III—Rs. 834—42 & 72—Rs. 2,184 p.a.
- Grade II—Rs. 1,020—120—Rs. 2,820 p. a.
- Grade I—Rs. 2,940—120 & 180—Rs. 4,620 p.a.
- Special Grade—Rs. 4,800—180 & 240—Rs. 5,580 p.a.

while X-ray and Electro-medical Technologists are on the scale of Rs. 4,440—360—Rs. 8,400 p.a. The Union has claimed that the grade of Research Technician corresponds to that of Research Officer in the Health Department, the scale for which is Rs. 4,080—360 & 480—Rs. 13,200 p.a. This appears to be a misapprehension as the

normal avenue of recruitment to the grade of Research Officer in the Department of Health is from Graduates. On a comparison of the salary scales in the University and the Department of Health, it is clear that no case has been made out for an improvement in salary scales. A plea has also been made for a scheme of rapid promotion as it is pointed out that even a very efficient officer cannot reach the maximum of the salary scale by ordinary promotion. We recommend that the officers showing exceptional merit be considered for promotion to the next grade after they have served 5 years in any grade.

The University Press

269. Considerable dissatisfaction appears to be present among employees of the University Press regarding scales of pay. It appears that certain employees receive salary scales based on those obtainable at the Government Press while others receive Wages Board scales which are less. Further, various acts of discriminatory treatment against individual employees in the matter of wage scales and favouritism in respect of others were alleged. It was also pointed out that various employees were not paid the wages appropriate to their particular job. Apart from the grievances of the staff, a matter which engaged our attention was the question of recurring losses in the working of the Press referred to annually by the Auditor-General. The total loss up to 1961 amounted to Rs. 212,708. In his report for 1958-59, the Auditor-General stated that as a result of the report of a Committee of Inquiry appointed to investigate and report on the working of the Press, the Finance Sub-Committee had recommended that the Press should be discontinued at the earliest possible opportunity. The University Council has, however, decided that the Press should not be discontinued and that ways and means of reducing losses be explored. We understand that a fresh Committee of Inquiry has been appointed to report on the working of the Press and its report is not yet ready. In addition to the Ceylon University Press, the Vidyalandara University has its own Press and the Vidyodaya University is planning to have one. We recommend that the Ceylon University Press should be expanded and reorganised to cover the printing work of all three Campuses and should be placed under the control of a Press Board. A new building on the present site at Thurstan Road or at Gangodavila will be necessary with proper amenities for the workers and necessary safeguards for their health. We do not consider it essential that the Press should make large profits, but we see no reason why, if the Press is properly organised and prudently run, it should work at a loss. The revenue of the Press could be increased by its undertaking more publication work, sale

of stationery and exercise books, past question papers, etc. Requirements of paper and other stores should be purchased at competitive prices after calling for tenders. A uniform scale of salaries for all employees in the same category should be adopted in consultation with the Government Printer, and the practice of granting extra increments to particular individuals should be discontinued. We recommend the creation of a separate confidential branch of the Press for printing of question papers.

Laboratory Attendants

270. The following requests were made by the Union of Minor Employees of the University on behalf of the Laboratory Attendants:—

- (a) That the annual increments for Grade II and Grade I be increased from Rs. 12 and Rs. 30 to Rs. 36 and Rs. 72, respectively.
- (b) That as they do not differ from the Laboratory Sub-Assistants in Government Departments at least the Grade I Attendants be given this designation.
- (c) That a scheme of promotion to the Grade of Laboratory Assistants be provided for them.
- (d) That labourers be employed for duties such as dusting and sweeping which the Laboratory Attendants are now called upon to do.
- (e) That a list of duties be drawn up for them.

It was also stated that Laboratory Attendants appointed prior to 1957 were paid at the rate of Rs. 35 per month which is the scale for labourers. They requested that the difference in rate of pay between this scale and the scale for Laboratory Attendants be paid to them.

271. We note that the present salary scales for Laboratory Attendants are:—

Grade II—Rs. 540—12—Rs. 600 p. a.

Grade I—Rs. 684—30—Rs. 1,104 p. a.

The corresponding scale for Laboratory Sub-Assistants in the Department of Health are:—

Grade II—Rs. 540—12—Rs. 804 p. a.

Grade I—Rs. 660—18—Rs. 948 p. a.

and for Laboratory Orderlies and unskilled labourers—
Rs. 840—12—Rs. 624 p. a.

We see no reason to recommend an increase in incremental rates as the rate for Grade II is the same as in Government Service and the rate for Grade I much higher. We recommend that the salary scale for Grade II be revised to Rs. 540—12—Rs. 720 p.a.* We also recommend that the request for a change of designation from Laboratory Attendants to Laboratory Sub-Assistants be granted and that suitably qualified Laboratory Sub-Assistants in Grade I be made eligible for merit promotions to Grade III of the Laboratory Assistants Grade. We regret we cannot recommend a retrospective revision of salary scales in respect of those Laboratory Assistants who were originally employed on the Labourers' scale of salary. We recommend that a list of duties be drawn up for the different grades of Laboratory Sub-Assistants but we see no reason why Sub-Assistants in Grade II should consider sweeping and dusting as below their status. Accordingly we are unable to recommend that Labourers should be recruited to perform these duties.

Other Minor Employees

272. The Union of Minor Employees of the University of Ceylon requested that binders working in a Record Room where there is no Record-keeper, should be paid an additional allowance. The salary scale of Rs. 750—42—Rs. 1,296 p.a. now paid to Binders is the same as that paid in Government Service for the combined post of Record-keeper and Binder. Binders in Government Service who are in full charge of a Record Room are however paid a duty allowance of Rs. 20 per month. We recommend that any Binder who falls strictly within this category be paid a similar allowance.

273. It was suggested that Peons should not be entrusted with work outside their normal duties, such as Telephone Operators' work and that if they are to be given such work, they should be paid additional remuneration. We see no reason why a Peon should not occasionally help at the Telephone Exchange if needed, but if the services of Peons are frequently needed in this capacity, the cadre of Telephone Operators should be suitably increased.

274. It was requested that Watchers should be provided with rain capes and coats and that those who have to work for 12 hours at a time be granted overtime. We recommend these requests for favourable consideration.

275. It was alleged that some labourers were provided with uniforms while others were not. Unless there is any special reason for this discrimination, we suggest that a consistent practice be adopted in respect of all labourers of the same category. A request was also

made that labourers should be made eligible for promotion to the grade of peon. We consider this claim reasonable and suggest that any labourer who is found suitable in every way to perform the duties of a peon should, if he has the necessary qualifications, be considered for promotion when vacancies occur.

276. We were also informed that workers in the Engineering Section were on a temporary basis although they had several years service and it was urged that they be made permanent, placed on an incremental scale of salary and granted the usual leave facilities. We appreciate that it may not be necessary to have a large number of permanent employees in the Engineering Section, as it may be necessary to discontinue workers from time to time if there is no work available. We recommend, however, that the question of giving permanent status to those employees who have had continuous service over a long period should receive the attention of the University authorities.

277. It was generally alleged by the Minor Employees' Unions that rules relating to recruitment, transfers, punishments and dismissals were unjust and should be revised. It appears to us that the general feeling of dissatisfaction among various grades of University employees both academic and non-academic, stems from a failure on the part of the University administration to appreciate the obligations which a modern employer owes to its employees and we suggest that the University authorities should make a determined effort to foster better employer-employee relations. One method of doing so would be by encouraging the formation of welfare organisations, granting them financial aid, etc.

Hall Employees

278. The Ceylon University Hall Servants Association requested that they be granted:—

- (a) An 8-hour working day.
- (b) Overtime on the Government scale for work in excess of 8 hours per day.
- (c) Cost of Living Allowance as for Government Servants.
- (d) Three Railway Warrants per annum.
- (e) Quarters or Rent Allowance.
- (f) Similar privileges for the Colombo and Peradeniya Hall employees.
- (g) Casual and Vacation Leave as for Government employees.
- (h) The same rate of pay as Watchers during vacations.
- (i) Loans for purchase of bicycles.

279. Hall servants are paid by Wardens from fees paid by students in residence. They are contributors to the Provident Fund and are paid fixed salary scales inclusive of food and lodging, and a special living allowance. During the vacations, some of them serve as watchers and are paid Rs. 1.50 per day in addition to their salaries, while the others receive a food allowance of Re. 1 per day. Although it is claimed that these employees work for 10 to 16½ hours per day, the nature of their employment is such that for a good part of this period they are merely in attendance. Most of them have no work at all during vacations, or serve as watchers for which they are paid an allowance. We do not consider that there is any case for paying them overtime for hours of attendance in excess of 8 hours per day. We presume that in fixing their salaries the advantages and disadvantages arising from the nature of their employment have been taken into consideration. We regret we are unable to recommend the issue of Railway Warrants, the payment of rent allowance, cost of living allowance or the payment on the same basis as watchers during vacations. We recommend that leave privileges on the same basis as enjoyed by Government employees attached to institutions, which are closed for vacations and have no work during vacations, be allowed, and that they be treated in the same manner as other minor employees of the University in regard to loans for transport. We further recommend that Hall servants at Colombo and Peradeniya be granted similar privileges.

Incremental Credit for War Service of Ex-Servicemen

280. We were informed by the University Employees of subordinate grades that a Committee of the University Council had recommended the adoption of principles laid down by the Treasury in granting credit for War Service and that the Council had decided to implement the recommendations with effect from 8th April, 1960.

281. The University Clerical and Technical Assistants' Association informed us that the decision had not yet been implemented, while individual officers requested that the recommendations should be given retrospective effect. We cannot recommend that retrospective effect should be granted indefinitely and suggest that the recommendations of the Sub-Committee be implemented with effect from 8th April, 1960 in accordance with the Council decision.

Leave

282. Various members of subordinate grades complained of the difficulties of obtaining leave, due to shortage of the staff necessary to cover up the duties of officers on leave. We recommend that the

cadre of the various grades be reviewed and the staff strengthened where necessary, to enable officers to be granted the leave which they are entitled to.

Welfare and Recreational Facilities

283. It was pointed out by the Ceylon University Clerical Service Union that the University authorities had failed to provide employees of their category with any form of welfare and recreational facilities, although members of the academic staff as well as minor employees had been provided with such facilities. We realise that the short-coming complained of cannot be due to wilful discrimination on the part of the University authorities, but the provision of such amenities in a residential University would be clearly the responsibility of the administration. We recommend that in the interests of efficiency, early steps should be taken to remedy these deficiencies.

Insurance Against Risks

284. The Union also urged that a scheme of risk insurance be brought into force to cover the hazards to which technical officers are exposed in the course of their duties. We recommend that this question be examined by the University authorities and suitable action taken, having regard to the nature of the risks involved, the frequency of accidents in the past etc. If accidents are rare, a University regulation by which individual cases are suitably compensated may be adequate.

Leave and Scholarships

285. The Clerical Service Union requested that they should be granted facilities similar to those now enjoyed by the Laboratory Assistants grade, of going abroad for further studies with the help of International Agencies. While there can be no objection to a particular clerical servant who is awarded a scholarship by a foreign Agency being granted leave to avail himself of such an award, we do not consider that the advantages they would receive from training abroad could be of such direct benefit to the University as in the case of Laboratory Assistants, and cannot recommend that there should be any specific scheme for such awards.

Proficiency in the Official Language

286. The Clerical Service Union requested that those officers who acquire proficiency in the Official Language should receive recognition and remuneration like their counterparts in other establishments. The legal requirement that Government servants should acquire proficiency in the Official Language has now resulted in

officers being deprived of increments if they do not acquire the necessary proficiency. We feel that the time has now passed when the study of the Official Language needs to be encouraged by rewards and inducements.

Housing

287. There appears to be dissatisfaction among University employees of various grades on the question of adequate housing facilities. Decisions to increase the intake of students to existing Faculties at Peradeniya and to transfer Faculties from Colombo to Peradeniya before the University authorities had satisfied themselves that the housing facilities available were adequate for the staff involved, have created numerous problems for individual officers. As housing accommodation outside the Campus is by no means readily available, it was the responsibility of the University administration to have ensured that its housing programme kept pace with the expansion of the University population at Peradeniya. In view of our recommendations that the student population in Peradeniya be progressively reduced by transfer to the Colombo Campuses and the opening of local University Colleges in other parts of the Island, an accelerated housing programme may not prove necessary, but we wish to emphasise that it is necessary for the University administration to appreciate that the provision of adequate housing for its employees at Peradeniya is an obligation which it cannot ignore.

Medical Facilities

288. Representations were made regarding the lack of medical facilities in the Campus at Peradeniya for University employees and their families. Clerical and Technical Assistants as well as minor employees stressed the need for free medical attention, drugs, X-ray facilities and Laboratory tests, etc. In view of the distance of the Kandy Hospital from the Campus, the provision of adequate medical attention, either free of charge or at reduced rates, for subordinate employees appears to be a matter deserving early and sympathetic consideration.

Individual Grievances

289. We received many representations asking for redress of individual grievances of University employees in regard to salaries and conditions of service. We do not consider that the investigation of individual grievances and anomalies falls within our terms of reference. We have no doubt that in any large establishment, some employees may be found, who harbour a sense of grievance against the authorities. At the same time, we are inclined to feel that the

atmosphere of dissatisfaction among University employees is somewhat more widespread than it ought to be in an institution of this nature and we suggest that a more liberal and sympathetic approach on the part of the University authorities to the problems of its employees would be most desirable.

University Services Commission

290. It was suggested by the Ceylon University Clerical and Technical Assistants' Association that a permanent University Services Commission should be created to deal with appointments, promotions, punishments and dismissals of officers employed by the University. The request for such an organisation was probably influenced by the somewhat haphazard and arbitrary manner in which these questions had been dealt with in the past and the absence of a proper code of disciplinary rules and regulations. We are of opinion that the various remedial measures which we have suggested would, if adopted, obviate the need for a permanent organisation of this nature.

CHAPTER XI

THE FINANCES OF THE THREE UNIVERSITIES

Terms of Reference

291. Under item (c) of our terms of reference we are required to report on the finances of each of the three Universities and the disbursement of funds allocated to each of them.

Sources of Revenue

292. Unlike some of the older Universities in America and Britain which receive much of their income from endowments and benefactions, the Universities of Ceylon depend almost entirely for their finances on money voted by the State. The vote takes the form of a block grant included annually in the Estimates under the votes of the Ministry of Education, the amount of which is agreed upon between the Ministry of Education and the Treasury after considering the requirements of the Universities.

293. The amounts of the Government grant, income from other sources and expenditure in the Universities of Ceylon for the years 1952 to 1962 are given below :—

University of Ceylon									
<i>Year</i>	<i>Government Grant Received</i>				<i>Other Incomes</i>		<i>Total Expenditure</i>		
	<i>Rs.</i>		<i>c.</i>		<i>Rs.</i>		<i>c.</i>		
	<i>Rs.</i>	<i>c.</i>	<i>Rs.</i>	<i>c.</i>	<i>Rs.</i>	<i>c.</i>	<i>Rs.</i>	<i>c.</i>	
1951-52	..	5,500,000	0	..	315,085	6	..	5,396,445	74
1952-53	..	5,800,000	0	..	947,633	77	..	6,729,016	40
1953-54	..	5,950,000	0	..	1,212,527	48	..	7,090,702	56
1954-55	..	5,950,000	0	..	1,249,384	63	..	7,050,622	5
1955-56	..	7,325,000	0	..	1,371,969	54	..	8,503,981	28
1956-57	..	8,089,000	0	..	1,379,083	29	..	9,443,558	17
1957-58	..	7,289,000	0	..	1,499,566	60	..	9,217,712	73
1958-59	..	8,952,162	0	..	1,738,763	18	..	10,395,531	39
1959-60*	..	9,120,500	0	..	1,866,258	61	..	10,777,264	81
1960-61†	..	9,132,410	0	..	2,026,275	59	..	11,395,575	25

* Excludes grant and expenditure on Second Faculty of Science.

† Excludes grant and Expenditure on Second Medical School, and Second Faculty of Science.

Vidyodaya University of Ceylon

Year	Government				Total	
	Grant Received		Other Income		Expenditure	
	Rs.	c.	Rs.	c.	Rs.	c.
1958-59	1,000,000	0	37,824	0	311,880	30
1959-60	1,500,000	0	39,463	65	1,238,777	6
1960-61	3,260,185	0	104,623	0	3,716,804	38
1961-62	2,954,445	0	108,172	74	3,053,826	70

Vidyalankara University of Ceylon

Year	Government				Total	
	Grant Received		Other Incomes		Expenditure	
	Rs.	c.	Rs.	c.	Rs.	c.
1958-59	1,000,000	0	73,979	4	1,056,496	66
1959-60	1,500,000	0	28,536	22	1,520,744	55
1960-61	3,099,409	0	104,205	2	2,271,267	99
1961-62	2,785,630	0	122,576	21	2,772,674	28

THE RESULTS OF AUDIT

University of Ceylon

294. The accounts of the University of Ceylon are audited by the Auditor-General under the provisions of Section 48 of the Ceylon University Ordinance, and a report furnished to the University authorities. The audited accounts are published in the *Ceylon Government Gazette* in terms of Section 49 of the University Ordinance but the observations of the Auditor-General are not published. We indicate below some of the more serious irregularities mentioned in the Auditor-General's reports with our comments thereon.

Irregularities in regard to Bursary Payments

295. Audit examination of Bursary payments disclosed that pay lists in support of amounts paid in respect of the period of 7 months from October, 1952 to April, 1953, were missing. Duplicate pay lists were furnished by the Registrar although they did not embody receipts from the payees mentioned therein. It was then discovered that a sum of Rs. 8,786.83 drawn on June 1, 1953, had not been accounted for in any of these pay lists. A duplicate pay list without receipts from the payees was then furnished to the Auditor-General with an explanation which he was not prepared, after investigation, to accept. On being informed of this, the Vice-Chancellor stated that he himself was satisfied with the explanation, and that the acceptance or rejection of an explanation, so far as the University is concerned, was a matter for the Vice-Chancellor. The Auditor-General in his report stated that satisfactory evidence had not been furnished in Audit

that the sum of Rs. 8,786.83 included as expenditure under the Heads "Scholarships, Exhibitions, etc.", in the Annual Statement of Accounts for 1952-53 was expended for legitimate purposes of the University. In the Vice-Chancellor's report to the Council and the Court, it is stated that "the matter referred to was carefully investigated by Sir Ivor and myself and we are satisfied that there was been no irregularity". As the Audit investigations clearly indicated that there was prima facie evidence of a major irregularity which may have amounted to misappropriation over a period of years, we consider it most unsatisfactory that the matter should have been so lightly disposed of.

Income from Estates

296. The lessee of the old Peradeniya Estate had to pay Rs. 84,122.75 to the University and the lessee of new Peradeniya Estate a sum of Rs. 7,087.50, being arrears of lease rent up to September 30th, 1957. The entire sum of Rs. 91,210.25 had to be written off as legal steps to recover these amounts had proved futile. If the Accounting Officers of the University had shown greater vigilance, and taken early and effective steps to prevent the accumulation of arrears, this loss to the University revenues may possibly have been reduced, if not avoided.

Misappropriation of Cash Collections

297. In a case of misappropriation of cash collections through falsification of receipt counterfoils reported by the Auditor-General, the only action taken was to recover the cash shortage from the officer concerned after his Provident Fund dues were settled. Such lenient action in a case of fraud would hardly act as a deterrent to other likely offenders.

Staff Loans

298. Transport loans were granted to members of the staff without obtaining receipted bills to support the purchase of transport and proper security bonds to secure repayment of the loans. When the failure to observe these elementary requirements was brought to the notice of the Registrar, he replied that it was not the practice to produce receipts when vehicles were purchased, and that the bonds in current use were valid in law, although the Legal Advisers of the University had expressed a contrary opinion. Although these matters were brought to the notice of the University authorities in connection with the accounts for 1957-58, it was only in 1961 that the Council decided to follow Government practice. If the financial aspects of the University administration are in the hands of competent and qualified

personnel with an adequate sense of financial propriety, it would not have been necessary to await decisions of the Council on simple and obvious precautions such as these.

Sums due from a Senior Administrative Officer

299. Legal action has been instituted for the recovery of a sum of Rs. 17,365.47 due from a former Senior Administrative Officer of the University. The case is still pending. The fact that such a large sum of money has to be recovered by legal processes from a former Senior Administrative Officer indicates a lack of adequate care in the selection of this officer as well as a lack of proper safeguards in the disbursement of University Funds.

Irregularity in the Grant of Passage to Curator

300. Although the University General Act authorised the grant of Passage Allowances only to officers and teachers as defined in Section 2 of the University Ordinance, a passage allowance was paid to the Curator of the University who did not fall within this definition. When this error was brought to the notice of the Registrar, the action proposed to be taken was to amend the Act to enable the Council to grant passage allowances to persons other than officers and teachers. It is, to say the least, a novel expedient to regularise a privilege illegally granted to one person by changing the law to extend the privilege to a whole class of persons.

Board of Survey Reports

301. The Auditor-General has pointed out in his report for 1959/60 that in the absence of Board of Survey reports, it is not possible for him to vouch for the physical existence of furniture and equipment to the value of Rs. 6,118,836 on the date of the Balance Sheet. Although the Auditor-General has repeatedly drawn attention to the absence of these Board of Survey reports, no effective action was taken to make a complete survey of the University property until very recently. The absence of regular checks on stores and equipment can lead to grave abuse and it was the duty of the University authorities to take prompt and suitable steps to satisfy the requirements of the Auditor-General in this respect.

Vidyalankara and Vidyodaya Universities of Ceylon

302. The accounts of these two Universities are audited by the Auditor-General under the provisions of Section 45 of the Vidyalankara University and Vidyodaya University Act No. 45 of 1958. The

audited reports are published in the *Ceylon Government Gazette* under Section 46 of the Act, but the observations of the Auditor-General are not published.

303. We indicate below some of the points to which the Auditor-General has referred in his reports. Apart from these matters we received numerous representations criticising the procedure adopted by these two Universities in spending large sums of money in building programmes. We refer to this matter in Chapter V of this report.

Vidyodaya University

Fees

304. Proper records relating to the recovery of Registration Fees, Examination Fees and Subscription Fees had not been maintained and it was not possible for the Auditor-General to ascertain the arrears of fees as at September 30th, 1960.

Failure to furnish Board of Survey Reports

305. Reports of the Board of Survey for the years 1958-59 and 1959-60 had not been received by the Auditor-General up to October 1961. In the absence of such reports the Auditor-General is unable to vouch for the physical existence of the various assets including buildings, fixtures, furniture, library books etc.

Failure to frame Rules and Regulations

306. Although the University was established on 1.1.1959, regulations and rules regarding creation of offices, filling of vacancies and conditions of appointment had not been framed in terms of Section 24 of the Act.

Vidyalankara University

Expenditure in reclaiming land not vested in the University

307. A sum of Rs. 116,364 was spent in reclaiming marshy land forming part of the University premises. The Auditor-General pointed out that as the University had no legal right to the use of this land either by way of a freehold or as leasehold, the expenditure is open to question.

Payments in respect of buildings

308. A sum of Rs. 416,720 was paid in respect of buildings which were in existence on 1.1.1959. The Auditor-General has pointed out that the land on which the buildings stood is not legally vested in the University and it is not clear that the parties to whom the payments were made were the legal owners of the property. He has also pointed out that one of the payees concerned was a member of the University Council.

309. Sums aggregating Rs. 242,172 had been paid up to September 1960 in respect of a hostel building. On January 1st, 1959 when the building was taken over it consisted of a ground floor and first floor, and a sum of Rs. 100,000 was paid to the Vidyalkara Pirivena Past Pupils Association, on account. The Association had undertaken to put up a second storey which was estimated by the University Architect to cost Rs. 90,860. On September 30th, 1960 the Architect had assessed the value of the old buildings plus the value of the work done on the second storey which was under construction as exceeding Rs. 242,172 which was the amount paid up to that date. The payment of the balance (Rs. 242,172—100,000) had been made to a person described by the Registrar as the "Pirivena Baas". On the Auditor-General's inquiry the Registrar had reported that the amount was paid by this person in turn to the Vidyalkara Pirivena Past Pupils Association, and produced an acknowledgement from that Association to this effect signed by its President and the Secretary who are both members of the University Council. In respect of the sum of Rs. 70,459 expended on renovations, improvements and extensions to the existing buildings, and Rs. 196,550 being cost of new buildings erected by the University, the Auditor-General points out that the land on which these buildings stand is not legally vested in the University and the expenditure of University funds is therefore open to question.

The need for Effective Action on Audit Disclosures

310. When it is remembered that the check exercised by the Auditor-General is not a detailed one, and that every item of expenditure does not come under the scrutiny of his officers, the disclosure of irregularities such as those referred to above, must be a matter of serious concern to the University authorities. When an irregularity or fraud is pointed out, a full investigation must immediately be made and the offenders brought to book, with Police assistance if necessary. Advice given by the Auditor-General must be promptly heeded and effectively observed. Attempts to hush up irregularities and cloak offenders, perhaps in the mistaken hope of preserving the good name of the University, are surely misconceived. Such actions can only encourage irregularities and bring the University ultimately into even greater disrepute.

A Standing Committee for Finance

311. The Chief Executive Officer of the University, however, eminent he may be in his own field, would rarely be conversant with the intricacies and complexities of modern accounting or the canons of financial propriety, and it is essential that he should not act on

his own responsibility in financial matters but be assisted by a Standing Committee of the Council, at least some members of which, including the Chairman, shall have had financial or business experience.

The Bursar

312. It is also most important that the Bursar, who is the Chief Financial Officer of the University, should be a fully qualified and experienced Accountant whose integrity and ability are beyond question. In view of the heavy financial responsibilities of this post, it should carry a salary sufficiently large to attract and retain a good candidate. In selecting a candidate for this post, as indeed for all University posts, merit and ability should be the chief criteria.

Legal Provisions relating to Audit

313. It was brought to our notice by the Auditor-General that the legal provisions relating to audit in the Ceylon University Ordinance are inadequate. At present, Section 48 provides that the accounts of the University should be annually audited by the Auditor-General. Section 49 provides that the accounts of the University for each financial year should, when audited, be published in the *Government Gazette*. Section 20 (i) contains provisions for the Council to consider the Annual Report, the Annual Accounts and the financial estimates of the University, and to submit such report, accounts and estimates to the Court. There is no provision fixing a date by which the Annual Accounts should be rendered for audit, or for the Report of the Auditor-General to be published for general information. There is also no statutory power for the Auditor-General to have access to books and documents and to be furnished with such explanations and information as he may require, nor is there provision for following up the report of the Auditor-General and seeing that suitable action is taken. In practice, the Vice-Chancellor submits the Auditor-General's report to the Council and the Court with his comments and the matter ends. In the opinion of the Auditor-General, the Court, which meets only generally once a year, cannot, in the midst of various other matters needing attention during its sessions devote the time and attention necessary for a satisfactory examination of the Accounts and Audit Report. The Vice-Chancellor acts, in effect, as the judge of his own financial conduct as reviewed by the Auditor-General.

Proposed Amendments to the Law

314. We agree with the view of the Auditor-General that the position is hardly satisfactory. We recommend that provision be made in the University Act for the following matters:—

- (1) The Accounts of each year ending September 30th, should be rendered to Audit before 31st January of the following year.
- (2) The Auditor-General and his Assistants should have access to all books of accounts, documents and records of the University as the Auditor-General may consider necessary for the purpose of his examination.
- (3) The Auditor-General and his Assistants should be furnished with such information and explanations as he may require in connection with his audit.
- (4) The Report of the Auditor-General and the Accounts should be submitted to the Vice-Chancellor who shall transmit it to a Select Committee of the Court which should be empowered to examine University officials or any other persons, call for records and documents, and make a recommendation to the University Court.
- (5) The Report of the Auditor-General, together with the Accounts of the University and the recommendations of the Select Committee and the decision of the Court thereon should be published in the *Government Gazette*.

Allocation of Funds between Faculties

315. We received representations regarding the discriminatory and inequitable allocation of funds between various Faculties and Departments for reasons other than academic, the non-filling of vacancies in some Departments and the utilization of moneys so saved to strengthen other favoured Departments. Particular reference was made to the Medical Faculty where the number of Professors had been increased from 7 in 1942 to 19 in 1962, whereas in the Faculty of Science, the number of Professors, has remained fixed at 4 since 1942. It is unfortunate that room should be given for such criticism, and we feel that the Standing Committee for Finance referred to earlier, should be responsible for the scrutiny of estimates, the equitable allocation of funds, and reasonable distribution of Professorial posts between Faculties and so on. We also recommend the creation of an independent Organisation and Methods Unit, which will investigate the staff requirements of the different Faculties.

The Adequacy of Financial Safeguards

316. Having regard to the undisputed fact that almost the entire revenues of the Universities are derived from Government grants, it is beyond question that the proper administration of the Universities and the proper utilization of the funds placed at their disposal are matters of vital concern to the State. It does not follow that, as has been urged in some quarters, the University should be brought under State control. At the same time, no Government could countenance grave mismanagement or abuse in the affairs of the University under cover of so-called autonomy. In our view, the ideal relationship between State and University should strike a balance between State control and complete autonomy. Once the block grant for a year is given on the basis of estimates which are subject to broad scrutiny by the appropriate authority on behalf of Government, details of actual expenditure, internal allocations and adjustments should be left to the control of appropriate University authorities which would include the Committee on Finance which we have referred to earlier, subject to the over-riding check exercised by the Auditor-General. We consider that the appropriate authority which scrutinises estimates of expenditure and recommends to Government the amounts of grants payable should be a small permanent body on the lines of the University Grants Commission of India, but having somewhat wider powers of investigating and reporting to the Central Government on any matters affecting the administration which the Government desires to be investigated, which may not fall within the province of the Auditor-General. If such a body had been in existence since 1956, it may well be that some of the criticism which the University faces today may have been avoided. We shall refer to this matter in greater detail in Chapter XIV of this Report.

CHAPTER XII

THE WORKING AND ADMINISTRATION OF THE UNIVERSITY OF CEYLON AND THE MEASURES PROPOSED FOR MORE EFFICIENT MANAGEMENT

317. In this Chapter we deal with the matters referred to in items (a) and (b) of our terms of reference, viz :

- (i) the working and administration of the three Universities, and
- (ii) the measures that should be adopted for the purpose of securing a more efficient management and a smoother working of the three Universities.

The two Pirivena Universities

318. In Chapters IV and V we have dwelt at considerable length on the constitution of the two Pirivena Universities and on their working and administration. In view of our recommendation that these two Universities should be closed down at the earliest possible moment, there is no need for us to comment on their "more efficient management" or "smoother working". We have also recommended that some other type of institution more appropriate for the higher education of Bhikkhus, for which we have suggested the designation "Uttara Pirivena", should be set up at the Kelaniya premises of the Vidyalankara University, and have indicated in Chapter VI the form which such an institution might take. The Venerable and learned Bhikkhus who have been associated with the two Pirivena Universities would, we presume, find a place at this "Uttara Pirivena."

319. One of the earliest tasks of the Grants Commission would be to make arrangements for absorbing the students from the two Pirivena Universities that are to be closed down. It would be desirable if the authorities concerned were to stop all further admissions to the Pirivena Universities even before the Grants Commission is established. The final year students and perhaps also the second year students at those Universities might be permitted to continue their studies under the present arrangements until graduation. The other students may immediately be admitted as students of the University of Ceylon at the Colombo Campus, so that they may graduate from the University of Ceylon.

The University of Ceylon

320. We received a large number of representations on the working and the administration of the University of Ceylon. Among those who made representations either individually or through various organisations were Deans, Professors, Lecturers, members of the non-academic staff, students of the University, representatives of educational institutions, teachers outside the University, and other members of the public. Several witnesses who appeared before us expressed considerable dissatisfaction with the manner in which the University was being administered. Many of their criticisms are, in our opinion, valid and our inquiries and investigations have left us in little doubt that there has been a steady deterioration in the machinery of administration, in the quality of teaching in some departments, and in the general tone of the University. In Chapters VII, VIII, X and XI, we had occasion to refer to specific lapses on the part of the University authorities and to several other unsatisfactory features which had contributed to this general deterioration. We propose here to examine generally the unsatisfactory features that have come to our notice, and to analyse, as best we can, the reasons that have led to this state of affairs.

321. Some of these unsatisfactory features can be attributed to certain aspects of the law relating to the University and to the procedures adopted by the first Vice-Chancellor, which were perhaps necessary for the pioneer work of building up a new University. The first Vice-Chancellor, Dr. (now Sir) Ivor Jennings was a reputed scholar with wide experience in University matters, and commanded the confidence of the Government and of the educated public. The Government had no hesitation in giving a person of that calibre the necessary latitude and freedom of action for the building up of this complex Institution. On him fell the task of seeing that the necessary buildings were erected speedily, of setting up the various University authorities and of preparing the Statutes, Acts and Regulations governing the activities of the University. The need to retain comprehensive powers in the hands of the first Vice-Chancellor can perhaps account for the following provisions and features which should in our opinion have been suitably revised or corrected after a few years.

322. **The inclusion of all members of the Council in the Court.** This has been done by Statute in the First Schedule to the Main Act under Section 15 (1) (a) (vi). Perhaps that was deliberately done so that (i) the Vice-Chancellor may have added voting strength for his proposals before the Court, which consisted of many non-University

men, and (ii) this provision could be revised by Statute after the University had been well established, without recourse to Parliament.

323. The provision that the Vice-Chancellor should be entitled to be present at, and speak at any meeting of any authority or body of the University, and that the Registrar, who is his Chief Administrative Assistant, should be the Secretary of every University authority. It was no doubt very necessary for the Vice-Chancellor to be present at, and to direct the proceedings of these bodies in the first years of the University. Sir Ivor's pre-eminent position in the academic sphere was such that his colleagues at the University were prepared to accept his advice as a matter of course. The continuance of this arrangement for too long a period has however resulted in these bodies losing their independence, and merely echoing the Vice-Chancellor's opinions. The failure of the Council to exercise effective supervision over the University administration may partly be attributed to this cause. In our opinion, the Vice-Chancellor should be, ex-officio, a member of every University authority but it should be the convention that apart from the Court and the bodies over which he presides, he should not ordinarily attend meetings of the other authorities, unless he has been specially invited or he feels that his presence at a particular meeting is desirable. He should not be entitled to vote at meetings of any University authority, but should be entitled to exercise a casting vote, if necessary, at meetings of bodies over which he presides.

324. The absence of Service Regulations defining the terms and conditions of service of the various employees of the University. In dealing with matters relating to University employees, it appears that in some instances a previous University practice was followed, in some the Government practice and in others any course that appeared expedient. We have received complaints of discrimination in the matter of promotions, increments or punishments, and there is much dissatisfaction on this score, particularly as there is at present no independent tribunal of appeal against any arbitrary decision. We have elsewhere recommended that the Court should set up a Board of Review to hear appeals from University employees.

325. The absence of clear rules governing the conduct of the Court, Council or other University authorities. We were informed that the Agenda for meetings of such bodies included items which had not been examined earlier by the University authority most concerned with such matters, and that the Memoranda prepared in the office of the Vice-Chancellor may not contain all the relevant data. It appears that the Vice-Chancellor himself briefly refers to the proposal, and offers his own solution, which in the absence of

a full and detailed memorandum is accepted without much discussion. As there is also no verbatim record of the proceedings of any of these bodies, mistakes in recording decisions can go uncorrected. We were told of an instance where a Dean had queried the accuracy of a particular minute, but he was not able to get it corrected as the Vice-Chancellor took the view that the record was correct. As the Minutes are issued about a month after the meeting, memory is not a safe guide. We were also informed that the attitude of the Vice-Chancellor to criticism of his actions was such that members who raised queries or opposed his views ceased to do so after the first few attempts. We are of opinion that if it is not possible to maintain a verbatim shorthand record of the proceedings of these bodies, the Presiding Officer or the Secretary should, immediately after a decision is taken on any item, dictate to a Stenographer or read out at the meeting the decision for purposes of record in the minutes, and that the full minutes of the meeting should be forwarded to each member within a week of the meeting.

326. There has been no suggestion that the unusually wide powers which the first Vice-Chancellor wielded had been abused. Being a non-Ceylonese he did not have any local prejudices, and was also not subject to the pressures which a citizen of the country might have had to face. With the change over to a Ceylonese Vice-Chancellor, however, the dangers of concentrating too much power in the hands of a single individual, began to be felt. The many criticisms regarding the administration of the University are therefore no surprise. We refer in the following paragraphs to some of the defects which have been brought to our notice.

Lack of attention to Public Relations

327. Serious attempts to establish good public relations were not very evident. Even the arrangements which were in existence have been discontinued.

- (a) The Calendar of a University is the main source of information about the University, to the public, the students and even to the members of the staff. It contains the law governing the University, gives particulars of the several authorities of the University, the courses of instruction, the rules and regulations governing admission, examinations and discipline. It also lists the main University events for the year, the days noted for meetings of the various University authorities, the vacations and other relevant matters. This Calendar which had been

regularly issued until 1958-59 had not been issued thereafter. The failure to publish the Calendar was described by a witness as one of the signs of the decadence of the University.

- (b) The University Gazette which contains the amendments made to the existing law, statutes or regulations and information on current matters has also ceased to be issued after 1953.

328. The absence of an Information Bureau to which the public could go for information on any University matter or for inquiries with a view to contacting any student or officer of the University, must be keenly felt by the public, more especially by the parents. We understand that any information desired could be had at the office of the Marshal on the first floor of the Arts Building at Peradeniya. That fact is not generally known, nor is there any sign board directing a visitor to this office. We consider it most desirable that the University does not lose sight of its obligation to provide complete information regarding its activities to the public. We would therefore recommend that the University authorities take serious notice of the above short-comings, arrange for the timely publication of the Calendar and the Gazette and open at a suitable site, preferably at the entrance to the Campus near the Galaha road junction, an Information Bureau, which could also include a Sales Room for University publications.

Neglect in Academic Matters

329. We were surprised to find that many vacant Professorships had remained unfilled for several years although financial provision for the posts had been made each year and money obtained from Government to fill them. The Chairs of History, Philosophy, Economics, Buddhist Philosophy and Mathematics have been vacant for over five years. It was alleged that one of the reasons for not filling these posts was the desire of the Vice-Chancellor to utilise those moneys to increase the strength of the Medical Faculty and to raise the status of some of the Lecturers in that Faculty. When Senior Staff posts are not filled for such lengths of time, the administration of the Department concerned is bound to suffer; initiative, particularly of the younger members of the staff who hope to obtain promotion, is killed, leading to the lowering of the standards of teaching and of examinations. We were informed that there were competent men within the Island who could have filled some of these posts.

330. There also appears to have been a lack of supervision over the work of the academic staff. Lecturers have been known to stay away from their scheduled lectures without proper cause or notice and the Professor or Dean may even be unaware of such absence.

Neglect of the Student

331. As indicated in paragraph 140 the new under-graduate, begins his career at the University with the feeling that he is unwelcome. He feels really neglected when he sees that even the teachers who are aware of the indignities he is subjected to by the senior students, take no notice of them, and perhaps even encourage such wrong behaviour. Other matters brought to our notice by students include the following:—

- (a) *The meals* at the Halls of Residence are of poor quality. On a surprise visit to the kitchen of a Hall of Residence by one of the Commissioners in the company of the Vice-Chancellor it was noticed that the fruit and vegetables brought that morning from the University Supply Organisation were unfit for consumption, and should have been rejected at first sight. The Vice-Chancellor's comment was that he did not expect any better from the Steward concerned.
- (b) *The laundry service*, which is entrusted to a contractor, was also the subject of complaint. We understand that many students prefer to take their clothes to laundries outside the Campus, despite the inconvenience and extra cost.
- (c) *The University Medical Service* does not appear to be popular. The sick wards are in a converted bungalow at one end of the Campus behind the Sanghamitta Hall, and are not readily accessible. We were informed that some members of the staff preferred to go to the Hospital at Kandy or to private practitioners rather than to the University Health Centre for treatment.
- (d) *The facilities for recreation and entertainment* within the Campus were meagre. We were unable to understand why the Library and the Gymnasium were not kept open at times of the day or week that were most convenient for the students. (Para. 113).
- (e) *Absence of Student-Teacher Relations*. As the Halls of Residence do not all have resident Wardens or resident Lecturers who could take some interest in the student,

these Halls serve only as mere boarding houses. Student-teacher relations have also declined and it is seldom that we hear of a Professor or Lecturer inviting his students for a cup of tea, or for a meal.

332. It may be argued that the defects referred to in the previous paragraph could have been remedied by representation to the authorities by the student bodies. The impression we have gained however is that representations about shortcomings are not welcome.

333. Discrimination in Marking. We have received representations alleging favouritism and discrimination in the matter of marking and grading into Classes at the final examination, and specific instances were mentioned. We did not consider it necessary or desirable to go into individual cases. But it is worthy of note that high officials, including the Vice-Chancellor himself, held the view that such discrimination did exist, in certain Departments.

334. Financial Irregularities. In Chapter XI we have referred to some of the financial irregularities disclosed in the reports of the Auditor-General, and to the failure of the University authorities to take prompt and effective action on audit queries. Having regard to the clear responsibility of the University for the proper disbursement of public funds placed at its disposal, we feel that it is an abuse of 'autonomy' for the Court and the Council, to have accepted without further investigation the Vice-Chancellor's explanation in respect of some of the more serious irregularities disclosed by the Auditor-General.

335. Failure to enforce rules. We have referred in Chapter VII to the non-enforcement of rules made by the University authorities regarding conduct at Halls of Residence and the open defiance by students of notices banning Freshers' Rags, as well as the non-observance by the University Staff of the rules regarding the wearing of academic dress.

336. Disunity among the Staff. A very disturbing feature which frequently presented itself to us during our inquiries and visits to the Campus was the disrespectful and at times contemptuous way in which some members of the staff referred to their colleagues at the University. Judging from the remarks made by many witnesses even the Vice-Chancellor did not seem to command the confidence or even the respect of his subordinates. There were clear indications of petty jealousies affecting the conduct of Senior teachers, of vindictive action on the part of the authorities, of the spread of scandal, and of the desire on the part of individuals to find favour with their superiors for personal advantage. Such behaviour among

scholars, particularly at the highest seat of learning, is to be deplored. Still sadder is the thought that those at the helm have failed to realise the effect of such behaviour on the student as well as the damage it does to the reputation of the University. There appeared to be no sense of discipline among many members of the academic staff, no spirit of dedication, no feeling that they were all associated in the great venture of moulding the future leaders of the country. As an indication of the general lethargy that was setting in, our attention was drawn to the almost complete absence of new Statutes, or amendments to old ones in recent years. That charge is substantially true. The progress of a dynamic institution is usually reflected in self-adjustment in the form of new Statutes or amendments adapted to meet the needs of a changing world.

337. We have mentioned many aspects of University activity that have given cause for concern. We have indicated earlier in this Chapter that some of these features may be attributed to the continuance of certain arrangements which have outgrown their usefulness. Another contributory factor may be the admission of larger numbers into the Halls of Residence than can be conveniently accommodated or properly looked after at such Halls. The adverse effect of the overcrowding is also reflected on the academic side, as there is a limit to the number of students a teacher can take responsibility for. There is also the exceptionally heavy routine and clerical work that devolves on the teaching staff, which prevents them from giving adequate attention to their academic work and to the welfare of their students. The Dean of the Faculty of Oriental Studies gave us a statement of the various administrative duties that devolved on him as Head of a Department and as Dean. We reproduced that statement in Appendix "J".

338. Although there were, as we have mentioned, certain factors that may have assisted in the general deterioration of the University, the authorities concerned could, if so minded, have taken steps to prevent many of the shortcomings. They should have, for instance, taken timely measures even to cope with the increase in numbers which should have been anticipated well in advance. There certainly can be no justification for having allowed the reins of discipline to slip away so completely, and for having taken no effective remedial action despite the pressure of public opinion.

339. The administration must therefore be held responsible for allowing conditions to degenerate to such an extent. Many witnesses were inclined to fix the responsibility for this state of affairs mainly on the Vice-Chancellor. He has been pictured as an autocrat with strong likes and dislikes and one who brooks no opposition. Some

of the attitudes adopted by the Vice-Chancellor in his dealings with the staff, the University authorities and the students lend support to that view.

340. Many witnesses complained of the unsympathetic attitude adopted by the Vice-Chancellor with regard to representations made by the members of the staff and the students on various matters connected with the University. We were informed that he resented criticism and opposed any proposals that emanated from those who did not see eye to eye with him. On the other hand those who supported him in Council and elsewhere, it was alleged, were given all they wanted and even more. High academic officers have told us that if the Vice-Chancellor has made a decision on any matter, even without prior consultation with the Dean concerned, any representations to him thereafter on that issue were of no avail.

341. In this connection we may mention the case of the Dean of the Faculty of Engineering. For some reason not very clear to us, the relations between this Dean and the Vice-Chancellor had become strained. At a meeting of the Council in July, 1960, the Vice-Chancellor, who was presiding, ordered the Dean to leave the meeting as the latter had refused to withdraw certain remarks to which the Vice-Chancellor had taken exception. The Dean ceased thereafter to attend the meetings of the Council. The Vice-Chancellor does not appear to have been concerned at his continued absence or as to the effect of such absence on this important Faculty. He may even have welcomed such absence. The subsequent *ex parte* decision of the Vice-Chancellor to take in an increased number of students to the Faculty of Engineering without consulting the Dean of the Faculty, which we have referred to in paragraphs 164 and 165, may also be attributed to this feeling of displeasure. This decision was made by the Vice-Chancellor without satisfying himself as to the availability of the necessary additional staff and equipment, and despite the protests of the Dean. The Vice-Chancellor told us that the Dean of the Faculty of Engineering had no cause for concern regarding that decision, as the first year Engineering students would be attached to the Faculty of Science and any additional staff or equipment necessary could be provided later. We do not agree with that view.

324. Another Dean remarked when we asked him why he did not discuss with the Vice-Chancellor a particular decision of the Vice-Chancellor's that affected his work, "You know the Vice-Chancellor. You do not discuss with him" and concluded with the further comment "The Vice-Chancellor is the No. 1 man. My philosophy is: do what you can with the tools given to you, and there is no use crying for the moon if you cannot get it."

343. If the present Vice-Chancellor had been of a more conciliatory nature, and was prepared to go out of his way, if necessary, and listen to the views of his colleagues and seek their confidence and support, he might have been able to put many things right, and with their assistance, to maintain a high level of administrative efficiency. He has however preferred a different course of action which, we regret to observe, has lost for him the confidence of many of his colleagues.

344. There is also substance in the charge that the Court and Council of the University are dominated by the Vice-Chancellor and that those bodies acquiesce in his actions far too readily. There was no indication from the documents which were available that these major bodies, the Court or the Council, had either cautioned the authorities concerned or even brought their minds to bear on the many unsatisfactory aspects which were evident in the administration of the University.

345. Although in this Report we have dwelt mainly on the unsatisfactory features of the University Administration we do not wish it to be understood that there were no good features or that we did not observe any. We have no doubt that in the Court, the Council and the other University authorities there were individuals who were an asset to those bodies and who would themselves have not been happy regarding the unsatisfactory trends that we have noticed. We are also satisfied that, on the academic side, the University is not lacking in outstanding men, who in spite of the many shortcomings in the administration and the poor example of some of their colleagues, have made and are continuing to make, an invaluable contribution to the life of the University. Public Commissions of Inquiry however, are primarily concerned with examining the defects that exist in the machinery and the working of institutions under review, so that suitable remedial measures might be considered. Where general deterioration in a large institution has been clearly established, as in this instance, it is not possible to single out individuals who may not have been to blame, but the entire administration must take responsibility for what has happened.

346. The University of Ceylon is the premier institution of higher learning in the country. On those entrusted with its administration rests the supreme responsibility of educating the youth of Ceylon for the great tasks of leadership and national development which await them in the years that lie ahead. In the discharge of that responsibility there can be no room for the slightest relaxation. Our review of the working and administration of the University has

shown evidence not merely of relaxation but of steady deterioration which, unless promptly and decisively checked, will soon reduce this great institution of which so much was expected, to a mere semblance of what a true University should be.

347. We are convinced that the deterioration we have observed is too deep-rooted to be corrected by the authorities now in charge. Even a new Vice-Chancellor will not be able to function effectively with the Court and Council as presently constituted more especially as he may not receive the necessary support from some of the Senior members of the academic staff who may themselves have been in one way or another a party to some of the unsatisfactory acts which we have described. The reins of the administration should be taken away from such hands for some time during which the atmosphere could be cleansed, a new spirit infused and the University re-vitalised to play its part fully and efficiently in the higher education of our youth. For that purpose we recommend that the Court, the Council, and the Vice-Chancellor should cease to function for a period of about 18 months, which we refer to as the 'transitional period', and that the powers and functions of these authorities be vested during that period in an independent body such as the Grants Commission to which we refer in a later Chapter.

CHAPTER XIII

EXPANSION OF UNIVERSITY EDUCATION

348. In this Chapter we deal with the matters referred to in item (e) of our terms of reference, viz.—

“ whether any one or more of the three Universities should be expanded, and whether any new University or University College should be permitted to be established.”

349. **Admission Pressures.** Elsewhere in this Report, we have referred to the increasing pressure for admission to the Universities, and also suggested various ways of reducing that pressure and diverting some of the prospective students to other fields of instruction at the Junior or Senior Secondary School levels. It is possible that the Universities are only just beginning to feel the impact of the various measures taken in the field of education by the State, both before and after Independence, such as the introduction of Free Education, the establishment of Central Schools in various parts of the Island, and the adoption of Swabasha as the medium of instruction in the Junior and Senior Schools. These measures together with the social changes consequent on the 1956 Elections are likely to result in large increases each year in the number of persons seeking admission to Universities and other centres of higher learning.

350. This demand for higher studies which is not confined today to any racial, religious or social group is a healthy sign, and nothing should be done to deny University education to any student who has the capacity to benefit from it. We are aware of the dangers which may result from the release each year of large numbers of young graduates who have no early prospect of profitable employment. While we do not under-estimate these dangers, we are of opinion that if the young graduate has acquired, along with academic training, a good civic sense and a broad general education he would find ample opportunities to make a useful contribution to the life of a young and developing nation.

351. While every endeavour should be made to meet this increasing demand for higher education we must necessarily bear in mind the lessons to be learnt from our analysis of the defects patent in the hastily established Pirivena Universities. Before attempting to set up new Universities it is necessary that the authorities concerned should satisfy themselves that adequate provision can be made not only for the accommodation of students, and for the necessary

equipment, but also for suitably qualified academic personnel in the various fields of study. It is recognised that there is a dearth of trained personnel in the Island, especially in Science and Engineering. If we can recruit qualified personnel from abroad, we should take suitable steps to do so—vide also paragraph 199. We are confident that if suitable steps are taken without delay the University of Ceylon can, within a decade or two, train the minimum personnel required for the three lay Universities, which we hope to see well established during that period.

352. **Dispersal of instruction among Campuses.** Concentration of all University teaching at any one place in the island is not desirable, and we recommend the dispersal of the facilities for higher education to convenient centres, or Campuses as we prefer to call them, in different parts of the Island.

353. As our meagre resources would not permit us to provide at each such Campus, instruction in every course of study however desirable that may be, we may be compelled in the first instance to confine certain departments of study to one Campus only. Such basic subjects as Science, Mathematics, Ceylon and World History, Geography and the National Language, would, however, necessarily have to be provided for at each Campus.

354. We accordingly recommend that—

- (a) The Gangodawila Campus of the Vidyodaya University be handed over to the University of Ceylon for the expansion of its Colombo Campus in order that it may absorb the students of the two Pirivena Universities which we have suggested should be closed down.
- (b) The faculties and departments of study of the University of Ceylon be dispersed among its present Campuses at Peradeniya and Colombo and a new Campus at or near Jaffna, and
- (c) The administration of the University of Ceylon be decentralised to permit the three Campuses to manage their own affairs subject only to the general control of the University in order that they may gain in experience and qualify in due course for fully independent status as autonomous Universities.

There will thus be, in the first instance, according to our proposals, one University of Ceylon with Campuses at Colombo, Peradeniya and Jaffna.

355. **University Colleges.** As the Halls of Residence at the Campuses will not be able to take more than a fraction of those seeking admission, Government might consider setting up a University Section in certain selected Government Schools which have, in the opinion of the Grants Commission, reached a sufficiently high standard, and possess the necessary laboratory equipment, library facilities, and trained personnel. We suggest that, provided the necessary standards are reached, the first preference should be given to a School in South Ceylon and, next to a School in the Batticaloa District. If the Grants Commission and the University authorities are later satisfied that the training imparted in the University Sections of such Schools justifies their recognition for the award of internal degrees, we recommend that those University sections of the Schools be recognised as University Colleges, and given representation in the academic body of the associated University.

356. **Affiliated Institutions.** There are also private institutions such as the Buddhist University College, (Rosmead Place, Colombo) the Aquinas University College, (Colombo), Jaffna College, (Vaddukodai, Jaffna) and Navalar Hall, (Colombo) that are preparing students for University degrees. Some of these institutions have requested that they be given recognition whether in the form of affiliation to the University or by the grant of a Charter with authority to confer their own degrees, to enable them to improve their standards and make their contribution to the higher education of our people. They were confident that they could find the necessary financial support from the public and raise their level of instruction to desired standards if they were permitted to recover fees, to recruit any necessary personnel from abroad and to administer their institutions without any irksome restrictions for a reasonable length of time. These institutions are serving a genuine need in the country and are the main centres of instruction for the large numbers who fail to obtain admission to our Universities or who hope to sit for the external examinations. We accordingly recommend that the Grants Commission should, after due investigation, consider recognition of these institutions and associate them in some acceptable manner with the Campus of the area.

357. The University of Ceylon in its expanded form as recommended earlier, *will during the transitional period*, consist of—

- (a) the Central Authority of the University, and
- (b) the Campuses of the University at Peradeniya, Colombo and Jaffna,

with University Colleges and affiliated Colleges associated with Campuses in some acceptable manner.

The Central Authority

358. We recommend that this Central Authority should be at Colombo. The authorities in each Campus will be in charge of the Faculties, the Departments of Study, and the Halls of Residence of that Campus and the three Campuses will function autonomously subject to the general direction and control of the Central Authority. We have also recommended for other reasons that during this transitional period the Court, the Council and the Office of Vice-Chancellor shall cease to exist, and their powers and functions be vested in the Grants Commission. The work of the Central Authority will clearly be restricted in scope during this period.

359. *Functions of the Central Authority.* The main functions of the Central Authority will be—

- (a) the general control and supervision of the academic work of the Campuses. This will be done with the help of the Senate,
- (b) the planning and co-ordination of the research activities of the Campuses. This will be done with the help of the General Board of Studies and Research,
- (c) the conduct of all examinations held by the University, both internal and external. This will be done with the assistance of the Registrar and the Senate,
- (d) arranging for the conferment of degrees or awards of the University and the holding of Convocations at the several Campuses for that purpose,
- (e) arranging for the representation of the University at Conferences both at home and abroad, and for such other residuary functions as are not attended to by the Campus Authorities or by the Grants Commission.

The Campuses

360. The three Campuses proposed will be Campuses of the University of Ceylon for a limited period only, as we envisage that the institutions at these Campuses will soon develop into independent Universities.

361. *Jaffna Campus.* This is a new Campus. Government appears to have accepted in principle the setting up of a Cultural University at the premises of the Ramanathan College and Parameshwara College. We have received representations on this proposal for a Cultural University and it appears to us that the real demand is not for a Cultural Institution but for instruction at University level in

all branches of learning. Universities are essentially cultural institutions and we do not favour the application of the expression University to an institution providing instruction solely in subjects that are associated in the popular mind with the expression "Culture". There are also many institutions in the Peninsula preparing students for University examinations and the nucleus for a University at Jaffna can be said to exist. We consider it, however, desirable that a commencement should be made by establishing a Campus of the University of Ceylon at or near Jaffna and assisting that Campus to grow up into a University as soon as practicable.

362. Authorities of the Campuses. Each Campus should have, on a reduced scale, all the authorities of a University. We suggest the following arrangements :

- (a) *Officers.* A Provost in independent charge, a Librarian, a Deputy Registrar, a Bursar and the academic staff.
- (b) *Authorities of the Campus.* Faculties and Departments of Study, Board of Studies and Research, Board of Discipline, Board of Selection, Board of Admissions and Scholarships.

Each Campus should have its own Library and separate Funds. It should be represented in the Grants Commission by the Provost. The Provost, Deans and Professors should also find representation in the Senate and in the other bodies of the Central Authority.

Post-Transitional Period

363. It will be necessary at the end of the transitional period to provide for the powers of the Central authority to be somewhat widened. It is not possible at this stage to make firm recommendations as to the exact extent of those powers. The Grants Commission will be in a better position to advise on this matter towards the end of the transitional period. It may perhaps find that some of the existing University authorities are unnecessary. We propose, at his stage, to make a few recommendations regarding some other relevant matters for consideration at the appropriate time.

364. Structure. The existing structure of the University of Ceylon, despite its foreign origin, has become very familiar to us and can, in the absence of an indigenous growth or development, be accepted as suitable for a lay University here. That structure is sound, and we see nothing fundamentally wrong with it.

365. **Chancellor.** The Governor-General is ex-officio Chancellor of the University. It is not usual for the Head of a State to be ex-officio the Head of a University. The post is usually offered *honoris causa* to some other distinguished citizen. We, nevertheless, recommend the continuance of the present practice. The Governor-General is ex-officio the Chancellor of all the three Universities, and his presence as Head of these institutions during the "transitional period" recommended elsewhere in this Report, has distinct advantages.

366. It is also desirable that the Chancellor should, as recommended in the Riddel Commission Report, have the power to call for reports or cause inquiries or inspections to be made in respect of any matters affecting the University and that when the Governor-General acts as Chancellor of the University he should not be bound by the conventions that would apply to him as the Head of the State. We have provided for these changes in the University of Ceylon Amending Bill—Annexure "H". That Bill contains the consequential amendments necessary for the proper functioning of the Grants Commission.

367. **The Pro-Chancellor.** The Minister of Education is ex-officio the Pro-Chancellor of the University, and as such is a member of the Court. The only possible reason for this ex-officio appointment is to enable the Minister to be acquainted with the working of the University. As the Court ordinarily meets only once a year, we doubt whether his presence at this annual meeting can be of much help to him. His presence at the Court will needlessly commit him to decisions of the Court, and thus restrict his freedom of action.

368. It is most necessary that the Minister of Education, who is responsible for higher education and is answerable to the country should keep himself properly informed regarding the arrangements made for higher education, the working of Universities and other similar institutions, their problems and needs, if he is to discharge that function with any degree of satisfaction to himself or to the country. We were surprised, therefore, to find that there was not available to him any person or body of persons sufficiently well-informed on those matters who could give him frank and independent advice. Any direct approach made by the Minister to the University can be construed as interference with its autonomy and is, for that reason, not satisfactory. The Director of Education can advise him only on primary and secondary education.

369. This need has been met in other countries such as Britain, India and Australia by the setting up of University Grants Commissions or Committees. Such a Commission or Committee besides

assisting the Universities and other institutions of higher learning with finance, information and advice, can keep the Minister informed of developments in this field, function as liaison between the Government and the Universities or the Universities and the public, and can also be available in a consultative capacity to the Chancellor. As we are recommending the setting up of such a Commission which will give the Minister the necessary information relating to such matters, the provision that the Minister should ex-officio, be the Pro-Chancellor and a member of the Court may be deleted.

370. **The Vice-Chancellor.** The law provides for the first Vice-Chancellor to be appointed by the Governor, and subsequent appointments to be made by the Chancellor on the recommendation of the Court. The procedure adopted by the Court with regard to such recommendations is to call for applications and to take a ballot where there is more than one candidate, before making its recommendation. There were only two occasions when the Court was required to make a recommendation and on both such occasions there had been a contest.

371. The Vice-Chancellor, who is the chief executive officer of the University, should be most impartial in his dealings with the staff, the students and the public. He must command their confidence. If there is occasion for canvassing or for the exercise of any political or other pressures at the election of the Vice-Chancellor, the officer elected would start with initial prejudices even within the University. We are inclined to the view that some of the short-comings in the administration of the University, to which our attention has been drawn, had their origins in the pressures that were brought to bear at the time of the election of the Vice-Chancellor.

372. When the post of Vice-Chancellor has to be filled for the first time after the transitional period, and the functions and responsibilities of the Vice-Chancellor in the changed circumstances then prevailing have been determined, we recommend that the following procedure be observed in filling the post.

373. The Grants Commission should advertise the post and place all applications received, properly scheduled, before a Selection Committee consisting of the Chairman of the Grants Commission as Chairman, two other members of the Commission elected by the Commission and three persons nominated by the Chancellor. The Selection Committee should forward to the Chancellor a list of not more than three candidates placed in order of merit with its observations. If the Chancellor is not disposed to accept the first name

proposed, he may refer the list back once only to the Selection Committee for its further views. We are also of opinion that the Vice-Chancellor at the time of appointment should not be above the age of 60 and that his term of office should be for a period of four years with provision for extension by one year and no more. Subsequent elections to the post of Vice-Chancellor should be on the same basis, except that in lieu of three persons nominated by the Chancellor, there should be three persons elected by the Court.

374. The Registrar. The Registrar is appointed by the Chancellor on the recommendation of the Council, and his powers and duties are prescribed by the Ordinance and by Statute, Acts and Regulations. He is the Secretary to all University authorities.

375. This direct association of the Registrar with all the University authorities may, perhaps, have been necessary to enable the first Vice-Chancellor, whose chief administrative Assistant is the Registrar, to maintain an overall grip on University activities in the first years of the University. There is no need to continue that arrangement, and we consider the time now appropriate for some of the authorities, in particular the Faculties, to make their own arrangements for their secretarial work.

376. The Faculties. While the Senate is the most important academic body of the University, the Faculties are responsible for the actual instruction in the various Departments of Study. They should take more responsibility than at present, and for that purpose it is necessary that they should not be under the direct control of the Vice-Chancellor.

377. We are also of opinion that the Faculties should make their own arrangements for the necessary secretarial work and have full control over the staff of the Faculty. We recommend that a junior Lecturer in the Faculty be appointed by the Faculty to be its Secretary in an honorary capacity. He should prepare the necessary memoranda for discussion at the Faculty, himself keep the minutes and convey the Faculty decisions to the appropriate authorities. He should be relieved of a certain amount of teaching work on account of this extra responsibility, and also be given the full-time assistance of a Clerk.

Independent Universities

378. When the Grants Commission is satisfied that a Campus has developed sufficiently for recognition as a separate University, it will be necessary to arrange for the Campus to have its own governing bodies e.g., the Court, Council and Senate and its own Chancellor and Vice-Chancellor. There would then be no need for a Provost.

CHAPTER XIV

HIGHER LEARNING AND RESEARCH GRANTS COMMISSION

379. Many persons who appeared before us, including Associations of University Teachers and of Head Masters, have impressed on us, the need to set up, without delay, a Grants Commission similar to that of Britain or India to ensure proper co-ordination of work associated with higher learning and judicious allocation of the available funds and facilities. The authorities in Ceylon appear to have had under consideration for some time the question of setting up such an institution. Government had accepted the proposal in principle, and referred to it in the Speech from the Throne at the opening of the 1961-62 Sessions of Parliament. The Ministry of Education had thereafter placed before Government a Draft Bill for the establishment of a University Grants Commission on the pattern set out in the University Grants Commission Act of India. That proposal was under consideration at the time of the appointment of this Commission.

380. Among the major factors that have induced progressive Governments in various parts of the world to set up statutory bodies of this nature may be mentioned, the rapid expansion in all fields of higher learning, the increasing desire on the part of the average man to undertake higher studies, the inevitable dependence of Universities and other institutions of higher learning on the State for the necessary funds and the acceptance by the State of the responsibility to provide such funds.

381. As far back as 1919, Britain set up a University Grants Committee to enquire into the financial needs of University education and to advise the Government on the allocation of any grants that may be made by Parliament for this purpose. That Committee was a Committee of the Treasury to advise the Chancellor of the Exchequer. Gradually, the Committee's duties and powers increased, and a convention has developed by which the advice of the Committee is accepted without debate, and the Universities are exempt from detailed financial investigations by Parliament and the Public Accounts Committee.

382. The University Grants Commission of India was formally inaugurated by an executive order of Government in December, 1953, to advise Government on the allocation of grants to Universities and institutions of higher learning, and to tender advice in

respect of any questions referred by the Government to the Commission. Later, it was incorporated by Statute (Act No. 3 of 1956) in accordance with the recommendations of the Radhakrishnan Commission on Higher Education. Under that Act, the scope and powers of the Commission have been greatly expanded and now cover, besides its original functions, many activities designed to assist both Government and Universities in respect of higher education. This incidentally has relieved the Universities of certain functions that are not directly necessary for the proper discharge of their main responsibility of providing higher education.

383. We have seen reports on the working of these bodies in Britain and India, and the main purpose of our visit to India was to see for ourselves the working of the Grants Commission of India. In India, we met the Minister of Education, his Permanent Secretary (who is a member of the Grants Commission) the Chairman and other members of the Grants Commission, the first Chairman of the Commission, (now the Vice-Chancellor of New Delhi University) and discussed with them and with some Vice-Chancellors of the Universities in India, the functioning of this institution. They were all agreed that the setting up of the Commission was a very wise move and that it had removed many of the tensions and difficulties that had appeared in the field of higher education. The particulars mentioned in Appendix "F" to this Report illustrate the wide range of activities which an institution of this nature can cover.

384. The evolution of the Grants Committee or Commission from the early concept of a Committee to advise the Government to that of a national autonomous Commission with wider powers (as in India) has been largely influenced by the realisation that educational institutions even though fully dependent on State funds should, as far as possible, be free from Government or political interference, particularly in the academic sphere and that these institutions should, in turn, be both aware of and responsive to the needs of the country. A grants Commission as in India can be of the greatest service in our country, and we have no hesitation in recommending that such a body be set up.

The Higher Learning and Research Grants Commission Bill (Draft)

385. Appendix "G" contains a draft bill which we commend for the immediate consideration of Government. This draft is based on the Ministry draft referred to earlier. It is necessary that it should be settled by the Legal Draftsman before it is presented to Parliament. We comment below on some of its main provisions.

Title

386. The Commission is designated "The Higher Learning and Research Grants Commission" and not "The Universities Grants Commission" and its scope would cover Universities as well as certain other institutions of higher learning and of research. Research is an essential ingredient of higher learning and we have recommended elsewhere that all public bodies associated with research (whether "fundamental" or "applied") should come within the purview of a national body designated "The National Council of Research". This Council should be associated with the Grants Commission in the same way as the Universities.

387. We have proposed three categories of members, viz.,

(a) Nominees by the Governor-General, not exceeding 5.

This would enable the nomination of persons who are, or have been associated with the administration of Universities or other institutions of higher learning as well as those who have held high administrative office. The Provosts recommended by us to be in independent charge of the Campuses of the University of Ceylon would also be eligible for nomination under this category.

(b) Nominees by the Minister, not exceeding 8.

This would enable the nomination of persons of high academic distinction or eminence in public life. Such persons might include the Chairman of the proposed National Council of Research, the Chairman of the proposed National Council for Technical Education (the creation of which is recommended by the Technical Education Commission), a person to represent the Government University Colleges which may be established in due course but would not be constituent Colleges of the University, and a person to represent the Colleges affiliated to the University, if any.

In order to preserve the independent character of this body, we have provided that not less than three fourths of the Ministers nominees shall be from among persons who are not Members of Parliament or Government Servants or paid officers of an institution of higher learning.

(c) Ex-officio members—The Permanent Secretaries of Finance and of Education. These two members will ensure that the two Ministers of Government most concerned are kept informed of the needs of the country as regards higher education, the arrangements made for it and the functioning of the

Commission. Their presence will ensure that the Commission is kept in touch with relevant Government intentions or policies.

- (d) *Chairman*—Much depends on the quality of the first Chairman. He should be one, who, apart from learning, has had high administrative experience whether in the Government or in the private sector. He should be a person who can be both conciliatory and firm and must above all be able to inspire confidence in all quarters. It is desirable that he should not be a Member of Parliament or a Public Officer or the holder of any office in an institution of higher learning, if he is to discharge his duties fairly and fearlessly.
- (e) *Secretary*—The Secretary, especially the first Secretary, should be carefully selected. We recommend that a senior public officer with high academic qualifications and administrative experience be seconded for service in this post for a period of three years in the first instance.
- (f) *Legal Adviser*—The Commission should have the full time services of a Legal Adviser during the “transitional period”.

Meetings of the Commission and delegation of its functions

388. We consider that it would suffice if the Commission met ordinarily once a quarter, particularly as the Commission has the power to delegate certain of its functions to the Chairman, Secretary or to any other officer of the Commission. It will, however, be necessary for the Committee to meet more often during the transitional period referred to in Part IV of the Act.

Commission's Powers

389. The powers and functions of the Commission are much the same as those of the Commission in India including the provision to control the right to confer degrees and the use of the word “University”. They call for no special comment here.

Transitional Provisions

390. Parts IV and V of the Bill provide for certain transitional provisions and for the repeal, in due course, of the Pirivena Universities Act. For reasons indicated elsewhere, we have recommended that the University of Ceylon be immediately expanded to accommodate the students and some of the members of the staff of the two Pirivena Universities, and that separate provision be made for the higher education of bhikkhus.

391. The implementation of this recommendation would be one of the earliest duties of the Commission. It casts on the Commission a responsibility that would require for its execution the full co-operation of the appropriate bodies of the three Universities. It is regrettable that these very bodies have lost the confidence of the public and that they can be held responsible or accountable in great measure for the steady deterioration of the administration of these three Universities. It would be unwise, therefore, to associate them with this somewhat delicate operation. We have accordingly provided in the draft Bill that during the transitional period required for this work of reconstruction, the Court, the Council and the Vice-Chancellor of each of the three Universities should cease to function, and that their powers and functions be vested instead, for the duration of this period, in the Commission.

Date of Operation

392. Section 1 (2) provides for the various Parts of the Act to be brought into operation at different times. We expect Parts I, II, III, and IV to be brought into operation immediately after the Bill has been assented to. Part V can come into operation only at the close of the transitional period.

Consequential amendments to the Ceylon University Act No. 20 of 1942

393. For the successful functioning of the proposed Grants Commission, certain consequential amendments are necessary in the Ceylon University Act. A draft Bill for that purpose is in Appendix "H". Opportunity has been taken, at the same time, to expand Section 10 of the main Act in order to make it clear that the Chancellor has the right to call for reports or to cause inquiries to be made in respect of any matter relating to the University, and to ensure that in his capacity as Chancellor, the Governor-General is not bound by the conventions applicable to him as Head of the State.

CHAPTER XV

ADMISSION, SCHOLARSHIPS AND BURSARIES

394. In this Chapter, we propose to deal with the matters referred to in paragraphs (g) and (l) of our terms of reference viz.

- (g) the desirability of having a unified system of admission to the three Universities ;
- (l) the method of awarding graduate and post-graduate scholarships and bursaries in the three Universities, and any changes that are desirable in such method.

Admissions

395. Admissions to the University of Ceylon are governed by Section 33 of the University Act, and by Chapter IV of the General Act of the University. The several parts of that Chapter deal with admission to courses for First Degrees, admission of graduate students of the University to a course for a Higher Degree, admission of graduate students, admission of under-graduate students from other Universities, admission for Higher Degrees (special cases) and re-admission. No person may be admitted to the University "unless and until he has completed his 17th year". The qualifications for admission to the various courses of study differ and candidates who possess the necessary qualifications have to sit for the Preliminary Examination conducted by the University unless they have a qualification, accepted by the Senate as equivalent. The final selection is made by a Board of Admission which consists of the Vice-Chancellor, the Deans of the Faculties, and such other officers or teachers of the University, as the Council shall from time to time determine. This Preliminary Examination of the University of Ceylon is also referred to as the University Entrance Examination. The provisions for admission to the two Pirivena Universities are identical with those of the University of Ceylon Act. They have their own Entrance Examinations and Boards of Admission.

Unified system of admission

396. There was a strong demand for a unified system of admission to the three Universities. In a small country like ours there is no purpose in having different standards of admission to the few centres of higher learning we possess or can provide for in the near future.

Uniformity in this matter is most desirable and we recommend that whatever be the number of campuses or Universities in the Island, eligibility for admission should be determined by one public examination conducted in close association with the Universities.

397. This problem has been partially solved by the recent decision of Government to hold a General Certificate of Education Examination at the level of the present University Entrance Examination, and to make it a qualifying examination for purpose of entry into the Universities, or for employment. We welcome that decision, which however, leaves unsolved the graver problem of the increasing numbers that are seeking admission to our Universities.

398. We have recommended elsewhere that future admission to the Halls of Residence should be limited to the number that can reasonably be accommodated in them. We are also of the view that the total number of admissions (resident and non-resident) to the Campuses should be governed by the capacity of the lecture halls and the availability of academic staff. We regard such restrictions to be most necessary for the maintenance of proper standards. In this connection we quote the following extract from the Report of the Committee on Emotional Integration (Government of India 1962) which, we consider, has equal relevance in the conditions prevailing in our country :

“Higher education is a privilege from which no really deserving student, whatever his parents' income, should be debarred. It is also a privilege which has to be worked for. In a country like our's, which has limited resources, money invested in education must ensure the maximum return to society. This is not possible unless high standards are achieved. Indiscriminate admission to colleges is largely responsible for the dilution of standards in University education and the growing unrest and frustration among the student population.”

399. Some witnesses have suggested that preference be given in the matter of admissions to certain backward areas until such time as the educational facilities throughout the country are reasonably even. We cannot agree with that view. The better way to remedy this situation would, in our opinion, be to give priority to such areas in the provision of improved facilities to schools and thus raise their standards.

Diversion at lower levels

400. The increase in the number of students seeking admission, calls for major policy decisions by Government. Can the country afford the expenditure involved in such education? Can all these students be profitably employed after graduation, either under Government or in the private sector? If the answer to either of these questions is in the negative, it would be necessary to divert these young men to other channels that offer better prospects of employment. We understand that even in more developed countries there are Selection Tests at various stages of primary and secondary education which divert students to practical training in Agriculture or Industry, leaving a restricted number for University education. The reports of the National Education Commission and the Technical Education Commission contain recommendations for the diversion of some of our students at the close of the Junior School stage and at various stages in the Senior School into direct employment or into Industrial, Technical or Vocational Training Institutions. Early decisions on those recommendations will be very desirable.

Planning Data

401. Even after the measures indicated above come into effect, the numbers seeking admission to Campuses will yet be far in excess of the numbers that can be accommodated in the Lecture Halls. If, as we envisage, the Grants Commission is to advise Government on the question of providing further facilities for higher education, it would be necessary for Government to determine, as best it can—

- (a) the finances it can set aside each year in the next 10 years or so for higher education, and
- (b) the approximate number of graduates in various departments of study it would like to see trained during that period.

On these figures should depend the numbers to be admitted and the strength of the academic staff in the several Departments of Study. We ourselves have endeavoured to obtain data on (b) above, but failed to get reliable information from any source. There was a wide divergence of opinion even among Professors at the University with regard to the number of Doctors or Engineers that the country needed or could absorb.

Procedure recommended for admission to the Campuses

402. We recommend that the following procedure should be adopted for admission to the three Campuses :—

- (a) Eligibility for admission to a particular course of study at each of the Campuses, should be based on the candidate's performance at the proposed G. C. E. (Advanced Level) Examination, in the subjects deemed appropriate for that particular course of study by the Faculty concerned in that Campus.
- (b) The G. C. E. (Advanced Level) Examination should be held by the Department of Examinations, but a Joint Examinations Board composed of representatives from the academic staff at all three Campuses should be responsible for such matters as drawing up the syllabus of each subject, laying down standards of examination and selection of examiners.
- (c) The list of successful candidates should be published for general information, and each candidate should be informed of the marks he has gained in each subject of examination. A schedule of marks of all the candidates should be furnished to the University authorities at each Campus and to the Grants Commission.
- (d) Candidates for admission to a Campus who possess the minimum qualifications for a particular course of study should forward their applications to the Central Board of Admission, Scholarships and Bursaries, composed as indicated in the next paragraph.
- (e) Where a candidate desires to submit his name to more than one Campus for consideration, he should forward separate applications in respect of each Campus and state in a covering letter the Campuses to which he seeks admission in order of preference.
- (f) Each Faculty at a Campus will have its own Faculty Board of Admission, with the Dean as Chairman, which will deal with all questions relating to admission to the particular Faculty.
- (g) The Central Board will forward the applications to the Faculty concerned at each Campus and the Board of Admission of the Faculty will arrange the candidates in order of merit, taking into account the marks obtained by them in the relevant subjects at the Entrance Examination, together with additional marks for general suitability based upon his school record, or upon an interview by the Board, if considered

necessary. The Faculty Board of Admission will forward the list of candidates arranged in order of merit to the Central Board with a statement of the number of students the Faculty can admit to each course of study.

- (h) The Central Board will select the candidates for each course of study in the several Campuses, after taking into account the decision of the Faculty Boards of Admission, and the preferences of the candidates, and inform the Registrar of the Campus concerned, who will notify the candidates selected.
- (i) This Central Board will also decide on the applications for transfer from one Campus to another. Provision for such transfer is desirable for reasons of health, change of residence of parents or other good cause.

The Central Board of Admission, Scholarships and Bursaries

403. We recommend that this Central Board should consist of—

- (a) a representative from each Campus or University,
- (b) the Director of Education or his representative,
- (c) two persons nominated by the Grants Commission, with the Secretary of the Grants Commission officiating as Secretary and Convenor,

The Chairman may be elected at the commencement of each year by the Board.

Scholarships

404. Section 26 (1) (j) of the University Act No. 20 of 1942 provides that Statutes may be made for the institution and award of Fellowships, Scholarships, Exhibitions, Bursaries, etc. The Statute made under that section is Statute 22. That Statute sets up a Scholarships Board consisting of the Vice-Chancellor, the Deans of the Faculties and such other persons not exceeding five as may be appointed by the Senate to award scholarships, exhibitions, and bursaries which are not awarded on the results of an examination. Scholarships, exhibitions and bursaries to be awarded on the results of an examination are awarded by the Senate on the recommendation of the respective Boards of Examiners. Chapter IX of the General Act of the University contains particulars of scholarships, exhibitions and bursaries.

405. The scholarships are—

- (a) Entrance scholarships awarded by the Senate on the recommendation of the Board of Examiners for the University Preliminary Examination.
- (b) University scholarships awarded by the Senate on the recommendation of the Board of Examiners for the First Examination in Arts, Sciences, Laws, Agriculture and Engineering and the second examination for Medical degrees.
- (c) Research and Special scholarships awarded by the Senate each year on the recommendation of the Board of Examiners in each of the Faculties of Oriental Studies, Arts, Sciences, Laws, Agriculture, Veterinary Science and Engineering.
- (d) University endowed scholarships awarded from the income of the Scholarships Endowment Fund. These scholarships are scheduled separately under Peradeniya scholarships and Colombo scholarships.
- (e) Endowed scholarships (private endowments) awarded, some by the Senate and some by the Scholarships Board.
- (f) Research Fellowships awarded by the Senate.

406. The University Scholarships Board is not authorised to award scholarships for post-graduate study, and at present post-graduate scholarships, six in number, tenable outside Ceylon, have been awarded annually since 1958 on the results of the final examinations of the Universities of London and Ceylon in Arts, Oriental Studies, Mathematics, Engineering and Sciences. They are tenable for two years with possible extensions. In practice, students obtaining Second Class Upper Division passes are also considered for these awards. The final selection is made by the Ministry of Education from the names of candidates submitted to the Department by the University authorities.

407. It must be appreciated that at the time the various scholarships were created, there was not more than one institute of higher learning for any special profession or subject. The situation has since changed and under the proposals we are making, there would soon be three independent Campuses which will, we hope, quickly blossom out into full Universities. It would not be proper therefore to permit the Peradeniya Campus or any other to retain all these scholarships and awards. They should be either apportioned among them or thrown open to competition among all eligible candidates.

408. It may be desirable to make these awards in the form of money grants and not to make it a condition of acceptance of the award that the recipient should reside in a Hall of Residence or join a particular Campus. They should, however, be found places in the Halls of Residence, if they so elect; in which event they should meet all the Hall dues. We make this recommendation as some students may prefer to travel from home. This would, also, incidentally relieve the pressure on the Halls of Residence.

Recommendations

409. A complete overhaul of the present arrangements would appear to be called for. We recommend that—

- (a) scholarships awarded on the results of an examination held by the University should continue to be awarded by the Scholarships Board of the University which might include two persons from outside the University.
- (b) scholarships not awarded on the results of an examination held by the University should be open to competition to any person from any part of the island unless the donor has imposed conditions limiting the award to a particular locality or class of person and should be awarded by the Central Board of Admission, Scholarships and Bursaries, referred to in paragraph 403.
- (c) Graduate and post-graduate scholarships awarded at present by the Ministry of Education should, in future, be awarded by the Central Board of Admission, Scholarships and Bursaries.
- (d) As the Preliminary Examination is being abolished, a separate entrance scholarship examination will have to be held for the award of entrance scholarships and exhibitions. The examination will have to be conducted by the University and awards made by the Scholarships Board.

Bursaries

410. Provision for Bursaries appears in Part VI of Chapter IX of the General Act. Bursaries are awarded by the Scholarships Board which is expected to take into consideration the academic records of the applicants and their financial circumstances. In practice, Bursaries are awarded shortly after the students enter the University, and the number of awards is limited by the amount voted each year to the General Scholarships Fund or to other special funds.

411. From representations made, it would appear that adequate inquiries had not been made in some cases with regard to the financial position of the parents or guardians before these bursary awards were made, and that while students in relatively affluent circumstances have received bursaries, some truly needy cases have been overlooked. In this matter too, we feel the need for uniformity and recommend that the grant of bursaries be entrusted to the Central Board referred to earlier, and that the following procedure be observed:—

- (a) Under-graduates who seek bursaries should, within the first month after admission to the University, apply on an approved form to the Registrar of their Campus giving the necessary particulars,
- (b) The Registrars of the several Campuses should forward all applications so received to the Central Board within a fortnight of the last date fixed for the receipt by him of such applications,
- (c) The Central Board should thereafter make the necessary inquiries and decide upon the awards according to the funds available, and inform the respective Registrars of the awards, authorising them to make the payments to the bursary holders from an allocation made to them by the Grants Commission. The Central Board has no interest in the awards thereafter.
- (d) The University authorities will subject the bursary to such conditions as to academic work or general behaviour as they may deem necessary.

Bursary Loans

412. We have received representations regarding the desirability of introducing a scheme of bursary loans, under which the present system of outright bursary grants, should be replaced by a scheme of granting loans to needy students, repayable with interest at a nominal rate, after the student has obtained employment. We understand that such schemes have been adopted in other countries. As the number of bursaries now awarded is limited by the amount voted each year for this purpose, the proposed scheme under which outright payments will be done away with, will enable the number of students receiving assistance to be increased very considerably in a few years

time, when the amounts repaid have been credited to the Bursaries Fund. It is also likely that donations to such a fund may be readily forthcoming from members of the public. On the other hand, the number of applicants for loans may be very large, recovery may prove much more difficult than anticipated, and the clerical and accounting work involved in such a scheme may be very considerable. On the evidence before us, we do not feel justified in recommending that the existing scheme of outright bursary grants should be replaced by a system of granting repayable loans. We consider however that the question needs closer examination and recommend that it be fully considered by the Grants Commission.

CHAPTER XVI

MISCELLANEOUS MATTERS

413. In this Chapter we refer to certain aspects of higher education that come within paragraph (n) of our terms of reference, viz. "matters connected with or incidental to the matters referred to in respect of which you may receive representations." We propose also to examine, from a different viewpoint, a few matters dealt with by us earlier and to refer to some other aspects of higher learning that have a direct bearing on the terms of reference even though they may not have been the subject of direct representation to us.

National Council of Research

414. Our observations on research at the University appear in paragraphs 200 to 206. We are concerned here with research at the national level. Research at Universities is normally confined to pure or fundamental research which is directed towards the advancement of knowledge and helps to keep alive the spirit of inquiry. Such research is an essential feature of a University and it is most important that nothing is done that would impair this vital role. Applied research is, however, generally the concern of agencies outside the University.

415. There is general agreement that in a developing country, such as ours, the emphasis for many years to come must be on applied research. We have in our country many institutions devoted to applied research in various fields, some private and others financed wholly or in part by Government, such as—

- (a) The Tea, Rubber and Coconut Research Institutes. They are incorporated by law and are financed by an export cess on their respective commodities.
- (b) The Ceylon Institute of Scientific and Industrial Research. This institute, which is also incorporated by law, is not confined to a particular industry ; it assists all persons who seek its advice. It is maintained by fees and a Government grant.
- (c) Research Institutions attached to Government Departments, e.g. Fisheries, Irrigation, Western Medicine, Ayurveda, Agriculture.
- (d) Research sections of certain large private industrial or commercial concerns.

This list is not exhaustive. There are, besides, many private laboratories and small industrialists engaged in research on a minor scale and doing useful work. Finally, there are the Associations not engaged in Research but which are keenly interested in and encourage research activities, e.g. the Association for the Advancement of Science, the Royal Asiatic Society (Ceylon) and the Historical Society.

416. We have mentioned quite an impressive list of research institutes. It is unfortunate, however, that these numerous bodies seem to work in water-tight compartments, as it were, and that there is little evidence of co-ordination of their activities. We were surprised to learn that the only contact most of the research workers at these institutes had with one another was at the meetings of the Association for the Advancement of Science or at scientific congresses. The major institutions mentioned in the above list are reasonably well equipped and employ highly skilled personnel. We were also told that there were costly items of equipment at some of these institutions lying idle for the greater part of the year which could be made use of by others if there were greater co-operation.

417. The benefits that can accrue to them and to the nation from the pooling of the resources of these several institutions are obvious, and there has been a demand from many quarters for the setting up of a body to co-ordinate all these activities at national level. We are strongly of that view ourselves and recommend that the Grants Commission give priority to this demand and arrange for the setting up, under its auspices, of a National Council of Research.

418. For this National Council we make the following suggestions :

(a) *Designation.* "The National Council of Research."

(b) *Objects.* The Council should not be a Research Institute or itself engage in research. Its main objects should be—

(i) to co-ordinate all research activities in the Island, so as to ensure the fullest use of available resources and equipment in the national interest,

(ii) to assist research bodies to improve their services,

(iii) to provide a centre where research workers could freely meet, exchange views and generally establish good relations, and

(iv) to publish a Journal or Journals of Research for the benefit of research workers as well as the public.

(c) *Membership* should be open to all persons engaged in or interested in research who are prepared to abide by the rules that may be prescribed by the Council.

(d) *Committee of Management.* The Tea, Rubber and Coconut Research Institutes and the Ceylon Industrial and Scientific Research Institute and the Board of Research of the University should each be represented in the Committee of Management of the Council. The other bodies, including the private sector, should also find representation in some acceptable manner. The Secretary of the Grants Commission may, at the commencement, function as Secretary of the Council. The Chairman should be elected each year by the Committee from among its members.

(e) *Funds.*

- (i) As the Council will not be engaging in research work on its own, its expenditure need not be high and should be met by a Government grant made to it through the Grants Commission as in the case of the Universities.
- (ii) If the Council finds acceptance with the public, we expect donations to be forthcoming from private institutions, business concerns and individuals, either for specific purposes or for its general fund.
- (iii) We envisage that, in due course, the funds that now accrue to the Tea, Rubber, and Coconut Research Institutes from their respective export cesses and the Government grants made to the other institutions would be channelled through the Council and that later, by agreement, all such moneys would be credited to the funds of the Council for disbursement to the various bodies according to their respective needs.

419. At first sight it may appear incorrect to divert the proceeds from a cess on a commodity such as Tea, which is now paid into the Tea Research Institute, to the National Council of Research. Public attitude towards these major agricultural industries have, however changed considerably since 1925 when the Tea Research Institute was established. The Tea, Rubber and Coconut industries are at present the mainstay of our economy, and their progress or decline directly affects the entire community and not only the private interests that own them. The public have a right to divert the taxes arising out of these industries to other industries that have not progressed to the same extent, but which are also important for our national economy. These three industries would find representation in the National Council, and it may even be that the Council will, on occasion, deem it necessary to grant to any one of these Institutes even more monies than it would obtain from the cess.

Medium of Instruction

420. In paragraphs 208 and 209 we have referred to the question of the medium of instruction from the point of view of its effect on the standard of teaching. We propose here to deal more fully with this issue on which there has been much comment recently in the Press and elsewhere. There appears to be general agreement that, in due course, University instruction in all subjects should be in the Official Language except perhaps in the predominantly Tamil speaking areas where the authorities of the particular Campus concerned would decide for themselves whether the medium should be Sinhala or Tamil. That definitely is our view.

421. The difference of opinion is to whether the change should take place immediately or progressively. The sensible view, as we see it, is to effect a gradual change, and to introduce Sinhala, only when the members of the teaching staff at the Universities are confident that they are themselves personally equipped to lecture in Sinhala. If the changes we have suggested elsewhere relating to the University are introduced, in particular the establishment of the Grants Commission, we are confident that the University authorities would show greater response to public opinion in matters of this nature, and that they would themselves speed up the transfer to the Sinhala medium.

422. If the lecturer is conversant in Sinhala and has a sound knowledge of his particular subject, he should not find it difficult to lecture in Sinhala provided he is at liberty to use the internationally accepted technical words and expressions without adaptation. Languages get enriched in this manner with immediate advantage to the student and to the general public.

423. An essential preliminary to the teaching of Science in Sinhala at any level is the availability of basic text books in Sinhala on the various sciences. The authorities of the University of Ceylon should have regarded the production of such text books as one of their duties. If a serious attempt had been made to prepare such text books when the Government's policy on the Official Language became known, the present insufficiency of text books in Swabasha would perhaps not have been felt.

424. It must, however, be recognised that lectures alone do not constitute University instruction. Lectures at a University are not expected to cover all the details which the student should be familiar with, even for purposes of his examination. They are essentially introductory to his particular field, and at lectures and seminars, the student is more or less guided to find for himself the

riches and beauty in that field. We understand that the authorities in England have recently taken the view that the English Language alone is, in the present day, not adequate for an English student to keep pace with the advance of science, and that he should also know some other international language such as German, French or Russian. It is fatuous therefore to imagine that the Sinhala language alone can open to us, to any appreciable extent, the doors of knowledge.

425. What matters, in our view, is not so much whether English or Sinhala should be the medium of instruction at lectures at University level, but that the student should acquire competence to approach the world of science, understand its secrets and make use of that knowledge for the benefit of himself, of his country and perhaps of humanity at large. An irrational insistence on the immediate change over of the medium of instruction at University level to Sinhala particularly in the sciences would not, in our opinion, be in the best interests of the student or the country. It would be particularly disadvantageous to the student from the rural areas whose familiarity with English or with any other international language would ordinarily be less than that of the urban student.

426. A more realistic approach to this important issue would be to insist that a candidate who seeks admission to any science course at the University has attained at least a good pass standard in English at the General Certificate of Education Examination. Thereafter, it does not matter whether the lectures or seminars at the University are conducted in Sinhala or in English. As English is a compulsory second language from the Third Standard and has been so for some time, such insistence need not cause hardship.

427. Another important consideration that calls for gradual change is the need to find External Examiners particularly in the Science subjects. At present, it is possible to find External Examiners outside the Island because of the absence of a language barrier. If scripts are answered in Sinhala, the range of External Examiners would necessarily be confined to within the Island. There is considerable doubt as to whether Examiners can be found at present in all fields of study. If, as we have proposed, University Colleges or Campuses are set up in different parts of the country, and, if they develop, as we hope they would, into independent Universities, the situation would ease considerably.

428. Another way of easing the language problem would be to accept the Roman script for the Sinhala and Tamil languages. Turkey, Egypt, Indonesia, and Malaya have adopted that script for their National Languages to their great advantage. We understand

that the People's Republic of China has also recently decided on such a change. The Roman script is not associated with any particular country, race, language or religion, and we are now quite familiar with it. It is less strange to us than the script of our early inscriptions. This suggestion may, at first sight, appear to be unpatriotic and perhaps expose us to violent criticism from certain quarters, but, on closer examination, a very different view is possible. It is not perhaps generally realised that the entire Thripitaka, including the commentaries, the sacred books of the Hindus, the Mahawansa and our other Chronicles, and some of our literary works, are available in the Roman script, and that a reasonably satisfactory system of transliteration has been evolved and is in use. The advantages of such a change in our administration, in effecting general economies and in reducing the tensions arising out of language in our society are too obvious to mention here. We commend this suggestion to the authorities.

429. Paradoxical as it may seem, the quickest way to make an effective change over to the Sinhala medium in the sciences at University level is to insist on a higher standard of instruction in English at the primary and secondary levels. Expenditure incurred on securing more and better teachers of English will most assuredly bring good dividends.

Discipline

430. We have dealt at considerable length on the subject of Discipline at the Universities in paragraphs 96 to 140. Here, we refer to two external factors that have a direct bearing on discipline at the University viz.

- (a) the preparation of students at Junior and Secondary School levels for higher education,
- (b) the behaviour of persons holding responsible positions in the public life of our country.

431. It is generally agreed that the foundations of character are laid at the junior school stage. Reverence for truth, personal cleanliness, regard for teachers and elders and respect for law and order are best inculcated in those impressionable years. Teachers at the primary schools and parents share the responsibility for seeing that the proper foundations for good citizenship are laid at that stage. We are constrained to refer to this matter as the poor discipline at the Universities can, in part, be attributed to neglect at this stage of the student's career.

432. There is also the need to prepare the student, who aspires to enter the University, for participation in the life of the University where he is left very much to his own initiative in order that he may, under the general guidance of his Tutor, develop his individuality. Most of his associates at the University, whether in the lecture rooms, Halls of Residence or out on the Campus would be relative strangers to him. Their social and economic backgrounds may differ very widely and in the first few weeks it will be these differences that will be most evident. In as much as the conditions prevailing at a modern University are so very different from those at a Secondary School, it would be extremely helpful if the student were given, before he leaves school, some kind of training which would enable him to adjust himself easily to the new conditions which await him at the University.

433. Equally important is the example set by those in high places. We have referred in paragraph 121 to 124 to the importance of exemplary behaviour on the part of the academic staff at the University. The youth of today also look up to leaders in public life outside the University. The problem of maintaining discipline at the Universities would be simplified for the authorities concerned, if those holding responsible positions in public life were to maintain a higher standard of behaviour and show greater restraint than they do now in their general conduct.

G. C. E. (Advanced Level) Examination of London University

434. We received representations on behalf of a large number of students preparing for the London G. C. E. (Advanced Level) Examination stressing the hardship caused to them by the decision that this examination should not be held in Ceylon after 1963. It was urged that this was an examination in which it was possible to sit for one subject at a time if desired, and qualify in due course to proceed to an external degree of London University. It was also pointed out that the local Universities had not as yet provided facilities for study in certain subjects in respect of which the London University holds examinations.

435. The London Examination affords special advantages to those already in employment who wish to pursue higher studies on a part-time basis without having to do intensive work in more than one subject simultaneously. The present requirements for eligibility to sit for the external degrees of the University of Ceylon do not afford this facility. Moreover those candidates who have already qualified in one or two subjects at the London G. C. E. (Advanced Level)

Examination and would require to qualify in one more subject to entitle them to sit for the degree will completely lose the advantage they have gained if examinations are not held in Ceylon after 1963.

436. We consider that the hardships complained of are genuine and need redress and that it would be equitable to make arrangements to continue holding the London G. C. E. (Advanced Level) Examination as well as the corresponding London degree examinations in Ceylon for a few years longer. Such action would not only relieve the distress and frustration caused to the students who have been preparing for these examinations, but would also encourage the local Universities to maintain their examination standards at a level comparable to the high standards of the London Examinations. As a very early decision on this question appeared to be necessary, we brought this matter to the notice of the Permanent Secretary to the Ministry of Education in January, 1963, but the decision to discontinue these examinations after 1963 has not been varied.

437. If it is not possible to arrange for this London University Examination to be held in Ceylon for some years more, we suggest that the conditions of eligibility to sit for the external examinations of the University of Ceylon should be modified to enable those students who have already qualified in one or two subjects of the London (G. C. E.) Advanced Level Examination to be given credit for these subjects when considering their eligibility to sit for the external examinations of the University of Ceylon.

External Students at Peradeniya—1960-61

438. An exceptionally large number of students sat for the University Entrance Examination in December 1960. The University authorities, as usual, published the full list of students who had attained the standard required for admission to the University, but, as accommodation at the Halls of Residence was limited, they were not able to admit 700 of these qualified candidates. These students were thus placed in a most difficult position. There was public agitation on their behalf and, on representations made by the Government, the University authorities, much against their will, agreed to admit these students to lectures, and to grant them certain library facilities at the Peradeniya Campus. They could not, however, be admitted as students of the University as the provision at that time was only for internal resident students.

439. Subsequently, on the results of the preliminary examination of 1961, certain students were admitted as "internal students" of the University although they could not be accommodated in the Halls of

Residence. They were asked to reside outside. This was possible as the residential rule had in the meantime been relaxed. There are thus three categories of students at Peradeniya, viz.

- Internal resident students,
- Internal non-resident students, and
- External students.

440. We are now concerned with this last category of students. They have represented that to all intents and purposes there was no difference between them and the internal students in so far as studies are concerned. It is also doubtful whether in the conditions prevailing in the Halls of Residence and within the Campus, residence in the Halls of Residence has much educational value. These external students are now not asking for admission to the Halls of Residence but are most keen that they

- (a) be regarded as internal students for the purposes of the final examination and the awards made, and
- (b) be given full library facilities and permitted to participate in the social and recreational activities of the University and to represent the University in those matters.

441. So far as we can see there is only a technical objection against the grant of their requests, viz. that at the time they were admitted to lectures, there was no provision for the registration of students who were not living in Halls of Residence. It would, in these circumstances, be gracious of the University to concede their requests.

Local Bodies and Higher Education

442. In countries such as Britain, Local Bodies play an active part in higher education. Our Local Bodies are also interested but they have not yet been invited to take a share in it. The major Local Bodies (Municipalities and Urban Councils) can be of great service to non-resident University students, particularly with regard to library and reading room facilities. We have observed that the Reading Room and the Reference section of the Municipal Library at Edinburgh Crescent, Colombo, are mainly occupied by University students, most of whom find the Library a convenient place for quiet reading and reference. This is an indication of the need for such a service. The Grants Commission should make satisfactory arrangements with the Local Bodies to provide more and better libraries in the principal towns of the Island. Local Bodies may also consider the grant of Bursaries or Scholarships to students from their respective areas.

Sangharama

443. We have been informed by the Trustees of the Sangharama Trust that the Ceylon University Sangharama was founded with the two-fold object of affording the highest form of education available to both Bhikkhu and Samanera and of establishing within the radius of the University a religious centre for Buddhist under-graduates.

444. The first Residence Hall contemplated in the plan for the Sangharama was completed towards the end of 1960 and the bhikkhu under-graduates went into residence in January 1961. However, the financial burden of running a hostel for over forty bhikkhus appears to have placed the limited resources of the Trust under considerable strain. The Trust relies for its income on interest derived from monies deposited in Government loan, a grant of Rs. 1,000 per mensem from Lake House together with the University and the bursary grants to the bhikkhus. This income has proved inadequate to provide meals and other facilities necessary for the bhikkhu-students, the wages of the staff and other incidental expenses.

445. The Trustees have informed us that if it is decided to make arrangements elsewhere for bhikkhus to pursue their higher studies, they would suggest that the present Sangharama building be utilised as a centre of Buddhist Culture at the University where students could gather for worship, instruction or discussion of the Dhamma.

446. As we have already recommended that no bhikkhus should in future be admitted to the University of Ceylon, we commend this offer of the Trust to the University authorities for their consideration.

Rural Universities

447. The idea of Rural Universities or Institutions imparting higher education against a rural background or with a special bias in favour of the simple or rural way of life is being actively pursued in India and in some other countries. They may still be said to be in an experimental stage and we suggest that the Grants Commission should keep itself informed of developments in this field.

The Inter-University Board of India

448. The University of Ceylon is a member of the Inter-University Board of India. The Vice-Chancellor attends the annual meetings of the Board and was its President in 1960. In view of the political changes since this Inter-University Board was set up, it does not appear to be appropriate for Ceylon, now an independent country, to be a member of the Inter-University Board of India. The Vice-Chancellor has informed us that membership of the Board has been

helpful in selecting candidates recruited from India or arranging for the exchange of teachers. If the University is to continue to be a member of this Board, the name of the Board would have to be suitably altered. As we are of opinion that association between the Universities of India and Ceylon would serve a useful purpose, we recommend that the Grants Commission should take up this matter with the Inter-University Board of India.

Periodical Review of Higher Education

449. The measures we have recommended in this Report will, we believe, ensure, to a reasonable degree, the smooth working of our Universities. Institutions however tend to decay unless constant vigilance is exercised and timely measures are taken to adapt them to the needs of our fast changing economy and social outlook. It is most necessary, therefore, that there should be a periodical review of the work of the Universities and other allied bodies by a Public Commission of independent men. That is done in most countries. We accordingly recommend that a Public Commission be appointed about once in every ten years to review the policy and the arrangements for higher education in our country.

Educational Policies and Party Politics

450. In conclusion we wish to emphasise that a sound educational structure can never be built on the shifting sands of political expediency or on the narrow foundations of racial or religious sentiment. The interests of our adolescent population demand a stable and far sighted educational policy, based on long-term principles, and calculated to provide our youth with education in the widest sense of the term, untrammelled by considerations of race, caste or creed, or by any false sense of nationalism. For this purpose we strongly recommend that problems of educational policy should be removed from the realm of party politics and treated on a national level.

CHAPTER XVII

SUMMARY OF RECOMMENDATIONS

451. Our main recommendations are summarised below :—

**The Pirivena Universities—Working and Administration
and
The Higher Education of the Bhikkhu**

That, as the higher education of the Bhikkhu and the higher education of the laity cannot be brought under one organisation, the two Pirivena Universities should cease to exist at the earliest possible moment. (Paragraph 65).

That the Pirivena Universities Act No. 45 of 1958 should be repealed. (Paragraph 85).

That a separate institution should be set up for the higher learning of the Bhikkhu. (Paragraph 84).

That the Ministry of Education and Cultural Affairs should set up an ad hoc Advisory Committee to advise on the character and functions of that Institution. (Paragraph 92).

That arrangements be made for the absorption in the University of Ceylon of the students already admitted to the two Pirivena Universities, and that the Court, Council and the Vice-Chancellor of each of the two Universities should cease to function and that their powers and functions be vested instead in the Grants Commission. (Paragraphs 354 and 391).

That Government should not take into its employ a Bhikkhu in any capacity with or without remuneration, and any Bhikkhu so employed should be discontinued. (Paragraph 89).

That the authorities of the University of Ceylon should deny admission to Bhikkhus but that Bhikkhu students already studying at the Universities be permitted to remain till they complete their courses of study. (Paragraph 90).

That the Ministry of Education and Cultural Affairs should take steps—

- (i) to close down the lay sections of the Pirivenas and to absorb the lay students and teachers of these Pirivenas into the Government Senior Schools in the vicinity.

- (ii) to exclude subjects like Ayurveda and Astrology from the curricula at Pirivenas,
- (iii) to assist the Pirivenas to provide residential accommodation for Bhikkhu students who are unable to find accommodation at the Pirivena or at temple in the vicinity. (Paragraph 91).

The Student and the University

That a punishment once imposed should not be varied except by way of appeal to a duly constituted authority. (Paragraph 108).

That the practice of holding Hall elections on party lines is unhealthy and should be discouraged. (Paragraph 110). That the elections be held once a year. (Paragraph 110).

That the University authorities should give careful consideration to the question of enforcing the wearing of academic dress. (Paragraph 111).

That the University authorities take early steps to provide more recreational facilities. (Paragraph 112).

That the University Library and Gymnasium be kept open on Saturday afternoons and Sundays. (Paragraph 113).

That early steps be taken to provide proper Canteen and Common Room facilities for the students at Thurstan Road premises. (Paragraph 114).

That Wardens of Halls of Residence should have powers of imposing fines not exceeding Rs. 10 on a student or of gating the student for a period not exceeding two weeks.

That Proctors and Deputy Proctors should have the power of imposing fines not exceeding Rs. 15 on a student or of reporting him to Wardens and Tutors and the Board of Residence and Discipline. (Paragraph 117).

That Deans have the power of imposing fines not exceeding Rs. 25 and of suspending a student for not more than two weeks. That the Vice-Chancellor should have the power of imposing fines not exceeding Rs. 50 and of suspending students for 6 weeks. (Paragraph 118).

That the Board of Residence and Discipline should have the power of imposing fines, periods of suspension for definite or indefinite periods, dismissal from the University, cancellation of privileges such as Bursaries, Scholarships, etc., and withdrawal from any University examination. (Paragraph 118).

That a personal record should be maintained in respect of each student and that copies of this document be made available to prospective employers at the discretion of the University authorities. (Paragraph 119).

That an Appeal Board should be set up empowered to revise punishments imposed. (Paragraph 119).

That every student entering the University be allotted to the care of a Tutor who will act as the channel of communication between him and the University. (Paragraph 124).

That such Tutors should be found accommodation in Halls of Residence and that the student's personal file should be maintained by them.

That notes of excoats should be entered by the Warden in the Hall Log Book.

That in addition to the Tutor, each student should have a Supervisor of Studies who will have overall control over the student's academic progress. (Paragraph 124)

That political activity of any sort within the Campus should be forbidden. (Paragraph 126)

That the number of students allotted accommodation in Halls of Residence should not exceed the number for which the Halls were planned. (Paragraph 128)

That the Wardens of Halls of Residence should reside in their respective Halls or be provided with quarters close to the Halls of Residence of which they are in charge. (Paragraph 129)

That Tutors too should have rooms in the Halls of Residence where they could meet the students allotted to them. (Paragraph 130)

That Freshers should as far as possible be allotted rooms in the same Halls as the most senior students. (Paragraph 131)

That the discipline of a Hall should be in the sole charge of the Warden; in the case of male students Halls, the Wardens should be assisted by a Marshal. Punishments imposed by the Warden should not be subject to appeal to any higher authority. (Paragraph 132)

That the Wardens should be selected from among the Senior Lecturers. (Paragraph 133)

That each Hall should have a Steward to attend to the catering and accounting, and the supervision of the kitchen and Hall employees. (Paragraph 134)

That the University authorities responsible should make special arrangements for the reception and care of new students. (Paragraph 140)

The Courses of Study

That there should be separate Departments at Colombo for Theoretical and Experimental Physics and the B. Sc. Special Degree Courses in Physics should include lectures on relevant subjects conducted by the Department of Applied Mathematics; the Department of Physics at Peradeniya Campus should confine itself to teaching at General Degree level. (Paragraph 148)

That greater emphasis should be placed upon the teaching of modern Mathematics by establishing two separate Departments of Pure and Applied Mathematics in Colombo, each in charge of a Professor, which will teach at Honours Level; the Departments of Mathematics at Peradeniya and Jaffna should in the first instance confine themselves to teaching for the General Degree. (Paragraph 149)

That there should be separate Departments of Physical, inorganic and Organic Chemistry in Colombo where both Honours and General Courses would be provided; the Department at Peradeniya should confine itself to teaching for the General Degree. (Paragraph 150)

That Zoology should be taught at General Degree and Honours level at Colombo and at General Degree level at Peradeniya.

That a Readership in entomology should be created in Colombo. (Paragraph 151)

That Botany should be taught at General Degree and Honours level at Colombo, and at General Degree level at Peradeniya. A Readership in Plant Physiology should be created in Colombo. (Paragraph 152)

That a new Department should be created at Peradeniya to teach Geology and Mineralogy at General Degree level. (Paragraph 153)

That a Department of Astronomy should be created at Colombo and the necessary equipment provided. (Paragraph 154)

That a Department of Marine Biology, Oceanography and Limnology should be created at Colombo or Jaffna. (Paragraph 155)

That a newly qualified doctor should after his interne period be attached for a further period of two years to the hospitals in Colombo or to the more important provincial hospitals. (Paragraph 156)

That use should be made of senior Government Doctors in provincial hospitals as Examiners in the Examinations for medical degrees.

That post-graduate diploma courses in Anaesthetics and Ophthalmic Surgery should be introduced.

That the University should examine whether existing facilities for preparation for the degrees of M. S. and M. O. G. are adequate. (Paragraph 157)

That the present professorial posts in the Medical Faculty be apportioned between the two Medical Schools at Colombo and Peradeniya. (Paragraph 158)

That the Ayurvedic Research Institute be brought within the framework of the National Institute of Research. (Paragraph 160)

That the courses for Agricultural Graduates should combine sound academic training and realistic practical experience; courses in Climatology and Agricultural Extension Methodology, should be included in the degree courses. (Paragraph 162)

That the scheme of training Engineering Apprentices as proposed by the Committee appointed in 1959 by the Minister of Agriculture & Lands should be brought into operation without delay. (Paragraph 166)

That the Engineering Faculty should have its own Department of Mathematics, and the staff be increased from 1 to 4. (Paragraph 167)

That no further extensions be undertaken for the Engineering Faculty at Peradeniya; if a second Faculty or new Departments are required, they should be sited in Colombo. (Paragraph 168)

That a School of Architecture providing courses leading to the degree of B.Sc. in Architecture should be set up in Colombo with provision for a 2-year post-graduate course. (Paragraph 169)

That a Department of Estate Management should be created providing courses for the degree of B.Sc. in Estate Management, at Colombo. (Paragraph 170)

That in the selection of students for courses in Commerce, Public and Business Administration, preference should be given to candidates who have studied Commerce subjects at School. (Paragraph 171)

That there should be a single Faculty of Law and that it should be at Colombo. (Paragraph 172)

That the emphasis on the study of Arts Subjects at Honours and Post-graduate level should be shifted to the Colombo Campuses where the buildings at Gangodawila should be made use of to site an Arts Faculty. (Paragraph 173)

That Arabic be taught at General Degree level in a Sub-Department at the Colombo Campus. (Paragraph 174)

That Departments of English be set up at all three Campuses at Peradeniya, Colombo and Jaffna. (Paragraph 175)

That in the Department of Sinhala, emphasis be given to the study of modern Sinhala, and Honours and post-graduate courses in Sinhala be provided for at Colombo and Peradeniya Campuses. (Paragraph 176)

That the Campus in Jaffna be developed to form the centre of Tamil learning. All instruction at the University in the Tamil medium should thereafter be confined to that Campus. (Paragraph 177)

That Hindi, Chinese, German, Russian, French and other modern languages be taught at the Colombo Campus. (Paragraph 178)

That Western Classics may be provided for in a Faculty of Arts and Social Sciences under a Sub-Department at Colombo. (Paragraph 179)

That the numerous divisions of Buddhism and the languages—Pali, Sanskrit and Prakrit—should be under a Faculty of Buddhist studies at the Colombo Campus. (Paragraph 181)

That there should be separate Departments for Eastern and Western History. Ceylon History should be a Sub-Department in the Department of Eastern History. Both these Departments should be at Peradeniya, with additional Departments of Eastern History in Colombo and Jaffna. (Paragraph 182)

That the University should do more work in Geography with special attention to Ceylon Geography. Geography should be taught at Peradeniya, Colombo and Jaffna. (Paragraph 183)

That recognition should be given to the Fine Arts at the University without delay. A start should be made at Sub-Department level with a series of lectures on selected aspects of Art, under the guidance of a qualified Reader, Lecturer or Professor in the Faculty of Arts. (Paragraph 188)

That the Department of Economics should be sited in Colombo. A Sub-Department at Peradeniya should be sufficient to cater for the students offering Economics for the General Degree. (Paragraph 190)

That a Sub-Department of Archaeology should be located at Peradeniya under the Department of Eastern History; and steps should be taken to achieve greater co-ordination with the work of the Archaeological Department. (Paragraph 191)

That the Department of Education should continue to be sited at Peradeniya. The numbers admitted to the Diploma in Education Course should be increased and a practising school for teacher trainees should be started at the Campus. (Paragraph 192)

That the Department of Philosophy should be sited at the Colombo Campus. It should cover European, Asian and Modern Philosophy. (Paragraph 193)

That the Department of Sociology should be expanded and should continue to be sited at Peradeniya. (Paragraph 194)

That a Sub-Department of Ethnology and Social Anthropology should be established at Peradeniya under the Department of Eastern History. (Paragraph 195)

That any practical difficulties that may arise from the above arrangements should receive special consideration of the University authorities and of the Grants Commission. (Paragraph 196)

Standards of Teaching and Examinations

That a scheme of offering posts of Visiting Lecturers in Ceylon to Professors and Lecturers from Universities abroad for periods varying from 1 or 2 terms upto about 2 years, should be introduced and necessary budgetary provision made. (Paragraph 199)

That teachers showing special aptitude for research should be relieved of excessive hours of teaching and outstanding research workers should be appointed to posts of Readers irrespective of

seniority. Creation of research posts should be considered, a number of post-graduate fellowships and studentships established and sufficient weightage given to quality and output of research in considering appointment to posts of Heads of Departments and Professors. (Paragraph 203)

That in branches of study like Sinhala, Buddhist Philosophy etc. where material for research is available in this country, Probationary Assistant Lecturers could work for their first Higher Degrees in Ceylon; but it is of extreme importance that in Science, Mathematics, Medicine, Engineering etc. young University teachers should be sent abroad for research work. (Paragraph 204)

That for the next few years the University should encourage research on problems peculiar to Ceylon, in agriculture, industry, Economics and Health. (Paragraph 205)

That a University Research Board should be set up to supervise and co-ordinate the research work of different Faculties, allocate grants for approved research projects, and decide on the creation of research posts. (Paragraph 206)

That special provision should be made in the annual Budget for the purpose of enabling University teachers to attend Seminars and Conferences abroad. (Paragraph 207)

That if high standards of teaching are to be maintained increases of intake into Departments should be carefully planned in close consultation with the Departments concerned. (Paragraph 211)

That in order to preserve a suitable student-teacher ratio the possibilities of increasing the staff or reducing the intake should be explored. (Paragraph 213)

That the system of assessment of examination performance needs overhaul and should be reviewed by the Senate. (Paragraph 217)

Academic and Non-Academic Staff

The recommendations made under this heading should be applicable to all appointments in the constituent Campuses of the reorganised University of Ceylon. (Paragraph 219)

That major changes in salary scales should follow a general review of the scales in the Public Service. (Paragraph 224)

That a certain number of posts of Associate Professorships be created to avoid frustration. There should be two grades of Professors. Grade I on a scale of Rs. 16,200—8 of 600—Rs. 21,000 and Grade II on a scale of Rs. 15,000—6 of 600—Rs. 18,600. (Paragraph 224)

That a Readership should primarily be a research post with only a small load of teaching work, and in appointment to this grade research ability, shown by research achievements, should be the main criterion. The salary scale should be Rs. 11,760—3 of 480—4 of 600—Rs. 15,600. (Paragraph 224)

That recruitment to the Grade of Assistant Lecturers should not be restricted to graduates of the University of Ceylon. Assistant Lecturers should be confirmed after 2 years of satisfactory teaching. The salary scale should be Rs. 5,160—4 of 360—Rs. 6,600. (Paragraph 226)

That Assistant Lecturers in the Engineering Faculty should be given practical training for 2 years before they undertake a course for a research degree. (Paragraph 227)

That confirmation in Grade II should not be conditional on obtaining a research degree. The period of training abroad should be fixed at the outset. The appointment to the grade of Assistant Lecturer should be restricted to candidates with first class Honours or a good second class, and that an outside candidate with a Ph.D. be appointed to Grade II; a research degree need not be insisted on for promotion to Grade I in certain special instances.

That the salary scale for Lecturer Grade I should be Rs. 10,320—2 of 320 and 5 of 600—Rs. 14,280 and the salary scale for Lecturer Grade II should be Rs. 6,960—4 of 360 and 3 of 480—Rs. 9,840. (Paragraph 228)

That new recruits to the Professional grades be paid uniform scales of non-pensionable allowances in lieu of private practice as follows :—

Professors and Readers 30 per cent., Lecturers Grade I 25 per cent., Lecturers Grade II 20 per cent., of salary. (Paragraph 230).

That teachers in professional subjects who so desire may be allowed to forego their allowances in lieu of private practice and undertake a limited amount of private work for not more than 2 days a week. (Paragraph 231)

That probationary officers on study leave be allowed the same concessions as permanent officers. (Paragraph 233).

That in the payment of allowances to Assistant Lecturers on study leave discrimination should not be made between officers who marry before appointment and those who marry afterwards. (Paragraph 234).

That the practice of granting study leave to University teachers for the purpose of obtaining higher qualifications abroad should be continued but a report on the work done should be called for from those who undergo such training. (Paragraph 235).

That any extension of service of a University teacher reaching the age of 55 years should be granted at once for 5 years and not annually. After 60, University teachers may be granted extensions for specific periods on contract but should not be Heads of Departments. After 65 a teacher's services should only be utilized in the capacity of a Visiting Professor or Lecturer. (Paragraph 236).

That a Board of Review with three members should be set up to make decisions upon any individual grievances or to hear appeals against the decisions of the Council or Vice-Chancellor. (Paragraph 237).

That the request of University employees for pensionable status be examined by the Government. Meanwhile the question of raising rates of Provident Fund and investment of Provident Fund contributions in an insurance policy be taken up with the Government. (Paragraph 238).

That the question of a W. & O. P. Scheme for University employees be considered by the Government. (Paragraph 239).

That University teachers should be forbidden on pain of dismissal to take part in active politics, address political meetings or attempt to indoctrinate students.

That appointment of Lecturers Grade II and Assistant Lecturers should be made by the Council. Vacancies should be advertised and candidates interviewed by a Selection Board which should make its recommendation to the General Board of Selection which in turn will make observations thereon and make its recommendations to the Council. (Paragraph 246).

That vacancies in posts of Professors, Readers and Lecturers Grade I (when not promoted from Lecturers Grade II) should be advertised and candidates should be interviewed by the General Board of Selection. In the case of the promotion of a Lecturer Grade II, the Head of the Department will recommend to the General Board of Selection which in turn will place the matter before the Council. (Paragraph 247).

That academic appointments of a minor nature should be made by the Vice-Chancellor on the recommendation of the Dean who will first consult the Head of the Department. (Paragraph 248).

That a set of rules for the conduct of both academic and non-academic staff and for disciplinary action should be formulated immediately corresponding to those in the Public Service. (Paragraph 249).

That provision should be made for the Council to inflict on University teachers and other employees lesser punishments than suspension or dismissal. Before imposing a punishment on a University employee the Council should have before it the recommendation of a disciplinary committee of the University consisting of 5 members with the Vice-Chancellor as Chairman. Specific cases of misconduct should be inquired into by Committees of Inquiry appointed by this Committee. (Paragraph 250).

That appointment to Senior Administrative posts should be made by the Council after advertisement and interview by a General Selection Board of 5 members. (Paragraph 251).

That appointment of Assistant Registrars, Assistant Bursars, and Assistant Librarians should be made by the Council by advertisement and interview. Selections should be done by a Board of Selection consisting of 3 members which should make its recommendation to the General Board of Selection. (Paragraph 252).

That officers in subordinate grades should be appointed to the initial of the grade. No additional increments should be given to officers of exceptional merit but after 6 years service in the lower grades they should be eligible for promotion. A system of annual confidential reports should be started. (Paragraph 255)

That the number of posts in Class I and II of the clerical service should be suitably increased to offer greater chances of promotion for new recruits. Promotions should be considered by a Board and a certain number of junior administrative posts be reserved for competition among clerical staff. (Paragraph 256)

That new recruits to the clerical service be selected through a competitive written examination, and they should be placed on the minimum of the scale. (Paragraph 257)

That the Ceylon Medical Council should employ its own staff and not make use of clerks at the Faculty of Medicine. (Paragraph 260).

That more posts in the grade of Library Assistants should be upgraded to provide better prospects of promotion to these officers. (Paragraph 261)

That all Library Peons should be designated as Library Attendants Grade I and placed on a scale of Rs. 750—42—Rs. 1,296 p.a. and the creation of a few posts of Counter Supervisor on a higher scale be considered. (Paragraph 262)

That Library Labourers should be designated as Library Attendants Grade II and those with qualifications and experience be considered for promotion to Grade I. (Paragraph 263)

That Marshals should be on a scale of Rs. 1,020—120—Rs. 2,820 p.a. Two posts should be in a higher grade on a scale of Rs. 2,820—120—Rs. 3,780 p.a. (Paragraph 264)

That the salary scale of the Telephone Operators in the lower grade be revised to Rs. 960—72—Rs. 1,392 p.a. (Paragraph 265)

That Overseers be placed on the scale of Rs. 1,044—42—Rs. 1,380 p.a. (Paragraph 267)

That Laboratory Assistants and Technical Assistants showing exceptional merit should be considered for promotion to the next higher grade after they have served 5 years in any grade. (Paragraph 268)

That the Ceylon University Press should be expanded to cover the printing work of all the University Campuses and be placed under the control of a Press Board. A separate confidential branch should be created to print question papers. There should not be any discrimination in fixing of salaries. The practice of granting extra increments to some employees should cease. (Paragraph 269)

That the salary scale of Laboratory Attendants Grade II should be revised to Rs. 540—12—Rs. 720 p.a. Designation of Laboratory Attendants should be changed to Laboratory Sub-Assistants and suitably qualified Grade I Laboratory Sub-Assistants made eligible for promotion to the grade of Laboratory Assistants Grade III. A list of duties should be drawn up for them. (Paragraph 271)

That Binders in full charge of a record room should be paid an allowance of Rs. 20 p.m. (Paragraph 272)

That the cadre of Telephone Operators should be increased, if services of Peons are frequently needed to help at the Exchange. (Paragraph 273)

That payment of Overtime for work of more than 12 hours duration and supplying of rain capes and coats to watchers should receive favourable consideration. (Paragraph 274)

That labourers in the same category should not be discriminated with regard to uniforms and if they are suitable for work as Peons they should be considered for promotion when vacancies arise. (Paragraph 275)

That Labourers in the Engineering Section with continuous service should be considered for permanency. (Paragraph 276)

That University authorities should make a determined effort to promote better employer-employee relations. (Paragraph 277)

That leave privileges on the same basis as for employees attached to similar Government institutions be granted to Hall Employees ; regarding loans for transport they should be treated in the same way as other minor employees. There should not be any discrimination between those in Colombo and Peradeniya. (Paragraph 279)

That recommendations of the Sub-Committee regarding incremental credit for war service be implemented with effect from 8.4.60. (Paragraph 281)

That early steps should be taken to provide recreational facilities to members of the clerical service. (Paragraph 283)

That the question of a scheme of risk insurance be examined by the University authorities and suitable action taken. (Paragraph 284)

That University should give sympathetic consideration to providing adequate medical attention for subordinate employees at reduced rates or free of charge. (Paragraph 288)

The Finances of the Three Universities

That when an irregularity or fraud is pointed out, a full investigation must be made immediately and the offenders should be punished ; advice given by the Auditor-General must be promptly heeded and effectively observed (Paragraph 310).

That the chief executive officer of the University should not act on his own responsibility in financial matters but be assisted by a Standing Committee of the Council (Paragraph 311).

That the Bursar should be a fully qualified and experienced Accountant. Merit and ability should be the chief criteria in appointment to the post (Paragraph 312).

That provision should be made in the University Act for the following matters :—

- (i) The Accounts of each year ending September 30th should be rendered to Audit before 31st January of the following year ;
- (ii) The Auditor-General and his Assistants should have access to all books of accounts, documents and records of the University as the Auditor-General may consider necessary for the purpose of his examination ;
- (iii) The Auditor-General and his Assistants should be furnished with such information and explanations as he may require in connection with his audit ;
- (iv) The Report of the Auditor-General and the Accounts should be submitted to the Vice-Chancellor who shall transmit it to a Select Committee of the Court which should be empowered to examine University officials or any other persons call for records and documents, and make a recommendation to the University Court ;
- (v) The Report of the Auditor-General, together with the Accounts of the University and the recommendations of the Select Committee and the decision of the Court thereon should be published in the *Government Gazette*. (Paragraph 314).

That the Standing Committee for Finance should be responsible for the scrutiny of estimates, the equitable distribution of Professional posts bewteen Faculties etc. An independent Organization and Methods Unit, to investigate the staff requirements of the different Faculties, should be set up (Paragraph 315).

That details of actual expenditure, internal allocations and adjustments should be left to the control of the appropriate University Authority, subject to the over-riding check of the Auditor-General. A small permanent body, on the lines of the University Grants Commission of India, but with wider powers, should be set up to scrutinise the estimates and recommend to Government the amounts of grants payable. This body should investigate and report to the Government on any matter affecting the administration, as desired by the Government, which does not fall within the province of the Auditor-General (Paragraph 316).

The Working and Administration of the University of Ceylon and the measures proposed for more efficient management

That the Vice-Chancellor should not be entitled to vote at meetings of any University authority but should be entitled to exercise a casting vote, if necessary, at meetings of bodies over which he presides. (Paragraph 323)

That the University authorities should take early steps to arrange for the timely publication of the Calendar and the Gazette and open at a suitable site, preferably at the entrance to the Campus an Information Bureau. (Paragraph 328)

That the Court, the Council and the Vice-Chancellor should cease to function for a period of about 18 months—"the transitional period", and that the powers and functions of these authorities be vested during that period in an independent body such as the Grants Commission. (Paragraph 347)

Expansion of the University Education

That the facilities for higher education be dispersed among convenient centres or Campuses in different parts of the Island. (Paragraph 352)

That the Gangodawila Campus be handed over to the University of Ceylon for the expansion of its Colombo Campus in order that it may absorb the students of the two Pirivena Universities.

That the Faculties and Departments of Study of the University of Ceylon be dispersed among its present Campuses at Peradeniya and Colombo and a new Campus at or near Jaffna.

That the administration of the University of Ceylon be de-centralised to permit the three Campuses to manage their own affairs subject to the general control of the University. (Paragraph 354)

That the Government should consider setting up University sections in selected Government Schools where facilities are adequate and that the first preference be given to a school in South Ceylon and next to a school in the Batticaloa District (Paragraph 355)

That when the Grants Commission and the University authorities are satisfied that the training imparted in the University sections of such schools justified their recognition for the award of internal degrees, such University sections of these schools be recognised as University Colleges and be given representation in the academic body of the associated University (Paragraph 355).

That the Grants Commission should after due investigation consider recognition of the private institutions now preparing students for University degrees and associate them in some acceptable manner with the Campuses of the areas in which they are situated (Paragraph 356).

That each Campus be represented in the Grants Commission by the Provost and the Provost, Deans and Professors should find representation in the Senate and other bodies of the university (Paragraph 362).

That the Chancellor be empowered to call for reports or cause inquiries or inspections to be made in respect of any matters affecting the University (Paragraph 366).

That the following procedure be observed in filling the post of Vice-Chancellor :—

The Grants Commission should advertise the post and submit all applications to a Selection Committee consisting of the Chairman of the Grants Commission, two other members of Commission and three persons nominated by the Chancellor. The Selection Committee should forward to the Chancellor a list of not more than three candidates placed in order of merit with its observations. If the Chancellor is not disposed to accept the first name proposed, he may refer the list back once only to the Selection Committee for further views.

The Vice-Chancellor at the time of appointment should not be above the age of 60 and his term of office should be for a period of 4 years with provision for extension by only one year. Subsequent elections should be on the same basis, except that in lieu of three persons nominated by the Chancellor, there should be three persons elected by the Court (Paragraphs 372 and 373).

That the Registrar should not be the Secretary of all the University bodies and in particular the Faculties should make their own arrangements for their secretarial work (Paragraph 375).

That each Faculty should appoint a Junior Lecturer to function as the Secretary of the Faculty in an honorary capacity and that he be relieved of a certain amount of teaching work on account of this extra responsibility and be given the full time assistance of a clerk. (Paragraph 377).

Higher Learning and Research Grants Commission

That a Commission, designated "The Higher Learning and Research Grants Commission" should be set up. (Paragraph 384).

That the Commission should consist of nominees of the Governor-General, not exceeding 5, nominees of the Minister, not exceeding 8, Permanent Secretaries of Finance and Education as ex-officio members, a Chairman, a Secretary and a Legal Adviser (Paragraph 387).

That the powers and functions of the Commission should be similar to that of the Commission in India including the provision to control the right to confer degrees and the use of the word "University" (Paragraph 389).

Admissions, Scholarships and Bursaries

That whatever be the number of Campuses or Universities in the Island, eligibility for admission should be determined by one public examination conducted in close association with the Universities (Paragraph 396).

That the total number of admissions to the Campuses should be governed by the capacity of the Lecture Halls and the availability of academic staff. (Paragraph 398).

That priority should be given to backward areas in the provision of improved facilities to schools. (Paragraph 399).

That there should be a Central Board of Admissions, Scholarships and Bursaries consisting of:—

- (a) a representative from each Campus or University
- (b) Director of Education or his representative
- (c) two nominees by the Grants Commission with Secretary of the Grants Commission officiating as Secretary and Convenor (Paragraph 403).

That Scholarships awarded on the results of an examination held by the University should continue to be awarded by the Scholarships Boards of the University. (Paragraph 409).

That Scholarships not awarded on the results of an examination should be open to competition, unless otherwise stipulated by the donor, and be awarded by the Central Board of Admissions and Scholarships. (Paragraph 409).

That Graduate and Post-Graduate Scholarships should be awarded by the Central Board of Admission and Scholarships in future. (Paragraph 409).

Miscellaneous Matters

That the Grants Commission should set up under its auspices, a National Council of Research to co-ordinate all research activities in the Island, and to assist research bodies to improve their services. (Paragraph 418).

That in due course University instruction in all subjects should be in the Official Language except perhaps in the predominantly Tamil speaking areas where the authorities of the Campuses concerned could decide whether the medium should be Sinhala or Tamil (Paragraph 420).

That Sinhala should be introduced as the medium of instruction in all subjects gradually as University teachers become confident of their competence to lecture in Sinhala (Paragraph 421).

That an irrational insistence on the immediate change over of the medium of instruction at the University level to Sinhala particularly in the Sciences, would not be in the best interests of the student or the country (Paragraph 425).

That the Grants Commission should make satisfactory arrangements with the Local Bodies to provide more and better libraries in the principal towns of the Island. The Local Bodies may also consider the grant of Bursaries or scholarships to students from their respective areas. (Paragraph 442).

That a Public Commission be appointed about once in every ten years to review the policy and the arrangements for higher education in our country (Paragraph 449).

That the problems of educational policy should be removed from the realm of party politics and treated on a national level. (Paragraph 450).

APPRECIATION

We are happy to record that in this inquiry we received full co-operation from the Ministry of Education, Government officials, the public, the Press and our staff. We thank the witnesses and everyone else who assisted us.

We are grateful to the Vice-Chancellors of the three Universities for readily assisting us by providing accommodation for our sittings and investigations, and for giving directions to their officials for supplying us with all documents and information which we needed.

We are grateful to the Vice-Chancellors of the three Universities Mr. H. M. Weerasuriya, whose patience and understanding helped in the smooth functioning of the office. In Mr. W. Kiriarachchi, his chief assistant, we found a pleasant and conscientious officer. We owe much to the stenographer, Mr. Woodwyn Fernando, who, in spite of a family bereavement, gave priority to his official duties and performed them with acceptance. A heavy load of work fell on the other English stenographer, Mr. W. D. Fernando, and the two English Typists, Messrs. T. M. H. C. Amath and D. S. Ranaweera. We also desire to place on record our appreciation of the services of the Graduate-Translator, Mr. U. R. B. Wilfred, the Sinhala Typist, Miss S. A. Karunawathie and Stenographer (Casual) Miss P. Gunawathie.

Lastly, we wish to pay a warm tribute to our energetic and indefatigable Secretary, Mr. Wimal Nawagamuwa, whose skill and efficiency have considerably lightened our labours, and whose mastery of the Sinhala language has enabled us to present this Report simultaneously in English and Sinhala.

D. C. R. GUNewardana,
(Chairman).

P. H. Wickremasinghe

D. E. Wijewardana.
(Commissioners).

WIMAL NAWAGAMUWA.
(Secretary).

31st July, 1963.

APPENDIX "A"—VIDE PARAGRAPH 4

Notification published in the Newspapers

UNIVERSITIES COMMISSION

The above Commission has been appointed under Section 2 of the Commissions of Inquiry Act for the purpose of inquiring into and reporting on—

- (a) the working and the administration of the following Universities, to wit, the University of Ceylon, the Vidyodaya University of Ceylon and the Vidyalandara University of Ceylon;
- (b) the measures that should be adopted for the purpose of securing a more efficient management and a smoother working of each of the aforesaid three Universities, including any changes that may for that purpose, be considered desirable in the conditions of service, the salaries and other emoluments, the qualifications, and the rights, privileges and duties, of the members of the academic and non-academic staff of each such University;
- (c) the finances of each of the three Universities and the disbursement of funds allocated to each of them;
- (d) the steps necessary to ensure co-ordination in the expansion of the curricula of the three Universities with a view to avoiding duplication in such curricula and the consequent waste of national resources;
- (e) whether any one or more of the three Universities should be expanded, and whether any new University or University College should be permitted to be established;
- (f) the steps that should be taken to effect and maintain a high standard of teaching in each of the three Universities and to establish a uniform standard in the examinations conducted by such Universities;
- (g) the desirability of having a unified system of admission to the three Universities;
- (h) the machinery for the appointment and dismissal of, and the exercise of disciplinary control over, the members of the academic and non-academic staff of each of the three Universities, including any changes that are desirable in such machinery;
- (i) the machinery for the exercise of disciplinary control over the students of each of the three Universities, including any changes that are desirable in such machinery;
- (j) the relations that exist between teachers and students in each of the three Universities and what steps, if any, should be taken to improve such relations;
- (k) the administration of the hostels of each of the three Universities, including any changes that are desirable in such administration;
- (l) the method of awarding graduate and post-graduate scholarships and burasaries in the three Universities and any changes that are desirable in such method;

- (m) any changes that are desirable in the functions and the activities of each of the three Universities and its relations with the Government, and the steps that should be taken and the machinery, if any, that should be set up for the purpose of giving effect to such changes, including any amendments to written law necessary for that purpose ; and
- (n) any other matter connected with or incidental to the matters specified above in respect of which you may receive representations.

2. The Commission invites the assistance of the general public and in particular of members of the Universities staff, (both academic and non-academic) of associations of staff or of students and of any others interested in the working of any one or more of the three Universities. Persons desirous of making representations on any one or more of the matters under reference to the Commission, are requested to send such representations in writing preferably in quadruplicate to reach the Secretary of the Commission by the 30th September, 1962. It will help the Commission considerably if such documents are typed or written on one side of the paper only. If any person desires his memorandum to be treated as confidential, it should be sent under confidential cover.

3. The Commission may invite oral evidence at a later date.

4. All communications should be addressed to the Secretary, Universities Commission, P. O. Box 512, Colombo.

WIMAL NAWAGAMUWA,
Secretary.

APPENDIX "B" (i)—VIDE PARAGRAPH 6

List of Persons who sent Memoranda

- Mr. M. D. M. Rohantissa, Galle.
- Rev. S. M. Saranankara Thero, Bentota.
- Mr. T. Padmanathan, Supreme Court, Colombo.
- Mr. D. L. Weeraratne, 230, Sunethra Mawata, Pepiliyana, Boralesgamuwa.
- Mr. D. A. Edirisinghe, President, Bauddha Samaja Sanvidhayaka Mandala, "Sisira", Digana, Kengalle.
- Dr. W. Pachow, University Park, Peradeniya.
- Mr. B. E. Amarasinghe, Clerk of Works, Resident Engineer's Office, University Buildings, Gangodawila, Nugegoda.
- Mr. Stephen de Silva, 129, Galle Road, Alutgama.
- Mr. K. Ratnavel, Chidamparawasam, Uppukulam, Mannar.
- Hony. Secretary, Vidyalankara University Teachers' Association, Vidyalankara University, Kelaniya.
- Mr. K. P. Piyadasa, Yatigaha, V. C. Office, Banduragoda.
- Mr. C. S. Fonseka, 204, Horana Road, Piliyandala.
- Dr. V. Navaratnam, Clare College, Cambridge.
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- Mr. W. George Perera, Galwatte, Passara.
- Mr. D. J. R. de Silva, Ceylon University Press, Colombo 3.
- The President, Lanka Visva Vidyala Mudrana Sewaka Samitiya, Ceylon University Press, 94, Thurstan Road, Colombo 3.
- Mr. L. H. Buddhadasa, Assistant Accountant, Vidyodaya University, Nugegoda.
- Hony. Secretary, Ceylon University Technical Officers' Union, Department of Botany, Faculty of Science, Colombo 3.
- Mr. W. M. Winnie, Ceylon University Press, Thurstan Road, Colombo 3.
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- Dr. P. B. Sannasgala, 3, Lake Crescent, Colombo 2.
- Mr. Norman Goonetillake, President, Government Agricultural Employees Union, Agricultural Office, Naula.
- Prof. K. Kularatnam, Department of Geography, University of Ceylon, Peradeniya.
- Mr. Hiran D. Dias, St. Catharine's College, Cambridge, England.
- Mr. Bernard de Silva, Government Printer, Colombo 8.
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- Hon. Secretaries, Samagri Sangha Sabha, Koggala Thripitaka Dharmayathanaya, Habaraduwa.

- Mr. Arya Suriyaarachchi, Palligoda, Polgampola.
Hony. Joint Secretaries, Vidyodaya, Students' Union, Vidyodaya University, Nugegoda.
- Mr. Marahela T. G. Wijeratne, Marahela, Dantura.
- Rev. Hiniduma Saranankara Thero, Gangarama Viharaya, G/Panangala.
- Mr. T. B. Ratnayake, "Vijitha", Sangha-rāja-pura.
- Rev. Thalgaspe Sirirathana Thero, Gnanandaramaya, Unawatuna.
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- Mr. Gunadasa Kankanamage, Thumbe, Kamburupitiya.
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 goda
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- Hony. Secretary, Political Science Society, University of Ceylon, Pera-
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- Mr. G. D. M. Wickremasinghe, Retired Vidane Aratchichi, Horana.
- Hony. General Secretary, Northern Province Teachers Association, Suthu-
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- Rev. M. Chandapothi Thero.
- Miss W. H. S. Wijayakoon, Yak-Ella Maha Vidyalaya, Bulathkohupitiya.
- Mr. T. Fernando, 8/21, Karagampitiya, Dehiwela.
- Rev. Veihene Sumana Thero, Siri Vijayaramaya, Unanvitiya.
- Rev. Veihene Sumana Thero, Siri Vijayaramaya, Unanvitiya.
- Mr. T. W. Fernando, 148, Mill Road, Gorakapola, Panadura.
- Mr. N. M. Kularatne, Hettigedera, Keppetipola, Wilsons.
- Rev. Uduwahawara Khemananda Thero, 50/5, Vijayarama Road, Udaha-
 mulla, Nugegoda.
- Mr. M. V. Murugesu, 5, Stanley College, Jaffna.

- Mr. T. D. H., Gunasena, Hony. Secretary, Pracheena Panditha Upadithareenge Sangamaya, Totagamuwa, Hikkaduwa.
- Mr. D. U. Abeyratne, "Ratuwatte", Diamond Jubilee School, Panadura.
Hony. Secretary, Vidyananda Saraswathie Vidyalayeeeya Sisya Sangamaya, Indurupathwila, Baddegama.
- Hony. Secretary, Sri Mayurapada Community Centre, Ussapitiya.
- Mr. P. D. Madanayake & Others, Galle.
- Mr. Somaweera Chandrasiri, Member of Parliament, Visvakala, Piliyan-dala.
- Mr. T. U. de Silva, 139, High Level Road, Nugegoda.
- Miss. Ramya Kanangama & Others, 1/170, Alakeswara Road, Etul Kotte, Kotte.
- Mr. R. M. G. D. Hangilipola, Ku/Gampola Government School, Pahalagiri-bawa, Galgamuwa.
- Mr. Sri Chandraratne Manawasinghe, "Wapi Mekhala", Pirivena Road, Boralesgamuwa.
- Mr. A. T. Dharmasena & Others, Ceylon University Sinhala Dictionary Office, Colombo.
- Mr. S. Kanagasabai, Director, Yal Institute, 426, Hospital Road, Jaffna.
- Mr. T. Mendis, Principal, Bd/Passara Madhaya Maha Vidyalaya, Passara.
- Mr. I. E. G. Perera, Alubomulla.
- Mr. L. Ariyawansa, Hony. Secretary, Sri Lanka Jatika Guru Sangamaya, 292, Galle Road, Colombo 3.
- Mr. P. M. Paranavithana, Vidyananda Viswa Vidyalaya Pirivena, Indurupath-wila, Baddegama.
- Mr. L. Narangoda, Hony. Secretary, Kappagoda Rural Development Society, Mawanella.
- Rev. Henpitagedera Gnanawasa Thero, Sri Sumana Vidyalaya, Ratnapura.
- Mr. N. Kulatunga, 29, Karawanella, Ruwanwella.
- Mr. S. Handy Perimbanayagam, Manipay.
- Mr. B. L. R. de Silva & Others, 16/17, Circular Road, Peradeniya.
- Rev. H. Saranankara Thero, Molagoda Rajamaha Vihara, Harankahawa, Kandy.
- Dr. K. N. Jayatillake, University of Ceylon, Peradeniya.
Hony. Secretary, Dehiwela Mt. Lavinia, Y. M. B. A. Dehiwela.
- Miss. B. Jayawardhane, Musaeus Training College, Kalutara.
Hony. Secretary, Ceylon University Clerical Service Union, University of Ceylon, Peradeniya.
- Mr. C. Muthumala, Hony. Secretary, Pracheena Bhasopakara Samagama, Education Department, Colombo 2.
- Dr. N. A. Jayawickrema & Others, University of Ceylon, Peradeniya.
- Prof. D. E. Hettiarachchi, University of Ceylon, Peradeniya.
- Mrs. T. R. de Silva, 16/17, Circular Road, Off Old Galaha Road, University Park, Peradeniya.

- Mr. N. D. Beddewela, Hony. Secretary, Udarata Peramuna, Queen's Hotel, Kandy.
- Mr. P. N. Mahadewa, 3, Raymond Road, Nugégoda.
- Mr. W. Dharmadasa & Others, Library, University of Ceylon, Peradeniya.
- Mr. E. F. Alwis, Assistant Teacher, K/Senkadagala Madya Maha Vidyalaya, Buwelikada, Kandy.
- Mr. G. D. Jinawansa, Pitipane South, Homagama.
- The Teaching Staff, Vidyarthodaya Pirivena, Veherapitiya, Polgahawela.
- The Teaching Staff, Vidya Ravindra Pirivena, Pahalgama, Gampaha.
- Eksath Bahira Sisya Sangamaya, University of Ceylon, Peradeniya.
- Dr. Kewal Motwani, Jackson's Hotel, Jabalpur M. P. India.
- Dr. D. L. Jayasuriya, University of Ceylon, Peradeniya.
- Mr. C. F. Fonseka.
- Mr. D. A. C. C. Gunawardhane, Vidyodaya University, Nugegoda.
- Mr. W. J. Fernando, Commissioner for Ayurveda, Colombo 8.
- Prof. K. Rajasuriya, 59, Ward Place, Colombo 7.
- Hony. Joint Secretaries, Sri Lanka Vidyalankara Viswa Vidyalayeeya Sisya Sangamaya, Vidyalankara University, Kelaniya.
- Dr. H. P. A. Wijetunga, Senior Medical Officer, University of Ceylon, Peradeniya.
- Mrs. Vajira Cooke, Warden, Ramanathan Hall, University of Ceylon, Peradeniya.
- Hony. Secretary, Sri Lanka Viswa Vidyalayeeya Bhikku Sisya Sangamaya, Sangharamaya, University of Ceylon, Peradeniya.
- Hony. Secretary, The University of Ceylon Teachers' Association (Colombo), University of Ceylon, Colombo 3.
- Rev. Thiranagama Ratanasara Thero, Asian Buddhist Art Research Institute, Battaramulla, Talangama.
- Hony. General Secretary, Ceylon Association for the Advancement of Science, 55, Maitland Place, Colombo 7.
- Mr. K. D. Somadasa, Senior Assistant Librarian, University of Ceylon, Peradeniya.
- Mr. K. S. Yapa, 22, Lady Gordons' Road, Kandy.
- Rev. Veihena Kassapa, Kahaduwa Maha Vidyalaya, Kahaduwa.
- Dr. S. T. Seneviratne & Others, Department of Agriculture, University of Ceylon, Peradeniya.
- Hony. Secretary, All Ceylon Union of Commerce Teachers, 6, Somadevi Place, Kirillapone, Colombo.
- Hony. Secretary, Dambadeni Hatpattu Pradeseeya Sasanarakshaka Mandalaya, Tilakaratnaramaya, Muthugala, Dambadeniya.
- Rev. Uragaha Dhammadhassi Thero, Sri Sunandarama Purana Viharaya, Uragaha.
- Hony. Secretary, Northern Province Principals' Association, Mahajana College, Tallippalai.
- Dr. J. Tilakasiri, University of Ceylon, Peradeniya.

- The Registrar, Buddhist University College, 29, Rosmead Place, Colombo 7.
- Mr. B. Muthunayagam & Others, 50, Rosmead Place, Colombo 7.
- Mr. K. R. Madduma Banda, 598, Getambe, Peradeniya.
- The Registrar, Vidyāloka Visva Vidya Pirivena, Galle.
- Mr. J. D. Dhirasekera and Dr. K. N. Jayatillake, University of Ceylon, Peradeniya.
- Dr. P. E. E. Fernando, University of Ceylon, Peradeniya.
- Mr. S. C. Blook, Librarian, University of Ceylon, Peradeniya.
- Dr. C. E. Godakumbure, Archaeological Department, Edinburgh Crescent, Colombo 7.
- Ven. H. Sri Sumana Revatha Thero, Chief High Priest, Bomaluwa Pansala, Atamasthana, Anuradhapura.
- Hon. Secretary, All Ceylon Commercial Education Association, Neevely, Jaffna.
- Hony. Secretary, Indigenous Medical Students Union, Govt. Indigenous Medical College, Borella.
- Mr. Vinie Vitharna, 32/1, Railway Station Road, Mount Lavinia.
- Dr. A. P. de Zoysa, 474, Galle Road, Colpetty.
- Mr. M. T. S. Fernando, St. Mary's College, Matugama.
- Hony. Secretary, Ceylon Mental Health Association, 3, Bagatalle Road, Colombo 3.
- The President, All Ceylon Government English Assistant Teachers' Trade Union, C/Kossinna Government Mixed School, Ganemulla.
- Mr. H. K. Piyadaa, Kelani Poth Hala, Thorana Junction, Kelaniya.
- Mr. Piya Jaya Vithana & Others, University of Ceylon, Peradeniya.
- The President, Ekabaddha Sisya Bala Mandalaya, College of the Fine Arts 21, Albert Crescent, Colombo 7.
- Mr. Piya Jaya Vithana, Arunachalam Hall, University of Ceylon, Peradeniya.
- Dr. T. Ranjit A. Ruberu, University of Ceylon, Peradeniya.
- Mr. R. E. C. I. Ekanayake, 18A, Church Street, Nugegoda.
- The Hony. Secretary, Ceylon Students Federation, 50, University Park, Peradeniya.
- Hony. Secretary, Ceylon Headmasters Conference, St. Sylvester's College, Kandy.
- Mr. M. Jayatillake & Others, 182, Maligakanda Road, Colombo.
- Mr. K. D. A. Nanayakkara, Vidyodaya University, Gangodawila, Nugegoda.
- Prof. E. O. E. Pereira, Faculty of Engineering, University of Ceylon, Colombo.
- Prof. T. Nadarajah, University of Ceylon, Peradeniya.
- Mr. P. D. Nithyapala.
- Prof. C. C. de Silva, University of Ceylon, Colombo.
- Ayur. Dr. Wimalasena Herat Mudali, 65/2, Ellakkatu Road, Old Town, Anuradhapura.
- Rev. Angoda Dhammananda Thero, Arambe Pansala, Arambekade, Kumburegama.
- Mr. Ananda P. Herath, Vidyalankara University, Kelaniya.
- Mr. R. Bodinagoda, Ceylon University Sangaharama and Vihara Trust, Lake House, Colombo.

APPENDIX "B" (ii)—VIDE PARAGRAPH 6 .

I.—List of Individuals who gave Oral Evidence

- Mr. B. E. Amarasinghe, former Clerk of Works, Vidyodaya University, Gangodawila, Nugegoda.
- Dr. (Mrs.) K. Ram. Aluvihare, Warden, Ramanathan Hall, University of Ceylon, Peradeniya.
- Mr. Abaya Ariyasinghe, Vidyodaya University, Gangodawila, Nugegoda.
- Prof. O. E. R. Abhayaratne, Dean of the Faculty of Medicine, University of Ceylon, Colombo.
- Mr. W. F. Abeykoon, Registrar, Vidyalkara University, Kelaniya.
- Mr. M. D. G. Abeyratne, Assistant Registrar, University of Ceylon, Colombo.
- Dr. M. B. Ariyapala, University of Ceylon, Peradeniya.
- Dr. B. A. Baptist, University of Ceylon, Peradeniya.
- Mr. Gamini Bulathgama, "Saranath", Trincomalee Street, Kandy.
- Mr. S. C. Blok, Librarian, University of Ceylon, Peradeniya.
- Dr. W. Balendra, "Lincoln House", Ward Place, Colombo 7.
- Dr. E. D. C. Baptiste, Director, Rubber Research Institute.
- Prof. M. F. Chandraratne, University of Ceylon, Peradeniya.
- Mr. M. D. Dassanayake, Department of Veterinary Science, University of Ceylon, Peradeniya.
- Prof. P. E. P. Deraniyagala, Director of National Museums.
- Mr. Hiran D. Dias, University of Ceylon, Peradeniya.
- Mr. J. D. Dhirasekara, University of Ceylon, Peradeniya.
- Mr. Premakumbara Epitawela, "Thambapanni", Cultural Institute, Nugegoda.
- Mr. D. Ediriweera, "Shamrock", 46, Vijayarama Road, Nugegoda.
- Dr. P. E. E. Fernando, University of Ceylon, Peradeniya.
- Mr. W. J. Fernando, Commissioner for Ayurveda.
- Mr. M. T. S. Fernando, St. Mary's College, Matugama.
- Mr. Norman Gunatillake, President, Government Agricultural Employees Union, Agricultural Office, Naula.
- Mr. T. D. H. Gunasena, Hon. Secretary, Panditha Upadhidhari Gururunge Sangamaya, Totagamuwa, Hikkaduwa.
- Dr. C. E. Godakumbure, Archaeological Commissioner.
- Dr. D. L. Gunn, Acting Director, Tea Research Institute.
- Dr. A. W. P. Guruge, Deputy Director of Education.
- Prof. D. E. Hettiarachchi, University of Ceylon, Peradeniya.
- Mr. Lesley Handunge, University of Ceylon, Peradeniya.
- Mr. Ananda P. Herath, Vidyalkara University, Kelaniya.

- Mr. B. H. L. Herath, (with others) C/o Faculty of Medicine, Kynsey Road, Colombo 10.
- Mr. A. V. de S. Indraratne, University of Ceylon, Peradeniya.
- Prof. J. E. Jayasuriya, University of Ceylon, Peradeniya.
- Mr. G. W. Jayasuriya, (with others) 79, Kandy Road, Kadugannawa.
- Dr. D. L. Jayasuriya, University of Ceylon, Peradeniya.
- Dr. K. N. Jayatillake, University of Ceylon, Peradeniya.
- Dr. M. D. S. Jayawardena, University of Ceylon, Peradeniya.
- Mr. A. D. Jayawardena, University of Ceylon, Peradeniya.
- Mr. W. A. Jayawardena, Registrar, University of Ceylon, Peradeniya.
- Mr. P. D. Jinawansa, Pitipana South, Homagama.
- Dr. A. W. R. Joachim, Scientific Adviser, Tea Research Institute,
- Mr. H. Jinadasa, Permanent Secretary, Ministry of Education.
- Mr. G. Kankanamage, Thumbe, Kamburupitiya.
- Rev. Kahatapitiye Dheerananda Thero, Buddhist Centre, Colombo 10.
- Rev. Kirillapone Gnanawasa Thero, Diyawannaramaya, Nawala, Rajagiriya.
- Rev. Kosgoda Sugathawansa Thero, Saddharmakara University College, Pinwatte, Panadura.
- Rev. Kulugammane Panditha Nandasara Thero, Vanatha Road, Gangodawila, Nugegoda.
- Mr. D. J. Kumarage, Former Registrar, Vidyodaya University, Gangodawila, Nugegoda.
- Prof. K. Kularatnam, University of Ceylon, Peradeniya.
- Ven. Kirivatthuduve Pragnasara Nayaka Thero, Vice-Chancellor, Vidyalankara University, Kelaniya.
- Prof. K. Kanathipillai, University of Ceylon, Peradeniya.
- Ven. Madihe Pannaseha Thero, Vajiraramaya, Bambalapitiya.
- Mr. W. D. V. Mahatantila, Commissioner of Local Government.
- Mr. Chandraratne Manawasinghe, "Wapimekhala", Boralessgamuwa.
- Mr. C. A. Mc Gaughey, University of Ceylon, Peradeniya.
- Dr. E. M. V. Naganathan, Member of Parliament.
- Sir Nicholas Attygalle, Vice-Chancellor, University of Ceylon.
- Mr. B. A. Piyadasa, 111/6, Rattanapitiya Road, Gangodawila, Nugegoda.
- Miss R. Perera, (with others) 200, Kolonnawa Road, Wellampitiya.
- Mr. W. P. E. Perera, 1, Divulpitiya, Boralessgamuwa.
- Mr. L. S. B. Perera, Permanent Secretary, Ministry of Health.
- Prof. E. O. E. Pereira, University of Ceylon, Colombo.
- Dr. H. A. Passe, University of Ceylon, Peradeniya.
- Rev. Fr. Peter Pillai, O. M. I., Aquinas University College, Colombo 8.
- Mr. S. E. R. Perimpanayagam, Commissioner of Examinations.
- Prof. M. A. Paul, University of Ceylon, Colombo.
- Prof. S. Paranavitane, University of Ceylon, Peradeniya.
- Mr. T. B. Ratnayake, "Vijitha", Sangha-rajapura.
- Prof. K. Rajasuriya, University of Ceylon, Colombo.

- Dr. T. Ranjit A. Ruberu, University of Ceylon, Peradeniya.
 Prof. D. A. Ranasinghe, University of Ceylon, Colombo.
 Dr. P. B. Sannasgala, 3, Lake Crescent, Colombo 2.
 Mr. P. P. Siriwardena, Vel Eliya, Kalagedihena.
 Mr. L. Samarakkody, 78, Galle Road, Dehiwela.
 Dr. E. R. Sarathchandra, University of Ceylon, Peradeniya.
 Dr. K. B. Sangakkara, D. M. O., Matale.
 Mr. Bernard de Silva, Government Printer.
 Mr. T. U. de Silva, 139, High Level Road, Nugegoda.
 Mr. L. W. de Silva, 10, De Fonseka Road, Colombo 6.
 Prof. C. C. de Silva, University of Ceylon, Colombo.
 Mr. D. S. de Silva, Acting Auditor General.
 Prof. B. L. T. de Silva, University of Ceylon, Colombo.
 Mr. S. K. Somasekeram, Asst. Director of Education.
 Dr. P. P. G. L. Siriwardena, University Teachers Association, Colombo.
 Mr. Vincent Somapala, Music Inspector, Department of Education.
 Mr. K. D. Somadasa, Acting Librarian, University of Ceylon, Peradeniya.
 Mr. J. E. Sederaman, Department of Education.
 Dr. P. H. Siriwardena, Director, National Planning Department.
 Mr. Somaweera Chandrasiri, Member of Parliament, Visvakala, Piliyandala.
 Dr. A. Sunderalingam, Director, Ceylon Institute of Scientific & Research.
 Dr. M. L. M. Salgado, Director, Coconut Research Institute.
 Rev. Tiranagama Rathanasara Thero, Asian Buddhist Research Institute, Thalagama.
 Dr. J. Thilakasiri, University of Ceylon, Peradeniya.
 Dr. T. Vimalananda, (with others), University of Ceylon.
 Mr. V. Vitharane, 1/32, Station Road, Mount Lavinia.
 Mr. D. L. Weeraratne, 230, Sunethra Mawatha, Pepiliyana, Boralessgamuwa.
 Mr. T. G. Wijeratne, Marahela, Dantura.
 Dr. H. P. A. Wijetunge, University Health Centre, Peradeniya.
 Miss W. Wickramaratne, "Siriawasa", Perera Lane, Panadura.
 Mr. Ranjith Wijewardena and Mr. R. Bodinagoda, University of Ceylon Sangharama and Vihara Trust.
 Dr. T. W. Wickramanayake, University of Ceylon, Peradeniya.
 Ven. Welivitiye Soratha, Nayaka Thero, Vice-Chancellor, Vidyalaya University, Gangodawila, Nugegoda.
 Dr. Gamini Wijewardena, Director, College of Fine Arts, Colombo.
 Mr. Wynne Jones, Chief Architect, University of Ceylon, Peradeniya.
 Ven. Yakkaduwe Pragnarama Thero, Vidyalankara University, Kelaniya
 Dr. A. P. de Zoysa, 474, Galle Road, Colpetty.

II.—List of Institutions that gave Oral Evidence

- All Ceylon Buddhist Students' Federation, 380, Bullers Road, Colombo 7.
- Ayurveda Sishya Sangamaya, College of Indigenous Medicine, Colombo 8.
- All Ceylon Government English Assistant Teachers' Trade Union, C/Kosinna G. M. S. Ganemulla.
- All Ceylon Union of Commerce Teachers, 6, Somadevi Place, Kirillapone, Colombo.
- Anubaddhayathanadhipathinga Sangamaya, Vidyaratne University College, Horana.
- Buddhist University College, Rosmead Place, Colombo 7.
- Ceylon National Union of Students, 21, Kalyani Road, Colombo 6.
- Ceylon University Technical Officers' Association, University of Ceylon.
- Ceylon Headmasters' Conference, Kandy.
- Dehiwela-Mount Lavinia Young Men's Buddhist Association, Dehiwela.
- Delegation of University of Ceylon Teachers' consisting of—
- Dr. F. R. Jayasuriya
 - Dr. T. Vimalananda
 - Dr. P. E. E. Fernando
 - Dr. N. A. Jayawickrema
 - Mr. A. V. de S. Indraratne
 - Dr. A. S. Kulasuriya
 - Dr. W. S. Karunaratne
 - Dr. M. W. S. de Silva
 - Dr. S. A. Meegama.
- English Assistants Trade Union, Medamahanuwara.
- External Students' Union of the University of Ceylon.
- Ekabaddha Sishya Bala Mandalaya, College of Fine Arts.
- Heladiva Jathika Sishya Sanvidhanaya, 305, High Level Road, Maharagama.
- Hewavitharana Industrial Training School, Prince of Wales Avenue, Colombo.
- Jaffna College, Vadukkoddai.
- Lanka Sasanarakshaka Sangha Sabha, 38, Molpe Road, Moratuwa.
- Lanka Visva Vidyala Kanishta Sewaka Eksath Sangamaya, Peradeniya.
- Lanka Visva Vidyala Mudrana Sewaka Samitiya, Ceylon University Press, Colombo 3.
- Mental Health Association, Colombo.
- Northern Province Teachers' Association, Seethumalai, Manipay.
- Pracheena Bhashopakara Samagama, Education Department, Colombo 2.
- Sasanarakshaka Bauddha Mandalaya, Dickmen's Lane, Colombo 7.
- Vidyodaya University Students' Association, Vidyodaya University, Gangudawila, Nugegoda.
- Sarasavi Anubaddhayathana Guru Sanvidhanaya, Sri Lanka Vidyalyaya, Colombo.

- Samastha Lanka Eksath Sishya Sanvidanaya, Lumbini Mawatha, Mount Lavinia.
- Sri Lanka Jathika Guru Sangamaya, 292, Galle Road, Colombo 3.
- Samagri Sangha Sabha, Tripitaka Dharmayathanaya, Koggala, Habaraduwa.
- Sri Lanka Visva Vidyaleeya Kamkaru Samitiya, University of Ceylon, Peradeniya and Colombo.
- Sri Lanka Visva Vidyaleeya Bhikkhu Sishya Sangamaya, University of Ceylon, Peradeniya.
- Sri Lanka Sishya Sammelanaya, University of Ceylon.
- Tamil University Movement, 33, Alexandra Road, Colombo 6.
- Temporary Watchers' Union, University of Ceylon, Peradeniya.
- University Clerical and Technical Assistants' Association, University of Ceylon.
- University Clerical Service Union, University of Ceylon, Peradeniya.
- University Maintenance Workers Union, University of Ceylon, Peradeniya.
- United External Students Union, University of Ceylon, Peradeniya.
- Udarata Peramuna and Kandyan Youth League, Kandy.
- University Teachers' Association, University of Ceylon, Peradeniya.
- Visva Vidyalaya Anubaddhayathana Sishyawange Sangamaya.
- Vidyodaya Teachers' Association, Vidyodaya University, Gangodawila, Nugegoda.
- Vidyalankara University Students' Union, Vidyalankara University, Kelaniya.
- Vidyalankara University Teachers, Association, Vidyalankara University, Kelaniya.
- Visva Vidyalaya Newasikagara Sevaka Samitiya, Peradeniya.
- Vidyananda Saraswathi Vidyaleeya Sishya Sangamaya, Galle.

APPENDIX "B" (iii)—VIDE PARAGRAPH 6

List of Places Visited

CEYLON

- Aquinas University College, Colombo.
Anuradhapura Maha Vihara.
Buddhist University College, Colombo.
Ceylon University Press, Colombo.
Civil Engineering Department, University of Ceylon, Colombo.
Faculty of Medicine, University of Ceylon, Colombo.
Faculty of Science, University of Ceylon, Colombo.
*Heramitigala Sastralankara Pirivena, Pilimatalawa.
Jaffna College, Jaffna.
Koggla Asrama, Galle.
Lady Ramanathan College for Girls.
Navalar Hall, Colombo.
Pelmadulla—proposed site for a Buddhist University Institute.
Ramanathan College.
University of Ceylon, Peradeniya.
*Veheraketiya Vidarthodaya Pirivena, Polgahawela.
Vidyalankara University, Kelaniya.
Vidyalankara Pirivena, Dematagoda.
*Vidya Ravindra Pirivena, Gampaha.
Vidyaloka Visvavidyala Pirivena, Ambalangoda.
Vidyaloka Pirivena, Galle.
Vidyodaya University, Gangodawila.
Vidyarathna Pirivena, Horana.
*Viswakala, Piliyandala.

INDIA

- Benares Hindu University and some of its constituent Colleges.
Calcutta University.
Jamia Millia Islamia/an embryo rural University.
Magadh University, Bihar.
New Delhi University and some of its constituent Colleges.
Patna University.
Shreemati Nathibai Damodar Thakersey University for Women, Bombay.
University Grants Commission of India, New Delhi.

*Visited by Secretary only.

APPENDIX "B" (iv)—VIDE PARAGRAPH 6

List of some of the Books and Documents referred to by the Commission

SESSIONAL PAPERS

- Sessional Paper XXIV of 1943—Report of the Sub-Committee on Education.
- Sessional Paper X of 1956—Report of the Commission on Higher Education and the National Languages.
- Sessional Paper XXIII of 1959—Needham Commission Report.
- Sessional Paper XVIII of 1959—Report of the Buddha Sasana Commission.
- Sessional Paper I of 1962—Interim Report of the National Education Commission, 1961.
- Sessional Paper XVII of 1962—Report of the National Education Commission.
- Education for a World Society—Arnott and Everett—New York, 1951.
- On Education—Bertrand Russel.
- Universities Outside Europe—Bradby.
- Universities—Commonwealth and American by Carmicael.
- From School to University by R. R. Dale.
- Universities in Transition—Dent.
- Tendencies in University Education—Deller.
- University Tradition—Griswald.
- Universities and National Life—3 addresses to the Students—1910—R. B. Haldane.
- The Modern University—Papers read in Boston—by Margaret Clapp.
- The Idea of a University—Newman.
- Education for a World Drift—Richard Livingston.
- University Address—1949—by C. Rajagopalachari.
- Nalanda University—by H. D. Sankalia.
- Higher Education in the United Kingdom. A Handbook published by The British Council and The Association of the Universities of the British Commonwealth.
- Conference of the Home Universities—Report of Proceedings from 1949 to 1961.
- Report of the University Education Commission India, 1948-49—Volume I.
- Report of the Secondary Education Commission India—1952-53.
- University Calendars—Oxford, Cambridge, Osaka, Benares.
- University Grants Commission Act—New Delhi.
- Reports of the University Grants Commission of India.
- Reports of the University Grants Committee of the United Kingdom.
- Report of the Committee on Emotional Integration (Government of India—1962).

APPENDIX "C"—VIDE PARAGRAPH 12

An Extract from the Calendar of the University of Ceylon for the session 1958-59

1. HISTORY OF THE UNIVERSITY

"The University of Ceylon was established by the Ceylon University Ordinance (No. 20 of 1942) which was passed by the State Council on April 2nd, 1942, and received the Governor's assent on May 5th of that year. It was brought into operation on July 1st 1942, by a Proclamation dated June 9th, 1942. The nucleus of the University was formed, however, by two Colleges of University rank, the Ceylon Medical College founded in 1870 and the Ceylon University College founded in 1921, both of which were incorporated into the University.".....

"Though there had been earlier proposals going back at least as far as 1884, the establishment of a University of Ceylon was apparently first proposed publicly in the early years of the present century, when a number of public-spirited citizens, led by the late Sir Ponnambalam Arunachalam, formed the Ceylon University Association. Until 1911, however, no active steps were taken by the Government. A committee on secondary and higher education was then appointed by the Governor, Sir Henry McCallum, and in its reports in 1912 it recommended the establishment of a University College in the new buildings of the Royal College. In 1913, the Executive Council resolved that a Ceylon University College should be established to provide courses for teachers in training, pre-medical courses for medical students, and higher education generally. Sir Henry McCallum submitted these proposals to the Secretary of State, pointing out in the same despatch that, if the University of London continued its external examinations, the College would be able to prepare students for London Degrees. The Secretary of State submitted the proposals to the (English) Board of Education, which in its reply raised important questions. Among them were; whether the institution should be a University or a University College, whether it should be located in Colombo or in Kandy and whether special provision ought not to be made for Oriental Studies.

The new Governor, Sir Robert (after wards Lord) Chalmers, in a despatch to the Secretary of State in January, 1914, answered these questions. The institution was to be a University College qualified to grant diplomas in the first instance; but ultimately it was to be converted into a degree granting University. It was to be affiliated to an English University, preferably Oxford. It was to be established in the Royal College buildings in Colombo. It was to prepare students for final diplomas in Arts, Science and Oriental Studies. It was, further, to be residential in character the students residing in hostels leased by the Government to educational organizations. The scheme was approved by the Secretary of State, subject to modifications made necessary by the decision of the University of Oxford to do no more, in the first instance, than appoint a Committee of the Hebdomadal Council to advise the Governor of Ceylon.".....

"In 1920, however, the Government purchased "Regina Walauwa," now named "College House," and on the recommendation of Sir Edward Denham it was decided to open the University College with least possible delay.

College House was adapted for lectures pending the completion of the new Royal College buildings. The College was formally opened under the direction of Mr. E. Evans, Acting Director of Education, in January, 1921.

In the first year, courses were offered for the London Intermediate and Final Examination in Arts and Science, the training of secondary school teachers, the first-year Medical Examination in Pure Science, and the London intermediate Science (Economics) Examination. One hundred and fifteen students were registered. The Science classes were held in the Government Technical Schools, and the Arts classes in College House. At the end of the year three students were presented for the London B.Sc. Examination, and passed, two in the First Division. In the London B.A. Examination four out of the five presented passed.

At the beginning of the second academic year, 1921-22, Mr. R. Marrs, C.I.E., M.A. (Oxon.), (afterwards C.M.G.) assumed office, as the first Principal of the College.".....

"A strong College Council was appointed to assist Mr. Marrs, and after 1921 development was both extensive and rapid. Honours courses were begun in four subjects in 1922, and were provided in thirteen subjects in 1941. The number of students rose from 166 in 1921-22 to 664 in 1938-39, when pressure in accommodation became so acute that steps had to be taken to limit the number of new entrants. The results achieved in London examinations progressively improved. The number of graduates from the College between 1921 and 1941 was 580. The accommodation and equipment had not kept pace with the development of the College because it has been assumed for some years that the College would be converted into a University and moved to a new site. The old Royal College buildings were taken over in 1923, and additional lecture accommodation, laboratories, tutorial rooms and students' rooms have since been provided. The Library had been moved from its exiguous quarters in College House to the Villa Venezia near by. An Observatory had been provided in the College grounds.

The original intention was to make the College almost wholly, if not wholly, residential. Efforts were made during the year 1921-22 to find an appropriate site for hostels. In the result, no action was taken. In June, 1922, the Young Mens' Christian Association, on behalf of the Representative Council of Missions, offered to open a University College Hostel at Brodie House, provided that the Government would bear half the cost of the rent and half the cost of initial equipment. Similar proposals had been under consideration by the Roman Catholic authorities and by a group of Buddhist and Hindu gentlemen, including the late Sir P. Arunachalam, the late Sir Baron Jayatilaka, Mr. P. de S. Kularatne, and other prominent citizens. The proposal was welcomed by the College Council and accepted by the Government. The Christian Hostel and the Union Hostel were opened in October, and the Catholic Hostel in November, 1922. A hostel for women was opened in June, 1932, under the auspices of the Christian Council in Ceylon.

The founders of the College intended to found, and knew that they were founding, the University of Ceylon. In the words of Lord Chalmers, its position as a University College was regarded as a "preliminary status" only. Immediately on his arrival Mr. Marrs considered the steps necessary to supersede the "preliminary status." In October, 1921, the College Council appointed an Academic Committee to make recommendations on the academic activities

of the future University. In May, 1922, the Committee appointed a Sub-Committee on Degree Courses, and by the end of the academic year 1922-23 the outlines of a scheme of degrees and courses were ready. In the following year Boards of Studies drafted detailed syllabuses for the various subjects proposed. On the academic side the preparation for University status was complete by 1924, and it was thought that only the perfection of detail would be required before the University was established in 1926."

"Early in 1926, however, controversy arose over the question of the location of the University. In June of that year the Governor appointed a committee to consider the question of the site. It reported in February, 1927, in favour of the Uyanwatta site in the Dumbara Valley, near Kandy, and recommended that the University should be of the "University" type, that is, teaching and residential. After much debate, the Legislative Council resolved in march,

- "(a) That the proposed University should be unitary and residential ;
- (b) That it should be established in Kandy on the Aruppola site in Dumbara Valley ;
- (c) That the Government should appoint a Commission to work out the details."

A very representative Commission was duly appointed with Sir Walter Buchanan-Riddell, Bart., as Chairman, and its report was issued in January, 1929. It covered all aspects of the problem, and included in an Appendix a draft Ordinance for the inception and government of the University. In his address to the Legislative Council in July, 1911, the then Governor stated that "the Government is pledged to the establishment of a University" and announced that the draft Ordinance should be introduced as a Government measure. It was found, however, that it would require considerable modification in its drafting, and it was not ready for introduction until October, 1930. By that time, the constitutional changes of 1931 were impending, and once more the creation of the University of Ceylon was held up.

In December, 1937, the Board of Ministers submitted to the State Council an estimate for the purchase of the Aruppola site. There was, however, so much criticism that eventually, in September 1938, it was decided to purchase a site at Peradeniya. The preliminary status as a University College lasted for twenty years, far longer than any of its founders contemplated.".....

Peradeniya

The original Peradeniya scheme envisaged a University of 1,000 students and a University Park of 363 acres. The increased demand for University education and the consequent rapid development of the University altered these plans considerably. A student population of 4,000 was contemplated and more land had to be acquired. The subsequent assignments of crown land and purchases brought the area vested in the University to just 1,700 acres. It is anticipated that further acquisitions will assign to the University a total area of 2,400 acres.

The statement that the University owns 1,700 acres of land however, gives an exaggerated idea of spaciousness. Of this area 440 acres is planned for academic developments and 320 acres has been developed. Approximately 1,100 acres of land are on the slopes of Hantana and they include the catchment area from which the University draws its water supply. Most of this area is being re-afforested.

The area of 320 acres was planned by Sir Patrick Abercrombie and Mr. Clifford Holliday and the building programme was entrusted to the Public Works Department which established a branch at Peradeniya called the University Scheme under the late Mr. Shirley D'Alwis M.B.E. as University Architect.

Although the outline plan of the main portion of the University Park was planned in 1940, the war and subsequent shortage of material caused considerable delays and the date of the first removal to Peradeniya was postponed from 1948 to 1950 and then to 1952.

In 1949 the students in the Departments of Law and Agriculture and in the third and final years Veterinary Science were transferred to Peradeniya and accommodation was provided in Arunachalam Hall. By the end of 1951 the building programme was almost complete and it was decided to effect the first major transfer of students in 1952. On October 6, 1952, 820 students of the Faculties of Oriental Studies and Arts came into residence at Peradeniya.".....

"The Faculties of Science and Engineering were retained in Colombo pending the completion of the next stage of the University Scheme. In view of the increasing number of students seeking admission to the Faculty of Science, it was decided to retain the Faculty of Science in Colombo and to start a second Faculty at Peradeniya. The first batch of students for the second Faculty of Science was admitted in July 1961. It is hoped to transfer the Faculty of Engineering to Peradeniya before the end of 1963. It was not possible to keep to the original schedule owing to the delay in the building programme. The original plans for the Second Medical School at Peradeniya were modified, and it was decided, in consultation with the Government, to establish a Medical School in three stages at a much lower cost. The first stage of the building programme was completed at the end of 1961 and the first batch of students, numbering 105 for the 2nd M.B.B.S. Course was admitted in January 1962."

2. THE CONSTITUTION OF THE UNIVERSITY

"The University Commission recommended that the University of Ceylon should be unitary, residential and autonomous. The Ceylon University Ordinance seeks to carry out this recommendation. The Ceylon University College and the Ceylon Medical College lost their identity on the 1st July, 1942, and were formed into a single University. They did not become constituted or affiliated Colleges; nor has the University power to admit Colleges to affiliation. New Faculties may be created, and other Colleges may be absorbed; but, if that is done, those Colleges also will lose their identity.

This unitary character of the University is reinforced by the provisions of the Ordinance relating to residence. It is provided that the seat of the University shall be in or near Kandy (Section 4) and that every undergraduate shall reside within such radius from the Convocation Hall as shall be prescribed, in a Hall or under such conditions of residence as may be prescribed (Section 1). These provisions could not be brought into operation, however, until the necessary buildings had been erected in the University Park at Peradeniya and they were accordingly suspended by the Proclamation of June 12, 1942. In October 1952 the transfer of the Faculties of Oriental Studies

and Arts was effected. Residential accommodation was provided in the Halls of Residence for every undergraduate in the Faculties of Oriental Studies, Arts (including Law), Agriculture and Veterinary Science. The provisions of the Ordinance relating to Residence were accordingly brought into operation by the Proclamation of July 3, 1953.

The Scheme assume that, with significant exceptions, every student at Peradeniya will be provided residence in a Hall. The buildings for the Faculties of Science are nearing completion. Accommodation is also being planned for the Faculty of Engineering. The Medical School will be retained in Colombo and the Government has agreed to the establishment of a second medical school with a University Hospital at Peradeniya. The Faculty of Medicine will then be divided in to two Schools, but they will operate on parallel lines and staff and students will be inter-changeable, and this arrangement will not disturb the unitary character of the University.

The autonomy of the University was secured by making it a body corporate with the usual power to sue and be sued and to act under its common seal (section 3). It is not a Government Department like the former University College and Medical College: the members of its staff are not government servants; it is not controlled by a Minister; it has its own machinery for controlling its finances. Until sufficient endowments are received to enable it, with its other sources of income, to "live on it's own" it will however be largely dependent upon an annual grant from the Parliament of Ceylon.

The corporation known as the University of Ceylon is made up of the Chancellor, the Pro-Chancellor, the Vice-Chancellor, the Court, the Council and the Senate (section 3). The Governor-General of Ceylon is Chancellor and the Minister of Education is Pro-Chancellor, ex-officio (Sections 10 and 11). The Vice-Chancellor is a paid full-time executive academic officer (section 12). Financial and Legislative control is vested in the Court, which consists, under section 15 and Statute II, of the Chancellor, the Pro-Chancellor, the Vice-Chancellor, the Members of the Council, the Professors and other Heads of Departments representatives of the Faculties, graduates, Parliament and other bodies, and certain nominated members. Its main functions are to make Statutes and to adopt the estimates and accounts. The Council is the Executive body of the University and consists of the Vice-Chancellor, the Director of Education, the Deans of the Faculties, five members appointed by the Chancellor, three members elected by the Court, two members elected by the Senate and one Warden. In academic matters, however, the Council acts on the advice of the Senate, which consists of the Vice-Chancellor, the Deans of the Faculties, the Professors and other Heads of Departments, the Librarian, two members elected by other teachers of the University, two school-masters appointed by the Council, two members appointed by the Council, one Warden and not more than five other persons with special qualifications appointed by the Council. In many cases, however, the Senate acts on the recommendation of the Faculties. A Faculty consists of the Professors, Readers and Lecturers of the Departments within the Faculty together with persons appointed by the Council on the recommendation of the Senate, and ex-officio members.

The University exercises its legislative powers by means of three types of delegated legislation:

- (1) Statutes, which are made by the Court after consulting the Council. The first Statutes are scheduled to the Ordinance;

- (2) Acts, which are made by the Council, in most cases on the proposition of the Senate ;
- (3) Regulations, which are usually made by the Council or the Senate.

3. THE AIMS OF THE UNIVERSITY

The aims of the University can be expressed simply. They are :

- (1) To educate its students ; and
- (2) To advance and disseminate knowledge.

The aims are of equal importance, but the latter may be considered first because it is the side of University life with which under-graduates have least contact. The advancement of knowledge comes about mainly through the researches of its staff and its graduates. By its graduates are meant not so much its graduate students as its former students, those whom the American Universities call their alumni. The graduate students are learning to do research and though many of them obtain degrees, only a few are expected really to contribute much to the advancement of knowledge. The graduates as a whole, particularly those who hold masters' degrees, are for ever members of the University, and their work for the advancement of learning is regarded as work by the University arising out of their University training. It is for this reason that the higher doctorates—D.Litt., LL.D., D.Sc., M.D., etc.—are conferred without requiring a further period of residence.

The dissemination of knowledge is effected partly by the education of undergraduate and graduate students, and partly by the publication of the researches of staff and graduates. Most of these researches are published separately in books and learned periodicals. Most Universities have their own media of publication, however. This University at present has three such media, the University of Ceylon Review, the Ceylon Journal of Science and the Ceylon Journal of Medical Science. These methods—teaching and publication—do not exhaust the methods of disseminating knowledge. What other methods are employed depend on the opportunities available to the University and the extent to which other instrumentalities supply a need. Among the possibilities may be mentioned public lectures, plays, concerts, exhibitions of works of art, museums, extension lectures etc. Some of this work this University already undertakes, partly through its own personnel and partly by providing accommodation for literary, artistic and scientific societies. It must be emphasized, however, that lectures, demonstrations, concerts and exhibitions given in the University premises and thrown open to the public are intended also to assist in the education of its own students.”

.....

“The scheme of studies laid down by the University has the Final Examination in view. The normal course for a first degree is three years, but this requires an entrance standard of a Higher School Certificate Examination level. To attain that level a student would have to follow a course of at least two years' duration in the sixth form. The schools have only recently developed their sixth form work, and insistence upon the ordinary University entrance level at this stage of educational development would necessarily keep out of the University a number of students who are intellectually quite fit for University education but who have been unable to secure the necessary training at school. Accordingly, the level accepted at

the University Entrance Examination is somewhat lower than Higher School Certificate standard. The standard will be raised to the normal level as soon as the schools have adapted themselves to the system and the University has produced enough graduates to enable them to do so.".....

"Though academic work looms largest in the life of an under-graduate, the University's task is much wider than mere training up to degree standard. A University is a world of its own in which the undergraduate should acquire wisdom as well as learning. On its intellectual side it provides opportunities for study outside the lecture-room and the laboratory—in the library, the common rooms, the meeting of learned societies, etc. These wider opportunities should not be neglected. Even for the narrow specialist they are an essential part of training, for they enable his specialism to be related to its background. The specialist must certainly know more and more about less and less, but he must also know more and more about more and more if he is to make use of his specialised knowledge. In fact, however, there are very few who are specialists both at the University and afterwards. Particularly is this so in a small country like Ceylon, where the division of labour cannot proceed so far as in more intensively organised countries. Indeed, this being a country where comparatively more is done by Government than by private enterprise, a high proportion of our graduates enters the public service, where intelligence and versatility are usually more important than profound special knowledge.

Fundamentally important though the intellectual pursuits—in and out of the lecture-rooms and the laboratory—of the University are, they are not the only contribution which it makes to the education of its sons and daughters. The highest ability needs for its effective use the many qualities which go by the name of "character". Too much emphasis on this point no doubt leads to priggishness. It is nevertheless true the University has to produce citizens who can act as well as think. To be able to analyse a problem into its elements is both desirable and necessary: to be able to work out a practicable solution and put it into operation is, however, equally desirable and necessary. Putting a solution into practice, moreover requires ability to induce people to do it, under leadership and in collaboration. In any event life is communal and ability to work with other people is an essential quality of citizenship. This side of the University's activities is especially noticeable in its games, societies and other organised movements. An undergraduate who is making the most of his opportunities will play a full part in them, while not neglecting intellectual pursuits. Games, physical training etc., are useful for physical reasons. They are necessary also for educational reasons. The debates, amateur dramatics, concerts, dances and other miscellaneous functions are equally necessary. University societies are often inefficient and "constitutional crises" are not infrequent. These are signs of immaturity; but the task of coping with them gives an education to many."

APPENDIX "D"—VIDE PARAGRAPH 24

Representations made to the Upper House of Parliament by the Sasanarakshaka Baudhdha Mandalaya on the Pirivena Universities Bill

ශාසනාරක්ෂක බෞද්ධ මණ්ඩලය,
අංක 16, සිත්මන්ස් ලේන්,
කොළඹ,
1958 නොවැම්බර් 8 දා.

සෙනෙට් සභාවේ ලිපිකරු මහතා වෙතට,
සෙනෙට් ගොඩනැගිල්ල,
කොළඹ.

විද්‍යාදය හා විද්‍යාලංකාර විශ්ව විද්‍යාලයන් පිහිටුවීම පිළිබඳ කෙටුම්පත් පනත ගැන ය

මහත් මයාණනි,

1958 ඔක්තෝබර් මස 31 වැනි දින " ටයිම්ස් ඔෆ් සිලෝන් " පත්‍රයේ පළ වූ ඔබේ දැන්වීමෙන් දැන්වා සිටි පරිදි මෙහි පහත සඳහන් වන කරුණු පිළිබඳ ව ඔබේ අවධානය යොමු කරවනු කැමැත්තෙනම.

ඉහත සඳහන් පිරිවෙන් දෙක විශ්ව විද්‍යාලයයන් බවට හැරවීමෙන් අදහස් කරන්නේ ත්‍රිපිටක ධර්මය පිළිබඳ සම්පූර්ණ ඉගැන්වීමක් හා ඒ පිළිබඳ පර්යේෂණ පැවැත්වීමත්, සිංහල භාෂාවේ වැඩි වර්ධනයත් නම් අපි ඒ ගැන බෙහෙවින් සතුටු වෙමු. නමුත් ඒ පිළිබඳ යම්කිසි ක්‍රියාවක් විනය විරෝධී වේ නම් අපි එයට නො කැමැත්තෙනම.

දැනට කෙටුම්පත් කර ඇති පනතේ 16 වැනි වගන්තියේ (අ) දරන උප වගන්තියෙන් ද විනය පිටකයේ නීතිවලට විරුද්ධ ව පාලක මණ්ඩලය විසින් කිසි ම ව්‍යවස්ථාවක් නො පැමිණ විය යුතු බව කියා ඇත. මේ නියමය ප්‍රධාන පනතට ද මේ ආකාරයෙන් ම බල පැවැත් විය යුතු ය. නමුත් පනතේ වගන්ති කීපයක් ම විනය විරෝධී බව පෙන්වා දීමට අපි කැමැත්තෙනම.

1. බුද්ධ ධර්මයේ තහනම් වූ කලා හා විද්‍යාවන් මෙකල විශ්ව විද්‍යාලයවල බොහෝ සෙයින් උගන්වනු ලබන බව අපේ විශ්වාසය යි. බුදුන් වහන්සේ දැන සිටි දසවක (18ක්) විද්‍යාවන් හා සිව්සෑ (64) ක් කලාවන් හා සිව්සෑවක (64) අනුකලාවන් ද හික්ෂුන් වහන්සේලාට තහනම් කළේ ඒවා ඉමණ ධර්මයට (මහණකමට) අන්තරාය කර බැවිනි. නමුත් මේ පනතේ 5 වැනි වගන්තියේ (අ) දරන උප වගන්තිය යටතේ එවැනි කලා හා විද්‍යා ඉගැන්වීමට නියම කරන ලද්දේ නම් එය විනය විරෝධී වේ. හික්ෂුන් වහන්සේ පමණක් නොව ගිහියන් ද මෙහි ඉගෙනීම ලබන බැවින් මෙකල අනිත් විශ්ව විද්‍යාලයන්හි කරනු ලබන කලා හා විද්‍යා ඉගැන්වීම විනය ඊතීන්ට ගැලපෙන පරිදි තහනම් කරන්නට හෝ සීමා කරන්නට පුළුවන් වේ ය යි අපි විශ්වාසය නො කරමු. එයට අන්‍යාගමිකයන් එකඟ නො වනවා ඇත.
2. මෙතෙක් කල් පිරිසිදු බෞද්ධ ආයතනයන් ව පැවති බෞද්ධ මහජනයා විසින් මහත් ධන විසඳීමෙන් පිහිටුවන ලද මේ පිරිවෙන් මින් පසු ආගම් විශේෂයක් නොමැති ආයතනයක් බවට පත් කිරීම බලවත් වරදකි. නොයෙක් අබෞද්ධ ක්‍රියාවලට මේ ස්ථානවල ඉඩකඩ ලැබීම නොවැළැක්විය හැකි වේ. මෙකල විශ්ව විද්‍යාලයයේ ඉගෙනීම ලබන ශිෂ්‍යයන් බොහෝ අවිනිත බව ප්‍රකට කරුණකි. විශ්ව විද්‍යාලය පිහිටුවීමෙන් පනතේ 6 වැනි වගන්තියේ (1) සහ (2) උප වගන්තිවල සඳහන් වන පරිදි මේ පිරිවෙන් විශ්ව විද්‍යාලයන්හි අන්‍ය ආගමික අධ්‍යාපනය පමණක් නොව අන්‍ය ආගමික සිරිත් විරිත් ද පැතිර යාමට විශේෂ අනුබල ලැබෙනවා ඇත. මෙහි කවිකාවර්ධවරයන් අන්‍යාගමිකයන් නො විය යුතු බව අපේ බලවත් හැඟීමයි.
3. විශ්ව විද්‍යාලය සඳහා මුළු කාලය ම යෙදවිය යුතු උප කුලපති ධුරයට ශාස්ත්‍රීය කටයුතු පිළිබඳ ප්‍රධාන නීලධාරියා වශයෙන් ද, ප්‍රධාන විධායක නීලධාරියා වශයෙන් ද, හික්ෂුන් වහන්සේ නමක් පත් වූ කල උන් වහන්සේට ඉමණ ධර්මයට පිටස්තර වූ නොයෙකුත් වගකීම් පැවරේ. විද්‍යා මණ්ඩලයෙහි වැඩ ද උන්වහන්සේට භාර වෙයි. මේ ධුරයේ වැඩ උන්වහන්සේට තනි වම කර ගැනීම පහසු නො වන බැවින් මෙයට තවත් හික්ෂුන් වහන්සේලා සහාය කර

ගැන්මට යාමෙන් ඒ හැම දෙනා ම මේ වගකීම්වල පැවලෙයි. ලෞකිකමය වූ මෙ වැනි වගකීම් හැර ගැනීම ශ්‍රමණ ධර්මයට යෝග්‍ය නො වේ. (පනතේ 11 (1) හා (3)).

4. විශ්ව විද්‍යාලයේ සියලු ම මුදල් පිළිබඳ කටයුතුත්, වගකීමත් උප කුලපති ධුරයට පත් වන ඒ භික්ෂුන් වහන්සේට පැවරීම උන්වහන්සේගේ මහණකමට විපතකි. පුරාණයේ දී රිදී 5ක් වූ අමකල රුපියල් තුන හතරක් පමණ වටිනා පාඩුවක් අනුන්ට සිදුවීමෙන් භික්ෂුන් වහන්සේගේ මහණකම සම්පූර්ණයෙන් විනාශ වේ. රුපියල් දහස් ගණන් වූ ගනුදෙනුවලට බැස්ස කල රුපියල් තුන හතරක අලාභයක් අනෙකකුට සිදුවීම නො වැළැක්විය හැක්කකි. නිලධාරියෙක් නිලයෙන් පහ කිරීම ඒ නිලධාරියාට පාඩු කිරීමක් වේ. (11 වැනි වගන්තිය (5))

5. පාලක මණ්ඩලය විසින් පනවන ලද කිසි ම ව්‍යවස්ථාවක් විනයට විරුද්ධ ව නො පැනවිය යුතු නම් මුල් පනතේ ව්‍යවස්ථාවන් විනය විරෝධී ලෙස පැනවීම හුදුසු වේ ද? එසේ වූ කල ඒ වා නීතිය අනුව ක්‍රියාත්මක කරන්නේ කෙසේද? (16 වැනි වගන්තිය (අ))

6. විශ්ව විද්‍යාලයේ දේපල හා අරමුදල් අයත් ව සිටීමට හා පාලනය කිරීමට උප කුලපති වූ භික්ෂුන් වහන්සේ ඇතුළත් වූ කල එය විනය විරෝධී වේ. (18 වැනි වගන්තිය (අ))

7. කලා හා වෙනත් නොයෙක් විද්‍යාවන් මේ අධ්‍යාපනයට අයිති ව ඇති බවත්, මීට භික්ෂුන් වහන්සේ ඇතුළත් වීම නො වැළැක්විය හැකි බවත් සලකන විට ශ්‍රමණ ධර්මයට අන්තරාය කර වූ විද්‍යාවන් ඉඟැන්වීම භික්ෂුන් වහන්සේ ගිහියකු කිරීමට අනුබල දීමක් වේ. (20 වැනි වගන්තිය (1))

8. විශ්ව විද්‍යාලයේ සේවය සඳහා භික්ෂුන් වහන්සේ මුදලින් හෝ වෙන ආකාරයකින් යමක් ලැබී මි මිථ්‍යා ජීවයට අයත් වෙයි. ඒ නිලයෙන් විශ්‍රාම ගත් කල ඒ සඳහා යමක් ලැබීම ද ඒ සංඛ්‍යාවට ම ඇතුළත් වේ. (58 වැනි වගන්තිය සහ 60)

මෙයට,

ඩී. එස්. ද සිල්වා
සභාපති.

පී. එච්. ඒ සිල්වා,
ලේකම්.

APPENDIX "E"—VIDE PARAGRAPH 34

**Extracts from Chapter 7 and 8 of the Buddha Sasana Commission Report
(Sessional Paper XVIII of 1959)**

825. එබැවින් දැනට පවත්නා නිකාය සංවිධානයන් පවත්වා ගෙන යන අතර ඉහතින් අප විස්තර කළ පරිදි බුද්ධ ශාසනය පිළිබඳ සියලු කටයුතු ප්‍රතිසංවිධානය කොට පවත්වා ගෙන යනු පිණිස බුද්ධ ශාසන මණ්ඩලය නමින් නීතිගත සංස්ථාවක් පිහිටුවිය යුතුය යි අප යෝජනා කරමු. මේ සංවිධානය උත්තර සංඝ සභාව, ශාසන සංගමය හා කෘත්‍ය විධායක සංසදය ය. අංශ තුනකින් යුක්ත විය යුතු ය. හික්ෂුන් වහන්සේ පිළිබඳ සියලු කටයුතු උත්තර සංඝ සභාව සතු ය. බුද්ධ ශාසනය පිළිබඳ අනෙකුත් කටයුතු ගිහි පැවිදි දෙපක්ෂයෙන් ද හැදුනු ශාසන සංගමය සතු ය.

බුද්ධ ශාසන පනත

827. අපගේ විශේෂ යුතුකම වූයේ බුද්ධ ශාසන මණ්ඩලය පිහිටුවීමට වුවමනා සංවිධානය යෝජනා කිරීම යි. බුද්ධ ශාසන මණ්ඩලය පිහිටුවීමේ විශේෂ වැදගත්කම ගැන අප දීර්ඝ විස්තරයක් කර ඇත. බෞද්ධයන් පිළිබඳ සෑම කටයුත්තක් ම සංවිධානය කිරීමේ වගකීම පැවරෙන බුද්ධ ශාසන මණ්ඩලය පිහිටුවීමට "බුද්ධ ශාසන පනත" යන නමින් කෙටියෙන් හැඳින්විය හැකි වැදගත් පනතක් පහත දක්වන කරුණු අඩංගු කොට සකස් කිරීමට අප විසින් යෝජනා කරනු ලබේ.

828. මේ පනත අනුව පිහිටුවන බුද්ධ ශාසන මණ්ඩලයේ යුතුකම් පහත දක් වේ.

- (1) බෞද්ධ ගිහි පැවිදි දෙපාර්ශ්වයේ ම අයිතිවාසිකම් රැක ගැනීම,
- (2) බුද්ධ ශාසනයට අදාළ සියලු ම කරුණු පිළිබඳ ව රජයට උපදෙස් දීම.....
- (8) හික්ෂුන් වහන්සේගේ අධ්‍යාපනය සකස් කිරීම හා ගිහියන්ගේ බුද්ධ ධර්මඥානය දියුණු කිරීමට අවශ්‍ය කටයුතු සම්පාදනය කිරීම.....
- (15) ලංකාවේ බුද්ධ ශාසනය ආරක්ෂා කිරීමටත් එහි වැඩි දියුණුවටත් අදාළ වෙනා සි වැටහෙන වෙනත් සෑම දෙයක් ම සැලසීම.....

831. බුද්ධ ශාසන මණ්ඩලය පහත සඳහන් අංශවලින් යුක්ත වෙනවා ඇත.

- (1) උත්තර සංඝ සභාව,
- (2) ශාසන සංගමය,
- (3) කෘත්‍ය විධායක සංසදය.

මේ අංශ තුන පසුව විස්තර කරන අන්දමට තෝරා පත් කරනු ලබන නියෝජිතයන්ගෙන් සමන්විත වෙයි.

833. උත්තර සංඝ සභාවේ බලතල

- (5) බුද්ධ ධර්මය හැදෑරීමටත් නිවැරදි ලෙස ප්‍රචාරය කිරීමටත් විධිවිධාන සැලැස්වීම, ධර්මයට අනුව වර්තමාන සමාජ හා ආර්ථික ප්‍රශ්න පිළිබඳව පර්යේෂණ පැවැත්වීමට කටයුතු සැලැස්වීම,
- (6) ධර්මයත් සංඝයා වහන්සේන් පිළිබඳ සෑම ප්‍රශ්නයක දීම ශාසන සංගමයට උප දෙස් දීම.....
- (9) වුවමනා අවස්ථාවන්හි දී ශාසන සංගමය සමග එකට රැස්වී බුද්ධ ශාසන මණ්ඩලයේ අදහස් මුදුන් පමුණුවා ගැනීමට කටයුතු කිරීම.....

ශාසන සංගමයේ බලතල

835. බුද්ධ ශාසන මණ්ඩලයට අයිති වගකීම් බලතල ආදිය අතුරෙන් උත්තර සංඝ සභා වට නො පැවරෙන කොටස් ශාසන සංගමයට හිමි වේ. ඒ බලතල සවිස්තරව පහත සඳහන් වේ.

- (9) හික්ෂුන් වහන්සේගේ අධ්‍යාපනය සකස් කිරීම හා බුද්ධ ධර්මය හැදෑරීමටත් ධර්මය පිළිබඳ පර්යේෂණ පැවැත්වීමටත් උනන්දුව ඇති කරවීම.

APPENDIX "F"—VIDE PARAGRAPH 383

Schedule

SUBJECTS THAT CAME WITHIN THE PURVIEW OF THE UNISERSITY GRANTS COMMISSION OF INDIA DURING THE PERIOD APRIL, 1960, TO MARCH, 1961, AS MENTIONED IN THE REPORT OF THE COMMISSION FOR THE PERIOD.

Development Schemes

Science

Engineering and Technological Education in the Universities.

Establishment of Units of Post-graduate Studies in Basic Medical Sciences in the Universities.

Expansion.

Centenary Grants to Universities.

Gandhi Bhavanas.

University Film Council.

University Printing Press.

Special Publication Schemes.

Publication of Research Work.

Tagore Chairs and Tagore Lectures.

Tagore Paintings.

Archaeology and Museology.

Preservation and Utilization of Manuscripts.

Promotion of Buddhist Studies.

Scheme for the development of Linguistics.

Teaching of non-regional Languages.

Prizes for Study of Non-regional Languages.

Three-Year Degree Course

Aid to Colleges.

Measures for the Promotion of General Education.

Reform of Examination System.

Symposia, Summer School and Refresher Courses.

Review Committees.

Buildings.

Books.

Staff Clubs and Guest Houses.

Building Sub-Committee.

Facilities for Students.

Non-resident Students' Centres.

Health Centres.

Students' Homes.

Hobby Workshops.

Students' Aid Fund.

Psychological Counselling.

Post-graduate and Research Scholarships.

Fellowships.

Industrial Estates.

Teachers

Extension Work by Teachers.

Travel Grants to teachers.

Establishment of University Extension Libraries.

India Wheat Loan Educational Exchange Programme.

United States Programme of Agricultural Research under P. L. 480 Funds.

Foreign Exchange and Import Licences.

Medium of Instruction.

Discipline.

Funds of the Commission.

Third Plan Allocation.

ANNEXURE "G"—VIDE PARAGRAPH 385

Draft Bill

HIGHER LEARNING AND RESEARCH GRANTS COMMISSION ACT

AN ACT to make provision for the co-ordination and determination of standards in Universities and other institutions of higher learning, for the promotion of Research, and for those purposes, to establish a Higher Learning and Research, Grants Commission.

Be it enacted by the Queen's Most Excellent Majesty, by and with the advice and consent of the Senate and House of Representatives of Ceylon in this present Parliament assembled and by the Authority of the same as follows:—

Short title and commencement

1. (i) This Act may be called the Higher Learning and Research, Grants Commission Act.
(ii) The several parts of this Act shall come into force on such date or dates as the Minister may, by notification in the *Gazette*, appoint.
2. In this Act, unless the context otherwise requires,
 - (a) "Approved Institution" means an institution of higher learning or research, that has been declared by the Minister, on the recommendation of the Commission, by Order published in the *Government Gazette* to be an "approved institution", and includes a University.
 - (b) "Commission" means the Higher Learning and Research, Grants Commission established under Section 3.
 - (c) "Executive authority" in relation to an institution, means the chief executive authority of the institution (by whatever name called) in which the general administration of the institution is vested.
 - (d) "Fund" means the Fund of the Higher Learning, and Research, Grants Commission constituted under Section 16.
 - (e) "Institution" means an institution devoted to higher learning or research, and includes a University.
 - (f) "Member" means a member of the Higher Learning and Research, Grants Commission and includes the Chairman.
 - (g) "Minister" means the Minister of Education.
 - (h) "Prescribed" means prescribed by rules made under this Act.
 - (i) "University" means a University established or incorporated by an Act of Parliament.

Part I

ESTABLISHMENT OF THE COMMISSION

3. (i) With effect from such date as the Minister may, by notification in the *Gazette*, appoint, there shall be established a Commission by the name of the Higher Learning and Research, Grants Commission.
(ii) The said Commission shall be a body corporate having perpetual succession and a common seal, and shall by the said name sue and be sued.
4. (i) The Commission shall consist of not more than 15 persons and shall include—
 - (a) not more than five persons to be nominated by the Governor-General from among persons who are holding or have held high academic or administrative office.

- (b) not more than eight persons to be nominated by the Minister from among persons of academic distinction or of eminence in public life. Provided that not less than three fourths of the members so nominated shall be from among persons who are *not* public servants, Members of Parliament or paid officers of any approved institution. If any such person, after his appointment to be a Member of the Commission, is appointed to any office in the Public Service, or to any paid office at approved institution or becomes a Member of Parliament, his appointment as a Member of the Commission shall cease forthwith.
- (c) two ex-officio members viz.
1. Permanent Secretary to the Minister of Finance.
 2. Permanent Secretary to the Minister of Education.
- (ii) The Governor-General shall nominate one of the members appointed under sub-section (a) or (b) not being a public servant or a member of Parliament or the holder of a paid office at an approved institution to be the Chairman of the Commission.
- (iii) Every appointment under this section shall take effect from the date on which it is notified in the *Gazette*.

Terms and Conditions of service of members

5. (i) Every member shall, unless he becomes disqualified from continuing as such under the rules that may be made under this Act, hold office for a period of four years. Provided that out of the members (other than the Chairman and the two ex-officio members) as nearly as possible one half shall retire, as soon as may be, on the expiration of the second year and the vacancies so caused shall be filled by fresh appointment in accordance with such procedure as may be prescribed. A member who has retired at the expiration of his term of office may be re-appointed for not more than one further term.
- (ii) A member may resign his office by writing under his hand addressed to the Minister, but he shall continue in office until his resignation is accepted by the Minister.
- (iii) A casual vacancy created by the resignation of a member or for any other reason shall be filled by fresh appointment and a member so appointed shall hold office for the remaining period for which the member in whose place he is appointed would have held office.
- (iv) The office of the Chairman shall be a whole-time one.
- (v) The emoluments and the terms and conditions of service of the Chairman and other members shall be such as may be prescribed.

Meetings of the Commission

6. The Commission shall meet at such times and places and shall observe such rules of procedure in regard to the transaction of business at its meetings as may be provided by regulations made under this Act; it shall meet not less than four times in each year. The quorum for a meeting shall be five.

Vacancies amongst members or defects in constitution not to invalidate acts or proceedings of the Commission

7. No Act or proceedings of the Commission shall be deemed to be invalid by reason merely of any vacancy in, or any defect in the constitution of the Commission.

Temporary association of persons with the Commission for particular purposes

8. (i) The Commission may associate with itself, in such manner and for such purposes as may be determined by regulations made under this Act, any person whose assistance or advice it may desire in carrying out any of the provisions of this Act.
- (ii) A person associated with it by the Commission under sub-section (1) for any purpose shall have a right to take part in the discussion relevant to that purpose, but shall not have a right to vote at a meeting of the Commission, and shall not be a member for any other purpose.

Staff of the Commission

9. (i) There shall be a Secretary to the Commission. He shall be a whole time officer of the Commission and shall be the principal executive officer thereof. The first Secretary shall be appointed by the Governor-General, and subsequent appointments to that office shall be made by the Governor-General on the recommendation of the Commission.
- (ii) Subject to such rules as may be made by the Minister in this behalf, the Commission may appoint a Legal Advisor and such other employees as it may deem necessary for the efficient performance of its functions under this Act and the terms and conditions of service of the employees shall be such as may be determined by the Commission.
10. All orders and decisions of the Commission shall be authenticated by the signature of the Chairman or any other member authorised by the Commission in this behalf, and all other instruments issued by the Commission shall be authenticated by the signature of the Secretary or any other officer of the Commission authorised in like manner in this behalf.

Part II**POWERS AND FUNCTIONS OF THE COMMISSION****Functions of the Commission**

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

- (a) inquire into the financial needs of Universities and other institutions of higher learning and research,
- (b) allocate and disburse, out of the funds of the Commission, grants to approved institutions for their maintenance and development or for any other general or specified purpose,
- (c) recommend to any institution the measures necessary for its improvement, and advise upon the action to be taken for the purpose of implementing such recommendations,

- (d) advise the Minister, University or other Institutions on any matter which may be referred by them to the Commission, or even in the absence of such a reference,
- (e) collect information on all such matters relating to higher education in Ceylon and other countries as it thinks fit and make the same available to the institution and others interested,
- (f) require an approved institution to furnish it with such information as it may need relating to the financial position of the institution or the studies in the various branches of learning undertaken in that institution together with all the rules and regulations relating to the standards of teaching and examination in that institution respecting each of such branches of learning,
- (g) perform such other functions as may be prescribed or as may be deemed necessary by the Commission for advancing the cause of higher learning in Ceylon or as may be incidental or conducive to the discharge of the above functions,
- (h) perform such other functions pertaining to higher education as may, with the approval of the Minister, be vested in it by the head of any approved institution.

Inspection

12. (i) For the purpose of ascertaining the financial needs of an institution or its standards of teaching, examination and research, the Commission may, after consultations with the institution, cause an inspection of any department or departments thereof to be made in such a manner as may be prescribed and by such persons or person as it may direct.
- (ii) The Commission shall communicate to the institution the date on which any inspection under sub-section (i) is to be made, and the institution shall be entitled to be associated with the inspection in such manner as may be prescribed.
- (iii) The Commission shall communicate to the institution its views in regard to the results of any such inspection and may, after ascertaining the opinion of the institution recommend to it the action to be taken as a result of such inspection.
- (iv) All communications under this section to an institution shall be made to the executive authority thereof and the executive authority shall report to the Commission the action, if any which is proposed to be taken for the purpose of implementing such recommendations as are referred to in sub-section (iii).

Consequences of failure of Universities to comply with recommendation of the Commission

13. If any institution fails within a reasonable time to comply with any recommendations made by the Commission under Section 11 or section 12 the Commission, after taking into consideration the cause, if any, shown by the institution for its failure to comply with such recommendations, may withhold from it the grants proposed to be made out of the Fund of the Commission.

Delegation of Functions

14. The Commission may, with the approval of the Minister, delegate to the Chairman or to the Secretary or to any other officer of the Commission, for a definite or indefinite period, such of its functions as it may deem necessary from time to time, subject to any conditions which it may consider appropriate.

Payments of the Commission

15. The Government may, after due appropriation made by Parliament by Law in this behalf, pay to the Commission in each financial year such sums as may be considered necessary for the performance of the functions of the Commission under this Act.

16. (i) The Commission shall have its own Fund; and all sums which may, from time to time, be paid to it by the Government and all the receipts of the Commission (including any sum which any other authority or person may hand over to the Commission) shall be carried to the Fund and all payments by the Commission shall be made therefrom.
- (ii) All moneys belonging to the Fund shall be deposited in such Banks or invested in such manner as may, subject to the approval of the Government, be decided by the Commission.
- (iii) The Commission may spend such sums as it may think fit for performing its functions under this Act, and such sums shall be treated as expenditure payable out of the Fund of the Commission.

Budget

17. The Commission shall prepare, in such form and at such time each year as may be prescribed, a budget in respect of the Financial Year next ensuing showing the estimated receipts and expenditure, and copies thereof shall be forwarded to the Minister.

18. The Commission shall prepare once a year, in such form and at such time as may be prescribed an annual report giving a true and full account of the activities during the previous year, and copies thereof shall be forwarded to the Minister and the Minister shall cause the same to be laid before both Houses of Parliament.

Accounts and Audit

19. (i) The Commission shall cause to be maintained such books of account and other books in relation to its accounts in such form and in such manner as may, in consultation with the Auditor-General of Ceylon be prescribed.
- (ii) The Commission shall, as soon as may be after closing its annual accounts, prepare a statement of accounts in such form, and forward the same to the Auditor-General by such date, as the Minister may, in consultation with the Auditor-General, determine.
- (iii) The accounts of the Commission shall be audited by the Auditor-General at such times and in such manner as he thinks fit.
- (iv) The annual accounts of the Commission together with the Audit Report thereon shall be forwarded to the Minister and the Minister shall cause the same to be laid before both Houses of Parliament

and shall also forward a copy of the Audit Report to the Commission for taking suitable action on the matters arising out of the Audit Report.

Part III

MISCELLANEOUS

Returns and information

20. The Commission shall furnish to the Minister such returns or other information with respect to its property or activities as the Minister may, from time to time require.

Right to confer degrees

21. (i) The right of conferring or granting degrees shall be exercised only by a University established or incorporated by Act of Parliament.
- (ii) Save as provided in sub-section (i) no person or authority shall confer, or grant, or hold himself or itself out as entitled to confer or grant any degree.
- (iii) For the purpose of this section, "degree" means any such degree as may, with the previous approval of the Minister, be specified in this behalf by the Commission by notification in the *Gazette*.

Prohibition of the unauthorised use of the word "University" etc.

22. No institution, whether a corporate body or not, other than a University established or incorporated by or under an Act, shall be entitled to have the word "University" "Viswa Vidyalaya" "Viswa Vidyalam" or other synonym specified in that behalf by the Minister by order published in the *Gazette*, associated with its name in any manner whatsoever.

Provided that nothing in this section shall, for a period of two years from the commencement of his Act, apply to an institution which, immediately before such commencement had such word associated with its name.

23. Whoever contravenes the provisions of Section 21 or Section 22 shall be punishable with fine which may extend to one thousand rupees, and if the person contravening is an association or other body of individuals, every member of such associations or other body who knowingly or wilfully authorise or permits the contravention shall be punishable with fine which may extend to one thousand rupees.

24. (i) The Minister may, by notification in the *Gazette* make rules to carry out the purposes of this Act.
- (ii) In particular, and without prejudice to the generality of the foregoing power, such rules may provide for all or any of the following matters namely :—
 - (a) the procedure for the retirement of members under section 5,
 - (b) the disqualifications from continuing as a member of the Commission,
 - (c) the terms and conditions of service of members of the Commission,

- (d) the additional functions which may be performed by the Commission under section 11 (g) and section 11 (h),
 - (e) the returns and information which are to be furnished by Universities and other approved institutions in respect of their financial position or standards of teaching and examination maintained therein,
 - (f) the inspection of Universities and other institutions of higher learning,
 - (g) the form and manner in which the budget and reports are to be prepared by the Commission,
 - (h) the manner in which the accounts of the Commission are to be maintained,
 - (i) the form and manner in which returns or other information are to be furnished by the Commission to the Government,
 - (j) any other matters which have to be prescribed.
- (iii) All rules made under this section shall, as soon as possible after they are made, be laid before both Houses of Parliament.
25. (i) The Commission may make regulations consistent with this Act and the rules made thereunder :—
- (a) regulating the meetings of the Commission and the procedure for conducting business thereat,
 - (b) regulating the manner in which and the purposes for which persons may be associated with the Commission under Section 8,
 - (c) specifying the terms and conditions of the employees appointed by the Commission,
 - (d) defining the qualifications that should ordinarily be required of any person to be appointed to the teaching staff of any approved institution having regard to the branch of education in which he is expected to give instruction,
 - (e) defining the general conditions of service, including the emoluments and privileges of the members of the academic and non-academic staff of any approved institution,
 - (f) defining the minimum standards of instruction for the grant of any degree by any University,
 - (g) regulating the maintenance of standards and the co-ordination of work or facilities in approved institution.

Part IV

TRANSITIONAL PROVISIONS

26. For purposes of this Act "the transitional period" means the period of eighteen months commencing on the date on which Part I of this Act comes into operation. This period may be extended or reduced, by an order made by the Governor-General to that effect and published in the Government Gazette.

27. During the "transitional period" the Court, the Council and the office of Vice-Chancellor of the University of Ceylon shall cease to exist and the powers and functions vested in them by Act No. 20 of 1942 (and the amendments thereto) shall instead be vested for the duration of the transitional period in the Commission.

28. During the "transitional period" the Court, the Council and the office of Vice-Chancellor of the Vidyodaya University shall cease to exist and the powers and functions vested in them by Act No. 45 of 1958, shall instead be vested for the duration of the transitional period in the Commission.

29. During the "transitional period" the Court, the Council and the office of Vice-Chancellor of the Vidyalankara University shall cease to exist and the powers and functions vested in them by Act No. 45 of 1958, shall instead be vested for the duration of the transitional period in the Commission.

Part V

Repeal

With effect from the date on which this Part of the Act is brought into operation by the Minister by Order published in the *Gazette*, the Vidyodaya and Vidyalankara University Act, No. 45 of 1958, shall be repealed.

Schedule

RULES MADE BY THE MINISTER

(Section 24 of the Act)

Commencement

In exercise of the powers conferred by section 24 of the Higher Learning and Research Grants Commission Act, I, Minister of Education make the following rules to provide for the matters mentioned therein.

1. These rules shall come into force on the
2. In these rules, unless the context otherwise requires :—
 - (a) "Act" means the Higher Learning and Research Grants Commission Act.
 - (b) "Chairman" means the Chairman of the Commission.
 - (c) "Commission" means the Higher Learning and Research Grants Commission established under Section 3 of the Act.
 - (d) "Section" means section of the Act.

Procedure for retirement of members under section 5

3. The selection of the members who are due to retire at the expiration of the second year in terms of section 5 (1) of the Act, shall be made by lot by the Chairman.

Disqualification

4. (1) A person shall be disqualified from continuing as a member :—
 - (a) If he becomes of unsound mind and stands so declared by a competent Court ; or
 - (b) If he is an undischarged insolvent,
- (2) If any member is, without permission of the Commission, absent from any four consecutive meetings of the Commission, he shall cease to be a member of the Commission.

Terms and conditions of service of members

5. (i) The Chairman shall be paid a fixed allowance of Rs. per month and shall be entitled to a rent allowance at the maximum rate prescribed for Government officers.
- (ii) Unless there is a contract to the contrary the Chairman shall retire on his completing the age of sixty-five years.
- (iii) The Chairman shall not be entitled to the benefits of any Contributory Provident Fund.
- (iv) The Chairman and other members of the Commission shall be entitled to travel on business of the Commission by car, train or air at their discretion and to claim travelling and subsistence at Government rates.

- (v) The Chairman may sanction travel by air of any officer of the Commission in any case where he considers it necessary in the public interest.
- (vi) Every member of the Commission, other than the Chairman and the ex-officio members shall be entitled to an all inclusive fee of Rs. 50 for attendance at a meeting of the Commission. When the duration of such a meeting exceeds two hours, the fee payable shall be Rs. 75.
- (vii) The term of office of a member nominated by virtue of an office held by him, shall come to an end as soon as he ceases to hold that office.

Form of returns to be published

6. (1) The Commission shall furnish to the Minister the following returns :—
- (a) Half yearly statement of grants sanctioned by the Commission together with the names of the institutions to which the grants are sanctioned showing the purposes of the grants.
 - (b) Half yearly statements of grants, donations, loans or other receipts received by the Commission from sources other than the Government of Ceylon.
 - (c) Half yearly statements of expenditure out of the grants, donations, loans or other receipts as referred to in clause (b) above.
 - (d) Yearly statements showing the investments of the Commission.
7. The Commission shall also furnish to the Minister the following :—
- (a) Three sets of each of the Agenda and proceedings of each meeting of the Commission.
 - (b) Three copies or such other number as may be required by the Minister, of any report or survey prepared by the Commission in connection with problems of Higher Education in Ceylon and other countries under clause (e) of section 11 of the Act.
 - (c) Five copies of the Budget duly passed by the Commission to be submitted by the 15th October of each year.
 - (d) Two hundred copies of the annual report to be submitted to Government by the 1st October of the year following the one to which it relates.

Appointment of Staff

8. The Commission may appoint such number of officers and other employees as may be determined by it (subject to the general financial limits in the Budget accepted by the Government in the Ministry of Education), provided that no post, the maximum remuneration of which exceeds Rs. 1,500 per mensem shall be created by the Commission without the prior sanction of the Government.

Recruitment of Staff

9. (1) Recruitment to all posts under the Commission shall be made (a) by direct recruitment by advertisement or through the Employment Exchange, or (b) promotion or (c) by transfer or secondment from Government or semi-Government officers or Universities.

- (2) A Selection Committee shall be appointed by the Commission for the selection of staff by direct recruitment and by promotion.

Retirement

10. The age of retirement of the employees of the Commission shall be as in Government Service.

Provided that, in special cases, the Commission may extend the service for one year at a time for a total period not exceeding five years.

Other terms and condition of service

11. The other terms and conditions of service of officers and other employees of the Commission shall be such as may be laid down by the Commission by regulations made under section 24 (ii) (c) of the Act.

12. In all matters for which no special regulations have been framed resort may be had to the rules and practices governing such matters in the public service.

APPENDIX "H"—VIDE PARAGRAPH 393

Draft Bill

AN ACT TO AMEND THE CEYLON UNIVERSITY
ACT No. 20 OF 1942

Be it enacted by the Queen's Most Excellent Majesty, by and with the advice and consent of the Senate and the House of Representatives of Ceylon in this present Parliament assembled, and by the authority of the same as follows :—

1. This Act may be cited as the Ceylon University (Amendment) Act, No. of 1963.
2. Section 2 of the Ceylon University Act (hereafter referred to as the Main Act) is hereby amended by the insertion immediately after the definition of 'Faculty' of the following :—
"Grants Commission", means the Higher Learning and Research Grants Commission set up by Act No. of 1963.
3. Section 10 of the Main Act is hereby amended as follows :—
 - (I) by the numbering of that section as Section 10 (1)
 - (II) by the insertion thereafter of the following new sub-section (ii).
 - (ii) It shall be lawful for the Chancellor at any time
 - (a) to call for reports from any University authority on any matter relating to the University.
 - (b) to cause an inquiry or an inspection to be made by a University or other appropriate authority in respect of any matter relating to the University.
 - (III) by the inclusion of new section 10 (a) as follows :—
"10 (a) The Governor-General in his ex-officia capacity as Chancellor of the University acts independantly of his Ministers and is not bound by the convention applicable to him as Head of the State."
4. Section 12 of the Main Act is hereby amended in sub-section (3) thereof by the substitution for the words "duly observed" of the words "duly observed ; and it shall also be the duty of Vice-Chancellor to give effect to all recommendations of the Grants Commission, to see that all information required by the Commission is duly furnished ; to see that all facilities are provided for any inspection of any department or departments of the University to be made by the Grants Commission as the Grants Commission may from time to time require, and to see that all relevant regulations made by the Grants Commission are duly carried into effect."
5. Section 20 of the Main Act is hereby amended as follows :—
 - (I) by the insertion immediately after paragraph (c) thereof of the following new paragraph :—
 - (cc) to give effect to all recommendations of the Grants Commission, to furnish all information required by the Grants Commission ;

to provide all facilities for inspection by the Grants Commission of any department or departments of the University and to give effect to all relevant regulations made by the Grants Commission.

- (II) In sub-section (o) thereof by the substitution of the words "Minister of Finance" wherever these words occur, of the words "Minister of Finance and the Grants Commission."
6. Section 34 of the Main Act is hereby amended as follows :—
- (I) by the deletion of clauses (iii) and (v) thereof.
 - (II) by the insertion of the following new clause (iii)
 - (iii) Three members appointed by the Grants Commission.
7. Section 46 of the Main Act is hereby amended as follows :—
- (I) by the deletion of sub-section (1) and (2) thereof, and by the substitution of the following sub-section :—
 - (1) the Grants Commission shall as soon as may be after the commencement of each financial year, pay to the University such sums as may be provided by the Commission as grant in aid to the University.
 - (II) by the re-numbering of section (3) thereof as sub-section (2).

APPENDIX 'I' — VIDE PARAGRAPH 67

**Schedule of Buildings erected or in course of erection at the
2 Pirivena Universities**

(Particulars furnished by the Universities)

A.—(1) Vidyodaya University, Gangodawila.

<i>Item</i>	<i>Estimated cost</i>	<i>Were Tenders, invited</i>
Library and Administration Block	3,500,000 0	Yes
Class Room Block I and II	500,000 0	(part only) Yes
Restaurant and Common Room Block	500,000 0	„
Guest House	60,000 0	„
Printing Press Building	150,000 0	„
Deans and Professors' Quarters	150,000 0	„
Vice Chancellor's Lodge	100,000 0	„
Hostel Blocks No. I and II	1,000,000 0	„
Convocation Hall	120,000 0	No
Renovation of old R. A. F. building, Parapet Wall, Garages, Big Well, Kitchen, Carpentry Sheds, Drains, Fencing, Police Station buildings, Labourers' Canteen and Lanka Pond	175,000 0	„
	6,255,000 0	
(2) Maligakande	Nil	

B.—(1) Vidyalankara University, Kelaniya.

Class Room Block I	68,905 25	No
Restaurant & Common Room	54,098 88	„
Temporary Class Room Block ('L' shaped)	18,500 0	„
Class Room Block II	24,816 0	„
Hostel Block (Second Floor)	90,860 0	„
Garage, Stores and Temp. Hostel Block	62,700 0	„
University Press Block No. I	67,439 75	Yes
University Press Block No. II	50,531 0	„
Class Room Block No. III	51,117 94	„
Library & Class Room	498,161 01	„
Class Room Block No. IV	70,592 40	„
Office (Extension)	12,937 50	„

<i>Item</i>	<i>Estimated Cost.</i>	<i>Were Tenders invited</i>
Water Tank—I	26,625 89	Yes
Water Tank—II	29,731 67	„
Well ..	17,000 0	No
Water pipelines	24,830 20	Yes
Vice Chancellor's Lodge	*165,000 0	..
Bhikku Hostel (Ground floor and First floor)	*181,720 0	..
Dharmaramasramaya	*70,000 0	..
	<hr/> 1,585,567 49	
(2) Dalugama		
Halls of Residence	872,925 56	Yes
Physics & Chemistry Block	950,000 0	„
Well—I ..	34,198 20	„
Well—II ..	34,198 20	„
	<hr/> 1,891,321 96	

* Compensation paid for Pirivena building .

APPENDIX "J"—VIDE PARAGRAPH 337

The Nature and Volume of the Administrative Duties that Devolve upon the Head of a Department

(Particulars supplied by the Deah of the Faculty of Oriental Studies)

1. Lectures and Tutorials

Assigning work, constructing time table, arranging tutorial classes.

2. Examinations

Assigning papers or questions to examiners ; going through question papers with the examiners ; holding a joint meeting of examiners to settle the papers finally.

Communicating with External Examiner (s). Checking, entering and scheduling Marks.

3. Staff

General supervision of the academic work of the Department ; attention to adequate staffing ; report to Staffing Committee on Annual Review of staffing requirements ; probationary study leave, sabbatical leave, temporary arrangements ; increase of staff, replacements.

4. Students

General supervision of work and discipline ; consider reports from lecturers and tutors and take appropriate action ; co-ordinate reports from teachers, and collect and record reports on progress.

Advise students.

5. Faculty Meetings

Prepare business to be submitted to the Faculty :—

Lists of examiners,

Changes in Syllabus or Text-books..

Revision of Syllabuses, new Syllabuses (e.g. upon the institution of External Examinations all the Syllabuses had to be revised with a view to making them fuller and more explicit ; New Syllabuses had to be drawn up, e.g. for the M.A.).

Other business for the consideration of the Faculty.

6. Other Meetings

Senate Committees. This particular Dean is a member of the following Committees :—

Sinhalese Dictionary Committee ; Press Board ; Library ; Language ; Staffing ; Student Welfare Committee ; Board of Residence and Discipline ; Higher Degrees ; Research and Study Leave ; External Degrees ; Board of Admission ; University of Ceylon Review Board. Selection Committee ; Security Boards ; and Boards of Examiners.

7. Reports

Annual Report; Report on Preliminary Examination; Report on Staffing Requirements. Miscellaneous Reports (e.g. this report).

Submission of lists of books to the Librarian.

8. Miscellaneous Duties

- (a) Various matters are referred to the Head of the Department for his views.
- b) Testimonials. The writing of testimonials takes up a great deal of time.

