

**66**

**MINISTRY OF HUMAN  
RESOURCE  
DEVELOPMENT**

**UNIVERSITY GRANTS COMMISSION**

**ESTIMATES COMMITTEE  
1988-89**

**EIGHTH LOK SABHA**

**LOK SABHA SECRETARIAT  
NEW DELHI**

**SIXTY-SIXTH REPORT**  
**ESTIMATES COMMITTEE**  
**( 1988—89 )**

**(EIGHTH LOK SABHA)**

**MINISTRY OF HUMAN RESOURCE DEVELOPMENT**  
**(DEPARTMENT OF EDUCATION)**

**UNIVERSITY GRANTS COMMISSION**



*Presented to Lok Sabha on 30th March, 1989*

**LOK SABHA SECRETARIAT**  
**NEW DELHI**

*March, 1989 / Phalguna, 1911 (S)*

**E. C. No. 1190**

***Price : Rs. 6.00***

**© 1989 LOK SABHA SECRETARIAT**

**Published under Rule 382 of the Rules of Procedure and Conduct of Business in Lok Sabha (Sixth Edition) and Printed by Manager, P.L. Unit, Government of India Press, Minto Road, New Delhi.**

# CONTENTS

|  | PAGE  |
|--|-------|
| COMPOSITION OF THE COMMITTEE .....                             | (iii) |
| INTRODUCTION .....   | (v)   |
| CHAPTER I    INTRODUCTORY .....                                | 1     |
| CHAPTER II    HIGHER EDUCATION — INSTITUTIONS INVOLVED .....   | 3     |
| A. National Council on Higher Education. ....                  | 3     |
| B. State Councils of Higher Education. ....                    | 4     |
| C. Association of Indian Universities. ....                    | 6     |
| CHAPTER III    UNIVERSITY GRANTS COMMISSION .....              | 9     |
| A. Composition of the Commission .....                         | 9     |
| B. Organisational set-up. ....                                 | 13    |
| CHAPTER IV    FUNCTIONAL ASPECTS .....                         | 18    |
| A. Promotion and Coordination of University Education .....    | 18    |
| B. Minimum Standards of Education. ....                        | 21    |
| C. Model Act for Universities. ....                            | 27    |
| D. Growth in Universities. ....                                | 29    |
| E. Growth in Colleges. ....                                    | 34    |
| F. Conference of Vice Chancellors. ....                        | 36    |
| G. Vocationalisation of Education. ....                        | 37    |
| H. Examination reforms. ....                                   | 40    |
| I. Student-Teacher Ratio. ....                                 | 41    |
| J. Number of Working Days. ....                                | 42    |
| K. Central Universities. ....                                  | 44    |
| CHAPTER V    FINANCE .....                                     | 48    |
| A. Plan outlay. ....   | 48    |
| B. Visiting Committees. ....                                   | 53    |
| C. Physical Targets. ....                                      | 61    |
| D. Allocation of Plan funds to Universities and Colleges. .... | 62    |
| E. Annual Budget Estimates of UGC. ....                        | 66    |
| F. Utilisation Certificates. ....                              | 70    |
| G. Monitoring and Evaluation. ....                             | 75    |

|   | PAGE |
|---|------|
| CHAPTER VI MISCELLANEOUS  | 79   |
| A. Autonomous Colleges. ....  | 79   |
| B. Inter University Collaboration for sharing of facilities. – ....   | 85   |
| C. Equipment in University Laboratories.                              | 87   |
| D. Research fellowships. ....   | 88   |
| E. Establishment of specialised courses in certain universities. .... | 89   |
| F. Student Unrest. ....   | 90   |
| ANNEXURES   | 93   |
| APPENDIX Statement of Recommendations/<br>Observations .....          | 103  |

ESTIMATES COMMITTEE  
(1988-89)

CHAIRMAN

Shri Asutosh Law

MEMBERS

2. Shri Jagdish Awasthi
3. Shri G.M. Banatwalla
4. Shri R.M. Bhoje
5. Smt. M. Chandrasekhar
6. Smt. Chandresh Kumari
7. Shri A. Charles
8. Shri Narayan Choubey
9. Shri Hussain Dalwai
10. Prof. Chandra Bhanu Devi
11. Shri Janak Raj Gupta
12. Shri V.S. Krishna Iyer
13. Shri Aslam Sher Khan
14. Shri Suresh Kurup
15. Shri Dharam Pal Singh Malik
16. Shri Shantaram Naik
17. Dr. Manoj Pandey
18. Shri Sriballav Panigrahi
19. Shri Mohanbhai Patel
20. Shri K.S. Rao
21. Shri M. Raghuma Reddy
22. Shri P.M. Sayeed
23. Dr. B.L. Shailesh
24. Shri A.C. Shanmugam
25. Shri Rana Vir Singh
26. Shri Surendra Pal Singh
27. Shri N. Sundararaj
28. Shri G.G. Swell
29. Shri Gopala Krishna Thota
30. Shri Ram Singh Yadav

SECRETARIAT

1. Shri G.L. Batra — *Joint Secretary*
2. Shri R.L.L. Dubey — *Director*
3. Shri S.M. Mehta — *Under Secretary.*

## INTRODUCTION

1. the Chairman of Estimates Committee, having been authorised by the Committee to submit the Report on their behalf, present this Sixty-sixth Report on the Ministry of Human Resource Development — Department of Education — University Grants Commission.

2. The Estimates Committee (1987-88 and 1988-89) took the evidence of the representatives of the Ministry of Human Resource Development (Department of Education) on 11th, 12th, 25th January and 17th August, 1988. The Committee wish to express their thanks to the Chairman, University Grants Commission and the Secretary, Department of Education and other officers of the University Grants Commission and Department of Education for placing before them the material and information which they desired in connection with the examination of the subject and for giving evidence before the Committee.

3. This report deals with University Grants Commission and covers various aspects of higher education, Organisational set-up of U.G.C., its functional and financial perspectives and such matters with which the U.G.C. is intimately involved or responsibility of whose implementation devolves on U.G.C.

4. The Committee while welcoming the proposal of establishment of National Council on Higher Education have felt that in view of need and urgency of bringing about greater coordination among various agencies involved in development of higher education, the Ministry should expedite the setting up of the proposed Council. The Committee have also cautioned the Ministry to ensure that the Council should not become another tier in decision making hierarchy and is vested with adequate powers to enable it to discharge its assigned functions with objectively and promptitude.

5. The Committee have been dismayed at the manner in which the Ministry/U.G.C. have, after completing all the necessary action for implementation of recommendations of Sapru Committee (1964) and EC (1966) pertaining to (i) appointment of Vice-Chancellors as Members of U.G.C. and (ii) raising the strength of the membership of U.G.C. retraced their steps and reverted to old position. The Committee have found this lapse as inexcusable in view of the fact that the work of the Commission has suffered adversely due to severe time constraint and in absence of sufficient number of full-time Members. The Committee have noted the unsatisfactory situation obtaining in the Commission as the Members have hardly been attending all the sittings of Commission regularly.

6. The Committee have noted that recommendations of Review Committee (1977) regarding restructuring of U.G.C. Secretariat have still not

been implemented and are of the opinion that there is no use of appointing expert Committees or Groups unless there is a will to implement their recommendations in letter and spirit well in time.

The Committee have observed that more or less similar conditions obtain in fields of operations of the U.G.C. pertaining to — (i) promotion and coordination of University Education; (ii) implementation of minimum standards of instructions; (iii) regulating growth in Universities and colleges (iv) vocationalisation of Education; (v) implementation of schemes like examination reforms and student-teacher ratio; and (vi) various aspects of Central Universities.

The Committee have expressed concern that at the end of 1987 almost 20% of 1,67,35,362 educated unemployed were graduates and post-graduates, and have opined that in professional and technical education spheres, it is most desirable to correlate higher education with manpower needs. Further there should be an inter-action between the Industry and the universities and a programme may be drawn for making Vocational Education really attractive. The Committee have suggested that the All India Council of Technical Education can also play a vital role in this regard and the cooperation of other agencies, Ministries and Planning Commission can also be sought to achieve the desired objectives.

7. The Committee are in agreement with the Ministry regarding meagre amounts allocated to education sector.

The Committee have noted with dismay that plan allocations for education have come down to 3.5 percent in the Seventh Plan as against 7.2 per cent in the First Plan. The effectiveness of education system is primarily dependent on the availability of adequate finances to meet the costs of the provisions for the development of higher education in the country. The Committee consider education as pivot around which the socio-economic progress of the whole nation revolves and therefore, attach great importance to the rapid spread of education in the country. The Committee realise that the financial constraint is not singular to education alone, but is a feature common to all fields of national endeavour. However, they feel that education has to be treated on a different footing in as much as education alone has a disbearing on the advancement of the people of the country, and exercises a dominating influence on the socio-economic and cultural development of the country. However, they have also noted the Casual and unbusiness-like manner in which the U.G.C. has been dealing with these already scar resources. The Committee have, therefore, emphasised on need for efficient and realistic financial planning and financial discipline. The Committee have noted the reluctance of U.G.C. in determining the physical targets well in advance and have found the reasons advanced by UGC untenable. The Committee have expressed the opinion that if planning is expected to achieve certain goals it is but imperative that the goals be first identified and laid down, and have desired the Ministry/U.G.C. to do the same.



The Committee feel that Visiting Committees of UGC if constituted well in time can be of immense help in financial discipline of higher education sector. However position contrary to this obtains presently. While the Visiting Committees were constituted very late for formulate proposals for the Sixth Plan, for Seventh Plan they were not reconstituted at all. Considering this in view the Committee has found it rather amusing to be informed that the monitoring and evaluation of schemes devolves on Visiting Committees. The Committee have, therefore, recommended setting up of Visiting Committees well in time to ensure effective monitoring and evaluation of schemes.

The Committee have noted the huge and unreasonable disparities existing in allocation of funds to State Universities and Central Universities and have recommended setting-up of an Experts Group to go into this matter for suggesting measures to make development of higher education in various States more or less uniform.

The Committee have been seized of the matter regarding huge number of pending utilisation certificates which, according to U.G.C., as at end of Jan., 1988 stood at 109963 items involving a sum of Rs. 319.74 crores under Plan and 11583 items involving a sum of Rs. 188.59 crores under Non-Plan. On the other hand the Committee during their visits to some of the Universities have been informed that they have furnished utilisation Certificates for almost all items. The Committee find these glaring contradictions as most perturbing and have commented upon this serious gap of communications between Universities and U.G.C. and have desired the U.G.C. to initiate immediate remedial measures.

8. The Committee find that the U.G.C. has acted in a very lukewarm manner in so far as the recommendation of Education Commission (1966) regarding grant of autonomous status of colleges is concerned. In fact till 1986 only 21 colleges had been conferred autonomous status. Even after the idea of autonomous colleges was supported in National Education Policy, 1986 and Ministry/UGC fixed an ambitious target of setting up of 500 autonomous colleges by the end of Seventh Plan, presently only 56 colleges have been conferred autonomous status. In view of poor response to the scheme the Committee have recommended to the Ministry/UGC to go into the efficacy of the scheme once again and take remedial measures to achieve desired results.

The Committee have also noted the grave dangers that student unrest is posing to the higher education and have been surprised to find that U.G.C. has done precious little to solve this problem of national magnitude. The Committee have recommended immediate steps to study this malaise and have suggested that the U.G.C. should seriously involve itself into this chronic problem which has vast ramifications on the advancement of higher education in the country.

9. The Report was considered and adopted by the Estimates Committee (1988-89) on March 16, 1989.

10. For facility of reference, the recommendations/observations of the Committee have been printed in thick type in the body of the Report and have also been reproduced in a consolidated form in Appendix to the Report.

NEW DELHI:  
*March 16, 1989*  

---

*Phalguna 25, 1911 (S).*

ASUTOSH LAW  
*Chairman,*  
*Estimates Committee.*

## CHAPTER - I

### INTRODUCTORY

1.1 The intrinsic intellectual resourcefulness, dynamism and themoral strength of a nation is reflected in the quality of its university education which provides intellectual, political, scientific and professional leadership. In fact, the development of human resources, the impact of which is intense and pervasive on all sectors of growth, is closely associated with the system of providing higher education. Hence, the general environmental conditions for the development of higher learning and the overall health of university education are matters of grave concern as they determine the quality of life and leadership in every walk of life. Any erosion in academic may prove disastrous for the wellbeing of the nation.

1.2 Even though education in general is one of the most important sectors in the overall development of a nation, yet sadly enough it is one of the most neglected sectors also. This is mainly due to its economically long gestation period and somewhat low profile as compared to other sectors. However, with changing times more and more awareness regarding the long term benefits of this aspect of national life has led to some serious thinking. Recent studies though conducted by different agencies have been unanimous on one point, *i.e.*, that the prevalent system is wholly inadequate in coping up with the needs of present. In fact the dynamics of socio-economic, cultural and demographic trends are having tremendous effect on this somewhat sedentary system. This has resulted in a grave situation whose adverse effects have percolated to almost every aspect of national life. Almost all the countries whether developed or developing are seized with the problem and now efforts are a foot to streamline and stabilize the system in such a way that it is able to sustain and develop within the existing constraints.

1.3 Reports and studies emanating from different Committees and Groups from different countries indicate totally divergent views on this subject. This means that the requirements of each country depend on the conditions of society, economy and polity of the country and blind adoption of any foreign system in its entirety is neither logical nor advisable.

1.4 A committee seeking to generate reform of the country's educational system in the U.S. in their report — 'A National at Risk' which was compiled after 18 months of study, have remarked in the beginning of the report that 'the educational foundations of our society are now being eroded by a rising tide of mediocrity that threatens our very future as a nation and a people'.

1.5 In the British Parliament a report presented in 1985 lays stress on the effect of changing situations on the education system in following lines:

British society has become more complex and diverse. Values and institutions are increasingly called into question: the pace of technological change has quickened and unemployment has added to the pressures of a daily life which has become more pre-carious and some times more turbulent.

The report has also laid stress on standardisation of education as 'it is also necessary in order to protect the nation's prosperity and wellbeing and to give all individuals fair scope to develop and exercise their talents'.

1.6 In Japan a National Council on Educational Reform was established in 1985 under the direct jurisdiction of the Cabinet. This indicates the tremendous importance being accorded to education sector in that country. Presently, they have undertaken the task of 'third educational reform' so that the education sector keeps pace with the development and rigours of modern times. Contrary to the report of U.K. Committee, they have stressed the need to destandardise the system.

1.7 Education in the USSR is also in the grip of 'perestroika'. In February, 1988 the Soviet Communist Party Central Committee discussed the education system. Emphasis is now being laid on humanising teacher-student relations and radical improvement in professional level and moral standards of teachers. The Plenum also condemned the practice of allocating 'leftover funds' to the education system.

1.8 India too has responded to the requirements of these changes and inclusion of education in the Concurrent List was one of such far reaching steps whose implications — substantive, financial and administrative — required a new sharing of responsibility between the Union Government and States in respect of this vital area of national life.

1.9 A major step in this direction was taken with the formulation of National Policy on Education (NPE) in India in 1986 which envisaged, 'while the role and responsibility of the States in regard to education will remain essentially unchanged, the Union Government would accept a large responsibility to reinforce the national and integrative character of education, to maintain quality and standards (including those of the teaching profession at all levels), to study and monitor the educational requirements of the country as a whole in regard to manpower for development, to cater to the needs of research and advanced study, to look after the international aspects of education, culture and Human Resource Development and, in general, to promote excellence at all levels of the educational pyramid throughout the country. Concurrence signifies a partnership which is at once meaningful and challenging; the National Policy will be oriented towards giving effect to it in letter and spirit'.

## CHAPTER II

### HIGHER EDUCATION — INSTITUTIONS INVOLVED

#### *A. National Council on Higher Education*

2.1 The National Policy on Education, 1986 envisages that in the interest of greater coodination and consistency in policy, sharing of facilities and developing inter-disciplinary research, a national body covering higher education in general, agricultural, medical, technical, legal and other professional fields will be set up. The Programme of Action indicates the broad functions that such a body could perform as follows:—

- (i) to advise Government on policy;
- (ii) to coordjnate activities of the other bodies in different fields;
- (iii) to encourage inter-disciplinarity and promotion of inter-faces among different areas;
- (iv) to allocate resources;
- (v) establishment and management of common infrastructures and institutions; and
- (vi) coordination of policy concerning external academic relations.

2.2 The details of the powers and functions to be performed by this body, its composition, organisational structure, etc. including the linkages and relationship with the existing bodies and agencies are yet to be finalised.

2.3 Asked about existing voluntary bodies and agencies to be represented on National Council and their linkages and relationship with the latter, the Secretary, Department of Education in the Ministry of Human Resource Development, informed the Committee during evidence:—

“The various bodies which are referred to in our reply do not include voluntary agencies... at least there is none to my knowledge which has an All India character, which relates to the coordination and determination of standards of higher education... It is very difficult to say at this time which institution would be included.”

2.4 Asked whether there was any voluntary agency to satisfy the parameters laid down by the Ministry, the Secretary stated:—

“Only those institutions which are set up by the Central Government for playing the role of coordination and maintenance of standards and for promotion of higher education, by and large can be brought together for improving coordination. Any individual institution which may be doing great

work, for instance, Haffkins Institute or Vellore Christian medical College, it is not possible to include as part of the National Council of Higher Education."

2.5 In a subsequent note sent by the Ministry it was also stated that the primary responsibility of the National Council was intended to be to bring about greater coordination among various agencies engaged in higher education and to ensure a measure of consistency in the policies followed by them. It was further stated that in order to bring about this coordination and consistency, the National Council might preferably have to be a body comprising of the concerned interests and concerns and that the existing bodies and the Departments/Ministries-dealing with them might have to be represented on the National Council. The details of these linkages and the manner of representation are still to be worked out.

2.6 In reply to a question whether the National Council would come into being at least during the Seventh Plan, the Secretary, during evidence, stated:

"I would say that it should be quite reasonable to expect that the National Council will come into being well before the end of the Seventh Five Year Plan."

2.7 While the decision to establish the National Council on Higher Education is a welcome step the Committee feel that in view of the need and urgency of bringing about greater coordination among various agencies involved in the development of higher education and to ensure a consistent approach in the policies followed by them, the Ministry should take necessary action expeditiously for the setting up of the proposed National Council.

The Committee would like the National Council to have adequate representation of concerned bodies and agencies including voluntary agencies to ensure integrated planning in higher education and effective coordination. The Committee desire that powers, functions, linkages and relationship of the Council with other agencies be worked out carefully to ensure compliance of its policies, direction, guidelines, etc. in view of autonomous and statutory status of most of the agencies. The Committee also recommend that necessary precautions be taken to ensure the Council does not become another tier in decision making hierarchy thereby causing delays and is vested with adequate powers to enable it to discharge its assigned functions with objectivity and promptitude.

#### *B. State Councils of Higher Education*

2.8 The National Policy on Education provides that State level planning and coordination of higher education will be done through Councils of Higher Education and that the UGC and these Councils will develop coordinative methods to keep a watch on standards.

2.9 The Programme of Action spelling out further details, states that there is at present no effective machinery for planning and coordination of Higher Education at the State level and coordination of State level

programmes with those of the UGC. In order to fill this gap, it is proposed:

- (a) to set up State Councils of Higher Education as Statutory Bodies, and
- (b) to have for the guidance of State Governments, model provisions framed by the UGC setting out the composition and powers of the State Councils.

2.10 The major functions of the Council are expected to include:

- (1) Preparation of consolidated programmes of higher education in each State.
- (2) initial scrutiny of the development programmes of universities and colleges.
- (3) assistance and advice to UGC in respect of maintenance of standards.
- (4) assistance to State Governments in determining the block maintenance grants.
- (5) encouragement to the programmes of autonomous colleges.
- (6) monitoring the progress of implementation of programmes and assessment of performance of institutions.
- (7) advising the State Governments in setting up new institutions.

2.11 Elaborating further, the Chairman, UGC stated during evidence:

“Firstly, of course, we believe that the setting up of such councils would be very useful in coordinating education between Centre and States. These Councils will be able to ensure that some of the delays which occur in the State Government’s funding will be reduced. We will be able to work cooperatively with States as far as the UGC and the Central Government are concerned; and it is a part of the new education policy. It is essential to have such councils for higher education. Guidelines for this were framed by an inter-State and inter-University Committee. These guidelines are ready. Guidelines for setting up of these councils, in my personal view, have no problems and should have no problems legally. But we think that we should consult somebody legally and the Central Government will notify various State Governments to set up these councils.”

2.12 In reply to a question whether the Commission has made any modifications in guidelines in view of Supreme Court’s Judgement holding Andhra Pradesh Commissionerate of Higher Education Act void, the Ministry intimated in a note furnished to the Committee that in view of the said judgement of the Supreme Court, (holding the Andhra Pradesh Commissionerate of Higher Education Act void) a review of the guidelines had been initiated in consultation with legal experts.

**2.13 The Committee appreciate that the Ministry has now realised the necessity for an effective machinery for planning and coordination of higher**

education at the State level and coordination of State level programmes with those of the UGC and also that State Councils of Higher Education are being established in various States. In view of the judgement of Supreme Court holding the Andhra Pradesh Commissionerate of Higher Education Act void the Committee desire that in the framing of model provisions for setting out the composition and powers of the State Governments and legal experts should be closely associated so that the provisions framed are clear, precise and unambiguous.

The Committee would like the Ministry to ensure that the composition of these Councils should be such as to facilitate prompt compliance and fulfilment of their decisions, programmes, guidelines, etc. so that they are able to discharge their assigned responsibilities effectively and objectively.

### *C. Association of Indian Universities*

2.14 The Association of Indian Universities (AIU) was established in 1925 as the Inter-University Board of India and Ceylon. It is a voluntary organisation of the universities in the country. The present membership of the AIU includes all Central and State Universities, Institutions Deemed to be Universities and Institutions of National Importance.

2.15 The AIU provides a forum to the university community to come together to exchange their experiences and views in areas of common interest. The major functions performed by the AIU are:

- i) To serve as an Inter-University organisation;
- ii) To act as a bureau of information and to facilitate communication, coordination and mutual consultation amongst universities;
- iii) To act as a liaison between the universities and the government as well as other agencies;
- iv) To assist universities in obtaining recognition for their degrees, diplomas, examinations, etc. from other universities in India and abroad;
- v) To undertake, organise and facilitate conferences, seminars, workshops, lectures, and research in higher learning;
- vi) To establish and maintain a sports and cultural organisation for promotion of sports and cultural activities among member-universities;
- vii) To act as a service agency for universities in whatever manner it may be required or prescribed; and
- viii) To undertake, facilitate and provide for the publication of newsletters, research papers, books and journals.

### *Organisational set-up*

2.16 The organisational set-up of the AIU consists of the President, the Vice-President and a Standing Committee. They are assisted by sub-committee like Finance Committee, Equivalence Committee, Research Committee, Sports Committee. The President is elected on the basis of his seniority as Vice Chancellor.



2.17 The expenditure of the Association is met substantially from the membership fees collected from member universities. The Association does not get any grants from the UGC. The Department of Education of the Ministry of Human Resource Development has been sanctioning some grants to the AIU for meeting a part of its maintenance expenditure. In addition, the Department has also been sanctioning some grants to the AIU for its research cell.

In reply to a question regarding special studies entrusted to Association, the Ministry has stated that no research study has been entrusted to the Association by the University Grants Commission nor any financial support given by the Commission for research purposes. However, the Department of Education has been giving financial assistance to the Association for meeting expenditure on the Research Cell for the purpose of research in two major areas of higher education, i.e. reform of examination system and economics of education. The studies carried out by the Research Cell are assessed by AIU Research Committee on which a few member universities, Department of Education and the University Grants Commission are represented.

2.18 The activities in the field of sports and culture are financed by the Department of Sports and Youth Affairs of the Ministry of Human Resource Development. These include Inter-university sports tournaments, coaching camps, youth festivals, etc.

Adequate personnel have been employed by the Association to undertake the research work. Several monographs on different aspects of examinations and more than 20 volumes in the Question Bank series have been published by the Association. The current research studies are:

- (a) Grading in Universities;
- (b) Question Banking in Universities;
- (c) Internal Assessment in Universities;
- (d) Internal Management in Universities;
- (e) Preparation made by Universities to receive 10+2 output; and
- (f) Guidelines for Maintenance Grants of Universities.

2.19 In reply to a question about the coordination between the Association and the UGC and utilisation of former by latter in its functioning, the Ministry has, in a subsequent note, stated that there is no formal mechanism for maintaining any coordination between the UGC and the Association of Indian Universities. However, there have been joint meetings of Members of the UGC and the standing committee of the AIU from time to time to discuss the specific issues concerning the University system. However, these joint meetings are not held at any specified intervals. Since the AIU is not eligible for any grants from the UGC, the AIU is not directly involved in the implementation of any of the programmes of the UGC.

2.20 The Committee regret to note that no formal mechanism has yet been evolved to maintain coordination between the University Grants Commission and the Ministry on the one hand and the Association of Indian

Universities on the other hand, although the latter came into existence as Inter University Board as early as in 1925. The contention of Ministry that since the Association is not eligible for any grants from the Commission, it is not directly involved in the implementation of any of the programmes of the UGC is untenable. The Committee are of the opinion that the AIU which provides a forum to the University Community to come together to exchange their experiences and views in areas of common interest should be profitably utilised for supplementing the functions of the Commission.

The Committee are of the view that with its larger representative character, the AIU is relatively better placed in understanding the problems of University Education. Wherever feasible, AIU should be directly involved in formulation of policy guidelines so as to provide a base for involvement of universities in the programme.

It is thus imperative that the functioning of AIU is critically analysed with reference to the existing situation and with particular emphasis on its relationship with UGC and appropriate corrective measures are taken expeditiously so that the agency of the AIU is utilised profitably for strengthening the effectiveness of UGC. The Committee would like to be apprised of further developments in this regard.

❁

## CHAPTER III

### UNIVERSITY GRANTS COMMISSION

#### *A. Composition of the Commission*

3.1 The composition of the Commission is prescribed under Section 5 of the UGC Act, 1956. The Commission consists of:

- i) A Chairman and a Vice-Chairman appointed by the Central Government;
- ii) Ten other members appointed by the Central Government of whom
  - (a) two are Officers of the Central Government to represent that Government;
  - (b) four are teachers; and
  - (c) the remaining are persons who have knowledge of, or experience in, agriculture, commerce, forestry, or industry, or are members of learned profession like engineering, medicine, law, etc., or are Vice-Chancellors or educationists.

3.2 Chairman and Vice-Chairman are whole-time salaried officers. There are no detailed procedures prescribed for their selection. Eminent persons are identified from time to time and their appointments are made with the approval of the Appointments Committee of the Cabinet.

3.3 The non-official members of the Commission are selected from among persons belonging to the specific categories mentioned in Section 5 of the UGC Act, their selection being made keeping in view the representative character of the Commission with respect to different disciplines, regions and other relevant factors.

3.4 The Sapru Committee on Higher Education had, *inter alia*, recommended in 1964 that as the members of the UGC should be men of the highest standing in the educational world, they should be persons of the status of the Vice-Chancellors but that it is undesirable to appoint a serving Vice-Chancellor as a member of the UGC. The reasons for this suggestion were that it is undesirable to place a person in a position where he may have divided loyalties and that the composition of the UGC should be such as to give no impression to the public that it is not completely independent. These recommendations were reiterated by the Committee in their 102nd Report and were accepted by Government. Asked to clarify why the situation has not undergone any change so far, the Ministry has stated that the UGC Act was amended in June, 1970 to provide that no serving Vice-Chancellors will be eligible for appointment as member of the Commission. In June, 1972 the UGC Act was again amended and the

present provisions in Section 5 were incorporated. According to the existing provision, four members of the Commission should be chosen from among persons who have knowledge of, or experience in, Agriculture, Forestry, Commerce, or Industry, or are members of Engineering, Medical, Legal or other professions, or are Vice Chancellors or educationists.

3.5 During evidence, the Special Secretary, Department of Education stated:—

“This question has been examined in the Ministry. Actually, in 1970, an amendment to the UGC Act was made and under this amendment certain provisions were included which said that ... there should be no Vice-Chancellors in the composition of the Commission. But having done this, in 1972, there was a rethinking on the subject and if you now study the composition of the UGC... (Act), you will find although Vice-Chancellor can be members, it is not obligatory that there must be a Vice-Chancellor in the Commission.”

3.6 Asked to clarify how an accepted and implemented recommendation of the Committee was later circumvented, the witness stated:—

“In 1970, an amendment was made and the propositions of the Estimates Committee were implemented. Then, there was further thinking. It was asked as to why the Vice-Chancellor should be excluded from the composition; for he may be a good educationist himself. So, it was felt that there should be further amendment and the Act was amended as explained above.”

3.7 In a subsequent note furnished to the Committee, the Ministry has stated that the Education Commission had recommended in 1866 that the UGC should not be deprived of the services of eminent persons merely on the ground that they happen to be Vice-Chancellors; that the Government should be allowed to select, from as large an area as possible, persons who can bring to bear impartiality and maturity in the deliberations of the Commission; and that exclusion of the Vice-Chancellor and Heads of institution will unduly restrict the field of choice from amongst the academicians. The Ministry stated that the amendments were made to the Act in May, 1972 and these amendments came into force from June 17, 1972.

3.8 There has been phenomenal increase in the work load of the Commission since its inception. The number of universities rose from 33 in 1956-57 to 136, besides 20 Deemed Universities in 1986-87. There was a quantum jump in the number of colleges from 1107 to 6040 in the same period. The number of enrolments registered more than ten-fold increase in three decades increasing from 3,26,936 to 36,81,870. Noting the substantial increase in volume of work of the UGC, the Parliamentary Committee on Higher Education (Sapru Committee) recommended in 1964 itself that the UGC should have 15 members (as against the then 8), of whom at least five should be full time members. The Estimates Committee in its 102nd Report had also recommended that besides Chairman, there

should be some whole time members or at least some members who might be available for specified periods and that the Commission may divide itself into panels with some members as Convenors to look after the work allotted to the panels. The recommendations were accepted and a Bill to amend the UGC Act was passed by the Rajya Sabha in August, 1968 and by the Lok Sabha in May, 1970. The amendment received the assent of the President on June 3, 1970. According to the amended provisions, the number of members of the Commission was raised to 12 and the amendment also provided that the Central Government might appoint upto three Members on full-time basis.

3.9 However, before the amended Act was brought into force, it was recommended to the Government that there was no need to have as many as three whole time Members though it might be necessary to provide some assistance to the Chairman to help him in the discharge of his duties and that for this purpose provision might be made for appointment of a whole time Vice-Chairman.

3.10 The suggestion was accepted by Government and the Act was further amended in 1972 to provide for 12 Members of which the offices of Chairman and Vice-Chairman shall alone be whole-time and salaried. The recommendations of the committee for availability of members for specified periods or for division into panels have not also been implemented. According to the Ministry, the present strength of the membership of the Commission is considered adequate.

3.11 Section 9 of the UGC Act empowers the Commission to associate with itself any persons whose assistance it may desire in carrying out any of the provisions of the Act. Asked to indicate whether there was any such association during 1982-83 to 1986-87, the Ministry has stated that there have been no instances of any such association as visualised under Section 9 since 1982-83.

3.12 The Commission held 7, 11, 8, 9, and 10 meetings in the years 1982, 1983, 1984, 1985 and 1986 respectively. Asked to indicate whether the Commission has been able to complete all the items in the agenda in each meeting, the Ministry has stated that the Commission is able to take up for consideration all the agenda items in each meeting though there have been occasion when for further examination of any matter, the consideration of an item is postponed.

3.13 As to the extent of attendance of members for the meeting of the Commission, the Ministry gave the information for 1985-86, 1986-87 and 1987-88 upto January, 1988. From the details furnished, following position emanates:—

|   | 1985-86 | 1986-87 | 1987-88<br>(Upto January, 88) |
|---|---------|---------|-------------------------------|
| No. of meetings held                    | 8       | 9       | 6                             |
| No. in which all<br>12 members attended | NIL     | NIL     | NIL                           |
| No. in which 9 to 11 members attended   | 2       | 5       | 3                             |
| No. in which 6 to 8 members attended    | 2       | 4       | 3                             |
| No. in which 5 members attended         | 4       | —       | —                             |

3.14 From the Statements furnished, it is also noted that vacancies in membership have contributed to the lack of full attendance in several meetings in 1985-86 as detailed below:

|                           |             |
|---------------------------|-------------|
| For 6 continuous meetings | 4 vacancies |
| For 5 continuous meetings | 1 vacancy   |
| For 2 continuous meetings | 1 vacancy   |

It is also noticed that one member did not attend as many as 11 out of 17 meetings, another member 7 out of 14 meetings and yet another member 3 out of 6 meetings etc. etc.

3.15 From a perusal of the Agenda papers for the meetings it is noticed that besides approvals to statements of grants sanctioned, approvals for expenditure incurred, administrative matters etc., the monthly agenda included a large number of important academic issues to be considered, as will be seen from the brief details relating to the 294th Meeting given in Annexure I.

3.16 Further, the only occasion when the UGC is in a position to assess individually the progress of each university in achieving the objectives of the UGC Act, has been at the time of the consideration of the Plan proposals of the Universities concerned. While in the past, the UGC used to appoint visiting committees to visit each university, discuss and give detailed proposals, the UGC has finalised the VIIth Plan assistance of various universities during the course of meetings held for an hour or two with the representatives of the universities concerned, as is evident from the particulars given in a subsequent paragraph.

3.17 It is disquietening to note that the Ministry / U.G.C. has, after accepting the recommendations of the Sapru Committee (1964) and Estimates Committee (1966) pertaining to (i) appointment of Vice-Chancellors as Members of the U.G.C.; and (ii) raising the strength of the membership of the U.G.C. and appointment of full time Members, and after completing necessary action for their implementation, retraced their steps and reverted to the old position. The Committee do not find any justification and rationale whatsoever for such action on the part of the Ministry / U.G.C. As a matter of propriety, the Ministry / U.G.C. should have informed the Estimates Committee about the reasons compelling them to take such an action after having accepted their recommendations.

3.18 So far as the recommendation relating to the appointment of Vice-Chancellors as Members of the U.G.C. is concerned, the U.G.C. Act was amended in June 1970 to provide that no serving Vice-Chancellor will be eligible for appointment as a member of the Commission. Surprisingly, however, in June, 1972, i.e. just after a lapse of two years, the U.G.C. Act was again amended reverting back to the original position. The reasons advanced by the U.G.C. for taking such an action are totally unconvincing as the factors which led the Sapru Committee to make the specific recommendation and the Estimates Committee which endorsed the same still hold good viz. (i) that it is undesirable to place a person in a position where

he may have divided loyalties and (ii) that the composition of U.G.C. should be such as to give no impression to the public that it is not completely independent. The Committee, therefore, cannot but reiterate their earlier recommendation and expect the Ministry / U.G.C. to initiate necessary action immediately to implement the same under intimation to them.

3.19 So far as the recommendation regarding raising the strength of the Membership of the U.G.C. and the appointment of full time Member is concerned, the Committee note that a Bill to amend the U.G.C. Act was passed by the Rajya Sabha in August 1968 and by the Lok Sabha in May 1970 *i.e.* after a lapse of nearly two years. The amendment received the assent of the President in June 1970. According to the amended provisions, the number of Members was raised to 12 and there was a provision that the Central Government might also appoint upto three Members on full time basis. Surprisingly however, before the amended Act was brought into force, it was recommended to the Government that there was no need to have as many as three whole time Members and the Act was reamended in 1972 to provide for 12 Members of which the offices of the Chairman and Vice-Chairman alone were on whole time and salaried basis. The Committee are not aware of the reasons which prompted the Ministry / U.G.C. to retrace their steps, in utter disregard of their earlier recommendations. The Committee are also of the view that this step is the serious detriment to the smooth functioning of the U.G.C. This is also evident from the facts that, as at present, there are more than 150 universities and 6,000 colleges in the country and the U.G.C., as composed at present, has to finalise development programmes of 6 to 8 universities in a day's time. Due to the severe time constraint and in the absence of sufficient number of full time Members, it is not clear as to how it is possible to carry-out indepth studies of the development programmes of the universities. The Committee also note with dismay that the Members have hardly been attending all the sittings of the Commission regularly. They view this unsatisfactory situation with grave concern. There have also been vacancies in the U.G.C. for sufficiently long periods. In view of the fact that the number of matters to be considered, even in relation to major academic policies alone are so large, the Committee fear, that it may not be possible for the Members of the Commission to do reasonable justice to most of the issues. Now that the implementation of the National Policy on Education so far as university education is concerned has also developed on the U.G.C., it is all the more necessary that the U.G.C. should be adequately strengthened to enable it to discharge its functions effectively. The Committee, therefore, cannot but reiterate their earlier recommendation and expect the Ministry / U.G.C. to initiate necessary action immediately to implement the same.

#### *B. Organisation set up of the UGC*

3.20 The secretariat of the Commission is headed by a Secretary. He is assisted by four officers of the level of Additional Secretary. The secretariat of the Commission is organised on the pattern of Sections and Divisions. The basic unit is a section which is headed by a Section Officer

and is supported with adequate supporting staff comprising of Assistant(s), UDC(s), LDC / Typist (s), normally numbering between 5 and 8 depending on the work-load of each Section. Usually for two Sections there is a Branch Officer who is either an Under Secretary or an Education Officer or an Officer of equivalent rank. Normally, four or five Sections constitute a Division. In some case, a Division is headed by a Joint Secretary. But normally, a Division is headed by a Deputy Secretary or an officer of equivalent rank like Co-ordinator, Principal Scientific Officer, etc.. The work of a group of Joint Secretaries / Deputy Secretaries / other officers of equivalent rank is assigned to one of the officers of the rank of Additional Secretary.

3.21 According to the Ministry, the main functions of the Section and Divisions of the UGC involve receiving the proposals and projects from Universities and colleges, scrutiny of the applications, and placing all the relevant data concerning the proposal / project before the concerned Committee to examine the proposals and recommend acceptance or otherwise. For a large majority of programmes administered schemes, institutions, project, etc. for financial support are normally made by the Committees only and not by the Secretariat. These Committees consist of experts and academics in the relevant fields. In respect of certain programmes, however, decisions are taken by the Secretariat of the Commission without necessarily placing the proposals before Committees constituted for the purpose. For example, proposals received from the Colleges for assistance are generally processed in the office of the Commission. Since the guidelines framed for providing assistance to Colleges are comprehensive, no academic judgement is involved in taking decisions. The Staff and Officers of the Commission at the level of Sections and Divisions are not expected to take any decision on academic matters and for this reason the staff at this level does not consist of any academics.

3.22 For specialised items of work, which is generally of a specified duration, or for specific assignments, the Commission engages Consultants. During the last 4-5 years, four Consultants were appointed, one each for the programmes of mass communication, computer, monitoring and evaluation and sports and physical education. The consultants are normally appointed for a period of one year. Their terms are extended depending upon the progress of work and the requirements of the programmes. The work of the Consultants is evaluated by the Secretary / Vice-Chairman / Chairman.

3.23 As regards the position relating to constitution of Committees, the University Grant Commission has appointed Standing Committees as indicated below to oversee implementation, review the progress and to take evaluation of various schemes / programmes of the UGC.

- i) Development of Computer Facilities in universities and colleges;



- ii) Special Assistance Programme (CAS, DSA & DRS)\*
- iii) Coaching Classes for competitive examinations for weaker sections amongst minorities.
- iv) Autonomous Colleges.
- v) Adult, Continuing Education and Extension Programme.
- vi) Correspondence Education.
- vii) Women's Studies.
- viii) Gandhian Studies.
- ix) Area Studies Programmes.
- x) Film Study Centres in Colleges / Universities.
- xi) Selection / Purchase of ETV Programme from abroad.
- xii) UGC INSAT Programmes.
- xiii) Science Infrastructure Development.
- xiv) Super Conductivity.

3.24 The data furnished by the Ministry regarding composition, terms of reference, frequency of meetings, status of evaluation and follow up action reveals that most of the Standing Committees held only one meeting in two years. The Standing Committee on UGC INSAT Programmes had no meeting since its constitution on 10.3.1987. The Standing Committee on Correspondence Education held only one meeting while its terms of reference require it to continuously monitor the programme in Indian Universities. The number of proposals pending consideration in case of Standing Committee on Development of Computer facilities in universities and colleges was 14: in case of Standing Committees on CAS / DSA / DRS 28 departments were yet to be examined to identify level of scheme, 41 departments were to be reviewed for DSA / DRS and 20 departments were yet to be visited. The follow up action in most of the cases was in preliminary stages only.

3.25 The organisational chart for UGC Secretariat as recommended by the Review Committee was on the following pattern:—

Chairman

Vice Chairman

Head of the Research,  
Planning and Evaluation  
Organisation

Secretary

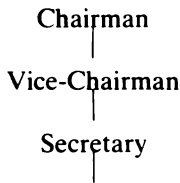
Academic Staff

Administration,  
Finance, Accounts  
and House Keeping

\*(Centres of Advanced Study, Department of Special Assistance and Departmental Research Support).

3.26 The academic planning and policy wing was recommended to have, besides the head, four academic experts with some administrative experience, belonging to different disciplines; the personnel was recommended to be drawn from academicians of the level of university professors on deputation for 3 to 5 years. On the other hand, the administrative division on the Commission's secretariat proper was recommended to be headed by the Secretary and to deal with finance, budget, personnel, allocation of grants to universities and colleges, work relating to meetings of the Commission and its Committees and other house keeping functions.

3.27 The existing set-up has, however, been as under:




---

|                    |                    |                    |                    |
|--------------------|--------------------|--------------------|--------------------|
| Addl.<br>Secretary | Addl.<br>Secretary | Addl.<br>Secretary | Addl.<br>Secretary |
|--------------------|--------------------|--------------------|--------------------|

3.28 The entire function of UGC is distributed among the four Addl. Secretaries with Joint Secretaries. Under Secretaries and Divisions and Sections functioning under them. The recruitment rules enable the possibility of appointment of academicians by deputation or transfer to the above posts but no posts are exclusively reserved for the academicians. The Chairman, UGC expressed the need for improvement in the Secretariat and stated:—

“If we have to go into the right direction, then we need a different structure. I think for doing some of these things, we have to recognise that the Secretariat of the UGC needs to be upgraded in terms of level, in terms of prestige which we give to the Secretariat. So, it was not in any period when we had much less to do. We have to make the Secretariat much more professional. I cannot get a Professor from a University if I have no post in my Secretariat. So, we want a certain number of posts where people independently can look at each aspect of the programme. Many new responsibilities are coming on. In order to fulfil this, there is no reason why we will not have to go through minor aspects.”

3.29 The Committee are distressed to note that the recommendations of the Review Committee (1977) regarding restructuring of the Secretariat of the UGC have still not been implemented. No wonder the Chairman, UGC admitted during evidence that the Secretariat of the UGC needed to be upgraded and had to be made much more professional. It is needless for the Committee to point out that there is no use of appointing expert Committees or Groups for going into the working of any organisation unless there is a will to implement their recommendations in letter and spirit well in time.

Had the recommendations of the Review Committee been implemented fully, the Committee see no reason why the Secretariat of the UGC would not have been able to discharge its functions properly. In the circumstances, the Committee cannot help concluding that the recommendations of the Review Committee have been dealt with by the Ministry / UGC in a casual manner and a policy of drift has been adopted by them. The Committee would expect the Ministry / UGC to immediately scan through the recommendations of the Review Committee again and implement them wherever feasible. If over the years some of the recommendations have become out-moded and are no more relevant in the present day conditions, the restructuring of the UGC may be gone into by another expert committee / body, so that the Secretariat could be put on proper footing and is able to discharge its functions effectively.

The Committee note that the UGC appointed Standing Committees to over-see implementation, review the progress and take evaluation of various schemes / programmes of the UGC. The Committee, however, feel unhappy to be informed that most of the Standing Committees have held only one meeting in a period of two years. The Standing Committee on INSAT Programmes has held no meeting at all since its constitution in March 1987. The Standing Committee on Correspondence Education has held only one meeting while its terms of reference require it to continuously monitor the programme in Indian Universities. The position is no better in the case of all other Standing Committees. The follow-up action also in most of the cases is in preliminary stages only. The Committee do not see any rationale behind appointing Standing Committee if they are to function in this lackadaisical manner. The Committee would like the UGC to streamline the functioning of these Standing Committees and make them work-oriented with a professional outlook so that they are able to discharge the functions assigned to them smoothly and in a business like manner.

## CHAPTER IV

### FUNCTIONAL ASPECTS

#### *A. Promotion and Coordination of University Education*

4.1 The University Grants Commission was established as a corporate body in accordance with the provisions of the U.G.C. Act, 1956. The guiding principle behind the enactment of this Act and as stated in its preamble was the *Co-ordination and determination* of standards in Universities. The general duty of the Commission as elaborated in Section 12 of the Act is 'to take all steps for the determination and maintenance of the standards of teaching, examination and research in Universities.'

4.2 For effective pursuance of this duty the Act empowers the Commission (a) to inquire into the financial needs of the Universities, (b) to allocate and disburse grants, (c) to recommend and advise the universities on measures necessary for improvement, (d) to inspect any university for the purpose of ascertaining its financial needs or standards of teaching, examination and research. Under Section 26 of the Act, the UGC is also empowered to frame rules relating to (a) qualifications of teaching staff in universities, (b) the minimum standards of instruction for the grant of any degree, and (c) maintenance of standards and coordination of work or facilities in universities.

4.3 The last three decades have seen a tremendous growth in the Higher education sector in India. As mentioned earlier, from 33 in 1956 the number of universities has gone upto 156 (including 20 deemed Universities) in 1986-87. Simultaneously, the number of colleges during the corresponding period has grown up more than six times, from 1007 to 6040. Prime facie the responsibilities of U.G.C. have also grown, keeping pace with this expansion. Amendments to the extent wherever it was lacking in sufficient powers have been enacted from time to time in the U.G.C. Act to make it more responsive to the needs of the higher education sector. Under Sections 12A, 12B, 22, 23, 26, the Commission has been vested with powers to regulate fees, to prohibit donations in the colleges, to stop Central Grant to University, withhold right to confer degrees and even charge monetary penalties from the institutions / individuals not adhering to the laid down rules.

4.4 In pursuance of primary function of UGC relating to determination and maintenance of standards, a Committee on Standards of University Education was constituted by the UGC in August 1961. The Committee finalised its report in October, 1964. The report was considered by the Commission at its meeting held on 5th May, 1965 and circulated to all universities.

4.5 The Estimates Committee had, in their 102nd Report (third Lok Sabha), observed that if the suggestions and recommendations contained in the Standards Committee are implemented, it would go a long way to

effect proper coordination among the universities and for maintenance of their standards of teaching. Realising that the steps for implementation are to be taken by the State Governments, the Estimates Committee recommended that UGC could also invoke the powers vested in Sections 12, 13 and 14 of the UGC Act, when necessary, to get the recommendations implemented. Though the Public Accounts Committee were informed initially in 1969-70 that some of the recommendations of the Standards Committee were in various stages of implementation, (vide PAC's 114th Report - Fourth Lok Sabha), the PAC was informed in September 1977 that no watch was being kept on the implementation of individual recommendations of the Standards Committee.

4.6 As under Section 12 of the Act, the UGC is empowered to achieve its objectives by inquiring into the financial needs of universities and paying of grant, the Ministry was asked to state whether the powers vested in UGC under Section 12B of the Act, have been exercised to withhold grants until the university is declared fit to receive such grants. The Ministry has stated in its reply that in the case of universities established on or after 17th June, 1972, i.e., the date on which the UGC (Amendment) Act 1972 came into force, declaration of fitness by the UGC is essential for financial assistance from any central sources. Such a declaration is made by the UGC if it is satisfied that the conditions stipulated in the rules framed under Section 12B of the UGC Act are fulfilled. In exceptional cases, such a declaration is also made on the basis of an assurance given by the State Governments that the requisite conditions will be fulfilled by them. In such cases, the actual release of development grants to such universities is made only after the UGC is satisfied that relevant conditions are fulfilled. So far six universities have been declared fit to receive grants subject to the condition that the requirements for which assurances were given have actually been fulfilled. In respect of 9 universities, the fitness for receipt of grant has not been granted as the concerned State Governments have not fulfilled the conditions prescribed in the rules framed under the section.

4.7 The Estimates Committee in their 102nd Report (Third Lok Sabha) and the Public Accounts Committee in their 73rd Report (Sixth Lok Sabha) had pointed out the necessity for the UGC to exercise its power of inspection prescribed in Section 13 of the Act to ascertain the financial needs, standards of teaching etc. and to call for follow-up action thereon. Asked to indicate the action taken in this regard, the Ministry has stated that no rules prescribing the manner in which such inspections should be carried out, have been prescribed and no university has so far been inspected. According to the Ministry, the question of causing any formal inspection of a university or a department as a statutory requirement as envisaged in Section 13 (1) of the UGC Act, either to determine the financial needs, or to ascertain the standards of teaching, examination and research, has not so far arisen.

4.8 On the action so far taken under Section 26 of the Act for defining the minimum standards of instruction for the grant of any degree by any

university, the Ministry has stated that the UGC has made two regulations in 1986 and these have come into force from 1.6.1986. On the implementation of the regulations, the Ministry has stated that the regulations have since been published in the Gazette of India and these have been circulated to all the Universities / State Governments / Union Territories for compliance.

4.9 The Regulation, *inter-alia*, provide that every university providing instruction through formal and non-formal / distance education shall furnish to the UGC information relating to the observance of these Regulations in the form prescribed for the purpose. This information is required to be supplied to UGC by every University annually within 60 days of the close of the academic year.

4.10 The UGC has since requested all the universities to send the requisite information in a prescribed proforma. Since these regulations came into force with effect from June 1, 1986, the report for the academic session 1986-87 (which was over in May-June, 1987) was yet to be received by the UGC.

4.11 In view of the conditions prevailing in the States of Himachal Pradesh, Haryana, Punjab, Rajasthan, Orissa and Assam, (these States have not switched over to the 10+2+3 pattern) these States requested for exemption from these regulations (from the academic session 1986-87 and depending on the merit of cases of the above States, the universities located in these states have been given extension to implement these regulations) till the three year degree course is introduced in them.

4.12 As regards Central Universities and colleges which are assisted directly by the UGC both for their maintenance and development no report contrary to the provisions of the regulations has so far been received.

4.13 In the context of the above developments on steps required to be taken and taken by UGC and State universities for determination and coordination of standards, the present position has been summarised by a Task Force consisting of Vice-chancellors of various universities in its detailed note on the requirements of new national policy on education, as under:—

“(i) *Gap between Promise and Performance:*

It is beset with tremendous problems of poor facilities, low quality and marginal relevance of the education, provided poor recruitment of staff and unsatisfactory relation between career and professional development, and all round decline in discipline and efficiency.

(ii) *Expansion without resources*

The trouble with expansion has been that it has taken place in spite of official policy, but without proper facilities being planned and created.

(iii) *Working days reduced and work ethos deteriorated*

A recent thorough survey conducted by the National Commission on Teachers in Higher Education revealed that the average number of

working days on which classes/laboratories/tutorials etc. are held is now around 145. Even for the days on which teaching takes place, the survey indicates that around 20% of the teachers do not come prepared for their lectures, and a similar number dictates "notes" which were presumably made several years earlier. In colleges, private tuition is often a roaring business, and lots of cheap notes are published to 'help' and 'guide' the students during the exams.

*(iv) Poor living and working conditions of teachers*

Around 85% of teachers have no institutional housing which makes a good fraction of them pay upto 40% of their salary on renting tiny lodgings. In the place of work too 30% teachers have no personal desk, and a majority do not have cubicles to prepare their lectures or discuss problems with students. Recruitment, in any case, takes so long that teachers have to be appointed on ad hoc and temporary capacities in which they function for several years. Teaching proficiency is low partly because the knowledge of teachers tends to become out-of-date, and there are extremely limited opportunities for refresher courses and re-orientation."

4.14 The reasons for the poor state of affairs have been summarised in the report of the Task Force as under:—

"The basic reasons for the malaise are several, but the more important are (i) lack of realistic planning, resulting in haphazard growth without commensurate resources, (ii) toleration of and succumbing to influences and pressures, creating a firm impression that the only way of getting things done is to agitate and manipulate, (iii) long delays in making quite obvious decisions, resulting in needless compounding of the difficulties, (iv) conservations and lack of concern of the teacher."

4.15 The views expressed by the Task Force also seem to have been endorsed by the Ministry, as the following observations in the Action Plan on NPE, 1986, would indicate:—

"We have a large system of higher education. But the developments in this field have been extremely uneven. The facilities provided in Universities and colleges vary widely. Research in the Universities is cost effective, but large inputs have gone to laboratories outside the Universities. The courses offered by the Universities have not been reorganised to meet the demands of the times. Their relevance and utility are constantly questioned. The credibility of the evaluation system is being eroded."

4.16 In the context of the observations of the Task Force and the above observations of the Action Plan, the Ministry was asked to clarify as to why the Ministry has to paint such a grim picture of present situation, despite the steps taken over the last 40 years by the UGC. The Ministry has stated that till recently, education was a subject in the State list, and the primary responsibility for provision of facilities for education at all levels, and its development was that of the State Governments. As the resources available for establishment of new Universities and Colleges are

not always adequate and a multiplicity of agencies (State Government, Universities, Private Managements etc.) are involved in the process of establishment of new institutions, the overall situation is one of uneven development.

4.17 The Ministry added that though the main responsibility of the Central Government in the field of higher education has been "Coordination and determination of standards", this responsibility did not extend to either establishment of new universities, or exercise of any controller regulation of the powers of the State Government to establish them.

4.18 Asked to indicate the details of corrective measures since taken, the Ministry has observed that the various observations in implementation of the 1968 policy did not, however, imply that the entire university system in the country has failed to live up to the expectations. There are several universities and departments which have excellent facilities, first rate faculty and which show great promise and potential. These are being supported selectively by the UGC through consolidation of their infrastructure, any by strengthening the special assistance programmes like Centres of Advanced Study, Departments of Special Assistance, Departmental Research Support, Strengthening of Science and Technology Education, etc. The resources available, however, are not adequate enough to support all the Universities and Colleges on a scale that would ensure maintenance of a minimum level of standards.

4.19 On the practice now adopted for effecting coordination, the Ministry has stated in a note furnished to the Committee that the main agencies involved in the process of development of higher education are the Central and State Governments, the UGC, the Universities and the national agencies engaged in the promotion of research. The methodology adopted by the Commission in fulfilling its primary responsibility of coordination and determination of standards in teaching, research and examination in the Universities is one of consultations, advice, and persuasion. It has been stated that in the formulation of schemes, in the framing of guidelines, in the selection of institution for implementation of specific programmes, and almost in every aspect of its work, the UGC is assisted by a large number of teachers, senior academics and scholars, besides the representatives of the Central and State Govts. and other national agencies. The total number of persons associated with the UGC's work in 1986-87 was estimated to be about 7000. These included members of various subject panels, Standing Committees, visiting committees, etc. The inputs from these extensive consultations provide the basis for the deliberations of the Commission at its meetings which consider its programmes and activities.

4.20 Clarifying the legal position in this regard, the Special Secretary, Department of Education, stated as under during evidence:—

"I would like to refer to Section 12 of the UGC Act. I will read out for you the first two lines which are very crucial for understanding the present scheme of UGC. It reads: 'It shall be the general duty of the



Commission to take, in consultation with the universities or other bodies concerned, all such steps as it may think fit for the promotion and co-ordination of University education and for the determination and maintenance of standards of teaching, etc'. Now the crucial phrase here is 'in consultation with the Universities'. It means that universities are themselves governed by their own Acts. Each university has its own act and each university is governed by its own statute and so on. In other words every university is expected to be an autonomous body. Therefore, if there is a body like the University Grants Commission it cannot interfere with the autonomy of the universities which are themselves established by the legislatures of the respective states. Therefore, it was thought that if UGC has to function, it has to function in consultation with the universities. I personally believe that the role of the UGC is not to rule or to control the universities. Now, we find that we are all dedicated to decentralisation more than to centralisation, although there is a need of centralisation to some extent."

4.21 Asked if provision of extra powers will help UGC in functioning effectively, it was stated that the UGC and the universities work together as partners with a common goal demands mutual respect for each other's autonomy. This mutual respect creates an atmosphere of co-operation rather than of confrontation which a coercive approach is likely to generate. Section 12 of the UGC Act enjoins on the Commission to take all steps in furtherance of its objectives in consultation with the Universities. This consultative approach, implying a cooperative effort is essential to the functioning of the Commission. The fulfilment of the responsibility assigned to the Commission is a difficult and sensitive task; co-operation and persuasion rather than coercion is the better method of fulfilling this task.

4.22 It was further clarified in this context that the relationship between the UGC and the Universities, both statutory autonomous bodies, was delicate. The steps that the UGC takes for fulfilling its statutory responsibilities have to be, as envisaged in Section 12 of the UGC Act, in consultation with the universities or other bodies concerned. This consultative approach between the UGC and the Universities in the attainment of common goals cannot be sustained if the UGC were to adopt a coercive approach which statutory inspections of universities would involve.

4.23 On the utility to possess additional powers, the Chairman, UGC stated during evidence:—

"The problem is that even if we have the powers, ultimately it will become difficult to exercise them. There may be some departments which may be functioning well and still there may be one or two departments which may have some problem. So, the only thing that you can do is to withdraw the grants from that department rather than

punish the whole university. We do not have that ultimate power and we are not very sure whether we want that power or not, because if we have that power then our relationship would become very different.”

4.24 In reply to a question as to what efforts have been made to ensure minimum standards, the Committee have been informed that the Commission has prescribed minimum standards in terms of guidelines. To a question whether they only issue guidelines and are not in favour of prescribing anything by law or regulations, the Chairman, UGC explained during evidence:—

“This has to be taken to a different forum. Even the recently held discussions regarding the new educational policy accepted that higher education is a cooperative activity between the Centre and the State sectors. If decided in Parliament that higher education shall be the Centre’s prerogative only and the Centre shall control it; then possibly one can make out systems and mechanisms.”

4.25 Asked to explain his views on the matter, the witness stated:—

“It will not work. Over centralisation in a matter like education is something which will be counterproductive. You can demand that unless a certain kind of test is passed, people will not be given degrees. But you cannot have the wisdom to say what exactly should be the quantum of curriculum, what combination and what time should be given to pursue it, etc.”

4.26 The Chairman, UGC, also stated as follows during evidence, in this regard:—

“We do realize, as we go along, that we are probably not quite equipped to handle the increasing responsibilities which we have taken on, and which we do plan to go on taking on.”

4.27 On the necessity and utility to have additional powers for achieving the objectives of UGC, the Chairman UGC stated during evidence:—

“At this stage I cannot say for all time to come that I may not require any more power but at the moment I do not seek more power. I would be very happy to have powers which are not counter-productive and which do not create a worse situation that at the present moment.”

4.28 On the issue relating to standards of university education and coordination thereof, the Chairman, UGC, stated during evidence:—

“I think this question of standard is a ticklish one. Of course the University Grants Commission did issue in 1986 what it called Minimum Standards Regulations. These regulations talk about what should be the admission criteria; how many years people ought to spend in college to get a degree; what should be the minimum number of working days; how the examinations should be conducted and things of various types like this. So, these regulations were issued. Of course we have to expect that universities follow these regulations and

many of them have started following them. Now, how do you introduce a standard and what is a standard? You can frame syllabi and distribute them. I can assure the hon'ble members that many a time the syllabus of a 3rd class college or a 3rd class university looks better than that of a 1st class college or the university. As far as the syllabi or putting down the list of topics to be studied are concerned, there are a whole lot of people who can do that. But that does not necessarily improve the standards. It also matters how the programme is started; who are the people teaching; what are their qualifications; how much they apply themselves to it and so on. So, you essentially go down to the question of what is the environment of teaching. You can lay the environment down and say people ought to be co-operative; they ought to work together; different departments should work together; there should be a nice atmosphere; teachers should have high qualifications and so on. Some of these you can legislate. But in order to do that you need teachers who are well qualified or to start with there should be a certain minimum number of teachers per subject. That is why we tried to insist that there ought to be some minimum number of teachers per department. We also tried to institute a mechanism through which people can increase their capabilities. We tried to do all that, but we did not have enough resources available. So, introducing standards does not mean prescribing a book and saying that this shall be the uniform syllabus. You can do that but I personally think that it will be counter-productive, because you do not leave room for productivity and for the changes.

Good standard is maintained by teachers. I will go to the extent of saying that if I have an excellent teacher I would ask him to teach about what he knows the best... That is very easy. We can copy the best available syllabus and circulate."

4.29 Asked as to what steps they had taken to bring about certain uniformity in standards, the Chairman, UGC, stated:—

About improving the standards, one can of course tell a particular department that they should act in a particular way and that they should have excellent teachers and so on. That alone is not going to work. They may feel that their autonomy is being eroded. So, what we need to do is to try to provide opportunities to teachers to refresh themselves, to take advance courses, to be able to attend summer institutes and to be able to interact with others. These are the various instruments available to anybody who has to perform a catalytic function from outside to improve the system... Many of these schemes-practically all-that we have are related to upgradation of teachers and students by providing these facilities... We support something like 500 symposia, summer institutes and so on. The Curriculum Development Centres which have been started are also of this nature.

There are other aspects which I would like to introduce if one can only achieve some small improvement that leads to more and more

improvement... Standards vary and some departments tend to be far better than the others. May be, a very motivated and special sort of leadership exists there and some excellent professor might be the reason for its excellence... Our attempt is to see that in more and more places, such leadership develops which leads to the establishment of desired standards... Standards mean that there has to be a certain freedom to innovate and learn and this grows even in a good atmosphere sporadically depending on personal equation, motivation, etc. So, what we have to provide is enough opportunity for people to interact so that more and more of these grow... I would like to state that these are things on which nobody can legislate and guarantee from outside... You can only create a climate where more and more of this happens. One can only try to introduce various ingredients which one knows from all over the world, from one's own experience which lead to growth, and which lead to more creativity. I don't know any other way. If you suggest that I should have more powers, I think power itself does not necessarily lead to improvement in the quality of education. If we have more of these ingredients, then only we can hope to have improved standards."

In view of the conditions prevailing in the States of Himachal Pradesh, Haryana, Punjab, Rajasthan, Orissa and Assam, (these States have not switched over to the 10+2+3 pattern) these States requested for exemption from these regulations (from the academic session 1986-87 and depending on the merit of cases of the above States, the universities located in these States have been given extension to implement these regulations) till the three year degree course is introduced in them.

#### *4.34 Implementation of minimum Standards of Instructions by Central Universities*

The regulations prescribing the minimum standards of instruction for the grant of first degree through formal education in the faculties of arts, humanities, fine arts, music, social science, commerce and sciences provide that for the grant of a first degree in the subjects mentioned above, Universities should fulfil the following major conditions:

- (i) The duration of the course should be three years.
- (ii) A student who has not completed a three-year course will not be eligible for admission to Master's degree unless he completes a one-year bridge course.
- (iii) The Universities concerned should have made provision for a minimum of 180 teaching days in an academic year. This does not include preparation days, examination days and other working days on which there is no teaching.
- (iv) The workload of teachers should be prescribed in accordance with the guidelines provided by the UGC. These guidelines provide for 40 hours of work per week, subject to the condition that no teacher shall be required to do more than three hours of teaching on a day.
- (v) The Universities should break down the syllabi into topic-wise units and in the examinations, question papers should be set from each

unit of the course. Choice to students should be available within each unit, and no examination should be held without fulfilling the requirement of a minimum number of Lectures/Tutorials/Laboratory sessions.

These regulations came into force from 1.6.86 and the Universities were requested to inform the Commission of the implementation of the regulations.

Reports of implementation of all the provisions of these regulations are still to be received from most Universities.

In respect of the Central Universities also, reports of implementation of all the provisions of regulations are still to be received.

Regulations framed under the UGC Act have to be implemented by the Universities. The penalty for non-compliance with the regulations is withholding of grants as envisaged in Section 14 of the UGC Act.

4.34A The Committee note with dismay that barring formulation and circulation of regulations on maintaining minimum standards of instruction for the grant of first degree through formal education in various subjects nothing concrete is being done towards the actual implementation of the above regulations. While the Committee appreciate the Limitations of UGC in ensuring the maintenance of minimum standards of instruction in the country in the existing set-up, they would also like the Ministry to examine the matter in depth and to take effective remedial measures after critically analysing the various pros and cons concerning the issue. It is imperative that students coming out of universities must have certain standards which should rise with time so that there is real development of human resources with appropriate levels of professional training, skills and specialisations or general educational attainment. The Committee would like to be apprised of further development in this regard.

### *C. Model Act for Universities*

4.35 In December 1961, a Committee was appointed by Government to consider broadly the organisational structure of the universities in India and to prepare the outline of a Model Act for the universities. The Committee submitted its report in January 1965, indicating a new pattern for the administrative set-up for different universities. The copies of the report of the Committee were forwarded to the State Governments and universities for suitable action in April, 1965. The Ministry had contended then that as education was a State subject, it was upto the State Governments to consider the recommendations and implement them. The Estimates Committee in their 102nd Report (1965-66) recommended that the Central Government should give a lead by implementing the recommendations of the Model Act Committee and that it should try to persuade the State Governments to give effect to the provisions of the Model Act.

4.36 Asked to intimate the present position in this regard, the Ministry has stated in a note that soon after the Model Act Committee submitted its report, the report of the Education Commission (1964-66) became avail-

able. The Commission had also made a number of recommendations on the governance of the Universities. On the recommendations of a Conference of Vice-Chancellors in 1969, the UGC appointed a Committee under the Chairmanship of Justice P.B. Gajendragadkar to review the pattern of governance of Universities and to make recommendations. The Gajendragadkar Committee had dealt with the question comprehensively, keeping also in view the recommendations of the Model Act Committee and the Education Commission. This Committee submitted its report in 1971, which was accepted by the Central Government and forwarded to the State Governments for guidance.

4.37 The Acts of the Central Universities established after 1971, namely, the North Eastern Hill University, the University of Hyderabad, and the Pondicherry University, and the amendments to the Visva Bharati Act were modelled more or less on the basis of the recommendations of the Gajendragadkar Committee. Among the older Central Universities, there was comprehensive amendment only to the Aligarh Muslim University Act, which in view of its special character, involved some departures from the pattern recommended by the Gajendragadkar Committee. The Acts of BHU, Delhi University and JNU have not been substantially amended since 1971.

4.38 In the case of State Universities, information is not available about all amendments to all Acts. As far as new Universities are concerned, the rules framed under Section 12B of the UGC Act for declaration of fitness provide that the Act governing the Universities should conform to the recommendations of the Gajendragadkar Committee. The new Acts are thus examined by the UGC in detail and efforts are made to satisfy that by and large the recommendations of the Committee are implemented.

4.39 During evidence explaining the background of Model Act Committee and difficulties in implementation of its recommendations, the Secretary, Department of Education stated:—

“The UGC had set up a committee under the Chairmanship of the late Shri P.B. Gajendragadkar, former Chief Justice of India, on the governance of the universities which gave us all the details regarding roles and powers of the Chancellors, what kind of powers should be there for the Vice-Chancellors, etc. They have been recommended to the State Governments exhorting the States to observe certain norms. That report was discussed in a meeting of the Central Advisory Board on Education. Thereafter, the States were requested to observe guidelines which are contained in that report. But, unfortunately, in spite of all this, the State Governments chose a kind of new pieces of legislation that came of late; and they are something which I am sure are going to cause a concern to the members of the Committee. We would be grateful if they are brought out as clearly as possible. There is a lack of restraint which is necessary for having a sensible system of higher education.”

4.40 Asked whether the Model Act has been pursued with all concerned, the Chairman, UGC, stated during evidence:

"It has been circulated to all the universities. It is not to be accepted by the universities; it is the State Governments who have to accept it. Of course, they have not done it. Every time a new university had come up after 17th June, 1972, we tried to discuss with them and ensure that the provisions are more or less in line with the model Act. That is why a lot of discussions take place with the State Governments, to see that the legislation is so drafted. These discussions take a very long time, and by and large, after a while, they or we do not stick to every little point. We look at various suggestions they make. But more or less, the universities which are being approved for Central assistance after 17th June, 1972 have to conform to these guidelines."

4.41 The Committee regret to note that notwithstanding the need for the Central Government to give a lead in implementing the recommendations of the Model Act, Committee, as modified by the Gajendragadkar Committee, steps have not been taken to review the position in regard to Banaras Hindu University, Delhi University and Jawaharlal Nehru University for appropriate action. While the Committee do realise that the final decision on the State Act has to be taken by the respective States, the Committee consider it imperative for the UGC to take steps, in pursuance of its statutory obligations, for consultation and coordination, so that the State Act as also the Central Acts provide adequate machinery for the implementation of standards as determined by the UGC.

#### *D. Growth in Universities*

4.42 Alongwith the rapid growth of university enrolments, the number of universities has also increased considerably as indicated below:—

| Year    | No. of universities                    |
|---------|--|
| 1956-57 | 33                                     |
| 1964    | 62                                     |
| 1976-77 | 115                                    |
| 1986-87 | 156 (including 20 deemed universities) |

4.43 Noting that several universities were established either without consultation or against advice or without adequate need or facilities, the Sapru Committee had recommended amendment to the UGC Act to enable UGC to consistently refuse to give any financial aid to universities established without prior consultation. Expressing concern over the unplanned growth and even an unseemly competition among the States to have new universities, the Estimates Committee had also recommended that though prior approval of UGC was not legally necessary, it was very desirable and the Committee reiterated the recommendations of the Sapru Committee.

4.44 The UGC Act was amended in 1972 in pursuance of the above recommendations to make a provision that a new university will require to be declared fit by the UGC for any financial assistance from Central sources. Notwithstanding the same, the trend in unplanned proliferation of universities continued. The Ministry has stated in a note furnished to the

Committee that after the restrictive provision was made in the UGC Act in June, 1972, and in pursuance of the general policy of restraint adopted in the Fourth Plan in the matter of establishment of new Universities, the UGC has been suggesting to the State Governments that before they formulate any proposal for establishment of a new university, there should be a survey of the existing facilities for higher education in the State, the extent of their utilisation, and the projected needs in the future. The State Governments were also advised that they should associate the UGC with this survey from the beginning. The Commission had also indicated to the State Governments the type and nature of information that they would require to satisfy themselves about the justification for establishment of a new University.

4.45 These suggestions have been reiterated from time to time since the Fourth Plan. Accordingly, the State Governments have, by and large, been consulting the UGC at the time of formulation of proposals for establishment of new universities though such consultations did not always precede the establishment of every University.

4.46 On the extent of actual growth of universities in the recent past, the Ministry has stated that during the Sixth Plan and in the first two years of the Seventh Plan, 28 new universities as indicated below were established during each year:—

|         |   |
|---------|---|
| 1980-81 | 4 |
| 1981-82 | 4 |
| 1982-83 | 4 |
| 1983-84 | 4 |
| 1984-85 | 1 |
| 1985-86 | 7 |
| 1986-87 | 4 |

4.47 On the actual position in regard to consultation with UGC before establishing these new universities, the Ministry has stated that there were prior consultations with the UGC only in respect of 8 Universities. In these cases, detailed project reports, alongwith survey information were received by the UGC. Five were Agricultural Universities and in their case, consultations were held with the ICAR. Two were Central Universities, which were set up in consultation with the UGC. Out of the remaining 13 cases, there were no consultations, and no survey information was received in respect of 5 universities; the State Governments concerned made a reference to UGC in 5 cases but went ahead with their establishment without waiting for any response from the Commission and in the case of remaining 3 Universities, the State Governments concerned established them against the advice of the UGC. During evidence, the Chairman UGC, stated:—

“I would very much appreciate if they consult me before any university is set up. If there was something, then we can have discussions with the State Government as well as the Central Government before the Act is introduced to set up a university. Now this is



not happening always. Sometimes universities are set up, people are admitted and later for five years it keeps on discussing with us, we don't agree to their acts, these five years are very bad time for them. That is why I wish that they talk to us first and unless they do so, they should not come into being."

4.48 The Secretary, Department of Education, added:—

"The UGC has now set up another Committee on governance of universities keeping in view the recommendations of the new education policy. That Committee is going to complete its work and we are going to have a discussion with the State Governments. Education require discipline hardly any State Government goes into the question of full details before establishment of universities and consults the UGC."

4.49 Elaborating further the present position regarding consultations prior to setting up of institutions of higher education, the Chairman, UGC, stated during evidence:—

"...Setting up of a university or a college is by and large not at the initiative of the University Grants Commission. The University Grants Commission tries to moderate this in discussions with the State Government but it is really set up through the legislation of the State Government... I think prior consultation is something which would be very desirable. But whether the UGC or the Central Government can abridge the sovereign powers of the State Legislatures in regard to setting up of higher education institutions is a question on which we (UGC) cannot make a pronouncement. We had a fairly long discussion. We have to use our persuasive powers."

4.50 Elaborating further on problem of unplanned growth of universities/colleges, the Secretary, Department of Education, stated during evidence:—

"Several States tend to create universities without creating any infrastructure whatsoever. I do not want to malign any particular State. In U.P. for example, there are at least six universities which do not have any infrastructure or resources to attract funds from UGC. There are several universities which have not been declared eligible to receive funds from UGC. This causes us concern ... While it is true that funds for such universities are less— and it is visible; anybody can go to JNU, Delhi and North-Eastern Universities and see the difference, and anybody who comes from the North-East knows that an enormous amount is being given to them— in reality, the number of students in North-Eastern University is small. But in Dibrugarh and Guwahati Universities, funds are not available. These things hurt... But our problems are of a different kind, and are serious."

4.51 On the utility of present provisions in Section 12B of the Act for denial of assistance by the UGC, the Ministry has clarified that the funds provided by the UGC to State Universities and Colleges affiliated to them

are essentially for their development and for implementation of programmes which have a bearing on improvements in the standards of teaching, research and examinations. Funds required for the normal functioning of universities are to be provided by the State Governments in the form of maintenance grants. The initial expenditure to provide the basic infrastructure has also to be met by the State Governments. The provision for declaration of fitness, therefore, act as a moral pressure on the State Government to provide the initial facilities at an acceptable level.

4.52 Chairman, UGC further elaborated this aspect during evidence. He stated:—

“I was just looking at the figures. The UGC is normally considered as a grant-giving agency which supports higher education. We do not have resources more than 3% to 5% of the total amount the country spends on higher education. So, our powers, in terms of being able to give money and change higher education does not rest so much in the money that we have. It is of the order of 5% and probably somewhat less in some cases.”

4.53 On the number of colleges that have been affiliated to a university, the Committee have noted that whereas on the one hand there are universities with less than 30 affiliated colleges, there are also universities with more than 100 (even 300 in a case) affiliated colleges. One of the contributory causes for growth of universities being increase in number of affiliated colleges. The views of the UGC were invited by the Committee. The Chairman, UGC, stated during evidence:—

“The general problem about the growth in the number of universities, as we understand it, is connected with the fact that the number of colleges has increased tremendously over the last 10-15 years. Many a time, the State Governments come to us, ask for more universities or want to set up more universities because they find that the number of affiliated colleges, which are being looked after by some universities, is very large. In the case of Rajasthan the number of colleges which the Rajasthan University was looking after as 300. A university which is to run the departments and look after 300 affiliated colleges, to conduct examinations, etc. is in serious trouble. When people ask for a university, they look for a place or an institution which can look after a number of colleges. Our problem is that our criteria for recognising a university for grants must have a number of post-graduate departments, one professor for each department, two readers, a certain number of lecturers per department, so much infrastructure and so on. While the State Government is setting up a university to look after the colleges, we force them to set up departments saying the problems we are into. They do not find the people or cannot sanction posts required by departments and thus it takes a long time. Because of these some of the new universities don't qualify for 4-5 years. From our criteria, this is our problem and the situation becomes

difficult to manage. In fact, when the new education policy was formulated, I pointed out this is the problem we are getting into. May be, the problem in our country will be there till all the colleges become autonomous. We should think in terms of a model where we should have either autonomous colleges or nucleus university which means that a university should have only departments and no affiliated colleges or it should have only affiliated colleges and no nucleus departments. A university which have only affiliated colleges will be of a different nature. Such a university should be a real mother to those colleges. It should look after the development of the colleges, restructuring of courses, training of teachers, library facilities, computer facilities, etc."

4.54 In reply to a question whether the Commission has conducted any study to determine the optimum number of colleges to be affiliated to a university, the Ministry has stated in a subsequent note that no study has been conducted by the Commission to determine the optimum number of colleges that can be affiliated to a University. However, while considering the problems of academic administration faced by Universities which have a large number of affiliated colleges, the Commission had suggested the establishment of Administrative Sub-Centres with responsibility for all work evaluation, inspection, conduct of examinations and possibly declaration of results, as well as coordination of various development programmes among the college. It was also suggested that one such Administrative Sub-Centre may deal with about 40 to 60 Art, Science, Commerce and multi-disciplinary colleges. However, professional colleges and specialised institutions as also postgraduate education and research should continue to be the direct responsibility of the University.

4.55 The Committee realise that with the rapid spread of education in the country and establishment of more and more colleges to cater to the needs of the growing population, the number of universities is bound to increase. It is, however, disquietening to note that there has been uneven growth of the universities in the country and U.G.C. has been a silent spectator in this regard and has not even been consulted by many a State Government before establishment of university in that State. Out of 28 new universities established during the Sixth Plan and first two years of the Seventh Plan, in as many as 13 cases, there were no effective consultations with the U.G.C. Out of these 13 cases, there were no consultations and no survey information was received in respect of 5 universities; the State Government concerned just made a reference to U.G.C. in the case of another five universities, and went ahead with their establishment without waiting for any response from the Commission and in the case of remaining 3 universities, the State Government went ahead with their establishment against the advice of the U.G.C. The Committee view this unsatisfactory situation with alarming concern and feel that unless in-depth spade work is done and a lot of interaction takes place between all concerned before the establishment of a university, the educational standards are bound to fall

further. The Committee find that the only deterrent which the U.G.C. can put against the establishment of such universities is the non-sanctioning of grants which in the Committee's opinion is inadequate to stop the uneven growth of universities and colleges. The Committee also find that there are no provisions in the U.G.C. Act to remedy the situation. The Committee would, therefore, like the Ministry/U.G.C. to give serious thought to this problem in consultation with State Governments after taking into account social, economic cultural and humanistic aspects of education. It is imperative to develop a mechanism to ensure that a new university is established only if there is an actual need for it and in-depth spade work has been done so that the university maintains the requisite standards after its establishment. In this context, the optimum number of colleges, which should be affiliated to a university, should also be determined without further loss of time.

#### *E. Growth of colleges*

4.56 Section 26(1)(d) read with Section 2(f) of the U.G.C. Act empowers the U.G.C. to make regulations specifying the institutions (in particular colleges) which may be recognised by U.G.C. For recognition, the minimum requirements to be fulfilled are:—

- (i) The College concerned should make an application through the concerned university.
- (ii) The college should be offering courses at least of first degree level.
- (iii) It should be a registered society or a trust, or any other similar legal identity.

4.57 The number of colleges rose from 1004 in 1956 to 4398 in 1975 and to 5482 at the end of the VIth Plan. It further rose to 6040 in 1986-87. Of these, only 3762 have been recognised by the U.G.C. under the powers vested in it, leaving several colleges that were opened even a decade back yet to be recognised.

On the contributory causes for a large number of unrecognised colleges in the country, the Chairman, U.G.C., stated during evidence:—

“I would suggest the following. No college should be created by any agency of the State Government or the Central Government or anyone without first ensuring a minimum amount of infrastructure. So some kind of Governmental action should be taken on that..... From my experience, it is much harder to repair things than to create things. If you start something with poor people, it is very difficult to improve it. This is one of the problems which we are facing.”

4.58 He added:

“Only recently, we have issued guidelines on what a college ought to have before it is affiliated by a University; but I think that even before a college is set up, there ought to be some regulation, because otherwise the universities are under pressure, usually, especially because teachers have been recruited and students are already admitted.”

4.59 In reply to a question as to what kind of governmental action the Ministry would suggest for not opening of new colleges without first ensuring minimum infrastructure, the Ministry stated that the agencies involved in the establishment of new colleges are the State Governments, the Universities and in some cases private managements which wish to establish colleges. In any case, no college can be established unless a University decides to grant affiliation to it. The power of granting affiliation generally vests with the Universities, but in some cases, the final decision to grant affiliation vests with the State Governments.

4.60 In these circumstances, it is only the university and the State Government concerned which can ensure that no college is opened without ensuring the minimum infrastructure. In many cases, colleges are established by the State Governments themselves or permission is granted by them to other agencies to open colleges. Any regulatory mechanism on the establishment of colleges will, therefore, involve a restriction on the decision making powers of the State Governments. In these circumstances, the U.G.C. will not be able to regulate the establishment of colleges; it can only suggest guidelines indicating the terms and conditions which should be fulfilled before granting affiliation to a college. The Commission has recently finalised such guidelines. It will be for the State Governments and the Universities to ensure that these guidelines are followed in letter and spirit.

4.61 On the further steps needed to be taken in this regard the Chairman, U.G.C., added during evidence:

"We are prepared to take the responsibility. I have suggested that if we have a consultation beforehand, before the colleges are set up and recognised to ensure that a certain minimum infrastructure is available, it would be good. I think it will have to be worked out and looked at legally. For example one possibility is that before a college is set up or before a legislation is passed, already the infrastructure ought to be there. If it is to be certified and if U.G.C. is associated in certifying this, it would be very nice. But the problem is how are you going to make it legally tenable? I have no problem with this. If you can make all the State Governments accept that they will not really look at the establishment of the college, unless it is certified beforehand that it has all the infrastructure; that all the teachers are available, before they even admit the first student then we will be happy. But I think the Parliamentarians have to find ways of making it legally. I am not saying that I don't like that. At the same time how can I insist on the State Governments at the present moment? If you do not have teachers; and if you do not have classrooms facilities; it is a crime to admit even one student."

**4.62 The Committee note that the agencies involved in the establishment of new colleges are the State Governments, the universities and in some cases private managements. In any case no college can be established unless a university decides to grant affiliation to it. The power of granting**

affiliation vests with the universities, but in some cases the final decision to grant affiliation also vests with the State Government. The Committee understand that in the circumstances the U.G.C. can hardly play any effective role to regulate the establishment of colleges. It can only suggest guidelines indicating the terms and conditions which should be fulfilled before granting affiliation to a college. In development of higher education in India quantity has to be matched with quality and every care needs to be taken to ensure that there is acceptable balance between the two demands. The Committee would like the Ministry/UGC to impress upon the State Government and the universities to ensure that the affiliation is not granted to any college unless it has satisfied all the criteria laid down for the purpose.

#### *F. Conference of Vice-Chancellors*

4.63 As the Inter-university Board did not have all the Vice-chancellors in it as members with the result that some Vice-chancellors would be precluded for participating in the discussion, the UGC had convened conferences of Vice-chancellors. The Estimates Committee were informed in 1965-66 that as these conferences played a useful purpose, the Ministry had decided to hold such conference annually or every second year to get an exchange of views. The Estimates Committee also commended the need for such periodical conferences.

4.64 The Review Committee on the UGC also recommended in its report of January 1977, that the Commission should evolve a regular system of conferences of State Education Ministers, Vice-chancellors, selected college principals and other state educational authorities of a group of States together once a year outside Delhi, so as to provide academicians and educational administrators an opportunity to meet the Chairman and members of the Commission, to remove fears and misgivings and promote a sense of belonging among the higher educational institutions.

4.65 In a note to the Committee, the Ministry has identified the major objectives of such conferences as under:—

- (a) to conceptualise the thrust of the major development programmes;
- (b) to try and reach a consensus on major issues so that programmes and activities are initiated and implemented by as many universities as possible; and
- (c) to exchange ideas, experience and feed-back on the implementation of various programmes.

4.66 On the periodicity of such conferences, the Ministry has stated that they are held at the beginning of each five year plan so that the deliberations of these conferences get reflected in the specific programmes formulated for implementation in each plan. The last two conferences were held in May, 1981 and May, 1984.

4.67 Asked to state why these conferences had not been held regularly despite various recommendations, the Ministry has stated in a note that, as

the number of universities and equivalent institutions in the country had gone up from 69 to 157 as on 1-12-1987, besides 10 Institutes of National Importance, the logistics involved in the holding of conferences involving such large scale participation are too elaborate to institutionalise their holding at short intervals. Further according to Government such conferences should arrive only at a consensus on major issues and recommended the general directions.

4.68 On the manner of conducting such conferences, the Ministry was asked to clarify whether any working group of participating Vice-chancellors is constituted for examining the issues and giving concrete proposals, the Ministry stated that in order to maximise the output from such conferences, they are divided into groups, each group discussing in some depth, the specific themes assigned to it. The recommendations of each group are then presented at the plenary session for consideration and adoption. The theme papers are prepared by the UGC and the Department of Education in which a range of issues are identified so that discussions can be focussed on them.

4.69 The Committee consider that holding of regular conferences of the Vice-Chancellors can be used as a major instrument by the UGC to pursue its goal through consultations, advice and persuasion. The Committee, however, are unhappy to be informed that such conferences have not been held regularly over the past few years as the number of universities has increased from 69 to 157 and the logistics involved in holding of conferences involving such large scale participation are too elaborate to institutionalise their holding at short intervals. The Committee strongly feel that immediately after the adoption of the National Policy on Education in 1986, a conference of Vice-Chancellor should have been convened for discussing ways and means for implementing the policy. The Committee would like the Ministry/UGC to hold such conferences regularly so that the new challenges thrown by the National Policy on Educational could be met effectively.

#### *G. Vocationalisation of Education*

4.70 The number of unemployed youth registered with various employment exchanges in the country is more than 280 lakhs. This figure is shortly going to cross the 300 lakh mark. This is the direct manifestation of the system of education which is being followed since it was expounded by Macaulay *et al.* Without demeaning its merits it can be safely said that the system served its utility to the Britishers to the extent that it churned out 'babus' for the British administrative machinery with monotonous regularity. Free India with its commitment towards all-round development does not require multitudes of such graduates and post-graduates whose only achievement after securing degrees is to add to the queue of the jobless millions.

Considering the gravity of the situation the NPE, 86 has rightly laid stress on increased vocationalisation of education thereby lessening pressure on scarce resources for higher education as also significantly increasing the number of youth who will not require the crutches of Government jobs even after getting the so-called higher education.

4.71. The introduction of systematic, well-planned and rigorously implemented programmes of vocational education is crucial in the proposed educational reorganisation. These elements are meant to enhance individual employability, to reduce the mis-match between the demand and supply of skilled manpower, and to provide an alternative for those pursuing higher education without particular interest or purpose.

4.72 Vocational education will be a distinct stream, intended to prepare students for identified occupations spanning several areas of activity. These course will ordinarily be provided after the secondary stage, but keeping the scheme flexible, they may also be made available after Class VIII. In the interests of integrating vocational education better with their facilities the Industrial Training Institutes will also conform to the larger vocational pattern.

4.73 The NPE, 1986 gives high priority to the programme of vocationalisation of education and has set a target of 10% diversification of students at the higher secondary stage to the vocational stream by 1990. On the efforts made in this regard in the university system of education, the UGC, in its annual report for the year 1985-86 had observed that in recent years, efforts have been made by the Commission to regulate the growth of higher education as well as the establishment of new universities and colleges with a view to ensuring that higher education grows in response to the genuine needs of the society for trained manpower with appropriate levels of professional training, skills and specialisations or general educational attainments.

4.74 In the context of the above observations of the UGC, the Ministry was asked to indicate the requirements of manpower in various fields in the next five years *vis-a-vis* the enrolment of students in different disciplines in 1985-86 and as planned for the Seventh Plan as a whole.

4.75 The Ministry has stated in its reply that while a policy of development of professional education in relation to projected manpower needs is being attempted in such fields as engineering, medicine, technology, etc., (which are not within the purview of the UGC), such an approach is neither feasible nor desirable in general education which is the major area of concern of UGC.

4.76 Asked to reconcile the conflicting statements in the annual report as presented to Parliament and in the reply to the committee, the Ministry has stated that though it would be ideal if the growth and development of higher education could be guided and directed in accordance with the needs for trained manpower with appropriate levels of professional training, skills and specialisations, in real such an approach is always not practicable for a variety of reasons.

4.77 In clarifications, the Chairman, UGC stated during evidence:—

“We ought to have put it somewhat differently, firstly, of course, it is not quite true that what UGC is involved in its not related to technical areas, physics, chemistry, etc. Though they are called general education,



they are very much related to technical area. Computer science, which we introduce in college, related to technical area. We are conscious of the needs of the society..... How do you exactly lay down that the number of people who will study Buddhist studies or Pali or Sanskrit or English or Philosophy or Sociology shall not be more than this? Now as it is turning out, automatically more and more people are going to commerce and technical areas. Forty percent of our people study Arts, we also on the other side have a policy that we will encourage study of languages for many of these things are related to cultural values of the society. Music, for example. It is very difficult to lay it down in terms of economic requirements of a society. How many people should study music or how many people should study philosophy? I think the only approach in this is to slowly see that in these areas also, the standards required of people are maintained sufficiently high so that people don't come just to play around."

4.78 Elaborating further, the Secretary, Department of Education, stated during evidence:—

"In brief we would say that correlation of higher education with the manpower requirement should be possible in respect of some well defined areas like the professional and technical education, etc. Even though the existing system of manpower planning manpower projections are not very satisfactory but as a part of the function of the All India Council of Technical Education, we are trying to improve them. So, I would say that in professional and technical education it should be possible, and it is most desirable that higher education is correlated with manpower needs. But then there are certain areas where this kind of correlation is not feasible, for example Social Science, Library Humanities and so on and so forth. And so many want to have education just for the sake of education... As the Chairman said the policy of development of education in relation to the projected manpower is neither feasible nor desirable in the general education is a very drastic statement and of course inconsistent with the previous reply that has been given. So, there is this inconsistency which I have tried to explain."

4.79 The Committee note that in recent years efforts have been made by the UGC to regulate the growth of higher education as well as the establishment of new universities and colleges with a view to ensuring that higher education grows in response to the genuine needs of the society for trained manpower with appropriate levels of professional training, skills and specialisations or general educational attainments. They, however, feel unhappy to be informed that the existing system of manpower planning is not very satisfactory. The Committee are alarmed to know that at the end of 1987 almost 20% of 1,67,35,362 educated unemployed were graduates and post-graduates. The Committee are of the considered opinion that in professional and technical education spheres, it is most desirable to correlate higher education with manpower needs. There should be an interaction

between the Industry and the universities and a programme may be drawn for making Vocational Education really attractive. In the opinion of the Committee, the UGC can play a dominating role in achieving this objective. However, in the case of Social Sciences, it may not always be possible to do so. The Committee would like the Ministry/UGC to clearly demarcate the areas where such a correlation is feasible and take immediate steps to do the needful. In this connection, the All India Council of Technical Education can also play a vital role. The cooperation of other agencies, Ministries and Planning Commission can also be sought in this regard to achieve the desired objectives.

#### *H Examination Reforms*

4.80 The UGC has been implementing a major programme of Examination Reforms since 1974. The main emphasis of this programme has been on the Following aspects of evaluation of the performance of students:

(a) Continous internal evaluation should supplement the existing final examination.

(b) Question banks should be developed in order to eliminate some of the shortcomings in the setting up of examination papers and as a means for revisions and modernisation of courses of study.

(c) Introduction of the grading system in place of existing marking system in order to increase the reliability of assessment and to bring about better comparability among different subjects.

(d) Introduction of the semester system in order to ensure greater flexibility.

4.81 In order to implement these measures, the UGC has been, from time to time, assisting the Universities in the formulation of guidelines, organisation of seminars and workshops, and orientation of teachers for the implementation of the reforms. The Commission has also been assisting the University in setting up Examination Reform Units for implementation of examination reforms and also for monitoring the work being done. Examination Reforms units are presently functioning in 13 universities / institutions in the country. Similar units are likely to be set up in 19 other universities/institutions.

4.82 As a result of the steps taken by the Commission during the last 10-12 years, the position relating to implementation of various measures of examination reforms is follows:—

- (i) Continuous internal evaluation at different levels has been introduced by 41 universities, 11 institutions deemed to be universities and 22 Agricultural/Technological Universities.
- (ii) Question banks have been or are being developed in 21 Universities, 2 Institutions deemed to be Universities and 2 Agricultural Universities.
- (iii) Grading system is in operation in 18 Universities, 8 Institutions deemed to be Universities and 19 Agricultural/Technological Universities.

- (iv) Semester system is in operation in 46 Universities, 10 Institutions deemed to be Universities and 15 Agricultural/Technological Universities.

4.83 The Ministry has conceded that the progress in the implementation of reforms in examinations has been slow and that it is mostly the unitary Universities and those which are mainly offering courses in professional fields (agriculture, engineering, technology, applied sciences, etc.) which have implemented any worthwhile examination reforms. The general run of Universities, especially those with a large number of affiliated colleges, have by and large, not implemented these reforms in any significant manner. The Implementation Committee on Examination Reforms set up by the UGC has been reviewing the matter from time to time.

4.84 Regarding implementation of examination reforms in Central Universities, the Ministry has stated that the Jawaharlal Nehru University has been successfully implementing examination reforms programmes. For instance, continuous internal assessment is a major feature of the evaluation of students' performance in JNU. Among other Central University, BHU was approved for establishment of an Examination Reforms Unit. However, since the University decided to revert to the traditional pattern of examinations, this support was discontinued. The Aligarh Muslim University has shown interest in setting up an Examination Reform Cell and this proposal is under examination.

4.85 The Programme of Action (POA) for implementation of the National Policy on Education outlines certain short-term and long-term measures for examination reforms. These measures also emphasise the place of continuous institutional evaluation, introduction of grading system, effort at improving the conduct of examination through effective decentralisation by Universities which have a large number of affiliated college etc.

4.86 According to the Ministry the UGC is convening a joint meeting of the Co-ordinators of Examination Reforms Units and the members of its Implementation Committee on Examination Reforms for working out the details of further action to be taken for implementation of examination reforms keeping also in view the measures envisaged in the NPE and POA.

**4.87 The Committee feel deeply concerned over the dismal performance of University Grants Commission in implementing a major programme like Examination Reforms. Even though the Programme is stated to be under implementation since 1974, the work has been going on at snail's pace. What to say of other universities, examination reforms have not been effected even in the Central Universities. The Committee would expect the UGC to accelerate the pace of work and have the scheme of Examination Reforms introduced in all the universities as quickly as possible.**

#### *1. Student Teacher Ratio*

4.88 Asked to indicate how the UGC would fulfil its primary objective of maintenance of standards of teachers without attaining proper student-teacher ratio, the Ministry stated the need for

appropriate student-teacher ratio is desirable for the maintenance of standards. The Commission has requested its subject panels to examine this question and make its recommendations to the Commission.

4.89 The student teacher ratio in State Universities and Central Universities, as available for 1984-85 with the UGC is given in Annexure II.

4.90 The Committee regret to note that for all these years the UGC did not lay down any norm/standard for student-teacher ratio in the universities/colleges. The Committee find large variations in the student-teacher ratio obtaining in various universities. Whereas the student-teacher ratio of 20:1 has been taken as norm for determining maintenance grants for Delhi Colleges, the actual ratio is only 15:1. In different universities and colleges affiliated to them, the student-teacher ratio varies from 3:1 to 35:1. In central universities also the ratio varies from 5:1 to 19:1. The Committee are particularly surprised to find a student teacher ratio of 2:1 in two institutions deemed to be Universities. The Committee consider these facts inconsistent with the objective of the Commission for maintenance of uniform standards. The Committee cannot express but their strong displeasure over the casual approach of the UGC in solving the issue. Even though the issue was raised in the 102nd report of B.C. (3rd Lok Sabha) the progress in this regard has been dismal. It is only after the Committee undertook the examination of the subject of UGC that one of the subject panels of the UGC was entrusted with the job. The Committee hope that the subject panel will be able to suggest ideal student-teacher ratio at the earliest.

#### *J. Number of Working days*

4.91 The Conference of Vice-Chancellors held in May, 1981, recommended that academic year with 210 working days and longer hours of daily work were necessary for universities and colleges to effectively complete their normal work and to maintain proper standards of teaching, research and evaluation. It also recommended that a working group should be appointed to examine the matter in detail and make specific recommendations to the UGC in this regard.

4.92 As recommended by the Vice-Chancellors' Conference in May, 1981, a Working Group was constituted on August 31, 1982, inter-alia, to examine the question of the number of working days in universities. Its recommendations were as follows:—

- (i) Every university must have a regular academic year and also a schedule for holding annual examinations.
- (ii) The students should be examined only when the courses have actually been completed.
- (iii) The number of actual teaching days in an academic year should not go below 180 days excluding the preparation days and examination days.

- (iv) Universities may carefully work out the teaching days or number of lectures and laboratories sessions for each course, whether it is based on semester or annual examinations. The duration of semester examinations and the time required for compilation of results could be reduced by various means, such as, internal examiners for first semester, round the table marking and computerisation.

4.93 In reply to a question as to why UGC has decided on 180 working days only while the Vice-Chancellors had considered 210 working days necessary with increased working hours for completion of even normal work, the Ministry informed that the specific provision in the regulation is that the number of actual teaching days in an academic year should not go below 180 days excluding the preparation days and examination days. If examination days, preparation days, admission days etc. are all taken into account, the total number of actual working days would be far more than 180.

4.94 The UGC has issued instructions to observe a minimum 180 working days in a year with effect from June, 1986. In reply to a question as to how many universities and colleges have accepted and implemented the recommendation and whether Central universities and Delhi colleges have complied with instructions in this regard, the Ministry stated that information from 62 universities with regard to the number of teaching days has been received so far, according to which 45 universities have 180 or more teaching days in a year while in 17 universities the number of teaching days is less than 180.

4.95 So far as colleges are concerned, information has been received from Nagpur and Andhra Universities. As per information available with the UGC, Jawaharlal Nehru University, North Eastern Hill University and the Hyderabad University have more than 180 teaching days in a year. The information from other central universities and Delhi Colleges has not been received so far.

4.96 The regulations also provide for the minimum work load of teachers besides the minimum number of teaching days. According to these regulations, the minimum work load expected of a teacher is forty hours a week, of which actual teaching load should not exceed three hours a day.

4.97 The same regulations also provide that examinations should not be held without completing the prescribed course, consisting both of lectures and practicals. In situations where teaching days are lost due to strike and other unforeseen circumstances, the universities generally make up the time by curtailing the vacations and holidays. If the number of days lost is high, the academic session gets correspondingly extended.

4.98 A Task Force consisting of Vice-Chancellors appointed by UGC has observed as under in regard to working days in universities and colleges:—

"Either agitations or threat of agitations have prolonged the period over which admissions take place, or exams. are held, or classes are suspended by way of "preparation leave". A recent thorough survey conducted by the National Commission on Teachers in Higher Education revealed that the average number of working days on which classes/laboratories/tutorials etc. are held is now around 145. Every teacher is entitled to various kinds of leave and the same data shows that this further reduces effective working days. This is shocking, because an 'average' means that lots of institutions have a substantially lower number of useful days."

4.99 The Committee are surprised to find that whereas the Vice-Chancellors recommended at their conference held in May, 1981 for 210 working days with longer working hours for completing the normal work load, the working group of UGC prescribed only 180 working days. The Task Force, on the other hand, found that some of the universities are observing 145 working days only. It is amazing that the UGC does not have information on the extent of teaching done in several universities including some central universities. As teaching for a minimum period ought to be considered a basic need for achieving minimum standards, the Committee except the UGC to monitor the action taken by the universities, including central universities for observing atleast the recommended working days.

#### *K. Central Universities*

4.100 At the time of the commencement of the Constitution there were 3 Central Universities, namely, Aliigarh Muslim University, Banaras Hindu University and the University of Delhi. In 1951, the Visvabharati Shantiniketan was declared as an institution of national importance by Parliament, and was also granted the status of a University. In 1968, the Jawaharlal Nehru University was established in Delhi by an Act of Parliament; this was possible because Delhi was a Union Territory. In 1973, the North Eastern Hill University was established in Shillong, following the adoption of resolutions by the Legislatures of Meghalaya and Nagaland requesting the Central Government to establish a university under an Act of Parliament as per provisions of Article 252 of the Constitution. In 1974, a Central University was established in Hyderabad after a specific amendment to the Constitution (Article 371 E).

4.101 Asked to indicate the policy of Central Government for establishing Central Universities, the Ministry stated that the Central Government has not normally been establishing universities in the country. In fact, till January, 1977 establishment of universities was a subject in the State list. The Central Government has not, therefore, laid down any policy for establishing universities under Acts of Parliament. Since 1977, only two universities have been established under Acts of Parliament. Of these, one is in Pondicherry which is a Union Territory, and the other is the Indira Gandhi National Open University which has been set up to promote open university system in the country.

4.102 The Government have also decided to establish a Central University each in Assam and Nagaland, considering the special situation obtaining in both the States.

Asked to state whether the Ministry has any programme for establishing more central universities, the Chairman, UGC, stated during evidence:

“The UGC has not given any thought to this. But wherever a central university has been set up, it has been done keeping in view a particular purpose. For example, in Hyderabad some agreement was arrived at between the Prime Minister and the State Government and so on. So, mostly, central universities have been set up to take care of special circumstances rather than just say let us have one in each region. That is a separate question and I would not like to offer any comment on it. I think it has to be discussed separately.”

4.103 The UGC appointed a Committee in January, 1982 to inquire into the working of the Central Universities. The Committee submitted its report in November, 1983, which was considered by the Commission at its meeting on 23rd December, 1983. The Commission generally accepted the report with the observation that since the recommendations made in the report are based on sound academic and management considerations, several of the recommendations would be equally applicable in the case of State Universities. For this purpose the report has been circulated to all State Governments and State Universities. The major observations made by the Review Committee in respect of the fulfilment of the objective by the Central universities are:

- (i) The Central universities should have an all-India character to be reflected in admissions, appointments, and nature of their courses and programmes;
- (ii) It should not be the responsibility of the central universities to stretch its resources to meet the educational needs of all local students; the Central Universities which have programmes of this nature should review them;
- (iii) A common all-India test should be held for admission to central universities. Till this is done, each university may conduct its own test;
- (iv) Admission to all professional courses should be on all-India basis through a common test;
- (v) Steps should be taken to establish a National University of distance education;
- (vi) A mechanism should be developed under which Professors and Readers are appointed from outside the University. For appointment to the post of Lecturers, a qualifying test should be prescribed.

4.104 According to the Ministry, the UGC has constituted a unit to monitor the progress in implementation of the recommendations and most

of these recommendations are in the process of implementation. For example:

- (i) Admissions to Jawaharlal Nehru University and Hyderabad University are on the basis of an all-india test. The Banaras Hindu University has introduced an entrance test for all undergraduate programmes from 1987. Admissions to professional courses in Aligarh Muslim University and Banaras Hindu University are already through an entrance test.
- (ii) The feasibility of a common test for admission to all Central Universities is being examined by a Committee.
- (iii) A qualifying test has been prescribed for recruitment to the posts of Lecturers as part of the scheme of revision of pay scales of teachers. The details of the test are being worked out.
- (iv) The Indira Gandhi National Open University has been established for promotion of distance education.

4.105 Regarding follow-up action besides circulation for implementing the recommendations of the Report, the Ministry has stated that the observations/recommendations contained in the report provided useful inputs to the national debate on the formulation of the Education Policy and the preparation of its Programme of Action. On the specific recommendation contained in the report, implementation is being pursued with the Vice-Chancellors of the Central Universities.

4.106 Some of the recommendations on which action has been taken are:

- (i) The UGC has been holding a qualifying test for the award of Junior Research Fellowships.
- (ii) Model rules for discipline among students have been framed and circulated to the universities.
- (iii) The detailed recommendations on the management and administration contained in the report would form the basis for the deliberations of the Committee appointed by the UGC to evolve alternate models of management.
- (iv) UGC has notified the regulations regarding the minimum standards of instructions for the grant of first degree through formal and non-formal education in the faculties of Arts, Humanities, Fine Arts, Music, Social Sciences, Commerce and Sciences on 25th November, 1985.

**4.107 The Committee note that the Government has no well-defined policy for establishing Central Universities and this has resulted into an uneven distribution of these universities in the country. The Committee, therefore, would like the Ministry/U.G.C. to frame necessary guidelines so that in future the new Central Universities are established keeping in mind the regional requirements and aspirations.**



**4.108 The Committee consider that the recommendation of the Review Committee on Central Universities will have far reaching effects on the working of the Central Universities. They are, however, dismayed to note that due attention has not been paid by U.G.C. to implement these recommendations. Mere circulation of recommendation of that Report would not yield the desired results. The Committee exhort the Ministry/ U.G.C. to frame clear-cut guidelines based on the recommendations of the Review Committee and ensure their strict compliance by all the Central Universities.**

**4.109 The Committee consider its essential that at least within the Central Universities the UGC should achieve a minimum level of standards and coordination. They would, therefore, like the Ministry/UGC to initiate the review of the standards of teaching, examination and research obtaining in Central Universities as also to make a study of *inter se* variations therein and take necessary corrective measures.**

## CHAPTER V

### FINANCE

#### *A. Plan Outlay*

5.1 The total allocation for education in the Seven Five Year Plans and their proportion to the total outlays are as follows:—

|                 | Outlays for all<br>sectors | Outlay for<br>education | Percentage of<br>outlay for educa<br>tion to total |
|-----------------|----------------------------|-------------------------|--|
| <b>I PLAN</b>   |                            |                         |  |
| Centre          | 899                        | 44                      | 4.9  |
| States          | 1457                       | 126                     | 8.7  |
| Total           | 2356                       | 170                     | 7.2  |
| <b>II PLAN</b>  |                            |                         |  |
| Centre          | 2559                       | 70                      | 2.7  |
| States          | 2241                       | 207                     | 9.2  |
| Total           | 4800                       | 277                     | 5.8  |
| <b>III PLAN</b> |                            |                         |  |
| Centre          | 3600                       | 148                     | 4.1  |
| States          | 3900                       | 412                     | 10.6   |
| Total           | 7500                       | 560                     | 7.5  |
| <b>IV PLAN</b>  |                            |                         |  |
| Centre          | 8871                       | 271                     | 3.1  |
| States          | 7031                       | 551                     | 7.8  |
| Total           | 15902                      | 822                     | 5.2  |
| <b>V PLAN</b>   |                            |                         |  |
| Centre          | 20437                      | 405                     | 2.0  |
| States          | 18866                      | 880                     | 4.5  |
| Total           | 39303                      | 1285                    | 3.3  |
| <b>VI PLAN</b>  |                            |                         |  |
| Centre          | 47250                      | 735                     | 1.6  |
| States          | 50250                      | 1789                    | 3.6  |
| Total           | 97500                      | 2524                    | 2.6  |
| <b>VII PLAN</b> |                            |                         |  |
| Centre          | 95534                      | 2389                    | 2.5  |
| States          | 84466                      | 3994                    | 4.7  |
| Total           | 180000                     | 6383                    | 3.5  |

5.1A According to the Ministry the Plan outlay provided for education had always been much less than the requirements. During the VI Plan Period, the UGC proposed an outlay of Rs. 638.20 crores. While finalising the total Plan size in the Central Sector, the Department of Education had suggested an outlay of Rs. 480.00 crores as the allocation for UGC programmes in the Sixth Plan. However the Planning Commission approved a total outlay of Rs. 734.75 crores for all sectors of education. Out of this allocation, an outlay of Rs. 280.00 crores was earmarked for UGC. Against these allocations the actual provision made available to the UGC during the Sixth Plan period was as follows:

| Year    | Allocation        |                     |          | Expenditure       |                     |          |
|---------|-------------------|---------------------|----------|-------------------|---------------------|----------|
|         | General Education | Technical Education | Total    | General education | Technical education | Total    |
| 1980-81 | 3199.00           |                     | 3199.00  | 2912.94           | 348.90              | 3261.84  |
| 1981-82 | 3997.96           |                     | 3997.96  | 3196.15           | 745.02              | 3941.17  |
| 1982-83 | 4585.26           | 660.00              | 5245.26  | 3160.06           | 517.32              | 3677.38  |
| 1983-84 | 4752.00           | 575.00              | 5327.00  | 6550.93           | 574.77              | 7125.70  |
| 1984-85 | 7268.82           | 492.34              | 7761.16  | 7328.55           | 509.12              | 7837.67  |
| Total   | 23803.04          | 1727.34             | 25530.38 | 23148.63          | 2695.13             | 25843.76 |

(This includes provision for Engineering and Technology).

5.2 For the Seventh Plan, the UGC proposed an outlay of Rs. 1499.00 crores and the Department recommended an outlay of Rs 1174 crores only for consideration by the Planning Commission. The UGC has been provided with an outlay of Rs. 370 crores. The actual provision during the first three years of the Seventh Plan was Rs. 306.63 crores and in 1988-89, a provision of Rs. 120.00 crores of the seventh Plan has been proposed.

5.3 On the future plan for allocation of funds in the light of NPE 1986, the Ministry has stated that the question of stepping up the resources for education was discussed at length during the formulation of the National Policy on Education. The Policy makes two major departures, it acknowledges clearly that education is a crucial area of investment for national development and survival and that it will be ensured that from the Eighth Plan onwards the outlay on education will uniformly exceed 6% of the national income.

5.4 According to the practice adopted by the Ministry, the reallocation of funds among various programmes and schemes is generally left to the Commission for decision.

5.5 In reply to a question as to why the UGC and Ministry do not process the Plan document for the entire plan period to get an idea about the extent of funds being provided for each scheme, the Ministry has

stated in a note that as in the case of all sectors, an outlay is settled for education also at the beginning of each Plan. This total outlay is then divided among different sectors of education, namely, school education, higher education, technical education, etc. However, the outlay so finalised has always been far less than the estimated requirements. It is also likely that the outlay initially provided in the Plan is not fully made available.

5.6 During evidence, the Special Secretary, stated:

“The UGC has to face a constraint of resources. This is one restraint which is not new or which is singular to Education. It is one feature which is common to all fields of national endeavour. But in Education, particularly, we feel it very strongly, because while on the one hand Education is the key sector, for a long time Education was treated only as social service sector, even by Planning Commission. But in the 7th Plan it has come to be regarded as an investment for the future, and for development. This is a very important and new line of thinking which has come about, which we welcome. Right from the beginning it should have been so, and Education should have been given the right place. But it is never too late. It is a very good departure from the past that Education is now regarded as an investment in national development. It has also been declared now that by the 8th Plan, resources which would be made available to Education will be 6% and more, of the national income. I think this also is a very important statement made by those in charge of the policy planning; and we welcome it very much, and we believe that if this particular restraint which has been nagging UGC and Education in general is to some extent remedied, we shall be able to do much better than what has been done so far.”

5.7 During the visit of the Study Group of the Estimates Committee to Lucknow, Madras, Cochin etc. the various universities and State Governments informed that the ceiling on assistance fixed by the UGC is not realistic and relevant to the actual cost incurred. They stated that the assistance given is related to the original estimated expenditure irrespective of the year in which the proposals were processed and approved by the UGC as also the year in which the execution of the scheme takes place. The Ministry stated in this regard that the UGC has framed norms for provision of assistance for various purposes. In some cases these norms are indicated in terms of the scale of facilities such as area of building, items of equipment, number of staff and so on. In such cases, to begin with, a ceiling is also suggested for quantification of the commitment of the UGC. As the pattern of assistance indicates, the UGC bears 100% assistance on many items. Therefore, the full cost in these cases devolves on the UGC. It is only in the case of building that there is a matching grant and, therefore, the State Governments have also to meet part of the expenditure. However, escalations in cost during the course of implementation are not altogether ruled out. In appropriate cases the UGC sanctions revisions in costs if they are taken up with adequate details or agrees to stagger the programmes over a longer period. However, there might be instances in

which the resources available with the UGC do not permit neutralisation of the escalation in cost. This burden may, therefore, have to fall in many cases on the State Governments. If the programmes are implemented on time, this situation can partly be remedied. In many cases, it is the inability of the State Governments to promptly sanction the matching grants that delays the execution of programmes. The escalation due to this delay will, therefore, have to be borne by the State Governments themselves.

5.8 In regard to the building components in which the escalation in cost is pronounced, the estimates vary from place to place and agency to agency and hence according to Ministry it will not be feasible to leave the cost open till the completion of the works.

5.9 In the case of Central Universities, there is no agency to provide matching grants. If a building programme is approved, the entire cost of it is borne by the UGC. In cases where cost escalations occur, depending upon the availability of resources, execution of programmes is staggered over a longer period. Similarly, posts approved under plan in the Central Universities are transferred to the non-plan provision after a period of five years. This arrangement is made in respect of Central Universities as their maintenance is the responsibility of the UGC under the UGC Act. .

5.10 Out of Rs. 370 crores allocated for Seventh Plan, the total grants approved by the UGC for 91 State universities amounted to Rs. 100.07 crores. The document relating to Seventh Plan discussion with State Universities, however, has indicated that in their cases, the schemes approved included spillovers from the Sixth Plan to the extent of Rs. 27.59 crores. Asked to indicate how spillovers out of earlier Plan Schemes can be accounted against Seventh Plan Schemes, the Ministry has stated that the spillover is calculated on the basis of the programmes approved but grants for which have not been released.

5.11 The practice followed by the UGC is that the spill over of the commitments made is adjusted against the allocation for the subsequent plan. According to Ministry, these adjustments do not necessarily cut into the flow of funds to any University over a five year period, since funds are provided on a continuing basis over Plan to Plan periods. The Plan outlays for the Sixth Plan period for Central universities were approved for Rs. 23.30 crores by the UGC and the actual amount released was Rs. 27.62 crores. The spill over at the end of the Sixth Plan was reported to be Rs. 24.58 crores with the Universities, which is in excess of the Plan outlay itself. The Ministry explained the paradox as under:—

“When the 6th Plan outlays were finalised, an allocation of Rs. 23.70 crores was made for the central universities from the total allocation of Rs. 280.00 crores for the UGC. Eventually, when the visiting Committees had finalised their work and the plans and estimates for provision of the initial infrastructure facilities (buildings) of the Universities like Hyderabad, NEHU and JNU were finalised, the order of requirements turned out to be much large (Rs. 52.20 crores). Though

the UGC approved these schemes costing Rs. 52.20 crores, the resources available with the Commission did not permit release of grants for execution of all these schemes in full. The total grants that could be released during the 6th Plan was Rs. 27.62 crores only. The spill over thus worked out to Rs. 24.58 crores (Rs. 52.20 — Rs. 27.62 crores)."

**5.12** The Committee agree with the contention of the Ministry that the Plan outlay provided for education has always been much less than the requirements. The Committee note with dismay that plan allocations for education have come down to 3.5 percent in the Seventh Plan as against 7.2 per cent in the First Plan. The effectiveness of education system is primarily dependent on the availability of adequate finances to meet the costs of the provisions for the development of higher education in the country. The Committee consider education as a pivot around which the socio-economic progress of the whole nation revolves and therefore, attach great importance to the rapid spread of education in the country. The Committee realise that the financial constraint is not singular to education alone, but is a feature common to all fields of national endeavour. However, they feel that education has to be treated on a different footing in as much as education alone has a direct bearing on the advancement of the people of the country, and exercises a dominating influence on the socio-economic and cultural development of the country. Viewed in this context, the Committee consider it unfortunate that during the Sixth Plan, as against an outlay of Rs. 638.20 crores proposed by UGC only a sum of Rs. 280 crores was allotted. The plan outlays for other sectors of education were also slashed drastically by the Planning Commission. The position, however, has improved to some extent during the Seventh Plan. The provision of funds for UGC for the first four years of the Seventh Plan has already touched the figure of about Rs. 427 crores as against an outlay of Rs. 370 crores provided for the entire period of Seventh Plan. They are, however, unhappy to be informed that once the funds are released to the UGC, the Ministry does not play any role in the earmarking of funds for various schemes and it is left to the UGC to do the needful. The Committee would like the Ministry to play a positive role in this behalf, so as to ensure that funds, which are already meagre, are properly earmarked. The Ministry should also keep a close watch on the utilisation of funds by the UGC, so that corrective measures, if any, could be taken *ab initio* in case the implementation of any scheme goes astray. The Ministry must also play a dominating role in providing direction and the tone of development of higher education by making adequate investments in this area of importance which has a vital bearing on the socio-economic development of the country.

**5.13** The Committee are unhappy to find that the allocation of Rs. 100.7 crores to State Universities in 7th Plan includes spillover schemes from the 6th Plan to the extent of Rs. 27.59 crores. In respect of Central Universities, the position is more serious because the actual outlay provided for the 6th Plan was Rs. 23.30 crores, the actual amount released was Rs. 27.62 crores

and notwithstanding the above position, the spillover at the end of 6th Plan was reported to be Rs. 24.58 crores. Even allowing for the specific factors that contributed to the increase in assistance for Central Schemes at Rs. 52.20 crores viz. for provision of initial infrastructural facility for certain universities, the Committee consider the extent of spillover of scheme to the extent of 60%, as an unfortunate situation which could have been avoided if the release of funds had been adequately monitored. The Committee expect that causes for this malady should be identified and remedial measures taken with due promptitude so as to ensure that, at least in the 7th Plan there are no such spillovers.

4.14 The Committee note that at present the assistance being given by the UGC to a university is related to the original estimated expenditure irrespective of the year in which the proposals were processed and approved by the UGC as also the year in which the execution of the scheme takes place. The Committee would, therefore, like the Ministry/UGC to ensure that the ceiling on assistance being given by the UGC to the universities is realistic and based on the actual cost incurred.

### *B. Visiting Committees*

5.14 Visiting Committees are constituted by UGC and sent to the universities to have a comprehensive and integrated picture of development during the previous Plan period and to provide general direction and perspective for future development, in relation to the needs and requirements of the university as a whole as well as the new departments and faculties. During the course of visit, the Visiting Committees are expected to make an in-depth study regarding:

- (a) The role played by the University in developing programmes of higher education;
- (b) The relevance of the programmes;
- (c) Inter-action with the Society and other universities and institutions in the region; and
- (d) Impact on national development.

5.15 Taking note of the very important role the Visiting Committees are expected to perform in assessment of progress, present level and future needs of universities for improvement and coordination of standards, the Public Accounts Committee in their 73rd Report (Sixth Lok Sabha) had recommended that:

- (a) every university must be visited for a reasonable period by the Visiting Committees;
- (b) a panel of names for appointment in the Visiting Committee should be kept by UGC;
- (c) the members should be remunerated so as to enable them to find time for the job and take it seriously; and
- (d) the reports must be given timely and due consideration.

5.16 On the procedure in vogue for constituting Visiting Committees for the Sixth Plan (1980—85), the Ministry stated that generally, the Visiting Committees were constituted with academicians from the University system, or from institutes of national importance, national laboratories and other specialised agencies such as ICHR, ICSSR, ICAR, etc. While finalising the composition of a Visiting Committee for a particular University, as far as possible, due care was taken to ensure that the Committee is well represented by academics of such discipline which are taught in the universities concerned. Further, the size of the Committee was also related to the university to be visited: for big universities it consisted of 15-16 members and for small universities, of only 6-7 members. The members of the Commission were also associated with many of these Visiting Committees and wherever a member of the Commission was associated with the Visiting Committee he acted as the Convenor of the Visiting Committee; otherwise a senior academician of the Committee acted as the Convenor. Such Visiting Committees were also assisted by officers of the Commission in the capacity of Member-Secretary.

5.17 As the Visiting Committees were constituted for the Sixth Plan only during the third year of the Plan, the Ministry was asked to indicate reasons for delay in constitution. The Ministry stated that, generally, the size of the plan allocation which is likely to be made available to the Commission is indicated in the first year of the Plan period. It is only after the quantum of total allocation is known, that sector-wise distribution of funds is decided by the Commission and the ceiling of the development grants for different universities is determined. Simultaneously steps are taken by the Commission to prepare guidelines on the basis of which plan proposals have to be formulated by the Universities and colleges. The universities on receiving the guidelines also take their own time in formulating and finalising their development proposals. It is only after these documents are available that it is possible for the Visiting Committees to visit the universities, examine the proposals and make recommendations. The experience so far has been that all this process takes the better part of the first two years of every Plan period; leading inevitably to substantial spill-over commitments at the beginning of the next Plan.

5.18 The Committee asked the Ministry to clarify how the UGC expected the universities to achieve the targets by the end of Sixth Plan when the assessment of development needs of Sixth Plan itself was finalised in the third/fourth year only. The Ministry stated that in respect of the programmes approved by the Commission, recurring assistance is available from the Commission for a period of five years irrespective of the termination of the Plan. This practice provides some flexibility to the universities in implementation of various programmes.

5.19 Asked to indicate whether the present practice of assessment through Visiting Committees is adequate for a proper monitoring and evaluation of various schemes and programmes, the Ministry stated that



the Visiting Committees are not the only mechanisms for monitoring and evaluation of various schemes/programmes of the UGC. While these Visiting Committees take an overall view of the general development programmes for which an allocation is indicated, on the basis of which the proposals from Universities are to be assessed various other programmes are monitored, reviewed and evaluated by the standing committees, advisory committees, expert committees/subject panles etc. Progress reports from the participating universities/institutions about the various schemes being implemented are always obtained with a view to monitor the implementation of the schemes keeping in view their objectives. As for the general development programmes, the Visiting Committees are provided with all the necessary data including the summary of the observations/recommendations of the previous Visiting Committees the programmes approved, grants paid, the reports of progress received etc., so that these Committees have a comprehensive view of the State of the general development of the universities concerned.

5.20 On the duration of visits of Visiting Committees for the Sixth Plan for some of the universities for which data was called, the Ministry gave the following information:-

| <i>Name of the University</i> | <i>Duration of Visit</i> |
|-------------------------------|--------------------------|
| 1. Banaras Hindu University   | 4-5 February, 1983       |
| 2. Gujarat Vidyapith          | 16-17 February, 1983     |
| 3. Kakatiya University        | 21-23 February, 1983     |
| 4. Cochin University          | 20-23 January, 1983      |
| 5. Bhopal University          | 22-23 December, 1982     |
| 6. Jodhpur University         | 25-26 February, 1983     |
| 7. Agra University            | 6-7 May, 1983            |

5.21 On the time taken by the Visiting Committees for the Sixth Plan, the Secretary UGC stated during evidence:

"In the Sixth Plan, we find that the minimum time that we allotted for the Visiting Committees, in very few cases only, was one day and in most of the cases, it was two days and more than two days. The preparations which go into the efforts of the Visiting Committees require a lot of investment of time. The profiles of the Universities are received and the profiles are examined by the various divisional heads in the UGC. Summary information regarding the various issues, the continuing schemes from the previous plan to the plan in question and the new schemes are prepared examined. The policy directions of the UGC are included in the document and such information alongwith the guidelines, is given to the Visiting Committees which, by and large, also provide information concerning plan ceiling. This information is then provided to the Visiting Committees. But the Committee have the university profile in advance with them. There is the working document prepared by the office. The Universities thereafter receive the Visiting Committees. They discuss not only the academic issues but also discuss the needs of the students, the amenities which are needed and the other issues concerning the total faculty required etc. Recommendations on these issues are reflected by the Visiting Committees in their report."

5.22 For assessing the needs of various universities in Seventh Plan, no Visiting Committees were, however, constituted. The non-constitution of Visiting Committees was attributed to delay in finalising the guidelines as the New Education Policy was in the offing. The 7th Plan guidelines for universities and colleges incorporating therein the major provisions of the New Education Policy were finalised only in August 1986. In these circumstances to avoid any further delay in implementing the 7th Plan development schemes, the Commission decided to ask every University to prepare its plans and send them to the Commission. The Commission also decided that instead of sending Visiting Committees to each university, the proposals submitted by each university may be examined in the Commission. In this exercise expert committees were constituted with the Chairman, UGC, Vice-Chairman, UGC, or members of the Commission as Convener and subject experts. Such Committees had discussions with the Vice-Chancellors and senior academicians of all the universities as well as representatives of the State Governments concerned to determine the programmes for which assistance should be provided as well as the directions for future growth and development. It was perceived that this experiment had some advantages as it provided opportunities for exchange of ideas between the university representatives and the Commission alongwith subject experts to priorities various schemes on the basis of the national perceptions.

5.23 On the basis of such discussions, which were held during January and February, 1987 detailed reports of 88 universities were prepared and approved by the Commission and the decisions have been communicated to the various universities.

5.24 According to information furnished to the Committee discussions were held on the following dates for finalising plan assistance of the total number of universities mentioned against each date:

| <i>Date of discussions</i> | <i>No. of universities covered<br/>for finalising Plan Programmes</i> |
|----------------------------|---|
| 6.1.1987                   | 3   |
| 7.1.1987                   | 6   |
| 8.1.1987                   | 6   |
| 9.1.1987                   | 6   |
| 15.1.1987                  | 6   |
| 16.1.1987                  | 5   |
| 17.1.1987                  | 6   |
| 19.1.1987                  | 5   |
| 20.1.1987                  | 5   |
| 21.1.1987                  | 6   |
| 22.1.1987                  | 5   |
| 23.1.1987                  | 7   |
| 28.1.1987                  | 3   |
| 29.1.1987                  | 5   |
| 30.1.1987                  | 4   |
| 2.2.1987                   | 6   |
| 3.2.1987                   | 4   |
| 4.2.1987                   | 2   |

5.25 Out of 81 State Universities which were covered in the discussions held on the dates specified above, there were no representatives of State Government in 24 cases (listed in Annexure III). Further in the following cases, the discussions were held Plan Programmes finalised even though no representatives from the Universities themselves attended the discussions.

- (i) Maghaddh University,
- (ii) M.S. University, Baroda,
- (iii) North Bengal University,
- (iv) Patna University, Patna.

5.26 On the modality adopted for finalising the Seventh Plan needs of Several universities on a single day by practically the same composition of personnel for the meetings the Ministry justified the practice stating that it was felt that this discussion will give an opportunity to the Chairman the Vice-Chairman and members of the UGC directly to interact with the representatives of the Universities in the presence of experts and arrive at immediate decisions on the programme and activities proposed by the Universities. These discussions were organised in two streams simultaneously: one with the Chairman and the other with the Vice-Chairman. Members of the Commission were free to join one or the other group. The overlap of membership of the groups was due to the fact that members of the UGC could join any group. As the primary objective of these discussions was finalisation of the development grants for 7th Plan, for that limited purpose these discussions have been helpful, according to the Ministry.

5.27 During evidence, the Chairman, UGC added:

"We prepare guidelines and send those to the Universities. But this year these were not sent in the beginning of the year because the new Education Policy was under discussion and we delayed sending the guidelines. However, when we sent the guidelines, we requested the Universities to prepare detailed proposals within 2-3 months. They did so and sent back to us. We went through these proposals, had detailed discussions with the Universities, Vice-Chancellors and other experts and made allocations. It does not mean that they did not have money in the beginning, because we made *ad hoc* allocations of about 30% and the universities continued to do work."

5.28 It was pointed out that it was a very sad reflection on the way in which planning had been done in all the Plans and even in the Seventh Plan planning guidelines had been issued only in the first year of the Plan. Asked as to why the guidelines could not be issued in the last year of previous Plan, the Secretary, U.G.C., stated during evidence:

"During the Sixth Plan period, as I mentioned before, we were able to indicate Plan ceilings to the various Universities during the year 1979 and the Universities formulated the proposals in the beginning of the Sixth Plan. During 1980-81, we could provide guidelines to the Visiting Committees so that the Visiting Committees could be properly briefed

about the UGC's policy on higher education. In reply to the questions which we have given in writing, we have indicated certain problems associated in making preparations much in advance. These preparations are linked with the financial outlay likely to be made available to the higher education sector during the Plan period. My submission would explain the situation during the beginning of Seventh Plan. During the Seventh Plan, through the deliberations with the Planning Commission, the Commission was able to get the indication of the financial outlay only during 1985-86 and the amount was earmarked by the Ministry as Rs. 370 crores. It is because of your gracious act of adopting the new Education Policy, the Commission has already received Rs. 300 crores in the first three years of this Plan. Unless these financial outlays are known to the Commission atleast at the close of the previous plan, our starting a dialogue with the Universities will not become very realistic. When we prepared our scheme with the UGC for Seventh Plan Scheme a sum of Rs. 1499 crores was proposed. If this both basis on which we should proceed we will have a very large shortfall. It will be an exercise, which will not be very practical because the allocation that could be provided to us was Rs. 370 crores. So, I would like to say that the fund requirements should be known to us much before the next plan starts. This is my submission.

5.29 The Committee was of the opinion that this sort of affairs was very distressing and that there did not appear any harm in deciding guidelines early. On being pointed that it would be illogical to say that the Ministry think of the guidelines for the entire plan period only the total amount for the plan was intimated to them in that case there need not be any planning, the Special Secretary, Department of Education stated during

"I would like to state first of all that planning has to be done as an advance perception of what is to happen. Your statement that we must do out planning at least one year before the beginning the next plan is incovertable. In fact, the planning must be done in advance. I would like to submit that as far as UGC is concerned this kind of work is being done in advance. For one year or two years in advance the planning process starts. When the estimates have been done and submitted to the Government, the Government takes up their case with the Planning Commission The Planning Commission decides the allocation thereafter. The difference between the demand UGC and the ultimate allocation very often great that we have to give UGC a figure in beginning of the next plan or just before the is about to start. It is at that time that very large. It is in this context that the UGC to issue the guidelines later.

On the basis of their guidelines the universities make their demands within the ceilings fixed and it is at that stage that the Visiting Committees pay visits to universities. Thereafter the Visiting committees decide or recommend the allocations and then the UGC starts making allocations. This is the whole Procedure.

It is not as if no planning is done in advance at all. Planning is done and the allocations are being demanded by the UGC in time; but because of the variation between the demand and the ultimate allocation being very great the UGC is obliged to make guidelines afterwards."

5.30 On the procedure adopted for Seventh Plan the secretary, UGC, stated during evidence:

"While we have evolved a new methodology for finalising the Seventh Plan.....this methodology is not replacing the Visiting Committees. Therefore, the Visiting Committees would continue to be constituted and the Commission has desired to do so during the plan period. That will help in monitoring the implementation of the plan proposals as approved, to find out reasons of delay, to obtain the necessary utilisation certificates and also to think ahead of what should be the next plan like. So during 1987-88 and upto 1990 the number of universities would have received Visiting Committees. The Visiting Committees will be supplementing to the plan discussions that we have done. The question of associating experts either active in service or retired is not relevant because there is no bar against retired experts. The Commission will take all the experts in the country."

5.31 During evidence, it was pointed out that the Commission was not adhering to discipline and that Visiting Committees should have been appointed in time for finalisation of allocation. The Secretary, Department of Education, agreed with the observations of the Committee and stated:

"If I may say so, that the basic decision taken by the Hon. Chairman and other members of the Estimates Committee, there can be absolutely no difference of opinion namely that the Visiting Committees should be appointed well in time to make recommendations to the Commission regarding the requirement of a particular university for a particular plan period and money intended for a plan period should be utilised within that period. There can be absolutely not two opinions regarding this. What the Secretary of the Commission and our special Secretary, Joshiji was trying to explain was the peculiar circumstances in which this did not happen. But that does not mean that it is not a desirable thing."

5.32 Regarding working of Visiting Committee it was asked to indicate in respect of atleast one major university of six big States, specific recommendation made by visiting Committees for 6th Plan which are being pursued for implementation. The Ministry has stated that universities of Lucknow, Andhra, Madras, magadh, Nagpur and Rajasthan have been identified in this regard.

5.33 From the reply of the Ministry to a question regarding funds and schemes recommended by Visiting Committees and Grants paid till the end of 6th Plan, it was observed that although the Commission finally approved the amounts recommended by Visiting Committees for most of the Schemes, etc. for these six universities, the grants paid upto 31.3.85 fell much short of amounts approved. In none of the university the grant paid

was even 75% of the approved amount. It was also noted that in none of the universities any grant was released in respect of amount approved for schemes relating to staff. It was also noted that although Commission approved the amounts recommended by Visiting Committees in respect of buildings, the grants paid upto end of 6th plan was meagre and in the case of Madras University the Commission approved the amounts without receipt of even plan and estimates. In case of Andhra University the amount recommended by Visiting Committee for women's Hostel building was Rs. 750 lakhs but Commission approved an amount of Rs. 9.00 lakhs; the amount released, however, was only Rs. 2.00 lakhs. Similarly in respect of Lucknow University the grants paid upto 31.3.85 for scheme relating to field work/ museum was 0.72 lakhs although UGC approved an amount of only 0.15 lakhs against 0.87 lakh recommended by Visiting Committees.

5.34 The Ministry has also informed that only in case of Andhra University and Rajasthan University, the Commission approved additional schemes which did not form part of the recommendations of the 6th plan Visiting Committee.

5.35 As the utilisation of assistance of State Universities was dependent on availability of matching grants from the State Governments, the Ministry was asked to indicate the manner in which coordination is ensured. In reply, the Ministry has stated that when the Visiting Committee are sent out; the State Governments are informed in advance and they are asked to nominate a representative on the Visiting Committee. In the 7th Plan when discussion were held in the UGC, the State representatives were requested to join the discussions. In several cases they did join. This association of the State Governments with the Visiting Committee's work enables them to assess the matching share to be provided in each case. Later, formal sanction letters are also endorsed to the State Governments and the Universities are advised to obtain a commitment in respect of the matching share from the State Governments. It is only after such a commitment is made that the Commission releases grants involving a matching component to the Universities.

5.36 The Committee feel that the Visiting Committees can play a vital role in assessing the performance of the universities during the previous plan period and by providing general direction and perspective for future development. Their fields of activities include an in-depth study of (i) the role played by the university in developing programmes of higher education; (ii) relevance of the programmes; (iii) inter-action with the society and other universities and institutions in the region; and (iv) impact on national development. The Committee are, however, constrained to observe that the Visiting Committees were constituted very late for formulation of proposals for the Sixth Plan and for the Seventh Plan Visiting Committees had not been constituted at all. The Committee do not feel convinced by the reasons advanced by the Ministry/UGC for this unsatisfactory state of affairs. The Committee need hardly point out that the non-constitution of the visiting

committees for the Seventh Plan has deprived the UGC from taking stock of the performance of the universities in the Sixth Plan, which is so essential for chalking out future strategy. It is also unfortunate that the recommendations of the Public Accounts Committee contained in their 73rd Report (Sixth Lok Sabha) on the subject have been totally ignored. The above situation leads the Committee to the inevitable conclusion that plan proposals for the Seventh Plan have been finalised for most of the universities in a slipshod manner, as is evident from the fact that in respect of 24 universities, plan programmes were finalised by the UGC without any representative of State Government concerned, and in the case of four universities, without even a representative from the respective university. The Committee can well imagine how far the universities and the State Governments would feel committed to the programme of the UGC which were approved without even consulting them. The Committee, therefore, stress that the visiting committees must be appointed well before the start of a plan, so that they could play their role effectively and meaningfully.

### *C. Physical Targets*

5.37 The schemes implemented by the UGC were broadly grouped into the following 5 groups upto Sixth Plan:

- (1) special Programme;
- (2) research Support;
- (3) University Development;
- (4) College Development;
- (5) Specific Schemes in central Universities;
- (6) Deemed Universities and Delhi Colleges.

5.38 During Seventh Plan, the schemes have been restructured into following categories:

1. adult, Continuing & extension education;  
    Restructuring of Courses etc.,
2. Programmes for Quality improvement of education;
3. Programmes for Quality improvement of research;
4. Programme to reduce disparities;
5. Programme to improvement of management.

5.39 The Ministry was asked to indicate the physical targets as envisaged and as achieved during the Sixth Plan and identify reasons for shortfalls, if any. The Ministry stated that as the total number of schemes is fairly large and many of them are essentially of a qualitative nature, it is difficult to indicate the physical targets and achievements for each Scheme. Further, according to the Ministry the actual resources made available are always far less than the estimated requirements, thus making any comparison of targets envisaged and achieved extremely unrealistic.

5.40 Since resources made available are reported to be far less than the needs, the Committee felt that the targets identifying the institutions to be assisted under each programme should have been determined as soon as

availability of funds was known. Further, without determining a physical target, it was felt that a balanced growth and best utilisation of available fund was not feasible. Asked to clarify the position, the Ministry stated that although the programmes of the Commission are categorised into four groups, in terms of coverage, they fall into two groups; namely, those which are applicable to all eligible universities and colleges and those which apply only to universities and colleges which have to be selected for their implementation. In either case, the number of institutions intended to be supported is known, and the requirements are estimated on the assumed coverage of those programmes. For example, the general development programme is intended to cover all the 100 eligible universities and 3600 eligible colleges. While this support is provided to almost all eligible universities, it has not been possible to cover all the eligible colleges under this scheme. The pattern of assistance visualises only a marginal support to colleges, ranging between Rs. 4 and 8 lakhs depending upon the size of the College, in the plan period. Still, all the colleges are not covered. In the case of programmes for which selection of institutions is involved, there has always been a scaling down of targets, the addition of institutions often remaining much less than initially visualised.

5.41 Under all the programmes, commitments are made in a five year time frame and there is no way that UGC can withdraw from the commitments once made. Therefore, when once a programme is approved, it becomes incumbent on the part of the UGC to support it if necessary by staggering the selection of new institutions over a longer period than envisaged. It is these variables which make the assessment of UGC programmes in terms of physical targets and their achievements, an unrealistic exercise.

5.42-45 The Committee do not subscribe to the view that physical targets cannot be determined because of existence of several variables. They need hardly point out that fixation of both financial and physical targets is inherent in the planning process. The Committee cannot comprehend why the UGC should find it difficult to fix physical targets and monitor the progress closely for achieving the same, when the same is being done by all Governmental and other agencies. If planning is expected to achieve certain goals, it is obvious that the goals must first be identified and laid down, otherwise planning has hardly any meaning. The Committee expect the Ministry to ensure that UGC follows the well thought of and laid down planning procedures scrupulously.

#### *D. Allocation of Plan funds to various universities and colleges*

5.46 The Review Committee on UGC recommended in its report (January 1977) that, matching grants should be paid on the same basis to the Central as well as State Universities by the UGC. Taking note of the fact that the share of Central Universities and deemed universities for a 7 year period from 1969-70 to 1975-76 was to the extent of 27.2% as against a share of only 46% of all State universities put together, the Public Accounts Committee disapproved the unequitable distribution of grants.



Though the students' coverage of State Universities was far more than that of the Central and the deemed universities, the Public Accounts Committee noted a similar position in respect of grants to colleges wherein the extent of assistance given to the Delhi colleges far outweighed the extent of such assistance to other colleges in the country. The existence of imbalance and bias on release of assistance in favour of the Central universities was also brought to the notice of the Committee by several universities during their visits. In a non-official memorandum submitted to the Committee also, it has been stated:

"There are serious imbalances in the allocation of funds between the Central Universities and Delhi Colleges on one hand and State Universities and Colleges in the State on the other hand. There is substantial criticism on these disparities as no objective academic criteria have been evolved in the allocation of the funds in the UGC. Various Committees have highlighted the imbalances in the allocation of the 4th to 6th Plan funds. On an average a University Department in a State University has been provided about 7 lakhs as against 20 lakhs for a similar Department in a Central University. One way of rectifying this imbalance is to identify at least two developing universities in each State and fund it on the scale of Central Universities."

5.47 On the imbalance in allocation of funds between State and Central universities, the Ministry does not consider the comparison appropriate for the following reasons:—

- (i) Against a total allocation of about Rs. 100 crores to as many State Universities in the 7th Plan, the share of 8 Central Universities and colleges in Delhi is as much as Rs. 90 crores. Of the total of Rs 90 crores allotted to the Central Universities, nearly Rs. 52 crores are for the provision of the initial facilities of four major central universities (most of the building for JNU are still to be constructed; Nehu and Hyderabad are in the process of setting up their campus; Pondicherry has yet to start on its campus development, the total requirements of these universities are Rs. 52.30 crores).
- (ii) The provision made available by the UGC to State Universities does not include the initial facilities which are provided by the State Governments. The UGC does not sanction grants to State Universities for this purpose.
- (iii) Even for the normal development programmes, there is a matching contribution from the State Governments in the case of State Universities. Further, programmes like campus development in the State Universities are finalised by the State governments from their own allocation. In the case of Central Universities, except the UGC, no other agency provides any grants to them.

5.48 For these reasons any comparison of the flow of grants from the UGC to the Central Universities on the one hand and the State Universities on the other will not be appropriate.

5.49 The table below indicates the position in regard to disbursement of plan grants to various universities and colleges for the period from 1976-77 to 1986-87:—

|                          | (Rupees in Lakhs)        |                          |          |          |
|--------------------------|--------------------------|--------------------------|----------|----------|
|                          | 1976-77<br>to<br>1979-80 | 1980-81<br>to<br>1984-85 | 1985-86  | 1986-87  |
|                          | (VI PLAN)                |                          |          |          |
| A. Central Universities. | 5,699-67                 | 5,840-01                 | 2,118-05 | 2,307-80 |
| B. Deemed Universities.  | 1,442-73                 | 1,947-51                 | 737-04   | 1,016-42 |
| C. State Universities    | 7,675-19                 | 12,591-39                | 4,165-20 | 3,877-82 |
| D. Delhi Colleges        | 174-66                   | 331-22                   | 220-27   | 204-50   |
| E Other Colleges         | 3,008-87                 | 5,211-91                 | 1,409-47 | 3,015-10 |

5.50 The proportionate shares of (i) Central and Deemed Universities vis-a-vis State Universities, and (ii) Delhi Colleges vis a vis other colleges are indicated on a percentage basis as under:-

|                                 | 1976-77<br>to<br>1979-80 | 1980-81<br>to<br>1984-85 | 1985-86 | 1986-87 |
|---------------------------------|--------------------------|--------------------------|---------|---------|
|                                 | (VI PLAN)                |                          |         |         |
|                                 |                          |                          |         |         |
| Central and Deemed Universities | 48.20%                   | 38.20%                   | 40.67%  | 46.15%  |
| State Universities              | 51.80%                   | 61.80%                   | 59.33%  | 53.85%  |
| Delhi Colleges                  | 5.5%                     | 5.97%                    | 13.50%  | 6.34%   |
| Other Colleges                  | 94.5%                    | 94.03%                   | 86.50%  | 93.66%  |

5.51 The table below indicates the number of universities and number of colleges in each State that were assisted by the UGC during the five years:-

| State  | No. of Universities assisted |         |         |         |         | No. of colleges assisted during VI Plan |
|--------|------------------------------|---------|---------|---------|---------|---|
|        | 1982-83                      | 1983-84 | 1984-85 | 1985-86 | 1986-87 |   |
|        | U                            | U       | U       | U       | U       |   |
| 1      | 2                            | 3       | 4       | 5       | 6       | 7                                       |
| Andhra | 7                            | 7       | 8       | 7       | 7       | 164                                     |
| Assam  | 2                            | 2       | 2       | 2       | 2       | 19                                      |
| Bihar  | 8                            | 7       | 7       | 8       | 6       | 231                                     |

| 1           | 2  | 3  | 4  | 5  | 6  | 7    |
|-------------|----|----|----|----|----|------|
| Gujrat      | 5  | 5  | 6  | 7  | 5  | 41   |
| Haryana     | 2  | 3  | 3  | 3  | 2  | 91   |
| Himachal    | 1  | 1  | 1  | 1  | 1  | 16   |
| J&K         | 2  | 2  | 2  | 2  | 2  | 25   |
| Karnataka   | 4  | 5  | 4  | 4  | 5  | 171  |
| Kerala      | 4  | 4  | 3  | 3  | 3  | 10   |
| M.P.        | 10 | 10 | 10 | 9  | 9  | 177  |
| Maharashtra | 8  | 7  | 7  | 6  | 6  | 328  |
| Manipur     | 1  | 1  | 1  | 1  | 1  | 6    |
| Orissa      | 4  | 4  | 3  | 4  | 3  | 33   |
| Punjab      | 4  | 4  | 4  | 4  | 3  | 147  |
| Rajasthan   | 3  | 3  | 3  | 3  | 3  | 103  |
| Tamil Nadu  | 4  | 5  | 6  | 7  | 7  | 182  |
| U.P.        | 13 | 14 | 14 | 15 | 11 | 276  |
| West Bengal | 7  | 7  | 7  | 7  | 6  | 190  |
| Total       | 89 | 91 | 91 | 93 | 82 | 2210 |

5.52 At the end of VI Plan there were 5482 colleges in the country. In the case of colleges, during the Sixth Plan a total of 3509 colleges were eligible for grants from the commission. These were among the 3762 colleges which were recognised by the Commission under Section 2(f) of the UGC Act, and also, where necessary, declared fit under Section 12-B. The remaining 1720 colleges had not been recognised and therefore were not eligible for any grants.

5.53 Asked to indicate specific reasons as to why over 1720 colleges were not eligible for assistance, the Ministry stated that they did not comply with conditions for recognition. The Ministry added that it did not maintain the list of ineligible colleges and that UGC had finalised in September, 1987 fresh guidelines for granting affiliation to new colleges. Taking note of the existence of a large number of unrecognised colleges the Committee enquired whether the word "college" can be used by any institution without approval of a competent authority. The Ministry stated that there is no law prohibiting usage of the word.

5.54 on the contributory causes for low number of colleges being assisted, the Ministry has stated as under:—

"The initiative in framing proposals will have to be taken by the Colleges themselves. They have also to make arrangements for matching grants where necessary or mobilize additional resources in cases where the assistance from the UGC is not adequate to meet their needs. As the assistance provided by the Commission is not very substantial due to paucity of resources, the flow of funds from the U.G.C. to the Colleges is not very high, and therefore it is likely that some colleges do not seek

any assistance from the Commission. However, in order to ensure that the colleges are aware of the programmes, the College Development Councils set up by the UGC in the Universities will provide the Colleges the necessary help and guidance."

5.55-56 The Committee are not convinced with the reasons advanced by the Ministry/UGC for very huge disparities in the allocation of funds between the Central universities and other universities on the one hand and between colleges in Delhi and colleges outside Delhi on the other. It is disquietening to note that inter-State disparities in this regard have been widening. It is amazing to find that as against a total allocation of about Rs. 100 crores to as many State universities in the Seventh Plan, eight Central universities and colleges in Delhi have been allocated as much as Rs. 90 crores. On an average this allocation works out to about Rs. 11.25 crores per Central University against Rs. 1 crore per State university. In this context, the Committee agree with the observations of both the Review Committee and Public Accounts Committee that the disbursement of grants between Central and State universities as also between colleges in Delhi and outside Delhi should be on a more equitable and realistic basis. No doubt, the quantum of grants being given to the Central universities and colleges in Delhi has to be larger as compared to the grants given to the State Universities and colleges outside Delhi since former are the direct responsibility of the UGC, nevertheless the gap therein should be the minimum possible. There should be a uniform and consistent approach towards the States in financing the system of higher education. The Committee would like the Ministry/UGC to consider the appointment of an expert group to go into this matter as also other related financial matters for suggesting necessary corrective measures as the development of higher education in various States should be more or less uniform.

#### *E. Annual Budget Estimates of UGC*

5.57 The total Budget of the Commission consists of 2 parts: One for sanctioning maintenance grants to Central Universities, certain institutions Deemed to be Universities and the colleges in Delhi; and the second for development assistance to Central Universities, State Universities, institutions deemed to be Universities and colleges. The provision for maintenance expenditure is made under Non-Plan and for development assistance under Plan.

#### *Non-Plan Budget*

5.58 The Non-Plan budget of the Commission is determined by the estimates maintenance expenditure required in a year by all the institutions whose maintenance expenditure is sanctioned by the UGC. The original estimates of this expenditure are the aggregate provisions recommended by the respective Finance Committees. At the final stage of the approval however, there might be some pruning of these estimates, necessitated essentially by the limitations of the overall budgetary support. Thirdly, budget estimates proposed by the Commission and those eventually approved by the Government may not be the same. In such cases, the

Commission is requested to adjust the provision to be made for individual institutions within the overall budgetary provision approved by the Government.

5.59 While preparing the revised estimates during a year, again the Financial Committees of the concerned Institutions examine the requirements and make their recommendations. A similar exercise is followed again in determining the revised estimates of that year. Generally, the revised estimates are higher than the original budget outlays. These increases are generally due to the increase in salaries and allowances, and the escalations in the cost of other supplies, services, etc.

5.60 The table below indicates the extent of Non-Plan grants distributed to various universities and colleges:

|                      | (Rupees in Lakhs)        |                                       |          |          |
|----------------------|--------------------------|---------------------------------------|----------|----------|
|                      | 1976-77<br>to<br>1979-80 | 1980-81<br>to<br>1984-85<br>(VI Plan) | 1985-86  | 1986-87  |
| Central Universities | 9,077-73                 | 23,487-08                             | 7,646-78 | 8,818-17 |
| Deemed Universities  |                          |                                       |          |          |
| State Universities   | 1,761-10                 | 4,803-38                              | 1,712-14 | 1,986-07 |
| Delhi Colleges       | 342-08                   | 1,204-10                              | 341-22   | 405-45   |
| Other Colleges       | 4,073-90                 | 8,590-82                              | 2,547-17 | 2,865-31 |
|                      | 182-82                   | 432-99                                | 31-77    | 28-20    |

#### *Plan Budget*

5.61 The Ministry was asked to furnish figures of original budget provision, revised budget provision and actuals for each of the four years 1982-83 to 1985-86.

The Ministry gave the following figures for the last 3 years of the Sixth Plan Programme:

|                              | Budget as<br>approved<br>by UGC | Reallocation<br>as per<br>approved<br>outlay | Actuals        |
|------------------------------|---------------------------------|--|----------------|
| (i) <i>Special Programme</i> |                                 |  | (Rs. in lakhs) |
| 1                            | 2                               | 3  | 4              |
| 1982-83                      | 1600.00                         | 1145.00                                      | 723.16         |
| 1983-84                      | 1500.00                         | 1220.00                                      | 1671.68        |
| 1984-85                      | 2835.00                         | 1467.00                                      | 1610.11        |
| Total:                       | 5935.00                         | 4832.00                                      | 4004.95        |

(Saving over allocation : 17%)

| 1  | 2                | 3              | 4              |
|--|------------------|----------------|----------------|
| <b>(ii) Research Support</b>   |                  |                |                |
| 1982-83  | 700.00           | 425.00         | 436.34         |
| 1983-84  | 700.00           | 1180.00        | 821.67         |
| 1984-85  | 1045.00          | 1100.00        | 1021.97        |
| <b>Total:</b>  | <b>2445.00</b>   | <b>2705.00</b> | <b>2279.98</b> |
| <b>(Saving over allocation: 16%)</b>   |                  |                |                |
| <b>(iii) University Development</b>  |                  |                |                |
| 1982-83  | 2200.00          | 1395.00        | 1250.81        |
| 1983-84  | 3000.00          | 2100.00        | 2575.35        |
| 1984-85  | 4870.00          | 2415.00        | 2265.79        |
| <b>Total:</b>  | <b>10,070.00</b> | <b>5910.00</b> | <b>7091.95</b> |
| <b>(Excess over allocation 20%)</b>  |                  |                |                |
| <b>(iv) College Development</b>  |                  |                |                |
| 1982-83  | 1500.00          | 1285.00        | 496.24         |
| 1983-84  | 2500.00          | 1652.00        | 1317.34        |
| 1984-85  | 2690.00          | 1195.00        | 1953.19        |
| <b>Total:</b>  | <b>6690.00</b>   | <b>4132.00</b> | <b>3766.77</b> |
| <b>(Saving over allocation 9%)</b>   |                  |                |                |
| <b>(v) Specific Schemes for for Central Universities,<br/>Deemed Universities &amp; Delhi Colleges</b> |                  |                |                |
| 1982-83  | 500.00           | 415.00         | 227.81         |
| 1983-84  | 260.00           | 930.00         | 125.03         |
| 1984-85  | 500.00           | 565.00         | 419.65         |
| <b>Total:</b>  | <b>1260.00</b>   | <b>1910.00</b> | <b>772.49</b>  |
| <b>(Saving over allocation : 60%)</b>  |                  |                |                |
| <b>(vi) Miscellaneous</b>  |                  |                |                |
| 1982-83  | —                | 35.00          | 25.70          |
| 1983-84  | 40.00            | 70.00          | 39.87          |
| 1984-85  | 100.00           | 58.00          | 57.84          |
| <b>Total:</b>  | <b>140.00</b>    | <b>163.00</b>  | <b>123.41</b>  |
| <b>(Saving over allocation: 25%)</b>   |                  |                |                |

| 1                            | 2         | 3         | 4         |
|------------------------------|-----------|-----------|-----------|
| <i>Total for all Schemes</i> |           |           |           |
| 1982-83                      | 6500.00   | 4700.00   | 3160.00   |
| 1983-84                      | 8000.00   | 7152.00   | 6550.94   |
| 1984-85                      | 12040.00  | 6800.00   | 7328.55   |
| Total:                       | 26,540.00 | 18,652.00 | 17,039.55 |
| (Saving over allocation: 9%) |           |           |           |

5.62 As the table above indicate that final allocations have been increased over budget provision even though funds allotted by Government have gone down and there are also cases where the actuals have no relation whatsoever with the final allocations decided upon, indicating thereby that the budgeting process has no relation with the actuals in any year. Asked to clarify for such variations, the Ministry has stated; gap between requirements and actual availability of funds in this case was very large. The reallocation was an *ad hoc* exercise, distributing the gap almost on a prorata basis. "In the end, however, the commitments already made determined the actual expenditure".

5.63 As regards the absence of separate figures of original and revised estimates and the procedure for budgeting adopted by the UGC, the Ministry indicated the position as under.

5.64 The estimates of annual provision prepared by the Commission are recommended to the Planning Commission for consideration and approval. Generally, the actual outlay approved by the Government is significantly lower than the demands made in any annual plan. Sometimes, it may be even as low as 40 per cent of the estimates prepare by the Commission. Eventually, when the Annual Plan outlay is known, the UGC is informed of the likely provision that can be made available to the Commission during that year. When the budgetary exercise is completed, the Government intimates to the Commission of the total budget approved for that year. Generally, therefore, the exercise of re-determining the provision for individual programmes is taken up by the Commission only after the final budget provision is known. The final budget provision for individual schemes in most cases will be far less sthan the estimates initially prepared by the Commission. The Budget Estimates prepared by the Commission, and the actual outlay provided have, therefore, wide variations. As the requirements almost invariably are much higher than the approved budget, efforts are made by the Government to provide as much funds to the Commission as possible by drawing upon the savings, if any, available from other sectors of education. Thus, in some year the final grants to the Commission have been higher than the approved budget; but in such cases, the precise addition to the budget is known only towards the end of the year. Thus, there are far too many variables involved in the actual availability of funds for utilisation by the Commission.

5.65 Nevertheless, since financial assistance to Universities and Colleges for implementation of various programmes of the Commission is generally approved for the plan period as a whole, and since at any given time, there are commitments far in excess of the funds available with the Commission, it has been possible to judiciously utilise the outlays made available to the Commission from year to year.

5.66 The Committee note that the extent of availability of funds for a financial year will be known to the UGC roughly by the previous January. In such circumstances, the Committee are unable to understand why UGC is not in a position to prepare budget estimates with reference to the available allocation and get it approved by the Members of the Commission before March, and to have a review of the budget estimates, sometime by the end of November or December, so as to regulate the future programme in the context of the availability of funds and progress of various schemes. From an analysis of the budgets approved by the UGC, reallocations made as per approved out-lays and the actuals for the 3 years, 1982-83, 1983-84, and 1984-85, the Committee cannot but help conclude that even the revision of the budget with reference to the funds made available by Ministry has absolutely no bearing on the actuals. The Committee note in this connection that notwithstanding overall reduction in allocation of grants for the three years from Rs. 265 crores to Rs. 186 crores, the provision initially made for special schemes for Central Universities, which was Rs. 12.6 crores, was raised Rs. 19.10 crores and the actuals were only Rs. 7.72 crores. Similarly, under the university development, the allocation was brought down from Rs. 100.70 to Rs. 59 crores, but the actuals were about Rs. 71 crores. For any organisation, dealing with substantial funds, the Committee consider the preparation of physical and financial budgets and regulation of physical progress and expenditure there against, as absolutely necessary for planned development. The Committee, therefore, recommend that the existing system of budgeting by the UGC needs to be reviewed and placed on a sound footing, without loss of time. This matter may also be referred to the expert group, which the Committee has recommended in an earlier recommendation for an in-depth examination of the problem.

#### *F. Utilisation Certificates*

5.67 For all grants disbursed, Utilisation Certificates are issued on receipt of audited accounts from the grantee Institutions for the grants paid to them. Normally, the Utilisation certificate should be issued not later than 18 months from the date of disbursement of the grant. As the receipt of accounts was delayed, in order to avoid accumulation, it was decided in 1970 in consultation with the Comptroller and Auditor General of India that it may not be necessary to base the Utilisation certificate on the audited accounts and that provisional utilisation certificate could be issued on the basis of the periodical reports and statement of expenditure received from the appropriate authority of the grantee institution.

5.68 In 1984 in pursuance of the recommendations made by a special committee consisting of the representatives of the Ministry of Education, Ministry of Finance and the Comptroller and Auditor-General of India in a



meeting held on 21.4.1984, various decisions were taken and a circular was issued wherein all the sanctioning Divisions were requested to issue Utilisation Certificate in respect of the earlier instalment while sanctioning subsequent Grant-in-Aid. As a result the Grant-in-Aid bills are passed only when the utilisation certificate in respect of earlier instalments, if any, is issued by the concerned Division. According to the Ministry, this step has resulted in reduction in the accumulation of Utilisation Certificates.

5.69 On the procedure now in vogue, the Secretary UGC, stated during evidence:

“there is some kind of simplification provided to us by the C.A.G. That relates to the earlier system in which a certificate had to be given by the AG of the State for the respective Universities. Now, the Audit authorities have agreed that progress report can be given by the University signed by the Registrar on the utilisation of funds and on that basis provisional utilisation certificate can be issued and that can be taken as certificate towards the expenditure incurred.”

5.70 The table below indicates the extent to which utilisation certificates are yet to be issued for Plan and Non-Plan grants as on 31.1.1988.

| Year to which<br>pertains | Plan            |         | Non-plan        |        |
|---------------------------|-----------------|---------|-----------------|--------|
|                           | (Rs. in lakhs)  |         |                 |        |
|                           | No. of<br>items | Amount  | No. of<br>items | Amount |
| 1958-59                   | 13              | 112.95  | —               | —      |
| 1959-60                   | 33              | 15.52   | —               | —      |
| 1960-61                   | 128             | 20.90   | —               | —      |
| 1961-62                   | 228             | 59.48   | —               | —      |
| 1962-63                   | 663             | 97.36   | —               | —      |
| 1963-64                   | 850             | 145.99  | —               | —      |
| 1964-65                   | 1426            | 135.34  | —               | —      |
| 1965-66                   | 1586            | 181.36  | —               | —      |
| 1966-67                   | 1516            | 209.30  | —               | —      |
| 1967-68                   | 2210            | 291.43  | —               | —      |
| 1968-69                   | 2594            | 292.38  | —               | —      |
| 1969-70                   | 4251            | 207.71  | —               | —      |
| 1970-71                   | 4860            | 630.61  | —               | —      |
| 1971-72                   | 5768            | 724.46  | —               | —      |
| 1972-73                   | 3822            | 751.96  | 4               | 5.65   |
| 1973-74                   | 2941            | 592.71  | 4               | 3.32   |
| 1974-75                   | 3532            | 330.00  | 3               | 151.01 |
| 1975-76                   | 4540            | 777.45  | 1               | 4.75   |
| 1976-77                   | 5674            | 1236.39 | 1               | 2.15   |
| 1977-78                   | 7744            | 794.33  | 73              | 393.73 |
| 1978-79                   | 7112            | 1589.26 | 20              | 125.48 |

| 1       | 2      | 3        | 4     | 5        |
|---------|--------|----------|-------|----------|
| 1979-80 | 5999   | 886.85   | 1340  | 173.52   |
| 1980-81 | 3995   | 483.27   | 1809  | 228.87   |
| 1981-82 | 5481   | 205.05   | 1290  | 811.21   |
| 1982-83 | 3926   | 829.56   | 1168  | 621.90   |
| 1983-84 | 2215   | 1481.09  | 1559  | 1215.72  |
| 1984-85 | 10210  | 6247.92  | 1034  | 450.07   |
| 1985-86 | 5861   | 4400.95  | 1872  | 4564.59  |
| 1986-87 | 10785  | 8342.75  | 1405  | 10106.83 |
| Total : | 109963 | 31974.41 | 11583 | 18858.80 |

5.71 On the unsatisfactory position in regard to issue of utilisation certificated, the PAC had observed in their 73rd Report (1977-78) that despite reported simplification of procedure from October 1970 and appointment of a special officer from September 1970, the position had not improved, that as many as 8568 items involving Rs. 12.33 crores were still outstanding for over 7 years. The PAC then recommended that a crash programme should be drawn for liquidating outstanding utilisation certificates.

5.72 According to the Ministry, the following steps have been taken by the Commission to the process of issue of outstanding utilisation certificates:

- (i) Since 1984 no further instalment of grants is sanctioned university or a college or to an individual research worker till such time as the provisional utilisation certificate of the earlier grant has been issued. this process has been built into the mechanism for the release of grants.
- (ii) The universities etc. are being reminded at regular intervals through D.O. letters at appropriate levels to expedite the issue of utilisation certificates.
- (iii) Personal discussions are held with the officers of the universities when the UGC officers visit the universities or vice-versa to clarify issues and expedite the submission of accounts.
- (iv) the staff of the UGC Cell created exclusively for this purpose also visited a few universities to clear the outstanding arrears.

5.73 Regarding conduct of inspection to check financial utilisation and physical achievements of objectives of scheme, the Ministry has stated that the relationship between the UGC and the Universities, both statutory autonomous bodies, is delicate. The steps that the UGC takes for fulfilling its statutory responsibilities have to be, as envisaged in Section 12 of the UGC Act, in consultation with the universities or other bodies concerned.

5.74 the accumulation of arrears in the issue of Utilisation Certificates has been attributed to the following reasons:

- (1) The abnormal delay in the receipt of audited statements of expenditure against the grant-in-aid from the Universities.
- (2) Delays on the part of the Universities in sending audited statement of accounts particularly in respect of grants sanctioned to the colleges through the universities.
- (3) Delays in the receipt of the completion Certificates from the PWD in respect of buildings which are essential for finalisation of the accounts including issue of Utilisation Certificates.
- (4) The maintenance grants to Delhi Colleges are initially paid on 'on account' basis and finally determined on the basis of the audited statement of accounts. This takes considerable time, resulting in the accumulation of issue of Utilisation Certificates.

5.75 Elaborating further the reasons for delay in issue of utilisation certificates, the Secretary UGC stated during evidence:

"The main difficulty is, wherever there is a university to implement the scheme by itself, relating to buying on equipment or book, universities are able to furnish progress report promptly because they are able to operate in their own system. When it comes to reimbursement of salary, component plan, they are required to submit comprehensive statements of expenditure at the end of the year, certified by their statutory auditors or chartered accountants, as the case may be, and there the delay comes. In the case of building components also, the delays are caused because the universities have to obtain certification from the Public Works Department of the State and also furnish completion document of the projects. the Public Works Departments take their own time in furnishing the necessary certificates. So, where multiple agencies are involved, delays are caused. Where the universities themselves are to respond, they are able to respond very quickly".

5.76 Asked during evidence whether the Ministry would justify the delay in not getting the utilisation certificates since 1956, the Secretary, UGC, stated during evidence:

"The mechanism is relating to the kind of components which are in built in the implementation process. When it comes to procuring equipment and other things like Books & journals, the College or a University Committee will sit together and take decisions quickly and there is no delay."

5.77 On being pointed out that 28 years was a long period, the witness explained:

"there are a few steps which we have now taken namely to establish UC Cell. It has taken up analysis of the data as back log now. There are schemes etc. for which the universities will have to be visited by out officials. We have now prepared a strategy. We are taking many measures since 1984."

5.78 On the nature of Audit machinery at state level to visit universities and check accounts, the witness stated:—

“When University accounts are required to be audited by the AG of the State, they have to obtain AG Certificate. Government sector colleges are examined by the AG of the State. We have allowed the private institutions to have their accounts audited by the Chartered Accountants.”

5.79 On the procedure adopted for watching utilisation certificates in respect of colleges, the Secretary, UGC stated during evidence:

“There is the whole mechanism in the system, we have College Development Council (CDC). Full support to CDC is provided by the UGC. CDC's responsibilities have been identified and they include, not only facilitating in providing funds to the colleges, but also to see and examine whether there is implementation of the project as planned or not. If there is any problem due to UGC procedure etc., they bring to our notice and such issues are then taken by the Commission.”

5.80 Asked to indicate how many universities and colleges were yet to issue utilisation certificates, the witness stated:

“I would like to say that we have got 8 Central Universities. If you take the correct view, 18 months is the time allotted for the funds to be utilised. I would say that all the Universities, including all Central Universities, some of items for which they are yet to issue utilisation certificates. Thus, we have pending Utilisation Certificate for certain items from all institutions.”

5.81 On the feasibility of adjustment of unutilised grants against future releases for whatever purpose the grants are paid, the Chairman, UGC, stated:

“We have the armaments. We can stop our grants. It is very easy. There are two things here; stopping the grants in one area or another area or stopping the whole grants. This is a very difficult decision to take. What we have decided is, for a particular scheme if the necessary certificate does not come, we do not stop the grants for the other scheme. If, for example, a utilisation certificate in respect of building has not come, it does not mean that we do not give equipment to another Department which does not have anything to do with it.”

5.82 The Committee are highly perturbed to note that the position in regard to outstanding utilisation certificates has considerably deteriorated over the years and as at the end of January, 1988 utilisation certificates were yet to be issued for 109963 items involving a sum of Rs. 319.74 crores under Plan and for another 11583 items involving a sum of Rs. 188.59 crores under Non-Plan. The Committee note in this connection that according to PAC's 73rd Report (6th Lok Sabha) (1977-78) the number of outstanding items of Utilisation Certificates at that time were only 49964 whereas over a period of 10 years the number of items pertaining to the period upto 1962-63 were 203 items had been cleared still leaving 663 items. On the other hand, during the visits of the Committee to some of the

universities the Committee were informed that the universities have already furnished utilisation certificates for practically all items. In the circumstances, the Committee feel that there is a serious gap of communication between UGC and grant recipients as also lacunae in the functioning in the UGC's office as the monitoring of the progress of utilisation is apparently not being attended to adequately. The Committee note in this connection that the relaxed procedure agreed to in 1971 was for issue of utilisation certificates without waiting for audit certificates but based on Statement of Accounts rendered by the grant receiving institutions whereas the large outstanding is reported to be due to non-receipt of audited accounts. The Committee feel that this matter may also be examined in depth by the proposed Expert Group. In this connection, the Committee need hardly point out that financial discipline should be the basis for release of grants and hence consider it necessary for the UGC to withhold from future grants, for whatever purpose they are paid, the amount not actually spent or amounts spent irregularly.

#### *G. Monitoring and Evaluation*

5.83 The programmes implemented by the Commission are broadly classified into the following groups:-

- (i) Development of Universities
- (ii) Development of Colleges
- (iii) Special Programmes for Improvement of Quality
- (iv) Support for Research
- (v) Other programmes.

5.84 The mechanics for monitoring and evaluation are stated to be as under:

##### *Development of Universities*

5.85 On receipt of proposal for assistance for a Plan period, the Commission constitutes Visiting Committees consisting of experts in various fields who are drawn from the university system and outside. Representatives of the State Governments are also associated with the Visiting Committees. These Visiting Committees are specially asked to take a coordinated view of the development of the universities within a State and also to indicate the priorities to be assigned to different programmes proposed by each university. During the course of its work, the Visiting Committees are expected to make an assessment of the past performance of each university. For this purpose the secretariat of the Commission makes available to each Visiting Committee a profile of the concerned university, the programmes of development approved for them, the grants paid and utilised and other relevant details. Based on these data and through on the spot assessment of the progress of implementation of various schemes, the Visiting Committees point out the strengths and weaknesses in the performance of each university. Generally the reports of the Visiting Committees contain a critical assessment of the past performance which is a basis for determining the type and nature of

further support to be provided. These general recommendations of the Visiting Committees are followed up by the Commission with the concerned universities so that the short-comings are corrected.

### *Development of Colleges*

5.86 The information furnished by the Ministry covers aspects relating to framing of guidelines for schemes and procedure for receipt of assistance and release thereof. The guidelines do not cover matters relating to monitoring and evaluation.

### *Special Programmes for quality improvement*

5.87 These programmes are generally formulated by the Commission with the help of Expert Committees. While implementing the programmes, the Commission also appoints Standing Committees to oversee their implementation, review their progress, undertake evaluation and make modifications in the programmes themselves wherever necessary. In each of the major categories of the programmes, there are separate Standing Committees. The reports of implementation of the programmes are considered by these Standing Committees at regular intervals. In appropriate cases the Standing Committees which the Commission constitutes recommend to the Commission to depute Committees for specific programmes or institutions. Though these mechanisms, the Commission keeps a constant watch on the progress of implementations of the programmes and their evaluation. Modifications are also made in the objectives content and methodologies depending upon the experience gained. Accordingly, the nature and extent of assistance are also suitably modified.

### *Support for research*

5.88 In this category of programmes are included major and minor research projects, strengthening of infrastructure for research, award of fellowships, development of common facilities etc... During each plan period, the Commission with the help of Standing Committees and the Subject Panels (almost all the major disciplines have separate Subject Panels constituted by the Commission), determine the area in which research capabilities should be strengthened. They also identify the themes on which instructional conferences for teachers could be organised. Depending upon the nature and type of programme special Committees are constituted for assessing the implementation/impact of the programme. For example a Standing Committee has been constituted for strengthening the infrastructure in Science and Technology. In the case of research projects a monitor is designated by the Commission to review its progress and make report. These reports are later evaluated by the concerned subject panels.

### *Other programmes*

5.89 For certain categories of major programmes like autonomous colleges, women studies, physical education and sports, adult education etc. The Commission has constituted Standing Committees. These Standing Committees are responsible for framing the details of programmes to be

implemented in their concerned areas and keep a watch on their implementation, undertake evaluation of the progress from time to time, review the scheme for modifications where-ever necessary etc. These Standing Committees constitute a major mechanism through which the Commission monitors and reviews the programmes implemented by it.

### *Institutional Evaluation*

5.90 In 1982 the UGC appointed a Committee to review the working of all the Central Universities. This Committee had carried out an exhaustive review of the functioning of each of the 7 Central Universities. Based on the experience gained from this, the Commission has decided to undertake a comprehensive review of the working of the Central Universities every 5 years. Accordingly, review of the performance of the University of Hyderabad and North Eastern Hill University is in progress.

5.91 The mechanism of releasing grants is also utilised by the Commission to keep a watch on the progress of implementation of various schemes. The practice followed by the Commission is that when grants are approved, an instalment is released with the condition that further instalments would be released only after the progress of utilisation of the first instalment is communicated, indicating also the physical targets achieved.

5.92 In reply to a question as to why the evaluation of the two universities has not yet been finalised, the Ministry has stated that the report of Monitoring and Evaluation of the university of Hyderabad has since been submitted to the UGC and is under consideration of the Commission.

5.93 The visit of experts to North Eastern Hill University has since been completed and the report was likely to be made available by March, 1988.

5.94 Regarding specific quota allocated to the cell to be completed in a time bound programme the Ministry has stated that it was decided that the work of the Central Universities be reviewed and evaluated in the first instance. The review of the work of JNU is being initiated.

5.95 In reply to a question how this cell can monitor the achievements and evaluate the working of over 100 universities, the Ministry has stated that a small cell in the UGC cannot obviously support an in-depth review of the performance of over 100 Universities at regular intervals. The review envisaged cover the academic, administrative and financial performance of the Universities including also the quantum and quality of the academic, and research work done by them. The experience gained from the review of the Central Universities would help develop appropriate methodologies and mechanisms for regular review of a larger number of State Universities. The Commission is also considering a proposal to evolve an Accreditation and Assessment Machinery for the appraisal of the performance of universities and colleges as envisaged in the NPE.

5.96 The Committee are of the view that the monitoring and Evaluation Cell set up by the U.G.C. has not been able to deliver the goods. It is disquietening to note that hardly any intensive and extensive evaluation and monitoring of the schemes being implemented by all the Central universities and colleges in Delhi have been done so far. The position of State Universities is also far from satisfactory. The Committee find it rather amusing to be informed that monitoring and evaluation of State Universities is the responsibility of the Visiting Committees which, according to information furnished by the Ministry/UGC, were not appointed at all for the formulation of proposals for the Seventh Plan. It is needless to stress that unless effective monitoring and evaluation of all the schemes being implemented by the various universities is done on a continuous basis, the implementation of the schemes is likely to go away. The Committee, therefore, recommend that the Monitoring and Evaluation cell set up by the U.G.C. should be strengthened adequately so as to enable it to effectively monitor and evaluate the schemes in right perspective. As a first sequel to this, the progress reports being received from the various universities should be critically analysed immediately on receipt and lacunae, if any, found in the implementation of the schemes identified and conveyed to the universities concerned well in time, so that they are able to put the implementation of the schemes on a proper footing.



## CHAPTER VI

### MISCELLANEOUS

#### *A. Autonomous Colleges*

6.1 The Education Commission (1964-66) had recommended that selected colleges should be given autonomous status so that they could initiate experiments and innovations in designing courses, determining the content of courses, developing new teaching methods, evolving new evaluation procedures, etc. In pursuance of this recommendation, the UGC formulated a scheme of autonomous colleges in the Fourth Five Year Plan. While conferment of autonomous status does not involve any transfer of financial responsibility from the management, the UGC had agreed to provide marginal financial assistance.

6.2 The review Committee on UGC also recommended in its report (January, 1977) that the UGC should take initiative in selecting autonomous colleges and with the cooperation of State Governments, help them function as such.

6.3 Till 1986, 21 colleges were conferred autonomous status. Of these, 16 were in Tamil Nadu, 2 in Andhra Pradesh, and 1 each in Bihar, Gujarat and Madhya Pradesh.

6.4 The National Policy on Education, 1986 has advocated the development of autonomous colleges in large numbers. The programme of action drawn by Government envisages that about 500 colleges should be developed as autonomous colleges in the Seventh Plan.

6.5 In pursuance of the National Policy on Education and the programme of action, the UGC comprehensively reviewed the guidelines for autonomous colleges and revised guidelines were circulated to State Governments and Universities in January, 1987. The State Governments and Universities were requested to send proposals from colleges which wish to be considered for autonomous colleges.

6.6 After revision of the scheme in January 1987, proposals for conferring autonomous status to 36 colleges have been agreed to by the UGC, the Statewise distribution being Andhra Pradesh 7, Madhya Pradesh 1, Rajasthan 4 and Tamil Nadu 24. Further progress so far has been as under:—

|  |    |          |
|--|----|----------|
| Proposals finalised by UGC till November, 1987       | 46 | Colleges |
| Proposals awaiting concurrence with UGC              | 10 | "        |
| Proposals awaiting concurrence of State Governments  | 10 | "        |
| Proposals awaiting concurrence of State Universities | 86 | "        |

6.7 According to the Ministry the response to the scheme from the northern States has so far been not very enthusiastic. The main reason is reportedly the absence of appropriate provision in the Acts and Statutes of some Universities, the disinclination of some universities to go ahead with the Scheme, and in some cases, the reluctance of private managements to seek autonomous status.

6.8 In this connection, the Chairman, UGC observed during evidence:—

“In regard to the establishment of autonomous colleges, all the State Governments have been requested that they should re-examine and review the State University legislations to see whether they provide for autonomous colleges or not. If they do not provide, then necessary provision should be made. This is a continuous contact that exists between the Centre and the States.”

6.9 During the visit of the Study Group of the Committee to Kerala, the State Government expressed its reservations on the creation of autonomous colleges. In reply to a question whether all the States have accepted the basic policy of granting autonomy to the colleges, the Ministry has stated that most of the State Governments have initiated steps for selection of colleges for autonomous status. So far, only the Government of West Bengal has expressed their unwillingness to implement the scheme.

6.10 Explaining the reasons of larger number of autonomous colleges in Tamil Nadu the Ministry has informed that the experiment of autonomous colleges was initiated by the Universities in Tamil Nadu initially by conferring the status on a sufficient number of colleges. There were sixteen autonomous colleges. There were sixteen autonomous colleges in the State of Tamil Nadu before 1986. The selection of a much larger number under the revised guidelines suggests that the Universities and the State Government have found the experiment encouraging.

6.11 On being pointed out during evidence that no college had been converted into autonomous college in Kerala and whether it was due to State Government's reluctance, the Chairman, UGC stated :

“I cannot go into the psychology factor. But, recently we had discussions with the authorities in Kerala. I think, many of these things depend people....In Kerala, this movement has not started. when I discussed with the Government of Kerala, it was pointed out that they were thinking about this. I do hope it would be started there. But I cannot give the detailed reasons.”

6.12 The issue relating to creation of autonomous colleges was discussed by Government of Kerala with the members of the Committee during their visit and later, in a note, the State Government has clarified its stand as under :—

“Government considered the proposal taking into account the various aspects and decided that the autonomous colleges issue may not be further proceeded with for the present on the following considerations :

1. Time has come to stop experimenting with new schemes so as to concentrate more effectively on the implementation of the existing pattern of education.
2. As far as this state is concerned the relevancy at present is for identifying avoidable further expenditure in the sector of education. New Schemes, centrally sponsored schemes as they are, would be financed only in part by the UGC or by the Government of India. Apart from the financial liability this would make inroads into the expenditure from the revenues of the State and therefore worsen the already difficult overall revenue position in this State.
3. College autonomy will be controlled, regulated and supervised by the concerned University to which the college is affiliated. Even in matter of academic education dual control would continue.
4. Conduct of examinations leading to award of degrees by the colleges themselves in a State, like Kerala is not desirable for obvious reasons."

6.13 On the problems faced in this regard, the Chairman, UGC observed:

"I quite agree with you that the scheme was started in sixties. The total number of colleges which were given autonomous status was twenty one, and most of them were in the State of Tamil Nadu, and other States did not come out. So, we studied this. We discussed with the group of Teachers, students and managements to know their problems in regard to autonomy. When the new policy came, we found that some universities did not have even the provision to give autonomous status to colleges and some teachers feel that the provision to give autonomous status to colleges would be taken over by an oppressive management, which will not pay attention to their rights and fix their own salaries....We went through the matter to change the guidelines which had been given earlier for autonomous colleges and tried to remove the causes for some of the fears expressed by some people."

6.14 The witness also stated:

"We examined and found that teachers have some worries. We have to make sure that the teachers do not have those worries so we changed the guidelines. Now some managements have some worries that they have to give away some powers. I feel that the kind of management system that we have suggested as a guideline for an autonomous college will do a great deal for an autonomous college will do a great deal for education...Now we have begun to receive some responses. Many universities are expecting to send another list of autonomous colleges. Some universities have to change their Acts....We had a lot of discussions at the State level. We have to do a lot by persuasion and we have to take away fears of some people. Autonomy must be sought and so there has to be willingness of the colleges, university and the State Government. We are trying to do it by persuasion."

6.15 Regarding granting of autonomous status to Regional Engineering College in Tiruchirapalli alone, the Ministry has explained that although the Regional Engineering Colleges have been established at the initiative of the Central Government, they are still affiliated colleges of the concerned Universities. Unless the concerned university takes the initiative, the Regional Engineering Colleges cannot be declared autonomous.

6.16 The scheme of autonomous colleges provides following precautions on monitoring evaluation and accountability of autonomous colleges :

- (a) Each autonomous college with the approval of the Academic Council should constitute appropriate mechanisms to evaluate its academic performance, improvement in standards, success of the prescribed regulations and how best it has used the autonomous status.
- (b) There will be self-evaluation each year by the colleges. In addition, there will be two external evaluations, one after three years, and another after 5 years of the term which will also determine the continuance or otherwise of the autonomous status.
- (c) Suitable norms need to be formulated by the autonomous colleges for their accountability for personnel, financial and physical resources, in relation to specific academic objectives, and overall national development.
- (d) The external accountability has to be measured in terms of courses, course options, co-curricular and extra-curricular activities, performance of students, students employment, teachers' contribution to generation of knowledge as well as to extension etc.
- (e) The internal accountability has to be measured in terms of resource acquisition, efficiency index, average workload, average time distribution between lectures, tutorials / practicals, group discussion, project work, teaching-aids used, programmes and activities planned and implemented, professional development of teachers, utilisation of infrastructural facilities, number of books / journals in the library.

6.17 Asked to furnish details of mechanism for making objective external evaluation of autonomous colleges to determine continuance or otherwise of the autonomy and about the action taken on evaluation carried out, the Ministry informed in a note submitted to the committee that the guidelines which were initially developed for the scheme of autonomous colleges suggested that the parent university should constitute review committees after a period of five years to review the work and progress of the autonomous colleges and decide whether or not the autonomous status should continue. It was also suggested that the UGC should be associated with such a review. Since most of the autonomous colleges were functioning in Tamil Nadu, the Universities in that State had constituted review

committees and on the basis of their reports , the autonomous status of all the colleges was extended.

6.18 In the revised guidelines, it has been suggested that review committees should be set up after three years for autonomous colleges. These committees should consist of one nominee each of the State Government and the UGC, one principal of an autonomous colleges nominated by the parent university, and one officer and another nominee of the parent university. According to the revised guidelines, autonomous colleges have been selected only during 1987 and any review of their work will be due only in 1990.

6.19 The Committee have also been informed that there has so far been no instance of withdrawal of autonomous status.

6.20 In reply to a question regarding machinery at the Commission level for regular monitoring of these colleges, the Ministry has stated that the UGC has set up a standing Committee to monitor the implementation of the scheme of autonomous colleges continuously.

6.21 For implementing the programme of Action for the development of 500 autonomous colleges by the end of the Seventh plan, the UGC is reported to be pursuing the matter with the State Governments and Universities. Wherever the University Acts do not make a provision for conferring autonomous status on colleges, the State Governments have been requested to make necessary amendments. The Commission has also agreed to sanction assistance ranging from Rs.4 lakhs to Rs. 7 lakhs per year to each autonomous colleges for meeting the additional expenditure developing on it consequent to the autonomous status.

6.22 Asked whether the target of granting autonomous status to 500 colleges was fixed arbitrarily or some preliminary studies were conducted to select colleges, the Chairman, U.G.C. explained during evidence :

“I think we are both guilty of agreeing to this figure. At that time, it was thought of having a significant number so that we can really begin to discuss the sociology of such Institutions. But so far as the new Education Policy is concerned, in principle, it says that the ultimate aim is that all colleges shall be autonomous. We do not know whether we can achieve it or not. But it says that ultimately all the colleges should be autonomous and the whole concept of affiliated colleges should disappear. In fact, we may not be ready for this. But the point is that we wanted to have a sufficient number in the beginning to create a claimate for this. That is why the number 500 has been put. Therefore, the impression which I got is that ultimately all the colleges should be made autonomous colleges. There is a statement to this effect.”

6.23 The Committee consider it unfortunate that the Ministry / U.G.C. implemented the recommendation of the Education Commission made as far back as 1966 regarding grant of autonomous status to colleges in a lukewarm manner as is indicated from the fact that till 1986 only 21

colleges had been conferred autonomous status. It was only after the National Education Policy was pronounced in 1986 and the idea of autonomous colleges was supported therein that the Ministry / U.G.C. became alive to the problem and fixed an ambitious target of setting up of 500 autonomous colleges by the end of Seventh Plan. For reasons best known to them, the Ministry / U.G.C. again went slow in the achievement of targets and as per the present position, only 56 colleges have been conferred the autonomous status so far. It is rather surprising that even the Central Universities have not shown any enthusiasm towards this scheme, what to say of State universities. The Committee, therefore, would like the Ministry / U.G.C. to again go into the efficacy of this scheme to find out as to why the response from the universities has been discouraging in this regard and to take effective remedial measures to achieve the desired targets.

### *Participatory Management*

6.24 The affiliating system is not intended to be replaced at once. it will continue till all colleges are in a position to take full responsibility for their programmes. In this context, establishment of Universities which perform only affiliating functions is being considered.

Asked what steps U.G.C. has taken in this regard, it was stated that the UGC has developed a model for such Universities. The report of the UGC committee on Alternative Models of Management has not been finalised. When asked to explain the scheme of Participatory Management, it was stated that the management structure envisaged for autonomous colleges was based on the principles of participatory management i.e. with the involvement of teachers, management, University, State Government and U.G.C.

Asked if linking of the concept of autonomous colleges with the participatory management had been examined from Constitutional and legal angles, it was stated that the management structure suggested in the guidelines was not expected to be rigidly followed by every autonomous college. Appropriate changes in the details considered essential by the State Governments, Universities etc. could be made to meet the specific demands of the situation in which individual institutions were placed. It was not, therefore, envisaged that the suggestions made in the guidelines would lead to any legal or Constitutional problems.

6.25 About the effect of Participatory Management on minority educational institutions it was stated that the management pattern proposed for autonomous colleges is based on two main considerations. Firstly, the management should consist of structures that can perform not only the administrative, but also the academic responsibilities developed on the autonomous colleges. Secondly, the academic administration of the college should provide opportunities for teachers to participate in course design, curriculum development, development of teaching methods, evaluation procedures, etc. It is expected that minority institutions can work out

appropriate mechanisms for management which will be consistent with these objectives.

When asked whether this aspect of participatory management has been given adequate thought it was stated by Chairman, U.G.C. during evidence :-

“I am not a Constitutional expert but I think any institution worth its name in order to develop educational institutions, unless it has participation of teachers and students, I do not think it will get any place.... I think speaking autonomous does not mean that everybody will lose their right, in fact they will acquire right. They are participants in our education. It is true that some of them are good autonomous colleges from amongst the few minority institutions.”

**6.26 The Committee are of the opinion that the concept of participatory management should be advantageously utilised in the scheme of autonomous colleges. Management structure of such colleges should be based on active and effective participation of students, teachers, universities, State Governments and the university Grants Commission. They deprecate that the matter has not been given the attention it deserved. The Committee would like U.G.C. to thoroughly review the scheme of participatory management from Constitutional and legal angles. They also consider it imperative that the interests of minority educational institutions are safeguarded as provided in the Constitution, while working out the details of such schemes.**

*B. Inter-university collaboration for sharing of facilities.*

**6.27 The Conference of vice-Chancellors held in May 1981, recommended the need for inter-university collaboration and sharing of sophisticated instrumentation. Based on these recommendations, as also similar one in the conference of Vice-Chancellors held in May 1984, 2 Regional Instrumentation centres—one at Indian Institute of Science, Bangalore and the other at Bombay University—were established. In addition, a National Centre for Science Information has been established at the Indian Institute of Science, Bangalore in science subjects. Two information centres—one at the SNDT Women's university, Bombay and the other at M.S. University of Baroda, Baroda have also been set up. The Centre at Bombay covers disciplines like Sociology, Gujarati, women's Studies, Home Science, Library Science and Special Education, while the centre at Baroda covers Economics, Political Science, Education and psychology. The facilities at these centres are intended to be available to researchers and teachers from the university sector all over the country. However, the Western Regional instrumentation Centre, Bombay has been providing services to the universities of Western Region comprising of the States of Maharashtra, Goa, Gujarat, Madhya Pradesh and the Union Territory of Daman and Diu.**

**6.28 Due to ceilings applied by the UGC for release of assistance to universities for library facilities, several universities have represented to the Committee that with the steep rise in prices of several important foreign journals, the developmental and research activities of the universities have**

been adversely affected. Asked to clarify how this genuine problem of universities was going to be met, the chairman, UGC stated during evidence :-

“We are thinking in terms of providing library network service so that all universities can have an access to it. The system itself is becoming a tremendous bottleneck and I feel that it has to be coordinated as a whole. The tremendous expertise which exists in our universities has not been used in terms of technical things and also in terms of economic and social matters...”

6.29 Though Section 12 (cc) of the UGC Act (inserted in 1984) empowers the UGC to establish institutions for providing common facilities, services and programmes for a group of universities or for the universities in general, no institution has so far been established under this subsection. Government, however, intends to develop the Nuclear Science Centre presently functioning as a part of the Jawaharlal Nehru University as a common research facility with an autonomous management under this provision for which the details of the organisational pattern, the structure, management, etc., are being worked out.

6.30 In addition, it has also been decided in principle to set up :

- (i) an Inter-university Centre in Astrophysics at Poona University by utilising the facility of the Giant Meter Radio Telescope to be set up by TIFR with assistance from the Department of Atomic Energy.
- (ii) A National Centre for Communication Research to be established by the UGC. The location of the Centre is yet to be decided.

6.31 These national facilities, when established, are intended to be available for the use of research workers and teachers from all universities and colleges in the country.

6.32 Clarifying the position further in this regard, during evidence, the Chairman. UGC, stated:-

“There are a large number of things to be done. First of these is that we have set up a Central and State inter-university centre in nuclear science. This will be a registered society. I think we have been given powers to do so; and various universities will be able to cooperatively manage and do first class nuclear science work related to all kinds of sciences. Universities have been considered essentially second class citizens compared to national agencies, because nuclear facilities or other major facilities have been existing in various large scientific organisations and so on; and we have to go there at their convenience one by one sometimes to use them. I think this has not been fair to the excellent people in the universities. Similarly, we think in terms of inter-university centres in Astronomy and Astrophysics. When I say inter-university centres I mean they will be with the cooperation of a number of universities to use this facility together...we begin to provide feasibility and possibly of doing important things; and through inter-



university system. We will not only give back to the country what it deserves but in the process we will make our whole education more central, more meaningful. Even the students will realise through their teachers that they are directly connected with one or more important problems of the country. I think the outside world is changing very fast. So many schemes have to be reorganised."

6.33 The Committee fear that keeping in view the overall resource position, it may not be possible for the UGC in the near future to meet the financial requirements of all the universities and colleges. While they would like the Ministry to play a dominating role in providing directions and setting the tone of development of higher education by making substantial investments, they also feel that the inter-university collaboration for sharing of sophisticated instrumentation, setting up of library network service and institutions under section 12 (cc) of the UGC Act is imperative for the improvement in the standards of education. The Committee desire that Ministry / U.G.C. should draw up an action plan for increasing inter-university collaboration taking into account the needs especially of the underdeveloped universities so that there is optimum utilisation of meagre resources available in the country.

#### *C. Equipment in University Laboratories*

6.34 Regarding equipments in Universities Laboratories the Estimates Committee in its 102nd report (1965-66)-(3rd Lok Sabha) had expressed unhappiness to learn that with a few exceptions the universities laboratories were ill-equipped.

6.35 In reply to a question on extent of facilities available in different universities, ill-equipped universities and position in laboratories of Central Universities, the Ministry has stated that the Commission has decided to formulate a scheme to support the universities for removal of obsolescence in their laboratories and workshops. For this purpose, the Commission has appointed a Task Force to make a study of the state of equipment available in the laboratories of the universities and the work of this Task Force is in progress.

6.36 On further clarifications the Ministry stated in a subsequent note furnished to the Committee that the Task Force has had two meetings. On the basis of the recommendations made at its first meeting in January, 1987, detailed information was collected from Universities on different aspects like age of the University, number of undergraduate / postgraduate departments, development grant provided by the UGC for purchase of equipment, special assistance programmes supported by the UGC for various departments, the need of the University for removal of obsolescence and consolidation etc. On a detailed analysis of this information, an index has been evolved to categorise the Universities and norms developed for providing assistance. The quantum of assistance to be provided to Universities and colleges during 7th Plan period has since been decided. Similar exercise has also been completed for strengthening library facilities and these schemes have already become operational.

6.37 The Committee note that a Task Force has already been appointed by the UGC to study the state of equipment in the Universities' laboratories. The Committee expect the Task Force to submit its report at the earliest so that necessary follow-up action could be initiated. The Committee also hope that it will be possible for the Ministry / UGC to earmark sufficient funds to the universities to replace their obsolete equipment.

#### *D. Research Fellowships*

6.38 The U.G.C. furnished the following information regarding the number of enrolment in research programmes and the number of degree awarded during the period 1981-82 to 1985-86:

| Year    | Enrolment in Research programmes | No. of Doctorate Degrees awarded |
|---------|----------------------------------|----------------------------------|
| 1981-82 | 34,588                           | 6404                             |
| 1982-83 | 36,731                           | 6597                             |
| 1983-84 | 36,249                           | 6934                             |
| 1984-85 | 38,160                           | 7171                             |
| 1985-86 | 39,287                           | Not available                    |

6.39 It was also stated that normally a post-graduate degree holder took a period of 3-4 years to complete a Ph.D. degree.

6.40 About the incidence of dropouts mid-way without completion of fellowship the Committee were informed that since the academically brighter students got enrolled for research programmes and many of them often got attractive jobs while doing research, the drop-out among them was also high. This applied to both fellowship holders and others. Although the precise extent of wastage was not available, if the figures of annual enrolment and award of Ph.D Degrees were any indication the overall wastage was in the region of 30% or so.

6.41 Asked if provisions existed under rules for some guarantee or bonds on behalf of the candidates selected for fellowships so as to control the incidence of drop outs, it was stated that the fellowship holders were not required to execute any bond under which for failure of completion of research, they would have to refund the fellowships given to them. However, while selecting candidates for the award of research fellowships, due consideration was given to their aptitude for research, and the likelihood of their continuing the research during the tenure of the award.

6.42 When asked specifically to indicate the extent of dropouts without completion of research fellowship period in each of the years 1981-82 to 1987-88 and the quantum of expenditure incurred on these students during each year, it was stated that such detailed study had not yet been conducted. However, on the basis of experience it was found that about 30-35% of the scholars enrolled for research programmes with or without any fellowships dropped out before completing their programmes.

6.43 The Committee are of the opinion that the scheme of Research Fellowships can be effectively utilised for creating a brain bank for the country after their intellectual and creative faculties are properly developed. They note with dismay that a detailed and systematic study of drop-outs among Research Fellows was not conducted at all. The U.G.C. had thus adopted a very casual and non-business like approach in implementing this scheme. The Committee find it unsavoury to note that incidence of drop-outs was as high as 30 to 35%. They view this situation with deep concern as besides causing unproductive expenditure there is also abandonment of projects. The Committee would like the UGC to conduct a system analysis of the malaise and to consider introduction of bonds and other appropriate measures so that the financial interests of the Government are properly secured and the incidence of drop-outs is significantly cut down. The matter should be examined in consultation with experts on the subject and appropriate remedial measures taken with due promptitude.

*E. Establishment of specialised courses in certain Universities*

6.44 During the visit of the Estimates Committee to Cochin, the Cochin University brought to notice that it provides specialised education facilities on certain specified subjects like Oceanography and that notwithstanding this, for the specialised courses conducted, specific 100% assistance is not coming forth in full from the UGC as a result of which the development is affected.

6.45 In a written reply the Ministry has stated that the courses in Oceanography / Marine Sciences have been introduced in a number of universities, such as Andhra, Annamalai, Berhampur, Calcutta, Kerala, Karnataka, Madras as also Cochin University. The Commission is collaborating with the Department of Ocean Development for exploring and determining the extent of support that may be jointly provided by the UGC and the Department of Ocean Development for the development of Ocean Sciences.

6.46 Besides courses in Oceanography / Marine Sciences mentioned above, a specialised course in M.Sc. (Electronic Science) has been introduced in the Universities of Calcutta, Delhi and Poona. A similar course in M.Sc. (Biotechnology) has been introduced in B.H.U., J.N.U., Jadavpur, Poona, Madurai, Kamraj and M.S. University, Baroda.

6.47 Asked as to what specific scheme has been drawn by the Commission to encourage specialised courses for development in 6th and 7th Plans since these courses ought to be considered for development on national footing, the Ministry has stated in its reply that these courses have been introduced keeping in view the assessment of manpower needs made by the Department of Electronics, and the National Board of Biotechnology. In both cases, assistance is provided on a 100% basis to the Universities which is shared between the UGC and the Department of Electronics and the National Board of Biotechnology. Introduction of similar programmes in sericulture, atmospheric studies, etc. is under consideration.

6.48 Regarding steps taken to see that the offer of such courses of study is not confined to the students in that state alone, the Ministry has informed that the selection of students for admission to these courses is made by the Universities concerned on an all-India basis. For instance, admission to M.Sc. (Biotechnology) courses is made on the basis of an entrance test.

6.49 On a suggestion to convert those departments in existing State Universities which offered unique special courses, for specific development as a central activity with full financial assistance from Commission, the Ministry has stated that special programmes and courses in important emerging areas in State Universities as mentioned above, are already being supported on a 100% basis for five years, to begin with.

6.50 In the context of the present resources position, the committee consider it necessary for the UGC to identify universities where specialised courses can be introduced. They feel that these courses should be developed in a few selected Universities instead of extending / creating such courses in a large number of universities. These specialised courses should not only be offered to students of a particular region but preferably an all India test should be conducted for admission to all these courses so that the facility of seeking advanced courses is not restricted on regional considerations.

#### *F. Student Unrest*

6.51 The U.G.C. in a note furnished on the above subject stated that they had not carried out any scientific or systematic study to analyse the causes of student unrest in the Universities and colleges in the country. However, periodic efforts were made to ascertain the causes and consider appropriate measures to remedy them. A major study into incidents of periodic disturbances was made by the Central Universities Review Committee during 1982-83 in the context of its terms of reference relating to the general state of discipline in the Central Universities.

6.52 Following reasons and factors for unrest among University and college students were identified by the above Committee.

(a) Major academic issues involved in the incidents of unrest were admission procedures, medium of instruction, representation of students on University bodies, non-availability of physical facilities, status and recognition of courses and degree, etc.

(b) Another aspect involved related to examinations. This covered examination schedules, changes in the examination procedures, the policy of promotion or detention, incidents in examination halls (like use of unfair means, invigilation, mass copying), lack of objectivity in evaluation, etc.

(c) Non-academic issues like Students Union elections, police intervention, demonstrations for and against political issues, clashes amongst student groups, agitations for and against reservation in seats, sympathetic strikes and demonstrations, etc.

(d) Social and economic issues like employment, review and revision of schemes, inadequacy of scholarship schemes, Students-Teacher relationship, inadequacy of amenities and facilities like hostels, messing etc., and incidents leading to enforcement of discipline like suspension and expulsion.

According to the Review Committee, the leadership of student unions were generally in the hands of persons with no academic merit. Very often such leadership created conditions in which external intervention became, necessary. In fact, there had been instances where even criminals had taken shelter in University hostels and exploited the privileges of being students. The administrative inefficiency and tardiness which prevailed in certain universities also contributed towards unhealthy trends on the campuses.

6.53 The Review committee suggested several recommendations to remedy the situation and the UGC had generally accepted these recommendations. It was also stated that subsequently the U.G.C. framed Rules of discipline, reviewed and revised hostel rules. Grievance redressal mechanisms were also being established in Central Universities.

During the evidence Special Secretary in Department of Education stated:

“Students find a lot of leisure time during which they would like to do so many things. Now why the students should have so much of leisure time is itself a big problem and I do not want to dilate upon it. But it is a fact that large number of our universities and colleges provide to students a good deal of leisure time.”

6.54 Asked further to state whether the steps taken by UGC for development of mental health and physical health in various universities and colleges had the desired effect, it was stated by the Special Secretary during the evidence:—

“I believe that actually there is no official investigation made into the impact. So I cannot say what exactly has happened.”

During the evidence the Special Secretary further stated :—

“In some of the institutions where physical education has flourished this kind of problem of student unrest is mitigated; and there is a close connection between the lack of physical educational activities and student unrest.”

6.55 The Committee note that the ever-growing incidents of student unrest have vitiated the atmosphere in higher education sector. An atmosphere of peace and tranquillity which is indeed vital for academic pursuits in higher education has been spoiled by undesirable activities of few individuals of dubious character. Such individuals should not be allowed to hold to ransom the career of the vast multitude of youth students. Disappointingly, the students unrest has immensely hampered the normal

functioning of universities which often leads to closure of universities, thereby causing loss of students academic time. The Committee note with dismay that the UGC has not carried out any scientific or systematic study to analyse critically this problem which has already assumed monstrous proportion and the situation calls for immediate remedial measures. In the opinion of the committee, the UGC should seriously involve itself into this chronic problem which has vast ramifications on the advancement of higher education in the country. It may, if necessary, take the assistance of experts in this regard to analyse the problem and to take necessary action with due promptitude. The Committee are of the view that mere framing of rules and regulations by UGC will not suffice. It is also imperative that immediate steps are taken to make enforcement of prescribed rules and regulations obligatory on the part of all Universities and Colleges. The students could be actively and constructively involved in the management of colleges and universities. Further, as some relationship between physical educational activities and student unrest has been indicated, the Committee urge the UGC to take urgent steps in increasing the physical educational activities in all Universities and colleges and monitor the results of these steps.

NEW DELHI;  
March 16, 1989

---

Phalguna 25, 1911(S)

ASUTOSH LAW,  
Chairman,

Estimates Committee.

## ANNEXURE-I

(Referred in Para 3.15)

*Brief particulars of academic issues considered in 294th Meeting of UGC*

### Section-5

(Grants to Universities and Colleges)

- 
- 5.01 : To consider the report of the Committee constituted by the Commission to examine the requirements of North Eastern Hill University for the VII Plan period. (p. 1-27)
- 5.02 : To consider the report of the Visiting Committee appointed by the UGC to assess the VII Plan Development Proposals of the Kanpur University. (p. 28-44)

### Section-6

(Miscellaneous)

- 
- 6.01 : To consider certain establishment matters of the University Grants Commission.  
To consider certain amendments in University Grants Commission (Delegation of Powers) Regulations, 1983. (p. 1-33)
- 6.02 : To consider the recommendations made by the Committee constituted by the Commission to (i) review the guidelines laid down by the UGC for consideration of proposals for declaring an institution as deemed to be a University under Section 3 of the UGC Act, (ii) rationalise the existing procedure for examining proposals regarding declaration of institutions as deemed to be University, and (iii) frame a model constitution/memorandum of Association and rules for adoption by the institutions for being declared as deemed to be a University. (p. 34-70)
- 6.03 : To consider the draft rules framed by the Committee constituted by the Commission regarding fitness of grants for open Universities from Central sources in terms of Section 12-B of the (UGC) Act. (p. 71-85)
- 6.04 : To consider the question of providing assistance to Goa University, Goa for setting up of Academic Staff College. (p. 86-88)
- 6.05 : To consider a request received from the Tata Institute of Social Sciences, Bombay to relax the application of University Grants Commission Regulations, 1985 regarding minimum standards of instructions for the grant of first degree in various faculties, in respect of its M.A. Degree Programmes in Social Work. (p. 89-97)

- 6.06 : To consider the report of the Committee appointed by the Chairman to consider the Charter of Demands of Delhi University Researchers' Association. (p. 98-107)
- 6.07 : To consider the recommendations of the Committee appointed by the Commission to recommend setting up of additional English Language Teaching Centres in the Universities. (p. 108-112)
- 6.08 : To consider the proposal for the establishment of TV Programme Production centre at Bharathidasan University, Tiruchirapalli for production of model tele-courses. (p. 113-131)
- 6.09 : To consider the report of the Committee appointed by the Commission to evaluate the examinations being conducted by the Indian Institute of Science, Bangalore and Jawahar Lal Nehru University, New Delhi for the award of Junior Research Fellowships to the Students for doing research leading to Ph.d. degree. (p. 132-140)
- 6.10 : To receive the draft guidelines for setting up of Bharat Bhavana Hostel Complexes in Universities with a view to promoting national integration (p. 141-153)
- 6.11 : To consider the recommendations made at the National Workshop on 'Health of Science in India' organised by the Indian National Science Academy. (p. 154-164)
- 6.12 : To consider the question of writing of Research Theses in Hindi and other regional languages. (p. 154-64)
- 6.13 : To note the date and place for the next meeting of the University Grants Commission.

#### Section-7 (Supplementary)

- 7.01 : To consider certain establishment matters of the University Grants Commission.
- 7.02 : To consider the question of conduct of a common qualifying test for the recruitment of lecturers on all-India basis. (p. 1-8)
- 7.03 : To consider the recommendations made by the UGC Standing Committee on coaching Classes for Competitive Examination for Weaker Sections amongst the Minority Communities. (p. 9-49)
- 7.04 : To consider the report of the Committee constituted by the Commission to examine the proposal to accord the status of a deemed to be University to the proposed National Centre of History of Art and Museology of the National Museum, New Delhi. (p. 50-69)
- 7.05 : To consider a note received from Prof. R. P. Bambah, Vice-Chancellor, Panjab University containing suggestions regarding provision of more staff in the College Development Councils set up in Universities. (p. 70-82)



- 7.06 : To consider a reference received from the Govt. of India, Ministry of Environment and Forests, New Delhi, regarding the starting of Post-graduate courses in Environmental Sciences in Universities. (p. 83-89)
- 7.07 : To receive a reference from the Ministry of Human Resource Development (Department of Culture) Government of India regarding financial assistance for development of three colleges in the State of Bihar and setting up an Institute of Historical Research at Patna University in connection with Centenary Celebration of Dr. S. K. Sinha. ( p. 90-130)  
(Deferred Item No. 7.03 of 4th Sept., 1987 meeting)
- 7.08 : To receive a note about the proposed annual Plan of the University Grants Commission for the year 1988-89.
- 7.09 : To report the progress of implementation of National Policy on Education on the main thrust areas (November, 1987).
- 7.10 : To receive the report of the Review Committee on the Central University, Hyderabad.

## ANNEXURE-II

(Referred in Para 4.89)

*Student Teacher Ratio (Number of Students per Teacher)  
in the University Teaching Department / University Colleges &  
Affiliated Colleges*

### STATE-WISE / UNIVERSITY-WISE

(1984-85)

| State University<br>S. Institution Deemed<br>No. to be University | University Teaching Department /<br>University College |                   |                                      | Affiliated<br>Colleges |                   |                                      |
|---|--|-------------------|--------------------------------------|------------------------|-------------------|--------------------------------------|
|   | Enrolment  | Teaching<br>Staff | No. of<br>Students<br>per<br>Teacher | Enrolment              | Teaching<br>Staff | No. of<br>Students<br>per<br>Teacher |
|   | 1  | 2                 | 3                                    | 4                      | 5                 | 6                                    |
| <b>Andhra Pradesh</b>   |  |                   |                                      |                        |                   |                                      |
| 1. Andhra   | 7,057  | 722               | 10                                   | 67,082                 | 3,295             | 21                                   |
| 2. Andhra Pradesh Agricultural                                    | 3,021  | 479               | 6                                    | —                      | —                 | —                                    |
| 3. Andhra Pradesh Open  | —  | —                 | —                                    | —                      | —                 | —                                    |
| 4. Hyderabad  | 737  | 105               | 7                                    | —                      | —                 | —                                    |
| 5. Jawaharlal Nehru Tech.   | 3,124  | 358               | 9                                    | —                      | —                 | —                                    |
| 6. Kakatiya   | 4,310  | 221               | 20                                   | 10,926                 | 632               | 17                                   |
| 7. Nagarjuna  | 1,642  | 100               | 16                                   | 65,312                 | 3,481             | 12                                   |
| 8. Osmania  | 11,707   | 1,081             | 11                                   | 88,845                 | 3,640             | 24                                   |
| 9. Shri Krishna Davarsya  | 1,357  | 107               | 13                                   | —                      | —                 | —                                    |
| 10. Shri Padmavathy Mahalla                                       | 144  | 33                | 4                                    | —                      | —                 | —                                    |
| 11. Sri Venkateswara  | 2,897  | 369               | 8                                    | 63,642                 | 2,692             | 24                                   |
| 12. Telugu  | —  | —                 | —                                    | —                      | —                 | —                                    |
| 13. Central Institute of<br>English & Foreign<br>Languages        | 204  | 77                | 4                                    | —                      | —                 | —                                    |
| 14. Sri Sathya Sai<br>Institute of<br>Higher Learning             | 407  | 20                | 5                                    | —                      | —                 | —                                    |
| <b>Total</b>  | <b>36,627</b>  | <b>3,742</b>      | <b>10</b>                            | <b>2,97,807</b>        | <b>13,740</b>     | <b>22</b>                            |
| <b>Assam</b>  |  |                   |                                      |                        |                   |                                      |
| 15. Assam Agricultural  | 1,078  | 221               | 5                                    | —                      | —                 | —                                    |
| 16. Dibrugarh   | 1,142  | 112               | 10                                   | 51,343                 | 1,895             | 27                                   |
| 17. Gauhati   | 3,388  | 279               | 12                                   | 1,14,781               | 3,641             | 31                                   |
| <b>Total</b>  | <b>5,608</b>   | <b>612</b>        | <b>9</b>                             | <b>1,66,124</b>        | <b>5,536</b>      | <b>30</b>                            |

|  | 1               | 2             | 3         | 4               | 5            | 6         |
|--|-----------------|---------------|-----------|-----------------|--------------|-----------|
| <b>Bihar</b>   |                 |               |           |                 |              |           |
| 18. Bhagalpur  | 56,895          | 1,731         | 33        | 10,634          | 419          | 25        |
| 19. Bihar  | 75,277          | 2,451         | 31        | 7,663           | 523          | 15        |
| 20. Birsa Agricultural   | 682             | 216           | 3         | —               | —            | —         |
| 21. K.S. Darbhanga Sanskrit  | 135             | 31            | 4         | 16,651          | 957          | 17        |
| 22. L.N. Mithilla  | 95,960          | 2,489         | 39        | 16,198          | 684          | 24        |
| 23. Magadh   | 95,909          | 2,558         | 37        | 50,511          | 1,404        | 36        |
| 24. Patna  | 14,910          | 977           | 15        | 961             | 100          | 10        |
| 25. Rajindra Agricultural  | 1,109           | 428           | 3         | —               | —            | —         |
| 26. Ranchi   | 10,7,307        | 2,228         | 48        | 40,016          | 1,462        | 27        |
| 27. Indian School of Mines   | 687             | 109           | 6         | —               | —            | —         |
| <b>Total</b>   | <b>4,48,871</b> | <b>13,218</b> | <b>34</b> | <b>1,42,634</b> | <b>5,549</b> | <b>26</b> |
| <b>Gujarat</b>   |                 |               |           |                 |              |           |
| 28. Bhavnagar  | 3,121           | 157           | 20        | 1,228           | 76           | 25        |
| 29. Gujarat  | 1,671           | 124           | 14        | 27,072          | 3,646        | 27        |
| 30. Gujarat Agricultural   | 2,246           | 306           | 6         | —               | —            | —         |
| 31. Gujarat Ayurveda   | 248             | 66            | 4         | 1,105           | 227          | 5         |
| 32. M.S. Uni. of Baroda  | 19,044          | 969           | 27        | —               | —            | —         |
| 33. Sardar Patel   | 1,881           | 139           | 14        | 19,258          | 440          | 21        |
| 34. Saurashtra   | 649             | 64            | 10        | 29,221          | 1,384        | 21        |
| 35. South Gujarat  | 1,713           | 95            | 18        | 30,737          | 1,227        | 25        |
| 36. Gujarat Vidyapith  | 537             | 54            | 10        | —               | —            | —         |
| <b>Total</b>   | <b>31,110</b>   | <b>2,064</b>  | <b>15</b> | <b>16,9,321</b> | <b>7,000</b> | <b>24</b> |
| <b>Haryana</b>   |                 |               |           |                 |              |           |
| 37. Haryana Agricultural   | 2,621           | 343           | 8         | —               | —            | —         |
| 38. Kurukshetra  | 4,063           | 284           | 14        | 56,485          | 2,250        | 25        |
| 39. Maharishi Dayanand   | 2,264           | 296           | 8         | 53,831          | 2,215        | 24        |
| <b>Total</b>   | <b>8,948</b>    | <b>223</b>    | <b>10</b> | <b>1,10,316</b> | <b>4,465</b> | <b>25</b> |
| <b>Himachal Pradesh</b>  |                 |               |           |                 |              |           |
| 40. Himachal Pradesh   | 2,912           | 140           | 21        | 21,520          | 852          | 25        |
| 41. Himachal Pradesh<br>Agricultural                               | 765             | 304           | 3         | —               | —            | —         |
| 42. Dr. Yaswant Singh Parmar<br>Uni. of Horticulture<br>& Forestry | —               | —             | —         | —               | —            | —         |
| <b>Total</b>   | <b>3,677</b>    | <b>444</b>    | <b>8</b>  | <b>21,520</b>   | <b>852</b>   | <b>25</b> |
| <b>Jammu &amp; Kashmir</b>   |                 |               |           |                 |              |           |
| 43. Jammu  | 2,243           | 142           | 16        | 8,577           | 657          | 13        |
| 44. Kashmir  | 1,583           | 138           | 11        | 14,044          | 41,215       | 12        |
| 45. Share Kashmir Uni. of<br>Agricultural Science &<br>Technology  | 229             | 58            | 4         | —               | —            | —         |
| <b>Total</b>   | <b>4,055</b>    | <b>338</b>    | <b>12</b> | <b>22,621</b>   | <b>1,872</b> | <b>12</b> |

|  | 1             | 2            | 3         | 4               | 5             | 6         |
|--|---------------|--------------|-----------|-----------------|---------------|-----------|
| <b>Karnataka</b>                                       |               |              |           |                 |               |           |
| 46. Bangalore  | 6,208         | 341          | 15        | 1,23,915        | 4,982         | 25        |
| 47. Gulbarga   | 1,450         | 116          | 13        | 45,478          | 1,690         | 27        |
| 48. Karnatak   | 5,362         | 509          | 11        | 80,253          | 3,379         | 24        |
| 49. Mangalore  | 545           | 87           | 6         | 38,189          | 1,789         | 21        |
| 50. Mysore   | 6,340         | 597          | 11        | 82,750          | 3,856         | 21        |
| 51. Uni. of Agricultural Science                       | 3,652         | 581          | 6         | —               | —             | —         |
| 52. Indian Institute of Science                        | 1,262         | 325          | 4         | —               | —             | —         |
| <b>Total</b>   | <b>23,819</b> | <b>2,556</b> | <b>9</b>  | <b>3,70,585</b> | <b>15,706</b> | <b>24</b> |
| <b>Kerala</b>  |               |              |           |                 |               |           |
| 53. Calicut  | 1,822         | 164          | 11        | 1,13,160        | 4,709         | 24        |
| 54. Cochin   | 1,133         | 155          | 7         | —               | —             | —         |
| 55. Gandhiji   | —             | —            | —         | 94,874          | 4,195         | 23        |
| 56. Kerala   | 1,180         | 178          | 7         | 115,944         | 5,339         | 22        |
| 57. Kerala Agricultural                                | 1,684         | 361          | 5         | —               | —             | —         |
| <b>Total</b>   | <b>5,819</b>  | <b>858</b>   | <b>7</b>  | <b>3,23,978</b> | <b>14,243</b> | <b>23</b> |
| <b>Madhya Pradesh</b>                                  |               |              |           |                 |               |           |
| 58. Awadesh Pratap Singh                               | 170           | 19           | 9         | 23,415          | 1,132         | 21        |
| 59. Bhopal   | 388           | 23           | 17        | 28,959          | 1,175         | 25        |
| 60. Devi Ahilya  | 787           | 50           | 16        | 24,448          | 906           | 27        |
| 61. Dr. Hari Singh Gaur                                | 7,476         | 282          | 27        | 31,257          | 1,215         | 26        |
| 62. Guru Ghasidas                                      | —             | —            | —         | 17,694          | 564           | 31        |
| 63. Indira Kala Sangeet                                | 256           | 30           | 9         | 1,212           | 290           | 4         |
| 64. Jawaharlal Nehru Krishi                            | 2,820         | 371          | 8         | —               | —             | —         |
| 65. Jiwa Ji  | 897           | 46           | 6         | 26,434          | 1,160         | 23        |
| 66. Rani Durgavati                                     | 1,033         | 74           | 15        | 20,273          | 977           | 21        |
| 67. Ravi Shankar                                       | 794           | 62           | 13        | 31,765          | 1,067         | 30        |
| 68. Vikram   | 4,993         | 196          | 25        | 26,852          | 1,144         | 23        |
| <b>Total</b>   | <b>19,073</b> | <b>1,153</b> | <b>17</b> | <b>2,32,309</b> | <b>9,630</b>  | <b>24</b> |
| <b>Maharashtra</b>                                     |               |              |           |                 |               |           |
| 69. Amravati   | 80            | 31           | 3         | 26,927          | 1,586         | 17        |
| 70. Bombay   | 5,905         | 245          | 24        | 1,42,031        | 6,301         | 23        |
| 71. Konkan Krishi                                      | 765           | 214          | 4         | —               | —             | —         |
| 72. Mahatma Phule Krishi                               | 1,987         | 287          | 7         | —               | —             | —         |
| 73. Marathwade   | 1,833         | 152          | 12        | 35,905          | 2,715         | 13        |
| 74. Marathwadakrish                                    | 1,539         | 205          | 8         | —               | —             | —         |
| 75. Nagpur   | 5,808         | 275          | 21        | 42,163          | 2,496         | 17        |
| 76. Poona  | 3,103         | 239          | 13        | 99,885          | 4,880         | 20        |
| 77. Punjabrao Krishi                                   | 2,052         | 416          | 5         | —               | —             | —         |
| 78. S.N.D.T. Women's                                   | 4,373         | 448          | 10        | 5,616           | 293           | 19        |
| 79. Shivaji  | 1,500         | 141          | 11        | 53,553          | 3,333         | 16        |
| 80. International Institute for<br>Population Sciences | —             | —            | —         | —               | —             | —         |
| 81. Tata Institute of<br>Social Sciences               | 282           | 58           | 5         | —               | —             | —         |
| <b>Total</b>   | <b>29,227</b> | <b>2711</b>  | <b>11</b> | <b>40,60,80</b> | <b>21,604</b> | <b>19</b> |

|  | 1             | 2            | 3         | 4               | 5             | 6         |
|--|---------------|--------------|-----------|-----------------|---------------|-----------|
| <b>Manipur</b>                                     |               |              |           |                 |               |           |
| 82. Manipur  | 843           | 92           | 9         | 21,120          | 974           | 22        |
| <b>Meghalaya</b>                                   |               |              |           |                 |               |           |
| 83. North Eastern Hill                             | 2,061         | 250          | 8         | 24,176          | 850           | 28        |
| <b>Orissa</b>                                      |               |              |           |                 |               |           |
| 84. Berhampur                                      | 1,200         | 121          | 10        | 17,496          | 1,047         | 17        |
| 85. Orissa Univ. of<br>Agriculture &<br>Technology | 2,348         | 185          | 13        | —               | —             | —         |
| 86. Sambalpur                                      | 2,997         | 218          | 14        | 30,142          | 1,476         | 20        |
| 87. Sri Jagannath Sanskrit                         | 117           | 16           | 7         | 315             | 56            | 6         |
| 88. Utkal  | 4,882         | 214          | 23        | 82,741          | 3,596         | 23        |
| <b>Total</b>                                       | <b>11,544</b> | <b>754</b>   | <b>15</b> | <b>1,30,694</b> | <b>6,175</b>  | <b>21</b> |
| <b>Punjab</b>                                      |               |              |           |                 |               |           |
| 89. Guru Nanakdev                                  | 2,346         | 225          | 10        | 6,1273          | 2,65          | 26        |
| 90. Punjab   | 5,995         | 608          | 10        | 68,098          | 3,278         | 21        |
| 91. Punjab Agri.                                   | 2,987         | 449          | 7         | —               | —             | —         |
| 92. Punjab   | 2,446         | 263          | 9         | 32,437          | 1,760         | 18        |
| 93. Thapar Ins.                                    |               |              |           |                 |               |           |
| <b>Total</b>                                       | <b>13,774</b> | <b>1,545</b> | <b>9</b>  | <b>16,1808</b>  | <b>7,398</b>  | <b>22</b> |
| <b>Rajasthan</b>                                   |               |              |           |                 |               |           |
| 94. Jodhpur  | 11,123        | 534          | 21        | 1,494           | 67            | 22        |
| 95. Rajasthan                                      | 14,672        | 677          | 22        | 13,4609         | 6069          | 22        |
| 96. Sukhadia                                       | 4625          | 551          | 8         | —               | —             | —         |
| 97. Banasthali Vidyapith                           | 2282          | 188          | 12        |                 |               |           |
| 98. Bits   | 854           | 112          | 8         |                 |               |           |
| <b>Total</b>                                       | <b>33556</b>  | <b>2062</b>  | <b>16</b> | <b>136103</b>   | <b>6136</b>   | <b>22</b> |
| <b>Tamilnadu</b>                                   |               |              |           |                 |               |           |
| 99. Alagappa                                       | —             | —            | —         | —               | —             | —         |
| 100. Anna  | 7608          | 347          | 13        | —               | —             | —         |
| 101. Annamalai                                     | 5412          | 415          | 13        | —               | —             | —         |
| 102. Bharathiar                                    | 271           | 27           | 10        | 28,324          | 2172          | 13        |
| 103. Bharathidasan                                 | 241           | 16           | 15        | 38,725          | 2684          | 14        |
| 104. Madras  | 2646          | 296          | 9         | 87,556          | 7412          | 12        |
| 105. Madhuri Kamaraj                               | 1288          | 311          | 4         | 70,215          | 5372          | 13        |
| 106. Mother Teresa Women's                         | —             | —            | —         | —               | —             | —         |
| 107. Tamil   | 4             | 34           | —         | —               | —             | —         |
| 108. Tamilnadu Agri.                               | 2660          | 638          | 4         | —               | —             | —         |
| 109. Gandhigram Rural<br>Institute                 | 659           | 83           | 8         | —               | —             | —         |
| <b>Total</b>                                       | <b>17,789</b> | <b>2,167</b> | <b>8</b>  | <b>2,24,820</b> | <b>17,640</b> | <b>13</b> |

|  | 1             | 2            | 3         | 4               | 5             | 6         |
|--|---------------|--------------|-----------|-----------------|---------------|-----------|
| <b>Uttar Pradesh</b>                               |               |              |           |                 |               |           |
| 110. Agra  | 630           | 48           | 13        | 47,581          | 1,869         | 25        |
| 111. Aligarh Muslim                                | 761           | 1,043        | 8         | —               | —             | —         |
| 112. Allahabad                                     | 15,326        | 438          | 35        | 16,400          | 665           | 25        |
| 113. Avadh   | —             | —            | —         | 22,585          | 763           | 30        |
| 114. Banaras Hindu                                 | 457           | 1560         | 8         | 3,377           | 108           | 31        |
| 115. Bundelkhand                                   | —             | —            | —         | 16,966          | 613           | 28        |
| 116. Chandra Sekhar Azad<br>Univ. of Agri. & Tech. | 1,170         | 323          | 4         | —               | —             | —         |
| 117. Garhwal                                       | 2,360         | 155          | 15        | 11,920          | 585           | 20        |
| 118. G.B. Pant Univ.<br>of Gri & Tech.             | 2,347         | 297          | 8         | —               | —             | —         |
| 119. Gorakhpur                                     | 6,971         | 315          | 22        | 93,532          | 2,943         | 32        |
| 120. Kanpur  | —             | —            | —         | 59,090          | 2,615         | 23        |
| 121. Kashi Vidyapith                               | 5,240         | 102          | 51        | —               | —             | —         |
| 122. Kumaon  | 4,197         | 206          | 20        | 5,221           | 293           | 18        |
| 123. Lucknow                                       | 13,302        | 686          | 19        | 26,952          | 763           | 35        |
| 124. Meerut  | 474           | 61           | 8         | 56,219          | 2207          | 25        |
| 125. Narendra Deo Univ.<br>of Agri & Tech.         | 172           | 34           | 5         | —               | —             | —         |
| 126. Rohilkhand                                    | —             | —            | —         | 31,127          | 1,089         | 29        |
| 127. Rorkee  | 2,205         | 469          | 5         | —               | —             | —         |
| 128. Sampurnanand Sanskrit                         | 1,102         | 70           | 15        | 8,833           | 701           | 43        |
| 129. Dayalbagh Educational<br>Institute            | 1,164         | 46           | 25        | —               | —             | —         |
| 130. Gurukul Kangri                                | 466           | 134          | 3         | —               | —             | —         |
| 131. Indian Veterinary<br>Research Institute       | 174           | 298          | —         | —               | —             | —         |
| <b>Total</b>                                       | <b>78,518</b> | <b>6,288</b> | <b>12</b> | <b>3,99,803</b> | <b>15,217</b> | <b>26</b> |

**West Bengal**

|                            |               |              |           |                 |              |           |
|----------------------------|---------------|--------------|-----------|-----------------|--------------|-----------|
| 132. Bidhan Chandra Krishi | 1,600         | 194          | 8         | —               | —            | —         |
| 133. Burdwan               | 1,717         | 300          | 6         | 58, 522         | 2,844        | 21        |
| 134. Calcutta              | 11,415        | 871          | 13        | 22,0334         | 9,912        | 22        |
| 135. Jadavpur              | 5,410         | 554          | 10        | 581             | 55           | 11        |
| 136. Kalyani               | 1,907         | 216          | 9         | 3,122           | 85           | 37        |
| 137. North Bengal          | 4,195         | 264          | 16        | 30,792          | 1,067        | 29        |
| 138. Ranbindra Bharati     | 4,027         | 267          | 15        | —               | —            | —         |
| 139. Vidya Sagar           | —             | —            | —         | —               | —            | —         |
| 140. Viswa Bharati         | 2,219         | 430          | 5         | —               | —            | —         |
| <b>Total</b>               | <b>32,490</b> | <b>3,096</b> | <b>10</b> | <b>3,13,381</b> | <b>13963</b> | <b>22</b> |

**Arunachal Pradesh**

141. Arunachal

|   | 1               | 2             | 3         | 4                | 5               | 6         |
|---|-----------------|---------------|-----------|------------------|-----------------|-----------|
| <b>Delhi (U.T.)</b>                       |                 |               |           |                  |                 |           |
| 142. Delhi                                | 27,165          | 1,430         | 19        | 63,938           | 4,170           | 15        |
| 143. Indira Gandhi<br>National Open       | —               | —             | —         | —                | —               | —         |
| 144. Jawaharlal Nehru                     | 1,705           | 295           | 6         | —                | —               | —         |
| 145. Indian Agri. Research Instt.         | 627             | 398           | 2         | —                | —               | —         |
| 146. Jamia Millia Islamia                 | 2,241           | 200           | 11        | —                | —               | —         |
| 147. School of Planning<br>& Architecture | 413             | 183           | 2         | —                | —               | —         |
| <b>Total</b>                              | <b>32,151</b>   | <b>2,506</b>  | <b>13</b> | <b>63,938</b>    | <b>4,170</b>    | <b>15</b> |
| <b>Goa (U.T)</b>                          |                 |               |           |                  |                 |           |
| 148. Goa                                  |                 |               |           |                  |                 |           |
| <b>Pondicherry (U.T.)</b>                 |                 |               |           |                  |                 |           |
| 149. Pondicherry                          |                 |               |           |                  |                 |           |
| <b>GRAND TOTAL:</b>                       | <b>8,39,630</b> | <b>47,379</b> | <b>18</b> | <b>37,39,138</b> | <b>1,72,720</b> | <b>22</b> |

### ANNEXURE-III

(Referred in Para 7)

*List of Universities wherein there were no representatives  
of State Governments.*

1. Agra University
2. Andhra Open University
3. A.P.S. University
4. Bhogalpur University
5. Calicut University
6. Cochin University
7. Devi Ahilya Vishwavidalaya University
8. Gujarat
9. Indra Kala Sangeet Vishwavidalaya
10. Jammu University
11. Karnatak University
12. Kashmir University
13. Kerala University
14. Magadh University
15. Mangalore University
16. Mysore University
17. Nagpur University
18. Punjab University
19. Patna University
20. Ravi Shankar University
21. Roorkee University
22. Sambalpur University
23. Sardar Patel University
24. Vikram University.



## APPENDIX

### *Statement of Recommendations/Observations*

| C. No. | Para No. | Recommendations/Observation   |
|--------|----------|---|
| 1      | 2.7      | <p>While the decision to establish the National Council on Higher Education is welcome step the Committee feel that in view of the need and urgency of bringing about greater coordination among various agencies involved in the development of higher education and to ensure a consistent approach in the policies followed by them, the Ministry should take necessary action expeditiously for the setting up of the proposed National Council.</p> <p>The Committee would like the National Council to have adequate representation of concerned bodies and agencies including voluntary agencies to ensure integrated planning in higher education and effective coordination. The Committee desire that powers, functions, linkages and relationship of the Council with other agencies be worked out carefully to ensure compliance of its policies, direction, guidelines, etc. in view of autonomous and statutory status of most of the agencies. The Committee also recommend that necessary precautions be taken to ensure that the Council does not become another tier in decision making heirarchy there by causing delays and is vested with adequate powers to enable it to discharge its assigned functions with objectivity and promptitude.</p> |
| 2      | 2.13     | <p>The Committee appreciate that the Ministry has now realised the necessity for an effective machinery for planning and coordination of higher education at the State level and coordination of State level programmes with those of the UGC and also that State Councils of Higher Education are being established in various States. In view of the judgement of Supreme Court holding the Andhra Pradesh Commissionerate of Higher Education Act void the Committee desire that in the framing of model provisions for setting out the composition and powers of the State Councils,</p>  |

| 1 | 2    | 3   |
|---|------|---|
|   |      | <p>the representatives of State Governments and legal experts should be closely associated so that the provisions framed are clear, precise and unambiguous.</p> <p>The Committee would like the Ministry to ensure that the Composition of these Councils should be such as to facilitate prompt compliance and fulfilment of their decisions, programmes, guidelines, etc. so that they are able to discharge their assigned responsibilities effectively and objectively.</p>  |
| 3 | 2.20 | <p>The Committee regret to note that no formal mechanism has yet been evolved to maintain coordination between the University Grants Commission and the Ministry on the one hand and the Association of Indian Universities on the other hand, although the latter came into existence as Inter University Board as early as in 1925. The contention of Ministry that since the Association is not eligible for any grants from the Commission, it is not directly involved in the implementation of any of the programmes of the UGC is untenable. The Committee are of the opinion that the AIU which provides a forum to the University Community to come together to exchange their experiences and views in areas of common interest should be profitably utilised for supplementing the functions of the Commission.</p> <p>The Committee are of the view that with its larger representatives character, the AIU is relatively better placed in understanding the problems of University Education. Wherever feasible, AIU should be directly involved in formulation of policy guidelines so as to provide a base for involvement of universities in the programme.</p> <p>It is thus imperative that the functioning of AIU is critically analysed with reference to the existing situation and with particular emphasis on its relationship with UGC and appropriate corrective measures are taken expeditiously so that the agency of the AIU is utilised profitably for strengthening the effectiveness of UGC. The Committee would like to be apprised of further developments in this regard.</p> |

| 1  | 2    | 3  |
|----|------|--|
| 4  | 3.17 | <p>It is disquietening to note that the Ministry/U.G.C. has, after accepting the recommendations of the Sapru Committee (1964) and Estimates Committee (1966) pertaining to (i) appointment of Vice-Chancellors as Members of the U.G.C.; and (ii) raising the strength of the membership of the U.G.C. and appointment of full time Members, and after completing necessary action for their implementation, retraced their steps and reverted to the old position. The Committee do not find any justification and rationale whatsoever for such action on the part of the Ministry/U.G.C. As a matter of propriety, the Ministry/U.G.C. should have informed the Estimates Committee about the reasons compelling them to take such an action after having accepted their recommendations.</p>  |
| 5. | 3.18 | <p>So far as the recommendation relating to the appointment of Vice-Chancellors as Members of the U.G.C. is concerned, the U.G.C. Act was amended in June 1970 to provide that no serving Vice-Chancellor will be eligible for appointment as a member of the Commission. Surprisingly, however, in the June 1972, <i>i.e.</i> just after a lapse of two years, the U.G.C. Act was again amended reverting back to the original position. The reasons advanced by the U.G.C. for taking such an action are totally unconvincing as the factors which led the Sapru Committee to make the specific recommendation and the Estimates Committee which endorsed the same still hold good <i>viz.</i> (i) that it is undesirable to place a person in a position where he may have divided loyalties and (ii) that the composition of U.G.C. should be such as to give no impression to the public that it is not completely independent. The Committee, therefore, cannot but reiterate their earlier recommendation and expect the Ministry/U.G.C. to initiate necessary action immediately to implement the same under intimation to them.</p> |
| 6  | 3.19 | <p>So far as the recommendation regarding raising the strength of the Membership of the U.G.C. and the appointment of full time Members is concerned, the Committee note that a Bill to amend the U.G.C. Act was passed by the Rajya Sabha in August 1968 and</p>  |

1

2

3

by the Lok Sabha in May 1970 *i.e.* after a lapse of nearly two years. The amendment received the assent of the President in June 1970. According to the amended provisions, the number of Members was raised to 12 and there was a provision that the Central Government might also appoint upto three Members on full time basis. Surprisingly however, before the amended Act was brought into force, it was recommended to the Government that there was no need to have as many as three whole time Members and the Act was reamended in 1972 to provide for 12 Members of which the offices of the Chairman and Vice-Chairman alone were on whole time and salaried basis. The Committee are not aware of the reasons which promoted the Ministry/ U.G.C. to retrace their steps, in utter disregard of their earlier recommendations. The Committee are also of the view that this step is the serious detriment to the smooth functioning of the U.G.C. This is also evident from the facts that, as at present, there are more than 150 universities and 6,000 colleges in the country and the U.G.C., as composed at present, has to finalise development programmes of 6 to 8 universities in a days's time. Due to the severe time constraint and in the absences of sufficient number of full time Members, it is not clear as to how it is possible to carry-out in-depth studies of the development programmes of the universities. The Committee also note with dismay that the Members have hardly been attending all the sittings of the Commission regularly. They view this unsatisfactory situation with grave concern. There have also been vacancies in the U.G.C. for sufficiently long periods. In view of the fact that the number of matters to be considered, even in relation to major academic policies alone, are so large, the Committee fear, that it may not be possible for the Members of the Commission to do reasonable justice to most of the issues. Now that the implementation of the National Policy on Education so far as university education is concerned has also devolved on the U.G.C., it is all the more necessary that the U.G.C. should be adequately strengthened to enable it to discharge its functions effectively.

| 1 | 2    | 3  |
|---|------|--|
| 7 | 3.29 | <p>The Committee, therefore, cannot but reiterate their earlier recommendation and expect the Ministry/ U.G.C. to initiate necessary action immediately to implement the same.</p> <p>The Committee are distressed to note that the recommendations of the Review Committee (1977) regarding restructuring of the Secretariat of the UGC have still not been implemented. No wonder the Chairman, UGC admitted during evidence that the Secretariat of the UGC needed to be upgraded and had to be made much more professional. It is needless for the Committee to point out that there is no use of appointing expert Committees or Groups for going into the working of any organisation unless there is a will to implement their recommendations in letter and spirit well in time. Had the recommendations of the Review Committee been implemented fully, the Committee see no reason why the Secretariat of the UGC would not have been able to discharge its functions properly. In the circumstances, the Committee cannot help concluding that the recommendations of the Review Committee have been dealt with by the Minister / UGC in a casual manner and policy of drift has been adopted by them. The Committee would expect the Ministry / UGC to immediately scan through the recommendations of the Review Committee again and implement them wherever feasible. If over the years some of the recommendations have become out-moded and are no more relevant in the present day conditions, the restructuring of the UGC may be gone into by another expert committee / body, so that the Secretariat could be put on proper footing and is able to discharge its functions effectively.</p> <p>The Committee note that the UGC has appointed Standing Committee to over-see implementation, review the progress and take evaluation of various schemes/programmes of the UGC. The Committee, however, feel unhappy to be informed that most of the Standing Committee have held only one meeting in a period of two years. The Standing Committee on INSAT Programmes has held no meeting at all since its constitution in March 1987. The Standing</p> |

| 1 | 2    | 3  |
|---|------|--|
|   |      | <p>Committee on Correspondence Education has held only one meeting while its terms of reference require it to continuously monitor the programme in Indian Universities. The position is no better in the case of all other Standing Committees. The follow up action also in most of the cases is in preliminary stages only. The Committee do not see any rationale behind appointing Standing Committees if they are to function in this lackadaisical manner. The Committee would like the UGC to streamline the functioning of these Standing Committees and make them work-oriented with a professional outlook so that they are able to discharge the functions assigned to them smoothly and in a business like manner.</p>  |
| 8 | 4.30 | <p>The Committee realise that the main agencies involved in the process of higher education are the Central and State Governments, UGC, Universities and the National agencies engaged in the promotion of research. The methodology adopted by the UGC in fulfilling its primary responsibility of coordination and determination of standards in teaching, research and examination in the Universities is one of consultations, advice and persuasion. The general feeling, however, in the country today is that the U.G.C. has failed to live up to the expectations in view of the uneven and tardy growth of higher education and in the general fall of standards. A number of Commissions, Review Committees, Task Forces, etc. have been appointed over the years to go into the education system in the country and the working of U.G.C. in relation thereto. The Estimates Committee and Public Accounts Committee of the Parliament have also been seized of the matter. All these Commissions, Review Committees, Task Forces, etc. and Parliamentary Committees have studied the problems in depth and have made a series of invaluable recommendations which have a direct bearing on the development of higher education in the country, and the working of the U.G.C. in relation thereto. However, the malaise lies in the non-implementation of the recommendations contained in their Reports faithfully. Even where recommendations were under process of implementation, the steps were retraced</p> |

| 1 | 2    | 3  |
|---|------|--|
|   |      | for the reasons best known to the Ministry / U.G.C. No doubt, the predicament in which the U.G.C. find itself today is more because of the lukewarm attitude adopted by the Ministry / U.G.C. in the implementation of the recommendations of all these Bodies.  |
| 9 | 4.31 | <p>The Committee, in this connection, are in agreement with the findings of the Task Force that the present state of affairs are owing to (i) lack of realistic planning, resulting in haphazard growth; (ii) long delays in making quite obvious decisions, resulting in endless compounding of the difficulties; (iii) a toleration of, and succumbing to, influences and pressures, creating a firm impression that the only way for getting things done is to agitate and manipulate; (iv) total lack of concern of the teachers towards the students' community as a whole, etc. Take for example the growth of universities over the past few years. Admittedly, the resources available are not adequate enough to support all the universities and colleges on a scale that would ensure maintenance of a minimum level of standards. Universities are continued to be set up without prior consultations with the U.G.C., resulting in the uneven growth of universities in the country. The University Grants Commission has also not done a formal inspection of any university as envisaged in Section 13(1) of the U.G.C. Act for determining the financial needs or ascertaining the standards of teaching, examination and research. Further, average number of working days on which classes/laboratories/tutorials etc. are held has come down heavily over the years. As per findings of the Task Force even for the days on which teaching takes place, around 20% of the teachers do not come prepared for their lectures, and a similar number dictates "notes" which were presumably made several years earlier and may thus be outdated. In colleges, private tuitions are resorted to on a large scale and lot of cheap 'notes' are published to 'help' and 'guide' the students during the examinations. The U.G.C. has done precious little to improve upon this situation. Unless the teachers are upto the mark and alive to their responsibilities, which they should endeavour to discharge with all sincerity and dedica-</p> |

| 1  | 2     | 3   |
|----|-------|---|
|    |       | <p>tion, the standard to teaching in universities cannot improve. The Committee are of the view that the system of higher education which is mainly responsible for preservation, generation and dissemination of knowledge and skills of the highest order, exercises a dominating influence on the social, economic and cultural development of the country and persistent efforts are required to be made to stop this declining trend in educational standards in the country. It is high time to act with vigour and determination. It is, therefore, imperative for the U.G.C. to develop a system of having a continued dialogue with the State Governments/universities teaching community so as to understand and appreciate problems and to remove the bottlenecks well</p>   |
| 9  | 4.32  | <p>The Committee have an apprehensive provisions in the U.G.C. Act may not provide an effective basis for the successfully with the State for improving upon the functioning of the universities in genneral in general and of standards of teaching, in particular. The present provisions have to be viewed in the context of successful implementation of the National Policy on Education, at the same time ensuring that any attempt to makje the provisions of the UGC Act more stringent does not become counter-productive. The U.G.C., should take opinion of the Ministry of Law and other eminent educationists in the country to find out what lacunas exist in the present law and what remedial measures are required in the matter. This subject can also be broached at one of the conferences of the Vice-Chancellors with a view to improving the functioning of the U.G.C.</p> |
| 10 | 4.34A | <p>The Committee note with dismay that barring formulation and circulation of regulations on maintaining minimum standards of instruction for the grant of first degree through formal education in various subjects nothing concrete is being done towards the actual implementation of the above regulations. While the Committee appreciate the limitations of UGC in ensuring the maintenance of minimum standards of instruction in the country in the existing set-up, they would also like the Ministry to examine the matter in depth and to take effective remedial</p>  |



| 1  | 2    | 3  |
|----|------|--|
|    |      | measures after critically analysing the various pros and cons concerning the issue. It is imperative that students coming out of universities must have certain standards which should rise with time so that there is real development of human resources with appropriate levels of professional training, skills and specialisations or general educational attainment. The Committee would like to be apprised of further developments in this regard.   |
| 11 | 4.41 | The Committee regret to note that notwithstanding the need for the Central Government to give a lead in implementing the recommendations of the Model Act, Committee, as modified by the Gajendragadkar Committee, steps have not been taken to review the position in regard to Banaras Hindu University, Delhi University and Jawaharlal Nehru University for appropriate action. While the Committee do realise that the final decision on the State Acts has to be taken by the respective States, the Committee consider it imperative for the UGC to take steps, in pursuance of its statutory obligations, for consultation and coordination, so that the State Acts as also the Central Acts provide adequate machinery for the implementation of standards as determined by the UGC.  |
| 12 | 4.55 | The Committee realise that with the rapid spread of education in the country and establishment of more and more college to cater to the needs of the growing population, the number of universities is bound to increase. It is, however, disquietening to note that there has been uneven growth of the university in the country and U.G.C. has been a silent spectator in this regard and has not even been consulted by many a State Government before establishment of university in that State. Out of 28 new universities established during the Sixth Plan and first two years of the Seventh Plan, in as many as 13 cases, there were no effective consultations with the U.G.C. Out of these 13 cases, there were no consultations and no survey information was received in respect of 5 universities; the State Government concerned just made a reference to U.G.C. in the case of another five univer- |

| 1  | 2    | 3   |
|----|------|---|
| 13 | 4.62 | <p>sities, and went ahead with their establishment without waiting for any response from the Commission and in the case of remaining 3 universities, the State Governments went ahead with their establishment against the advice of the U.G.C. The Committee view this unsatisfactory situation with alarming concern and feel that unless in-depth spade work is done and a lot of interaction takes place between all concerned before the establishment of a university, the educational standards are bounds to fall further. The Committee find that the only deterrent which the UGC can put against the establishment of such universities is the non-sanctioning of grants which in the Committee's opinion is inadequate to stop the uneven growth of universities and colleges. The Committee also find that there are no provisions in the UGC Act to remedy the situation. The Committee would, therefore, like the Ministry/UGC to give serious thought to this problem in consultation with State Governments after taking into account social, economic cultural and humanistic aspects of education. It is imperative to develop a mechanism to ensure that a new university is established only if there is an actual need for it and in-depth spade work has been done so that the university maintains the requisite standards after its establishment. In this context, the optimum number of colleges, which should be affiliated to a university, should also be determined without further loss of time.</p> <p>The Committee note that the agencies involved in the establishment of new colleges are the State Governments, the universities and in some cases private managements. In any case no college can be established unless a university decides to grant affiliation to it. The power of granting affiliation vests with the universities, but in some cases the final decision to grant affiliation also vests with the State Governments. The Committee understand that in the circumstances, the U.G.C. can hardly play any effective role to regulate the establishment of colleges. It can only suggest guidelines indicating the terms and conditions which should be fulfilled before granting affiliation to a college. In development of higher education in</p> |

| 1  | 2    | 3  |
|----|------|--|
|    |      | <p>India quantity has to be matched with quality and every care needs to be taken to ensure that there is acceptable balance between the two demands. The Committee would like the Ministry/UGC to impress upon the State Governments and the universities to ensure that the affiliation is not granted to any college unless it has satisfied all the criteria laid down for the purpose.</p>  |
| 14 | 4.69 | <p>The Committee consider that holding of regular conferences of the Vice-Chancellors can be used as a major instrument by the UGC to pursue its goal through consultations, advice and persuasion. The Committee, however, are unhappy to be informed that such conferences have not been held regularly over the past few years as the number of universities has increased from 69 to 157 and the logistics involved in holding of conferences involving such large scale participation are too elaborate to institutionalise their holding at short intervals. The Committee strongly feel that immediately after the adoption of the National Policy on Education in 1986, a conference of Vice-Chancellors should have been convened for discussing ways and means for implementing the policy. The committee would like the Ministry/UGC to hold such conferences regularly so that the new challenges thrown by the National Policy on Education could be met effectively.</p> |
| 15 | 4.79 | <p>The Committee note that in recent years efforts have been made by the UGC to regulate the growth of higher education as well as the establishment of new universities and colleges with a view to ensuring that higher education grows in response to the genuine needs of the society for trained manpower with appropriate levels of professional training, skills and specialisations or general educational attainments. They, however, feel unhappy to be informed that the existing system of manpower planning is not very satisfactory. The Committee are alarmed to know that at the end of 1987 almost 20% of 1,67,35,362 educated unemployed were graduates and post-graduates. The Committee are of the considered opinion that in professional and technical education spheres, it is most desirable to correlate higher</p>   |

| 1  | 2    | 3  |
|----|------|--|
|    |      | <p>education with manpower needs. There should be an interaction with manpower needs. There should be an interaction between the Industry and the universities and a programme may be drawn for making Vocational Education really attractive. In the opinion of the Committee, the UGC can play a dominating role in achieving this objective. However, in the case of Social Sciences, it may not always be possible to do so. The Committee would like the Ministry / UGC to clearly demarcate the areas where such a correlation is feasible and take immediate steps to do the needful. In this connection, the All India Council of Technical Education can also play a vital role. The cooperation of other agencies, Ministries and Planning Commission can also be sought in this regard to achieve the desired objectives.</p> |
| 16 | 4.87 | <p>The Committee feel deeply concerned over the dismal performance of University Grants Commission in implementing a major programme like Examination Reforms. Even though the programme is stated to be under implementation since 1974, the work has been going on at snail's pace. What to say of other universities, examination reforms have not been effected even in the Central Universities. The Committee would expect the UGC to accelerate the pace of work and have the scheme of Examination Reforms introduced in all the universities as quickly as possible.</p>  |
| 7  | 4.90 | <p>The Committee regret to note that for all these years the UGC did not lay down any norm / standard for student-teacher ratio in the universities / colleges. The Committee find large variations in the student-teacher ratio obtaining in various universities. Whereas the student-teacher ratio of 20:1 has been taken as norm for determining maintenance grants for Delhi Colleges, the actual ratio is only 15:1. In different universities and colleges affiliated to them, the student-teacher ratio varies from 3:1 to 35:1. In central universities also the ratio varies from 5:1 to 19:1. The Committee are particularly surprised to find a student teacher ratio of 2:1 in two institutions deemed to be Universities. The Committee consider these facts inconsistent with the objective of the</p>                    |

| 1  | 2     | 3  |
|----|-------|--|
|    |       | Commission for maintenance of uniform standards. The Committee cannot express but their strong displeasure over the casual approach of the UGC in solving the issue. Even though the issue was raised in the 102nd report of E.C. (3rd Lok Sabha) the progress in this regard has been dismal. It is only after the Committee undertook the examination of the subject of UGC that one of the subject panels of the UGC was entrusted with the job. The Committee hope that the subject panel will be able to suggest ideal student-teacher ratio at the earliest.   |
| 18 | 4.99  | The Committee are surprised to find that whereas the Vice-Chancellors recommended at their conference held in May, 1981 for 210 working days with longer working hours for completing the normal work load, the working group of UGC prescribed only 180 working days. The Task Force, on the other hand, found that some of the universities are observing 145 working days only. It is amazing that the UGC does not have invormation on the extent of teaching done in several universities including some central universities. As teaching for a minimum period ought to be considered a basic need for achieving minimum standards, the Committee expect the UGC to monitor the action taken by the universities, including central universities for observing atleast the recommended working days. |
| 19 | 4.107 | The Committee note that the Government has no well-defined policy for establishing Central Universities and this has resulted into an uneven distribution of these universities in the country. The Committee, therefore, would like the Ministry / U.G.C. to frame necessary guidelines so that in future the new Central Universities are established keeping in mind the regional requirements and aspirations.   |
| 20 | 4.108 | The Committee consider that the recommendation of the Review Committee on Central Universities will have far reaching effects on the working of the Central Universities. They are, however, dismayed to note that due attention has not been paid by U.G.C. to implement these recommendations. Mere circulation of recommendation of that Report would not yield the desired results. The Committee exhort the   |

| 1  | 2     | 3   |
|----|-------|---|
|    |       | Ministry / U.G.C. to frame clear-cut guidelines based on the recommendations of the Review Committee and ensure their strict compliance by all the Central Universities.  |
| 21 | 4.109 | The Committee consider it essential that at least within the Central Universities the UGC should achieve a minimum level of standards and coordination. They would, therefore, like the Ministry / UGC to initiate the review of the standards of teaching, examination and research obtaining in Central Universities as also to make a study of <i>inter se</i> variations therein and take necessary corrective measures.  |
| 22 | 5.12  | The Committee agree with the contention of the Ministry that the Plan outlay provided for education has always been much less than the requirements. The Committee note with dismay that plan allocations for education have come down to 3.5 percent in the Seventh Plan as against 7.2 per cent in the first Plan. the effectiveness of education system is primarily dependent on the availability of adequate finances to meet the costs of the provisions for the development of higher education in the country. The Committee consider education as a pivot around which the socio-economic progress of the whole nation revolves and therefore, attach great importance to the rapid spread of education in the country. The Committee realise that the financial constraint is not singular to education alone, but is a feature common to all fields of national endeavour. However, they feel that education has to be treated on a different footing in as much as education alone has a direct bearing on the advancement of the people of the country, and exercises a dominating influence on the socio-economic and cultural development of the country. Viewed in this context, the Committee consider it unfortunate that during the Sixth Plan, as against an outlay of Rs.638.20 crores proposed by UGC only a sum of Rs.280 crores was allotted. the plan outlays for other sectors of education were also slashed drastically by the Planning Commission. The position, however, has improved to some extent during the Seventh Plan. The provision of funds for UGC for the first four years of the Seventh Plan has |

| 1  | 2    | 3  |
|----|------|--|
|    |      | <p>already touched the figure of about Rs.427 crores as against an outlay of Rs.370 crores provided for the entire period of Seventh Plan. They are, however, unhappy to be informed that once the funds are released to the UGC, the Ministry does not play any role in the earmarking of funds for various schemes and it is left to the UGC to do the needful. The Committee would like the Ministry to play a positive role in this behalf, so as to ensure that funds, which are already meagre, are properly earmarked. The Ministry should also keep a close watch on the utilisation of funds by the UGC, so that corrective measures, if any, could be taken <i>ab initio</i> in case the implementation of any scheme goes astray. The Ministry must also play a dominating role in providing direction and the tone of development of higher education by making adequate investments in this area of importance which has a vital bearing on the socio-economic development of the country.</p>  |
| 23 | 5.13 | <p>The Committee are unhappy to find that the allocation of Rs.100.7 crores to State Universities in 7th Plan includes spillover schemes from the 6th Plan to the extent of Rs.27.59 crores. In respect of Central Universities, the position is more serious because the actual outlay provided for the 6th Plan was Rs.23.30 crores, the actual amount released was Rs.27.62 crores and notwithstanding the above position, the spillover at the end of 6th Plan was reported to be Rs.24.58 crores. Even allowing for the specific factors that contributed to the increase in assistance for Central Schemes at Rs.52.20 crores viz. for provision of initial infrastructural facility for certain universities, the committee consider the extent of spillover of scheme to the extent of 60%, as an unfortunate situation which could have been avoided if the release of funds had been adequately monitored. The Committee expect that causes for this malady should be identified and remedial measures taken with due promptitude so as to ensure that, at least in the 7th Plan there are no such spillovers.</p> |
| 24 | 4.14 | <p>The Committee note that at present the assistance being given by the UGC to a university is related to the original estimated expenditure irrespective of the</p>   |

| 1  | 2    | 3   |
|----|------|---|
|    |      | <p>year in which the proposals were processed and approved by the UGC as also the year in which the execution of the scheme takes place. The Committee would, therefore, like the Ministry/UGC to ensure that the ceiling on assistance being given by the UGC to the universities is realistic and based on the actual cost incurred.</p>  |
| 25 | 5.36 | <p>The Committee feel that the Visiting Committees can play a vital role in assessing the performance of the universities during the previous plan period and by providing general direction and perspective for future development. Their fields of activities include an in-depth study of (i) the role played by the university in developing programmes of higher education; (ii) relevance of the programmes; (iii) inter-action with the society and other universities and institutions in the region; and (iv) impact on national development. The committee are, however, constrained to observe that the Visiting Committees were constituted very late for formulation of proposals for the Sixth Plan and for the Seventh Plan Visiting Committees had not been constituted at all. The Committee do not feel convinced by the reasons advanced by the Ministry/UGC for this unsatisfactory state of affairs. The Committee need hardly point out that the non-constitution of the visiting committees for the Seventh Plan has deprived the UGC from taking stock of the performance of the universities in the Sixth Plan, which is so essential for chalking out future strategy. It is also unfortunate that the recommendations of the Public Accounts Committee contained in their 73rd Report (Sixth Lok Sabha) on the subject have been totally ignored. The above situation leads the Committee to the inevitable conclusion that plan proposals for the Seventh Plan have been finalised for most of the universities in a slipshod manner, as is evident from the fact that in respect of 24 universities, plan programmes were finalised by the UGC without any representative of State Government concerned, and in the case of four universities, without even a representative from the respective university. The Committee can well imagine how far the universities and the State Governments would</p> |



| 1  | 2       | 3  |
|----|---------|--|
|    |         | <p>feel committed to the programme of the UGC which were approved without even consulting them. The Committee, therefore, stress that the visiting committees must be appointed well before the start of a plan, so that they could play their role effectively and meaningfully.</p>  |
| 26 | 5.42-45 | <p>The Committee do not subscribe to the view that physical targets cannot be determined because of existence of several variables. They need hardly point out that fixation of both financial and physical targets is inherent in the planning process. The Committee cannot comprehend why the UGC should find it difficult to fix physical targets and monitor the progress closely for achieving the same, when the same is being done by all Governmental and other agencies. If planning is expected to achieve certain goals, it is obvious that the goals must first be identified and laid down, otherwise planning has hardly any meaning. The Committee expect the Ministry to ensure that UGC follows the well thought of and laid down planning procedures scrupulously.</p>  |
| 27 | 5.55-56 | <p>The Committee are not convinced with the reasons advanced by the Ministry/UGC for very huge disparities in the allocation of funds between the Central Universities and other universities on the one hand and between colleges in Delhi and colleges outside Delhi on the other. It is disquietening to note that inter-State disparities in this regard have been widening. It is amazing to find that as against a total allocation of about Rs.100 crores to as many State universities in the Seventh Plan, eight Central universities and colleges in Delhi have been allocated as much as Rs. 90 crores. On an average this allocation works out to about Rs.11.25 crores per Central Universities against Rs. 1 crore per State university. In this context, the Committee agree with the observations of both the Review Committee and Public Accounts Committee that the disbursement of grants between Central and State universities as also between colleges in Delhi and outside Delhi should be on a more equitable and realistic basic. No doubt, the quantum of grants being given to the Central universities and colleges in Delhi has to be larger as</p> |

| 1  | 2    | 3   |
|----|------|---|
|    |      | <p>compared to the grants given to the State Universities and colleges outside Delhi since former are the direct responsibility of the UGC, nevertheless the gap therein should be the minimum possible. There should be a uniform and consistent approach towards the States in financing the system of higher education. The Committee would like the Ministry/UGC to consider the appointment of an expert group to go into this matter as also other related financial matters for suggesting necessary corrective measures as the development of higher education in various States should be more or less uniform.</p>  |
| 28 | 5.66 | <p>The Committee note that the extent of availability of funds for a financial year will be known to the UGC roughly be the previous January. In such circumstances, the Committee are unable to understand why UGC is not in a position to prepare budget estimates with reference to the available allocation and get it approved by the Members of the Commission before March, and to have a review of the budget estimates, something by the end of November or December, so as to regulate the future programme in the context of the availability of funds and progress of various schemes. From an analysis of the budget approved by the UGC, reallocations made as per approved outlays and the actuals for the 3 years, 1982-83, 1983-84, and 1984-85, the Committee cannot but help conclude that even the revision of the budget with reference to the funds made available by Ministry has absolutely no bearing on the actuals. The Committee note in this connection that notwithstanding overall reduction in allocation of grants for the three years from Rs. 265 crores to Rs. 186 crores, the provision initially made for special schemes for Central Universities, which was Rs.12.6 crores, was raised Rs.19.10 crores and the actuals were only Rs.7.72 crores. Similarly, under the universities development, the allocation was brought down from Rs.100.70 to Rs. 59 crores, but the actuals were about Rs.71 crores. For any organisation, dealing with substantial funds, the Committee consider the preparation of physical and financial budgets and regulation of physical progress and expenditure there against, as absolutely</p> |

| 1  | 2    | 3   |
|----|------|---|
|    |      | necessary for planned development. The Committee, therefore, recommend that the existing system of budgeting by the UGC needs to be reviewed and placed on a sound footing, without loss of time. This matter may also be referred to the expert group, which the Committee has recommended in an earlier recommendation for an in-depth examination of the problem.  |
| 29 | 5.82 | <p>The Committee are highly perturbed to note that the position in regard to outstanding utilisation certificates has considerably deteriorated over the years and as at the end of January, 1988 utilisation certificates were yet to be issued for 109963 items involving a sum of Rs. 319.74 crores under Plan and for another 11583 items involving a sum of Rs. 188.59 crores under Non-Plan. The Committee note in this connection that according to PAC's 73rd Report (6th Lok Sabha) (1977-78) the number of outstanding items of Utilisation Certificates at that time were only 49964 whereas over a period of 10 years the number of items has more than doubled. The number of items pertaining to the period upto 1962-63 were 866 as on 1-4-77 and after another 10 years only 203 items had been cleared still leaving 663 items. On the other hand, during the visits of the Committee to some of the universities the Committee were informed that the universities have already furnished utilisation certificates for practically all items. In the circumstances, the Committee feel that there is a serious gap of communication between UGC and grant recipients as also lacunae in the functioning in the UGC's office as the monitoring of the progress of utilisation is apparently not being attended to adequately. The Committee note in this connection that the relaxed procedure agreed to in 1971 was for issue of utilisation certificates without waiting for audit certificates but based on Statement of Accounts rendered by the grant receiving institutions whereas the large outstanding is reported to be due to non-receipt of audited accounts. The Committee feel that this matter may also be examined in depth by the proposed Expert Group. In this connection, the Committee need hardly point out that financial desc-</p> |

| 1  | 2    | 3  |
|----|------|--|
| 30 | 5.96 | <p>pline should be the basis for release of grants and hence consider it necessary for the UGC to with-hold from future grants, for whatever purpose they are paid, the amount not actually spent or amounts spent irregularly.</p> <p>The Committee are of the view that the Monitoring and Evaluation Cell set up by the U.G.C. has not been able to deliver the goods. It is disquietening to note that hardly any intensive and extensive evaluation and monitoring of the schemes being implemented by all the Central universities and colleges in Delhi have been done so far. The position of State Universities is also far from satisfactory. The Committee find it rather amusing to be informed that monitoring and evaluation of State Universities is the responsibility of the Visiting Committees which, according to information furnished by the Ministry/UGC, were not appointed at all for the formulation of proposals for the Seventh Plan. It is needless to stress that unless effective monitoring and evaluation of all the schemes being implemented by the various universities is done on a continuous basis, the implementation of the schemes is likely to go away. The Committee, therefore, recommend that the Monitoring and Evaluation Cell set up by the U.G.C. should be strengthened adequately so as to enable it to effectively monitor and evaluate the schemes in right perspective. As a first sequel to this, the progress reports being received from the various universities should be critically analysed immediately on receipt and lacunae, if any, found in the implementation of the schemes identified and conveyed to the universities concerned well in time, so that they are able to put the implementation of the schemes on a proper footing.</p> |
| 31 | 6.23 | <p>The Committee consider it unfortunate that the Ministry/U.G.C. implemented the recommendation of the Education Commission made as far back as 1966 regarding grant of autonomous status to colleges in a lukewarm manner as is indicated from the fact that till 1986 only 21 colleges had been conferred autonomous status. It was only after the National Education Policy was pronounced in 1986 and the</p>   |

| 1  | 2    | 3   |
|----|------|---|
|    |      | <p>idea of autonomous colleges was supported therein that the Ministry/U.G.C. became alive to the problem and fixed an ambitious target of setting up of 500 autonomous colleges by the end of Seventh Plan. For reasons best known to them, the Ministry/U.G.C. again went slow in the achievement of targets and as per the present position, only 56 colleges have been conferred the autonomous status so far. It is rather surprising that even the Central Universities have not shown any enthusiasm towards this scheme, what to say of State Universities. The Committee, therefore, would like the Ministry/U.G.C. to again go into the efficacy of this scheme to find out as to why the response from the universities has been discouraging in this regard and to take effective remedial measures to achieve the desired targets.</p> |
| 32 | 6.26 | <p>The Committee are of the opinion that the concept of participatory management should be advantageously utilised in the scheme of autonomous colleges. Management structure of such colleges should be based on active and effective participation of students, teachers, universities, State Governments and the University Grants Commission. They deprecate that the matter has not been given the attention it deserved. The Committee would like U.G.C. to thoroughly review the scheme of participatory management from Constitutional and legal angles. They also consider it imperative that the interests of minority educational institutions are safeguarded as provided in the Constitution, while working out the details of such schemes.</p>   |
| 33 | 6.33 | <p>The Committee fear that keeping in view the overall resource position, it may not be possible for the UGC in the near future to meet the financial requirements of all the universities and colleges. While they would like the Ministry to play a dominating role in providing directions and setting the tone of development of higher education by making substantial investments, they also feel that the inter-university collaboration for sharing of sophisticated instrumentation, setting up of library net work service and institutions under section 12(cc) of the UGC Act is imperative for the improvement in the standards of</p>   |

| 1  | 2    | 3  |
|----|------|--|
|    |      | education. The Committee desire that Ministry / U.G.C. should draw up an action plan for increasing inter-university collaboration taking into account the needs especially of the underdeveloped universities so that there is optimum utilisation of meagre resources available in the country.  |
| 34 | 6.37 | The Committee note that a Task Force has already been appointed by the UGC to study the state of equipment in the Universities' laboratories. The Committee expect the Task Force to submit its report at the earliest so that necessary follow-up action could be initiated. The Committee also hope that it will be possible for the Ministry / UGC to earmark sufficient funds to the universities to replace their obsolete equipment.   |
| 35 | 6.43 | The Committee are of the opinion that the scheme of Research Fellowships can be effectively utilised for creating a brain bank for the country after their intellectual and creative faculties are properly developed. They note with dismay that a detailed and systematic study of drop-outs among Research Fellows was not conducted at all. The U.G.C. had thus adopted a very casual and non-business like approach in implementing this scheme. The Committee find it unsavoury to note that incidence of drop-outs was as high as 30 to 35%. They view this situation with deep concern as besides causing unproductive expenditure there is also abandonment of projects. The Committee would like the UGC to conduct a system analysis of the malaise and to consider introduction of bonds and other appropriate measures so that the financial interests of the Government are properly secured and the incidence of drop-outs is significantly cut down. The matter should be examined in consultation with experts on the subject and appropriate remedial measures taken with due promptitude. |
| 36 | 6.50 | In the context of the present resources position, the Committee consider it necessary for the UGC to identify universities where specialised courses can be introduced. They feel that these courses should be developed in a few selected Universities instead of   |

| 1  | 2    | 3  |
|----|------|--|
|    |      | <p>extending / creating such courses in a large number of universities. These specialised courses should not only be offered to students of a particular region but preferably an all India test should be conducted for admission to all these courses so that the facility of seeking advanced courses is not restricted on regional considerations.</p>   |
| 37 | 6.55 | <p>The Committee note that the ever-growing incidents of student unrest have vitiated the atmosphere in higher education sector. An atmosphere of peace and tranquillity which is indeed vital for academic pursuits in higher education has been spoiled by undesirable activities of few individuals of dubious character. Such individuals should not be allowed to hold to ransom the career of the vast multitude of youth students. Disappointingly, the students unrest has immensely hampered the normal functioning of universities which often leads to closure of universities, thereby causing loss of students academic time. The Committee note with dismay that the UGC has not carried out any scientific or systematic study to analyse critically this problem which has already assumed monstrous proportion and the situation calls for immediate remedial measures. In the opinion of the Committee, the UGC should seriously involve itself into this chronic problem which has vast ramifications on the advancement of higher education in the country. It may, if necessary, take the assistance of experts in this regard to analyse the problem and to take necessary action with due promptitude. The Committee are of the view that mere framing of rules and regulations by UGC will not suffice. It is also imperative that immediate steps are taken to make enforcement of prescribed rules and regulations obligatory on the part of all Universities and Colleges. The students could be actively and constructively involved in the management of colleges and universities. Further, as some relationship between physical educational activities and student unrest has been indicated, the Committee urge the UGC to take urgent steps in increasing the physical educational activities in all Universities and colleges and monitor the results of these steps.</p> |