

**TWENTY-THIRD REPORT  
COMMITTEE ON PETITIONS  
(SEVENTEENTH LOK SABHA)**

**MINISTRY OF EDUCATION  
(DEPARTMENT OF HIGHER EDUCATION)**

**(Presented to Lok Sabha on 15.12.2021)**



**LOK SABHA SECRETARIAT  
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### ANNEXURE

Minutes of the 18th sitting of the Committee on Petitions held on 13.12.2021. (*Not enclosed*)

## COMPOSITION OF THE COMMITTEE ON PETITIONS

Shri Harish Dwivedi - *Chairperson*

### MEMBERS

2. Shri Anto Antony
3. Shri Hanuman Beniwal
4. Dr. Sukanta Majumdar
5. Shri Sanjay Sadashivrao Mandlik
6. Shri P. Ravindhranath
7. Shri Brijendra Singh
8. Shri Sushil Kumar Singh
9. Shri Manoj Tiwari
10. Shri Prabhubhai Nagarbhai Vasava
11. Shri Rajan Vichare
12. Vacant
13. Vacant
14. Vacant
15. Vacant

### SECRETARIAT

1. Shri T.G. Chandrasekhar - Joint Secretary
2. Shri Raju Srivastava - Director
3. Shri G. C. Dobhal - Additional Director
4. Shri Anand Kumar Hansda - Assistant Executive Officer

**TWENTY-THIRD REPORT OF THE COMMITTEE ON PETITIONS  
(SEVENTEENTH LOK SABHA)**

**INTRODUCTION**

I, the Chairperson, Committee on Petitions, having been authorised by the Committee to present on their behalf, this Twenty-Third Report (Seventeenth Lok Sabha) of the Committee to the House on the Action Taken By the Government on the recommendations made by the Committee on Petitions (Sixteenth Lok Sabha) in their Fifty-Eighth Report on the Representation of Shri Satyendra Singh forwarded by Shri Vinod Sonkar, M.P., Lok Sabha, regarding condition of higher education in the country with special reference to Guru Ghasidas Vishwavidyalaya, Bilaspur, Chhattisgarh.

2. The Committee considered and adopted the draft Twenty-Third Report at their sitting held on 13 December, 2021.
3. The observations/recommendations of the Committee on the above matters have been included in the Report.

**NEW DELHI;**

**13 December, 2021**  
**22 Agrahayana, 1943 (Saka)**

**HARISH DWIVEDI,**  
***Chairperson,***  
***Committee on Petitions.***

## REPORT

**ACTION TAKEN BY THE GOVERNMENT ON THE RECOMMENDATIONS MADE BY THE COMMITTEE ON PETITIONS (SEVENTEENTH LOK SABHA) IN THEIR FIFTY-EIGHTH REPORT ON THE REPRESENTATION OF SHRI SATYENDRA SINGH FORWARDED BY SHRI VINOD SONKAR, M.P., LOK SABHA, REGARDING CONDITION OF HIGHER EDUCATION IN THE COUNTRY WITH SPECIAL REFERENCE TO GURU GHASIDAS VISHWAVIDYALAYA, BILASPUR, CHHATTISGARH.**

The Committee on Petitions (Sixteenth Lok Sabha) presented their Fifty-Eighth Report to Lok Sabha on 18 December, 2018 which had dealt with a representation of Shri Satyendra Singh forwarded by Shri Vinod Sonkar, M.P., Lok Sabha regarding condition of higher education in the country with special reference to Guru Ghasidas Vishwavidyalaya, Bilaspur, Chhattisgarh.

2. The Committee had made certain observations/recommendations in the matter and the Ministry of Education (Department of Higher Education) [*erstwhile Ministry of Human Resource Development*] were asked to implement the recommendations and furnish their action taken replies thereon for further consideration of the Committee.

3. Action Taken Replies have been received from the Ministry of Education (Department of Higher Education) *vide* their Office Memorandum No. F.No.49-9/2017-CU-I dated 17 February, 2021 in respect of all the observations/recommendations contained in the aforesaid Report.

4. The recommendations made by the Committee and the replies furnished thereto by the Ministry of Education (Department of Higher Education) are detailed in the succeeding paragraphs.

5. In paras 32 to 36 of the Report, the Committee had observed/recommended as follows:-

*"Detailed Action Plan for Filling up Vacancies*

*The Committee note from the submissions made by the Ministry of Education (Department of Higher Education) that as on 1.4.2017, 19% of the Teaching Positions were vacant in the Central Universities under the purview of University Grants Commission/the Ministry of Education. The total number of sanctioned Teaching posts in various Central Universities were 17106 (2421 Professor, 4807 Associate Professor, 9878 Assistant Professor), out of which 5997 posts were lying vacant (1323 Professor, 2217 Associate Professor, 2457 Assistant Professor). Similarly, as on 1.1.2017, against the 1265 sanctioned posts of Regular Faculty in the Deemed Universities, around 271 posts also remained unfilled. Further, during the year 2016-17, as against the 6878*

sanctioned posts of Regular Faculty in the Affiliated Colleges, over 2365 posts were not filled up.

The Committee also note that the University Grants Commission had framed the Guidelines for empanelment of Adjunct Faculty in the Universities and Colleges. These Guidelines enable the Higher Educational Institutions to access the eminent Teachers and Researchers, who had completed their formal association with the University/College, to participate in teaching, to collaborate and to stimulate the research activities for ensuring quality outcome at M.Phil and Ph.D levels; and to play the mentoring and inspirational role. The Central Universities have also been adopting different methods/processes which inter-alia, include hiring of ad-hoc Faculty, appointment of temporary Faculty, engaging the services of retired Teachers, Guest Faculty, visiting Faculty, etc., for meeting the shortage of Teaching/ Faculty Positions.

The Committee further note the various initiatives taken by the Ministry of Education to mitigate the situation arising due to the shortage of Teachers, viz., increase in the age of superannuation to 65 years, eligibility for re-employment on Contract Basis beyond the age of 65 years upto the age of 70 years, relaxation in the conditions governing the mobility of Academic Staff, launching of 'Operation Faculty Recharge Programme' by the UGC - for augmenting the Research and Teaching resources of Universities to tackle the shortage of Faculty in the University system and permission to the Universities to engage Adjunct/Guest/ Contractual Faculty to the extent of 10% of the overall sanctioned strength, etc.

Notwithstanding the aforementioned policy initiatives taken by the Ministry of Education/University Grants Commission, the Committee wish to express their concern that the details of occurrence of post-wise/category-wise and/or University-wise vacancies are not being scrupulously maintained by the Department(s) concerned, due to which there has been inordinate delay in the timely filling up of vacancies in the Central Universities, Deemed Universities and also in the Affiliated Colleges. Further, the Committee are also unhappy that frequently resorting to short-term measures of hiring ad-hoc Faculty, Guest Faculty, Contract Faculty and Re-employment has stood as the biggest hurdle in imparting Higher Education in the country.

The Committee, therefore, recommend the Ministry of Education to issue Guidelines to all the Central Universities, State Universities, Deemed Universities, Affiliated Colleges, etc., under the purview of University Grants Commission for the formulation of a detailed Action Plan not only for shrugging off the existing malady of adhocism in filling up of vacancies but also developing of a structured mechanism for appointment of Faculty/Teaching positions on permanent basis that too strictly in accordance with the

*Recruitment Rules/Guidelines/Orders in vogue in the Central Universities, Deemed Universities and other Affiliated Colleges."*

6. The Ministry of Education (Department of Higher Education), in their action taken replies, have submitted as under:-

*"Occurring of vacancies and filling up is a continuous process. The Ministry/UGC continuously monitors it with Universities and after the meeting of the Committee, various Guidelines/Advisories have been issued. However, the onus of filling up the teaching posts lies on Central Universities which are autonomous bodies created under Acts of Parliament. Further, the Ministry/UGC is aware of the fact that there are several vacant teaching positions in various universities and colleges across the country and teachers on contractual/tenure/ac-hoc/part-time are appointed against the vacant positions. The Ministry/UGC has taken proactive measure to address the issue and prepared the Guidelines for recruitment of Faculty in Universities, Colleges and Institutions Deemed to be Universities outlining the selection procedure and the time frame for recruitment.*

*In the UGC Regulations on Minimum Qualifications for Appointment of Teachers and Other Academic Staff in Universities and Colleges and Measures for the Maintenance of Standards in Higher Education, 2010, it is clearly mentioned under para 12.2, that all the sanctioned/approved posts in the University system shall be filled up on an urgent basis.*

*Further, UGC requested all Vice-Chancellors of Central Universities on 27th February, 2018 to prepare a time bound action plan indicating the timeline for advertisement of posts, scrutiny of applications, calling of interviews, selection/appointments of candidates etc. Where the regular Vice-Chancellors are not in position, the Universities may issue advertisement for calling the applications immediately. Wherever, the Universities are facing the difficulty in getting eligible candidates, Ministry/UGC has already requested all the Central Universities to make rolling advertisements which may run on the website throughout the year.*

*Furthermore, UGC vide its D.O. letter No.F.1-14/2019 (CPP-II) dated 4th June, 2019 has prepared the Guidelines for Recruitment of Faculty in Universities, Colleges and Institutions Deemed to be Universities outlining the selection procedure and the time frame for recruitment which has been circulated to all Universities to adhere the Guidelines. The Universities has also been requested to take steps to ensure that the vacancies in the University as well as in the Colleges affiliated to University are filled up at the earliest. Further, UGC vide its letter No.F.1-14/2019 (CPP-II) dated 31st July, 2019, 7th August, 2019, 5th September, 2019 and 22nd October, 2019 again requested to ensure that vacant positions in University as well as colleges affiliated to University are*



filled at the earliest and the status of the recruitment process is uploaded on the University Activity Monitoring Portal of UGC."

7. In paras 37 to 39 of the Report, the Committee had observed/recommended as follows:-

"Appraisal of UGC Notified Schemes, Regulations, etc.

The Committee note that the University Grants Commission has been constantly striving to develop a system of quality higher education which could be appropriate to the National needs, fulfilling the aspirations of the young budding minds, and in congruence with the existing global trends. UGC allocate resources in such a manner that the Higher Education System in the country is streamlined and strengthened by way of imbibing the principles of access & expansion, quality & excellence, equity & inclusion, research & relevance and synergies of Information & Communication Technology (ICT).

The Committee further note that primary objective of the University Grants Commission is to spread out the tenets of Higher Education across the country in such a manner that it is accessed by a large number of students from different cross-sections of the society. There are a large number of Central Universities, State Universities, State Private Universities, Institutions Deemed to be Universities and Colleges in the Higher Education Sector in the country. Under the Quality and Excellence Programme, UGC is committed to constant improvement of the quality of Higher Education and defining excellence in the processes of teaching, learning and research. In order to ensure that the quality of Higher Education is sustained and further streamlined, UGC has notified a variety of Regulations which are mandatory for every Institution of Higher Education including Central Universities across the country. UGC has also launched various Schemes which are aimed at addressing the principle of Equity and Inclusion.

The Committee observe that all the above mentioned Schemes, Regulations, Awards, Fellowships, etc., notified by the University Grants Commission are meant for imparting Higher Education in the country. Though the objectives behind all these Schemes, Regulations, etc., are praiseworthy, yet the Committee wish to emphasise that these Schemes, Regulations, etc., need to be administered and regulated in a result-oriented and professional manner. The Committee, therefore, urge the Ministry of Education to undertake a scientific Appraisal of all such Schemes, Regulations, etc., to review its effective monitoring and implementation.

8. The Ministry of Education (Department of Higher Education), in their action taken replies, have submitted as under:-

*"University Grants Commission has been evaluating its schemes from time to time and bringing it in the notice of the Commission. UGC got evaluated its various schemes with the help of Appraisal Committees; these schemes are -*

- (i) Establishment of Centres in Universities for Study of Social Exclusion And Inclusive Policy;*
  - (ii) Women's Studies in Higher Educational Institutions;*
  - (iii) Equal Opportunity Cell (Coaching Schemes for SC/ST/OBC (Non-Creamy Layer) & Minority Students for Universities and Colleges);*
  - (iv) Schemes for Persons with Disability in Universities and Colleges;*
  - (v) Human Resource Development Centre;*
  - (vi) Establishment/Up-gradation of Hindi Departments;*
  - (vii) Travel Grant for College Teachers;*
  - (viii) Epoch Making Social Thinkers of India;*
  - (ix) E-content Development project. Submission of Assistance from UGC under National Mission on Education through ICT (NME-ICT).*
- UGC's scholarships/fellowships schemes at the level of UG/PG/Doctorate level were got evaluated by the National Institute for Educational Planning and Administration (NIEPA). The report recommended to strengthen the schemes both horizontally and vertically.*
  - The schemes for granting autonomous status to colleges are to be continued till the objective laid down in the New Education Policy, 2020 is achieved.*
  - A Committee has been constituted for reviewing the functioning of existing Chairs and revision of Guidelines. The Committee has had series of meeting and is in the process of revising the Guidelines.*

9. In paras 40 to 42 of the Report, the Committee had observed/recommended as follows:-

"Annual Review of all the Appointments made by the Universities

The Committee note from the submissions made by the Ministry of Education (Department of Higher Education) that after upgradation of Guru Ghasidas Vishwavidyalaya from State University to a Central University, Dr. Lakshman Chaturvedi was appointed as its first Vice Chancellor under Transitional Provisions of the Central Universities Act, 2009. During the tenure of Dr. Lakshman Chaturvedi, some irregularities in the recruitment process were surfaced and the Central Bureau of Investigation initiated an inquiry to look into the matter. Consequently, Dr. Lakshman Chaturvedi was terminated from the post of Vice-Chancellor and on 28.02.2014, Prof. M. S. Khokhar, who was Pro Vice-Chancellor of the Guru Ghasidas Vishwavidyalaya, took charge as its Vice-Chancellor.

The Committee further note that since the Rules/Guidelines were not followed in respect of the appointment of Prof. M. S. Khokhar as Vice-Chancellor, the matter was examined in the the Ministry of Education. Subsequently, keeping in view the provisions under Statute 2(7) of the Central Universities Act, 2009, the University relieved Prof. M. S. Khokhar from the post of Vice-Chancellor of the Guru Ghasidas Vishwavidyalaya and appointed the senior-most Professor as its Vice-Chancellor.

The Committee are constrained to note that there occurrence of irregularities have become a perennial feature in Guru Ghasidas Vishwavidyalaya ever since it has been upgraded from a State University to a Central University. Serious irregularities had been established in the recruitment process during the tenure of Dr. Lakshman Chaturvedi as the first Vice-Chancellor and thereafter also in the case of appointment of Prof. M. S. Khokhar as Vice-Chancellor, wherein the Rules/Guidelines in respect of appointment of Vice-Chancellor were twisted with impunity. The Committee are of the considered opinion that even an iota of irregularity in the appointments of various posts in Universities, such as Vice-Chancellor, Pro Vice-Chancellor, Registrar, etc., besides Teaching and non-Teaching Staff/Faculty in contravention of the provisions of the Central Universities Act, 2009 - is a blemish on the entire structure of Higher Education. The Committee, therefore, recommend the Ministry of Education to oversee and seriously review all the appointments made by the Universities as per the existing Rules/Guidelines of University Grants Commission and other Rules/Acts related therewith to ensure the compliance of the same. In this regard, the Ministry of Education/University Grants Commission should also formulate a set of Policy Guidelines for curbing the menace of blatant breach of the relevant Acts/Rules/Guidelines along with provisions for taking strict action, including lodging of FIRs against the violators along with impressing upon all the Universities under the control of the Ministry of Education/University Grants Commission to scrupulously follow the same."

10. The Ministry of Education (Department of Higher Education), in their action taken replies, have submitted as under:-

*"The appointment of Vice Chancellors in Central Universities is made by the Hon'ble President of India in his capacity as the Visitor of concerned University on the basis of the recommendations of the Search-cum-Selection Committee as per the procedure prescribed in the relevant Act and Statutes of the respective University passed by the Parliament. The Search-cum-Selection Committee comprises nominees of Executive Council/Board of Management/Court of the concerned Central University as well as Visitor's nominees.*

*In order to make appointments in the University in a fair and transparent manner, the UGC has since notified UGC Regulations on Minimum Qualifications for Appointment of Teachers and other Academic Staff in Universities and Colleges and Measures for the Maintenance of Standards in Higher Education, 2018, in the Gazette on 18.7.2018. Para 7.0 of the regulations specifies the selection of Pro Vice- Chancellor/Vice-Chancellor of Universities.*

*Further, as per the provisions of the Act and Statutes of the respective University, there shall be a Selection Committee for making recommendations to the Executive Council of the University for appointment to the posts of Professors, Readers, Lecturers, Registrar, Finance Officer, Librarian, etc. The Selection Committee comprises, inter-alia, 5 nominees of Hon'ble Visitor (The President of India).*

*Filling up the vacancies is an ongoing and continuous process. The UGC and Ministry have repeatedly asked all the Central Universities to fill up the teaching posts on priority. However, the onus of filling up the teaching posts lies on Central Universities which are autonomous bodies created under Acts of Parliament. UGC have made various regulations such as UGC Regulations on Minimum Qualifications for Appointment of Teachers and Other Academic Staff in Universities and Colleges and Measures for the Maintenance of Standards in Higher Education, 2010, etc."*

11. In paras 43 to 44 of the Report, the Committee had observed/recommended as follows:-

*"Implementation of the Recommendations made by the UGC Expert Committee on Guru Ghasidas Vishwavidyalaya*

*The Committee observe from the written and oral submissions made by the representatives of the of Education that an Expert Committee, under the Chairmanship of Prof. K. Ramamurthy Naidu, of the University Grants Commission visited the Guru*

Ghasidas Vishwavidyalaya, Bilaspur, Madhya Pradesh from 21 to 23 December, 2009, to discuss, in detail, the various issues related to Academic, Administrative, Financial and Governance Matters arising out of converting the State University into a Central University. During the said visit, the UGC Expert Committee made their recommendations/suggestions, some of which, are summarised as follows:-

- i) At the initial stage, each regular Department should have Faculty position as prescribed by the UGC. The Department which are not having Faculty positions should be given Faculty positions as per UGC/AICTE/PCI norms.
- ii) As per the Central Universities Act, the UGC/Central Government is required to take over the liability so that the UGC may allow the University to fill up the remaining 44 vacant posts.
- iii) The UGC may take over the liability of all 81 posts created by the Executive Council and approve for filling of these posts on priority basis.
- iv) The UGC may take over the liability of all 32 posts created by the Executive Council in the Department of Pharmacy and approve filling of these posts on priority basis and convert these Courses in the Regular Programme.
- v) After taking the above mentioned liability under Regular Programme, the University may be advised to reduce the fee structure so that the poor but intelligent students may be able to take admission in the these Programmes.
- vi) Construction of Humanity Block and incomplete Buildings. etc.
- vii) Need to have good Teaching and Research Department.
- viii) Renovation and Development of existing Sports Infrastructure.

The Committee fail to understand that though almost eight years have already been elapsed as of now, yet no Status Report on the implementation of the recommendations of the UGC Expert Committee has been formulated. The Committee, therefore, urge the Ministry of Education to evaluate the latest implementation status of the recommendations made by the Expert Committee of the UGC on the examination of the various issues related to Academic, Administrative, Financial and Governance Matters arising out of converting Guru Ghasidas Vishwavidyalaya, a State University into a

Central University and submit a detailed Evaluation Report to the Committee within three months of the presentation of this Report to the House."

12. The Ministry of Education (Department of Higher Education), in their action taken replies, have submitted as under:-

"The UGC Expert Committee visited the Guru Ghasidas Vishwavidyalaya, Bilaspur from 21st to 23rd December, 2009 under the Chairmanship of Prof. K. Ramamurthy Naidu (Commission Member) to discuss in detail various issues related to academic, administrative, financial and governance matters arising out of converting State Universities into Central University. The recommendations of the Committee and Action Taken thereon are as follows:-

Sl. No.	Recommendations of the UGC Expert Committee	Action Taken Report submitted by the University
(i)	University is advised to frame the Statute/Academic Ordinance regarding appointment and rotation of the Head of the Department.	University has informed that a Committee has been constituted for framing different Statutes, Ordinances and Regulations. Further, framing of Statutes/Academic Ordinance/ Regulation regarding appointment and rotation of the Head of the Department is under process and the same shall be finalized shortly.
(ii)	University is advised to take expeditious action in the matter and strictly follow the Ph.D. Regulations of the UGC and the Ph.D. Ordinance as amended from time to time.	University has informed that they are strictly following the UGC Ph.D. Regulations and subsequent amendment(s) therein, from time to time. The University has accordingly amended the Ph.D. Ordinance and notified the same vide letter No. 243/Academic/2018 dated 20.07.2018.
(iii)	University may be instructed to make the functioning of the Students' Grievance Cell more effective to the satisfaction of the aggrieved.	Guru Ghasidas University has informed that they have both off-line and on-line Grievance Redressal mechanisms. The Dean, Students' Welfare is the Nodal Officer of Students' Grievance Redressal Cell.  Students' grievances are received off-line (through applications in hard copy received in the office of DSW) and on-line through UGC-Online Students Grievance Redressal Portal. In both the cases, complaints are attended timely and properly to

		<p>resolve the problem of student at office and university level through concerned department/ section.</p> <p>Grievance Redressal Committees are also functional at departmental level to resolve the students' problem in the department itself.</p> <p>Grievance Redressal Committee has also been formed as per GGV Students' Council Regulation, 2011 (Reviewed and Amended upto 29.01.2019) to resolve election related issues/grievances.</p>
(iv)	<p>University may fill up the statutory posts as early as possible.</p>	<p>Various Advertisements were floated and steps were taken for appointment of Registrar, Finance Officer, Controller of Examination and Librarian. Two Statutory positions, i.e., Librarian and Controller of Examination have been filled up.</p> <p>For Registrar and Finance Officer, a fresh advertisement was floated vide No. 494/Rec/Adm/2019 dated 13.08.2019 and 1701/Rec/Adm/2019 dated 06.12.2019. The interviews were conducted for the positions of Registrar and Finance Officer on 13.01.2020. However, since after the interview a panel of three suitable candidates was to be recommended for these positions and the required three suitable candidates could not be found by the Selection Committee, therefore the advertisement was again floated vide No. 2198/Rec/Adm/2020 dated 27.01.2020. The applications received for these positions have been scrutinized.</p> <p>Thereafter, due to nationwide lockdown due to pandemic COVID-19, further processing could not be done.</p> <p>Further, the tenure of current Vice-Chancellor in this University has expired on 06/08/2020. As per the Ministry's instructions, the Heads of the Institution should refrain from initiating any action to make selections at least two months before the expiry of their term or retirement.</p>

(v)	<p>The University may send the proposal to UGC for consideration for purchase of four buses for the students.</p>	<p>The University provides bus facility for the students between the campus and the main city, Bilaspur and for educational tour of the students apart from regular transport facility.</p> <p>Within limited resources available, the buses ply frequently according to the time schedule. Up to the academic session 2016-17, four buses were in service, but as per the norms of the RTO, two buses were discontinued due to completion of their service life. As per the direction of Government of India and resolution in the Finance Committee meeting held on 11.02.2016, purchase of new vehicle is banned except in replacement of condemned vehicle. Accordingly, the University procured one new bus in place of the condemned vehicle. Presently, three buses are in service and students are availing frequent transport facilities using these three vehicles.</p> <p>In view of the increase in the number of students year after year and in order to cope up with the demand, four more buses are required to be procured, for which the estimated budget of Rs.100 Lacs is required. A proposal for procurement of new buses and sanction of grant of Rs. 100 lacs is submitted.</p>
(vi)	<p>University may send the proposal to UGC for strengthening the medical care needs of the students and staff.</p>	<p>It is informed by the University that one person each has been engaged and working as Medical Officer, Auxiliary Nursing Midwife (ANM) and Compounder in the University and catering the medical needs of the students and staff. The detailed proposal for sanction of the posts of Chief Medical Officer, Female Medical Officer and other medical staff including other non-teaching positions has been submitted.</p> <p>However, the Executive Council of the University has created one post of Female Medical Officer and the formalities regarding Recruitment Rules and conditions regarding appointment on this post is under process. Further, the proposal regarding finalization of Recruitment Rules for the non-teaching staff of the University is also under process. As soon as the sanction of posts related to enhancing the medical facilities as above and approval of the Recruitment and Promotion Rules are received, the</p>



		process for recruiting the persons shall be expedited by the University.
(vii)	The University may follow the amended GGV Students' Council Regulation, 2011 (Reviewed and Amended up to 29.01.2019).	The University has implemented and is strictly following the amended GGV Students' Council Regulation, 2011 (as amended up to 2019)
(viii)	The University administration may take cognizance of the shortcomings of health care facilities and take appropriate action for adequate health care facilities to the boys and girls living in the hostels.	As at point No. (vi)
(ix)	During the interaction with the non-teaching staff and officers, the Committee also found that there were cases of anomaly which could be solved by the Rationalization Committee of the UGC. Therefore, the university may provide the desired information with regard to the non-teaching employees to the UGC, so that the matter may be examined by the Rationalization Committee.	In process.

13. In paras 45 to 46 of the Report, the Committee had observed/recommended as follows:-

"Initiation of Action on the Report of UGC on 11 Central Universities

The Committee note from the submissions made by the Ministry of Education that during the year 2017, the University Grants Commission had conducted the Academic/ Financial/ Infrastructural Audit of 11 Central Universities, namely, Allahabad University, Aligarh Muslim University, Hemwati Nandan Garhwal University, Central University of Jammu, Central University of Jharkhand, Baba Saheb Ambedkar University, Pondicherry

University, Central University of Rajasthan, Dr. Hari Singh Gaur Vishwavidyalaya, Tripura University, Mahatma Gandhi Antarrashtriya Hindi Vishwavidyalaya. The Audit Report of the University Grants Commission Committee was prepared and submitted to the Minister of Education.

The Committee are constrained to note that despite the direction of the Minister of Education, the requisite action on the Audit Report of the Committee of University Grants Commission is yet to be taken. The Committee, therefore, strongly urge the Ministry of Education to take appropriate and necessary action to implement the recommendations of the Audit Report of the University Grants Commission without any further loss of precious time."

14. The Ministry of Education (Department of Higher Education), in their action taken replies, have submitted as under:-

"Pursuant to the decision taken in the UGC's meeting held on 20.5.2016, it was resolved by the UGC to conduct the academic, research, financial and infrastructural audit of the following 11 Central Universities:-

- (1) Aligarh Muslim University
- (2) Mahatma Gandhi Antarrashtriya Hindi Vishwavidyalaya
- (3) Central University of Jammu
- (4) Babasaheb Bhimrao Ambedkar University
- (5) Pondicherry University
- (6) Tripura University
- (7) Dr. Harisingh Gour Vishwavidyalaya
- (8) University of Allahabad
- (9) HNB Garhwal University
- (10) Central University of Rajasthan
- (11) Central University of Jharkhand

The Reports in respect of all the aforementioned Central Universities have been received from the respective Committees through the UGC. It is a normal practice that whenever a report is received, the same is shared with the concerned University to have their considered views/comments before taking further action. Accordingly, the same were shared with the concerned Central University to furnish Action Taken.

Thereafter, UGC constituted an Expert Committee under the Chairmanship of Prof. SushmaYadav, Member, Commission and Vice Chancellor, Bhagat Phool Singh Mahila Vishwavidyala, Sonipat to study the action taken report submitted by various Central

Universities. Based on the observation, the Expert Committee has recommended certain action plans which will be undertaken by the concerned Central University."

15. In para 47 of the Report, the Committee had observed/recommended as follows:-

"UGC Mechanism in respect of Standards of Teaching, Research and Quality Assurance in the Central Universities vis-a-vis Guru Ghasidas Vishwavidyalaya.

The Committee would also like to highlight another area of concern regarding furnishing of complete and specific replies to the issues/queries raised by the Committee on Petitions, Lok Sabha. In the matter, when the Committee specifically enquired about the mechanism available with the UGC for the maintenance of Standards of Teaching, Research and Quality Assurance in the Central Universities vis-a-vis its application in Guru Ghasidas Vishwavidyalaya and the 'Performance Appraisal' of Guru Ghasidas Vishwavidyalaya on various parameters, the Ministry of Education (Department of Higher Education) submitted a stereotype outline about the UGC Regulations for ensuring and streamlining of quality higher education and ingeniously ignored the University-centric information related to standards of Teaching, Research and Quality Assurance in Guru Ghasidas Vishwavidyalaya. The Committee, therefore, recommend the Ministry of Education to furnish a detailed Report on the Standards of Teaching, Research and Quality Assurance of Guru Ghasidas Vishwavidyalaya along with a realistic 'Performance Appraisal' of the University."

16. The Ministry of Education (Department of Higher Education), in their action taken replies, have submitted as under:-

"Tri-Partite Memorandums of Understanding (MoU) were signed between the Ministry, UGC and Central University including with Guru Ghasidas Vishwavidyalaya with the objective to assess and facilitate the performance of the University on various parameters such as Student in-take, Equity and Diversity, Strengthening faculties, Academic Outcomes, Research, Governance, Finance and Expenditure, etc., against the targets set so as to incrementally improve the performance of the University.

A meeting was held under the Chairmanship of Secretary (Higher Education) and Chairman, UGC on 15.12.2018 to appraise the implementation status of all the performance evaluation parameters, output targets and programme of work indicated by the Central Universities in the Tri-Partite MoU signed by them with the Ministry and UGC. Vice-Chancellors of various Central Universities, including Guru Ghasidas Vishwavidyalaya, were called for presentation and discussion to overcome shortcomings in the targets set. Apart from this, academic progress, conduction of internal/term

*examination, vocational courses, Students' Grievance Redressal mechanism, infrastructure projects were also reviewed. Based on the presentations and discussions with the Central Universities, various advisories were issued to the concerned Central Universities in order to improve the performance of the University.*

*Further, every year, Tri-Partite Memorandums of Understanding (MoU) are signed between the Ministry, UGC and Central University with the said objectives and the same are evaluated based on the targets set and output targets on various parameters such as Student in-take, Equity and Diversity, Strengthening faculties, Academic Outcomes, Research, Governance, Finance and Expenditure, etc.*

*Furthermore, University Grants Commission constituted a Committee under the Chairmanship of Prof. S.K. Singh, former Vice-Chancellor, HNB Garhwal University to implement the recommendation made by an Expert Committee on the various issues relating to academic, administrative, financial and governance matters arising out of converting Guru Ghasidas Vishwavidyalaya as a Central University. Pursuant to this, recommendations regarding Students' Council Regulation and Students' Grievance Cell have been implemented by the University. Further, action on some points such as framing of Ph.D. Regulations and Cadre Recruitment Rules (CRR) of non-teaching employees and mapping/rationalization of the cadre structure of the University is in process.*

## OBSERVATIONS/RECOMMENDATIONS

### Formulation of a detailed Action Plan for filling up of vacancies.

17. The Committee, while examining the instant representation of Shri Satyendra Singh forwarded by Shri Vinod Sonkar, M.P., Lok Sabha, had acknowledged various policy initiatives taken by the Ministry of Education/University Grants Commission to mitigate the situation arising out due to the shortage of Teachers, viz., increase in the age of superannuation to 65 years, eligibility for re-employment on Contract Basis beyond the age of 65 years up to the age of 70 years, relaxation in the conditions governing the mobility of Academic Staff, launching of 'Operation Faculty Recharge Programme' by the University Grants Commission (UGC) for augmenting the Research and Teaching resources of Universities to tackle the shortage of Faculty in the University system and permission to the Universities to engage Adjunct/Guest/Contractual Faculty to the extent of 10% of the overall sanctioned strength, etc.

18. The Committee had, however, expressed their concern that the details of occurrence of post-wise/category-wise and/or University-wise vacancies are not being scrupulously maintained by the Department(s) concerned, due to which there has been inordinate delay in the timely filling up of vacancies in the Central Universities, Deemed to be Universities and also in the Affiliated Colleges. Further, the Committee also expressed their unhappiness to the effect that frequently resorting to short-term measures of hiring *ad hoc* Faculty, Guest Faculty, Contract Faculty and Re-employment have stood as the biggest hurdle in imparting Higher Education in the country.

19. The Committee had, therefore, recommended the Ministry of Education (Department of Higher Education) to issue Guidelines to all the Central Universities, State Universities, Deemed to be Universities, Affiliated Colleges, etc., under the purview of

UGC for the formulation of a detailed Action Plan not only to put an end to the perennial policy of *ad hocism* in filling up of vacancies but also developing of a structured mechanism for appointment of Faculty/Teaching positions on permanent basis that too strictly in accordance with the Recruitment Rules/Guidelines/Orders in vogue in the Central Universities, Deemed to be Universities and other Affiliated Colleges.

20. The Ministry of Education (Department of Higher Education), in their action taken replies, have *inter alia* submitted that the Ministry/UGC continuously monitor occurring and filling-up of vacancies with Universities and after the meeting of the Committee on Petitions, various Guidelines/Advisories have been issued in this regard. The Ministry of Education (Department of Higher Education) have further submitted that the Ministry/UGC have taken proactive measures to address the issue and prepared the Guidelines for recruitment of Faculty in the Universities, Colleges and Institutions Deemed to be Universities outlining the selection procedure and the time frame for recruitment. The Ministry of Education (Department of Higher Education) have also informed the Committee that in the UGC Regulations on Minimum Qualifications for Appointment of Teachers and Other Academic Staff in Universities and Colleges and Measures for the Maintenance of Standards in Higher Education - 2010, it has been clearly stipulated under para 12.2, that all the sanctioned/approved posts in the University System shall be filled up on an urgent basis. Further, UGC had requested all the Vice Chancellors of Central Universities on 27 February, 2018 to prepare a time-bound 'Action Plan' indicating the timeline for advertisement of posts, scrutiny of applications, calling of interviews, selection/appointments of candidates, etc. In this connection, the Ministry of Education (Department of Higher Education) further informed that the UGC *vide* their D.O. Letter No.F.1-14/2019 (CPP-II) dated 4 June, 2019 have prepared the Guidelines for Recruitment of Faculty in Universities, Colleges and Institutions Deemed to be Universities outlining the selection procedure and the time

frame for recruitment which has been circulated to all Universities to adhere to the Guidelines. The Universities have also been requested to take steps to ensure that the vacancies in the University as well as in the Colleges affiliated to them are filled up at the earliest. The Ministry of Education have further added that that UGC *vide* their Letter No.F.1-14/2019 (CPP-II) dated 31 July, 2019, 7 August, 2019, 5 September, 2019 and 22 October, 2019 had again requested to ensure that vacant positions in Universities as well as Colleges affiliated to them are filled up at the earliest and the status of the recruitment process is uploaded on the University Activity Monitoring Portal of UGC.

21. The Committee *per se* are not satisfied with the reply furnished by the Ministry of Education (Department of Higher Education) in view of the fact that while referring to the UGC Regulations on Minimum Qualifications for Appointment of Teachers and Other Academic Staff in Universities and Colleges and Measures for the Maintenance of Standards in Higher Education - 2010, wherein, under Para 12.2, it has been stipulated that all the sanctioned/approved posts in the University System shall be filled up on an urgent basis, the clarifications given by the Ministry merely states that the Ministry/UGC have taken proactive measures to address the issue of vacant teaching positions and prepared the Guidelines for recruitment of Faculty in Universities, Colleges and Institutions Deemed to be Universities outlining the selection procedure and the time frame for recruitment.

22. In this regard, the Ministry of Education (Department of Higher Education) have conveniently skipped the core issue by not providing the details of steps taken/being taken for formulation of a detailed Action Plan for filling up of vacancies and developing of a structured mechanism for appointment of Faculty/Teaching positions on permanent basis in accordance with the Recruitment Rules/Guidelines/Orders in vogue in the Central Universities, State Universities, Deemed to be Universities and other Affiliated

Colleges, etc., under the purview of UGC besides updating the information with regard to vacant positions in their educational Institutions on the University Activity Monitoring Portal of UGC. The Committee, therefore, strongly believe that there is a need to provide a sustainable research-oriented environment through Faculty Development Initiatives in the higher educational Institutions, which could be possible only when the recruitment of teachers is made on permanent basis devoid of any sort of adhocism.

*Regular appraisal of UGC Notified Schemes, Regulations, etc.*

23. While emphasizing the need for administering and regulating various Schemes, Regulations, etc., notified by the University Grants Commission for imparting Higher Education in the country, in a result-oriented and professional manner, the Committee had urged the Ministry of Education (Department of Higher Education) to undertake a scientific Appraisal of all such Schemes, Regulations, etc., to review its actual monitoring and implementation.

24. The Ministry of Education (Department of Higher Education), in their action taken replies, have submitted that the University Grants Commission has been evaluating their Schemes from time to time and bringing it to the notice of the Commission. The Ministry of Education (Department of Higher Education) have further submitted that the UGC, with the help of Appraisal Committees, the following Schemes, have been evaluated:-

- (i) *Establishment of Centres in Universities for Study of Social Exclusion and Inclusive Policy;*
- (ii) *Women's Studies in Higher Educational Institutions;*
- (ii) *Equal Opportunity Cell (Coaching Schemes for SC/ST/OBC (Non-Creamy Layer) & Minority Students for Universities and Colleges);*



- (iv) Schemes for Persons with Disability in Universities and Colleges;*
- (v) Human Resource Development Centre;*
- (vi) Establishment/Up-gradation of Hindi Departments;*
- (vii) Travel Grant for College Teachers;*
- (viii) Epoch Making Social Thinkers of India; and*
- (ix) E-content Development project. Submission of Assistance from UGC under National Mission on Education through ICT (NME-ICT).*

25. In this connection, the Ministry of Education (Department of Higher Education), in their action taken replies, have also submitted that the UGC's Scholarships/ Fellowships Schemes at the level of UG/PG/Doctorate were got evaluated by the National Institute for Educational Planning and Administration (NIEPA) and the Report thereof recommended to strengthen these Schemes both horizontally and vertically. The Ministry of Education (Department of Higher Education) have further informed that the Schemes for granting 'Autonomous Status' to the Colleges are to be continued till the objectives laid down in the National Education Policy, 2020 are achieved. The Ministry of Education (Department of Higher Education) have also informed that a Committee has been constituted for reviewing the need for revision of Guidelines, for which a series of meetings have taken place and the process of revising the Guidelines is also underway.

26. The Committee are happy to note that the UGC have been evaluating their various Schemes, Scholarships/Fellowships, etc., from time to time, with the help of Appraisal Committees, NIEPA, etc., and the report(s) thereon are brought to the notice of Commission for its consideration. The Committee would like to once again emphasise the need for effective implementation of Scheme(s) for grant of Scholarship/Fellowship, etc., along with a proper instrument for undertaking an objective assessment, ensuring efficient administration along with a bar on under-utilization of allocated funds. Therefore, in the considered opinion of the Committee, scientific appraisal of the

Schemes, Scholarships/Fellowships, etc., in terms of their periodic evaluation and review are some of the important ingredients for attaining the desired objectives. Similarly, for effective implementation of UGC notified Rule(s), Regulation(s), Guideline(s) etc., a periodic exercise of review *inter alia* for identifying the inherent deficiencies which might require any revision, modification, rectification, etc., would be a better option for attaining the desired outcome. Since the review of Guidelines by a Committee has already commenced, the Committee trust that this exercise would be completed at the earliest and the observation(s)/recommendation(s) of the said Committee are considered and implemented without any delay. The Committee are also optimistic that the recommendation(s) made by the NIEPA in regard to UGC's Scholarships/ Fellowships Schemes at the level of UG/PG/Doctorate in the Evaluation Report would be implemented expeditiously with a view to strengthening these Schemes for the overall welfare of the Students, Researchers and Scholars, who are pursuing their higher education. The Committee would like to await the details of the steps taken/proposed to be taken in this regard.

**Annual Review of all the appointments made by the Universities.**

27. The Committee, while expressing their apprehension that even a small irregularity in appointments not only to the post(s) of Vice-Chancellor, Pro-Vice-Chancellor, Registrar, etc., but also in Teaching and non-Teaching Staff/Faculty in contravention of the provisions of the Central Universities Act, 2009 would be a blemish on the entire structure of Higher Education, had recommended the Ministry of Education (Department of Higher Education) to oversee and review all the appointments made by the Universities as per the existing Rules/Guidelines of University Grants Commission and other Rules/Acts related therewith to ensure the compliance of the same. With a view to establishing a transparent regime in the education sector, the Committee had also recommended the Ministry of Education/University Grants Commission to formulate a set

of 'Policy Guidelines' for curbing the tendencies of breach in the relevant Acts/Rules/Guidelines along with provisions for initiating strict action, including lodging of FIRs against the violators.

28. The Ministry of Education (Department of Higher Education), in their action taken replies, have submitted that the appointment of Vice Chancellors in Central Universities is made by the Hon'ble President of India in his/her capacity as the visitor of University concerned on the basis of the recommendations of the Search-cum-Selection Committee, which comprises of the nominees of Executive Council/Board of Management/Court of the Central University concerned as well as Visitor's nominees, as per the procedure prescribed in the relevant Act and Statutes of the respective University passed by the Parliament.

29. The Ministry of Education (Department of Higher Education) have further informed the Committee that the Para 7.0 of the UGC Regulations on Minimum Qualifications for Appointment of Teachers and other Academic Staff in the Universities and Colleges and Measures for the Maintenance of Standards in Higher Education, 2018 notified in the Gazette on 18.7.2018, specifies the selection of Pro-Vice Chancellor/Vice Chancellor of the Universities. The Ministry of Education (Department of Higher Education) have also informed that as per the provisions of the relevant Act and Statutes of the respective University, there shall be a Selection Committee comprising of five nominees of Hon'ble Visitor, *i.e.*, the President of India for making recommendations to the Executive Council of the University for appointment to the posts of Professors, Readers, Lecturers, Registrar, Finance Officer, Librarian, etc.

30. The Committee are constrained to note that the Ministry of Education (Department of Higher Education), in their action taken replies, have simply informed about the

process as to how the appointment to various posts in a University is being done. However, the Ministry have not been able to provide the details of modalities or measures as to how these appointments could be monitored or reviewed in terms of ensuring their compliance with the procedure as prescribed in the relevant Act(s) and Statute(s) of the respective University passed by the Parliament and/or the Rule(s)/Guideline(s) of University Grants Commission, as the case may be. Besides, the Ministry of Education (Department of Higher Education) have also not provided the details of steps taken/proposed to be taken in regard to formulating a set of Policy Guidelines for curbing the tendencies of breach of the relevant Acts/Rules/Guidelines as far as appointment to various posts are concerned. The Committee, therefore, reiterate that the Department of Higher Education, being the nodal Department to oversee the higher education in the country, should supervise and review all the appointments made by the Universities as per the extant Acts/Statutes of the Parliament and the Rules/Guidelines of University Grants Commission and also ensure strict compliance of the same.

*Implementation of the recommendations made by the UGC Expert Committee.*

31. While raising the issue of non-formulation of any Status Report on the implementation of the recommendations of the UGC Expert Committee under the Chairmanship of Prof. K. Ramamurthy Naidu, who also visited the Guru Ghasidas Vishwavidyalaya, Bilaspur, Chhattisgarh from 21 to 23 December, 2009, to discuss the various issues related to Academic, Administrative, Financial and Governance Matters arising out of converting the State University into a Central University even after a lapse of considerable period of time, the Committee had urged the Ministry of Education (Department of Higher Education) to evaluate the implementation status of the recommendations made by the said Expert Committee of the UGC and submit a detailed Evaluation Report to the Committee.

32. The Ministry of Education (Department of Higher Education), in their action taken replies, have submitted that the UGC Expert Committee had visited the Guru Ghasidas Vishwavidyalaya, Bilaspur from 21 to 23 December, 2009 under the Chairmanship of Prof. K. Ramamurthy Naidu (Commission Member) to discuss, in detail, various issues related to academic, administrative, financial and governance matters arising out of converting the State University into the Central University and also furnished the recommendations of the said Committee along with the details of action taken thereon as submitted by the Guru Ghasidas Vishwavidyalaya, Bilaspur.

33. The Committee are satisfied to note that the Ministry of Education (Department of Higher Education) have furnished the recommendations of the UGC Expert Committee which had visited the Guru Ghasidas Vishwavidyalaya, Bilaspur and the details of action taken thereon to the Committee. However, in this connection, the Committee recommend the Ministry of Education (Department of Higher Education)/UGC to expedite the implementation of the following recommendations of the UGC Expert Committee:-

- (i) *Framing of Statute/Academic Ordinance regarding appointment and rotation of the Head of the Department:* Since a Committee has already been constituted in Guru Ghasidas Vishwavidyalaya for framing different Statutes, Ordinances and Regulations and framing of Statute/Academic Ordinance/Regulation regarding appointment and rotation of the Head of the Department, the same should be finalized and implemented in the University at the earliest.
- (ii) *Filling up of statutory posts:* Out of four vacant statutory positions, i.e., Registrar, Finance Officer, Controller of Examination and Librarian, since two positions, i.e., of Librarian and Controller of Examinations have already been filled up, the recruitment process in respect to the remaining two posts, i.e., Registrar and Finance Officer should also be completed without any further delay. Besides, in the event of occurrence of any vacancy in the any other statutory post(s), advertisement for the same should be issued for timely initiating of selection/recruitment process.

- (iii) Sending proposal to the UGC for their consideration for purchase of new Buses for students: A proposal for procurement of new Buses for students of Guru Ghasidas Vishwavidyalaya and sanction of grant of Rs. 100 lakh has already been submitted by the University. The Ministry/UGC should consider the said proposal expeditiously .
- (iv) Strengthening the healthcare and medical facilities for the students and staff: At present, a Medical Officer, an Auxiliary Nursing Midwife (ANM) and a Compounder have been engaged and working in the University to cater to the healthcare and medical needs of the students and staff. Although, a detailed proposal for sanction of the posts of Chief Medical Officer, Female Medical Officer and other Medical Staff including other non-teaching positions has already been submitted, the formalities regarding Recruitment Rules and conditions for appointment on some of these post are under process. The Ministry/UGC should ensure that the decision for recruitment to the posts of medical officer/staff and other non-teaching positions is taken expeditiously and at the same time, the proposal regarding finalization of Recruitment and Promotion Rules for the non-teaching staff of the University should also be completed and approved within a prescribed time frame.
- (v) Providing requisite information with regard to cases of anomaly amongst non-teaching employees to the UGC: As the UGC Expert Committee had found that there were cases of anomaly in respect to the non-teaching officers and staff which could be solved by the 'Rationalization Committee' of the UGC, the desired information should be provided to the said Committee for arriving at a final solution in the matter.

NEW DELHI;

HARISH DWIVEDI,  
Chairperson,  
Committee on Petitions.

13 December, 2021

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