

**PUBLIC ACCOUNTS COMMITTEE**  
**1969-70**

( FOURTH LOK SABHA )

**HUNDRED AND FOURTEENTH REPORT**

[Appropriation Accounts (Civil), 1967-68 and Audit Report (Civil), 1969 relating to the Ministry of Education and Youth Services and Audit Reports on the accounts of the University Grants Commission for 1966-67 and 1967-68.]



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

*April, 1970/Chaitra, 1892 (Saka),*

*Price: Rs. 1.30*

336.3951A  
K9

**LIST OF AUTHORISED AGENTS FOR THE SALE OF LOK SABHA  
SECRETARIAT PUBLICATIONS**

Sl. No.	Name of Agent	Agency No.	Sl. No.	Name of Agent	Agency No.
<b>ANDHRA PRADESH</b>					
1.	Andhra University General Cooperative Stores Ltd., Waltair (Visakhapatnam)	8	12.	Charles Lambert & Company, 101, Mahatma Gandhi Road, Opposite Clock Tower, Fort, Bombay.	30
2.	G.R. Lakshminpathy Chetty and Sons, General Merchants and News Agents, Newpet, Chandragiri, Chittoor District.	94	13.	The Current Book House, Maruti Lane, Raghunath Dadaji Street, Bombay-1.	60
<b>ASSAM</b>					
3.	Western Book Depot, Pan Bazar Gauhati.	7	14.	Deccan Book Stall, Ferguson College Road, Poona-4.	65
<b>BIHAR</b>					
4.	Anar Kitab Ghar, Post Box 78, Diagonal Road, Jamshedpur.	87	15.	M/s. Usha Book Depot, 585/A, Chitra Bazar, Khan House, Girganji Road, Bombay-2 B.R.	5
<b>GUJARAT</b>					
5.	Vijay Stores, Station Road, Anand.	35	<b>MYSORE</b>		
6.	The New Order Book Company, Ellis Bridge, Ahmedabad-6.	63	16.	M/s. Peoples Book House, Opp. Jaganmohan Palace, Mysore-1.	16
<b>RAJASTHAN</b>					
7.	M/s. Prabhu Book Service, Nai Subzaimandi, Gurgaon, (Haryana).	14	17.	Information Centre, Government of Rajasthan, Tripolia, Jaipur City.	36
<b>MADHYA PRADESH</b>					
8.	Modern Book House, Shiv Vilas Palace, Indore City.	13	<b>UTTAR PRADESH</b>		
<b>MAHARASHTRA</b>					
9.	M/s. Sunderdas Gianchand, 601, Girganji Road, Near Princess Street, Bombay-2.	6	18.	Swastik Industries Works, 59, Holi Street, Meerut City.	2
10.	The International Book House (Private) Limited, 9, Ash Lane, Mahatma Gandhi Road, Bombay-1.	22	19.	Law Book Company, Sardar Patel Marg, Allahabad-1.	48
11.	The International Book Service, Deccan Gymkhana, Poona-4.	26	<b>WEST BENGAL</b>		
<b>MAHARASHTRA</b>					
12.	Charles Lambert & Company, 101, Mahatma Gandhi Road, Opposite Clock Tower, Fort, Bombay.	30	20.	Granthaika, 5/1, Ambica Mookherjee Road, Belgharia, 24 Parganas.	10
13.	The Current Book House, Maruti Lane, Raghunath Dadaji Street, Bombay-1.	60	21.	W. Newman & Company Ltd., 3, Old Court House Street, Calcutta.	44
14.	Deccan Book Stall, Ferguson College Road, Poona-4.	65	22.	Firma K. L. Mukhopadhyay, 6/1A, Bancharanm Akur Lane, Calcutta-12.	82
15.	M/s. Usha Book Depot, 585/A, Chitra Bazar, Khan House, Girganji Road, Bombay-2 B.R.	5	23.	M/s. Mukherji Book House, 8-B, Duff Lane, Calcutta-6.	1

CORRIGENDA TO HUNDRED AND FOURTEENTH REPORT OF  
THE PUBLIC ACCOUNTS COMMITTEE (1969-70) PRESENTED  
TO LOK SABHA ON 29.4.1970.

Page	Para	Line	For	Read
Con- tents	App.I	-	of Standards	of the Standards
-do-	-	Last Line	Parliamentary Library	Parliament Library
Intro- ducti- on.	2	6	Committees	Committee
4	-	7	State Government	State Governments
	1.5	2	State Government	State Governments
	1.6	Last Line	letters	letter
6	1.12	8	would	should
		Last Line	supervisory teachers- pupil	supervisor teacher-pupil
7	1.14	2	connection	connection
10	-	4	except for the	except the
		5		
15	1.32	1	while a	while the
16	1.35	4	connection	connection
17	-	8	booksellers	booksellers"
18	1.43	12	Committee	the Committee
24	-	19	floaing	floating
28	2.10	8	standards	Standards
47	2.59	2	tre, had.... purpose could	sity Grants Commission to the Institute of Economic Growth, Delhi
56	-	3	appropriate	appropriate
94	Sr.No. 16	Third Column	South Services	Youth Services
96	Sr.No. 22	-do-	South Services	Youth Services

336.573 IK

## CONTENTS

	PAGE
COMPOSITION OF THE PUBLIC ACCOUNTS COMMITTEE 1969-70 . . . . .	(iii)
INTRODUCTION . . . . .	(v)
CHAPTER I. Ministry of Education & Youth Services . . . . .	1
CHAPTER II. University Grants Commission . . . . .	19
APPENDICES:	
I. Summary and main Recommendations of Standards Committees . . . . .	58
II. List of the Centres of Advanced Study . . . . .	76
III. Note on the present procedure of financial administration, accounting and auditing in the Central Universities . . . . .	78
IV. List of UGC Publications based on the Reports submitted by Committees and Conferences . . . . .	83
V. Summary of the main conclusions/recommendations of the Committee . . . . .	85
PART II*	
Minutes of the sitting held on 5-11-69 . . . . .	
Minutes of the sitting held on 24-1-70 . . . . .	

---

\*Not printed (One cyclostyled copy laid on the Table of the House and five copies placed in the Parliamentary Library).

336.395-1R

**PUBLIC ACCOUNTS COMMITTEE**

**(1969-70)**

**CHAIRMAN**

**Shri Atal Bihari Vajpayee**

**MEMBERS**

2. Shri Syed Ahmed Aga
3. Shri Bhagaban Das
4. Shri C. Chittibabu
5. Shri K. G. Deshmukh
6. Shri Bimalkanti Ghosh
7. Shri K. M. Koushik
8. Shri Mohan Swarup
9. Shri H. N. Mukerjee
10. Chaudhary Nitiraj Singh
11. Shrimati Sushila Rohatgi
12. Shri Ram Awtar Sharma
13. Shri Ramshekhar Prasad Singh
14. Shri Tayappa Hari Sonavane
15. Shri Balgovind Verma
16. Dr. Z. A. Ahmed
17. Shri A. P. Chatterjee
- \*18. Prof. Shanti Kothari
- \*19. Shri S. S. Mariswamy
- \*20. Shri G. H. V. Momin
21. Shri-N. R. M. Swamy
- \*22. Shri Tarkeshwar Pande.

**SECRETARIAT**

**Shri Avtar Singh Rikhy—*Joint Secretary.***

**Shri A. L. Rai—*Deputy Secretary.***

**Shri K. Seshadri—*Under Secretary.***

---

\*Ceased to be members of the Committee consequent on their retirement from the Rajya Sabha from 2nd April, 1970.

## INTRODUCTION

I, the Chairman of the Public Accounts Committee, as authorised by the Committee, do present on their behalf this Hundred and Fourteenth Report (Fourth Lok Sabha) on Appropriation Accounts (Civil), 1967-68 and Audit Report (Civil), 1969 relating to the Ministry of Education and Youth Services and Audit Reports on the accounts of the University Grants Commission for 1966-67 and 1967-68.

2. The Appropriation Accounts (Civil), 1967-68 and Audit Report (Civil), 1969 were laid on the Table of the House on the 18th April, 1969. The Audit Reports on the accounts of the University Grants Commission for 1966-67 and 1967-68 were laid on the Table of the House on 23rd August, 1968 and 8th August, 1969 respectively. The Committees examined the Accounts and Audit Reports at their sittings held on the 5th November, 1969 and the 24th January, 1970. The Committee considered and finalised this Report at their sittings held on the 31st March and 10th April, 1970. Minutes of these sittings form Part II\* of the Report.

3. A statement showing the summary of the main conclusions/recommendations of the Committee is appended to the Report (Appendix V). For facility of reference these have been printed in thick type in the body of the Report.

4. The Committee place on record their appreciation of the assistance rendered to them in the examination of this case by the Comptroller and Auditor General of India.

5. The Committee would also like to express their thanks to the Officers of the Ministry of Education and Youth Services and the University Grants Commission for the co-operation extended by them in giving information to the Committee.

ATAL BIHARI VAJPAYEE,

NEW DELHI;

*Chairman,*

*Dated April 16, 1970/Chaitra 26, 1892 (S). Public Accounts Committee.*

---

\*Not printed (one cyclostyled copy laid on the Table of the House and five copies placed in the Parliament Library).

## MINISTRY OF EDUCATION

### National Fitness Corps

#### *Audit Paragraph*

1.1. (i) The "National Fitness Corps", started in 1965, integrated the existing programmes of physical education, national discipline scheme and auxiliary cadet corps. The object of the scheme is to make students healthy in mind and body. For this purpose, trained instructors are posted to high and higher secondary schools. A large number of these instructors are the employees of the State Governments, local bodies and voluntary organisations. However, about 7,000 instructors are the employees of the Central Government (they were originally recruited under the national discipline scheme) and they work in Central/State Government schools and private schools but are paid and supervised by the National Fitness Corps Directorate of the Ministry. The expenditure incurred by the Government of India on implementation of the scheme during April 1965 to March 1968 was Rs. 558.26 lakhs (Rs. 444.80 lakhs on salaries of instructors and Rs. 113.46 lakhs on administration).

In the Educational Secretaries' conference held in February and April 1965 it was decided that the scheme should be decentralised by transferring the services of the 7,000 instructors to State Governments. It was also agreed that Government of India would bear the entire expenditure (about Rs. 1.71 crores a year) on the transferred staff upto 1970-71, the financial responsibility thereafter being taken over by the State Governments. The scheme has, however, not been decentralised so far. (December 1968).

The Ministry have stated (February 1969) that certain terms of transfer of these instructors to the States were drawn up, but neither the State Governments nor the instructors accepted these terms and that pursuant to a subsequent decision taken in May 1968 the instructors had been asked to indicate their willingness or otherwise to serve under the State authorities on certain revised terms so that those who were willing could be transferred there, while the services of the others could be terminated with terminal benefits. It has been added that the lists of the instructors who had opted to serve in the States are under examination and that the process of decentralisation is expected to be completed by the end of 1969-70.

(ii) During 1965-66 to 1967-68, 873 persons sponsored by State Governments were trained at the Directorate's training institutes at Sariska and Barwaha. However, according to the information supplied by the Directorate of National Fitness Corps, only 380 persons were employed by the State Governments as instructors in different schools and the remaining 493 instructors (including 92 trained in 1965-66 and 213 during 1966-67) have not been absorbed anywhere so far (September 1968). About Rs. 3.77 lakhs and Rs. 1.77 lakhs were spent respectively on stipends to those 493 instructors and on pay and allowances of the staff engaged for their training.

(iii) The central training institutes at Sariska and Barwaha ceased to have further training course from April and May 1968 respectively. Out of 116 persons (43 instructors and 73 members of the administrative staff) working in the training institutes, 70 were transferred to other offices during 7th April to 25th November, 1968 while the remaining 46 persons have not yet been absorbed elsewhere. The building for the Sariska institute has also not been surrendered by the Directorate so far. The expenditure on the pay and allowances of the staff and rent of the building after termination of the training courses is about Rs. 1.48 lakhs. (December 1968).

(iv) The persons admitted to the central training institutes were required to furnish bonds to the effect that they would complete the prescribed training and thereafter serve Government for minimum three years, failing which they would be liable to refund the cost of training or Rs. 370, whichever is less, to Government. 29 trainees did not fulfil this condition; but the bonds furnished by them were unenforceable as they had not been signed by the authorised Government officers for and on behalf of the President of India.

The Ministry of Education have stated (February 1969) that although according to the legal opinion the recovery (Rs. 10,730) can still be made from the trainees concerned through civil court, it has been decided to request the Ministry of Finance to write off the amount as civil proceedings would prove to be costly.

[Paragraph 34 of Audit Report (Civil), 1969].

1.2. Explaining the background of the Scheme, the Secretary, Ministry of Education and Youth Services stated during evidence that the National Discipline Scheme was inaugurated in 1954 by the Ministry of Rehabilitation with a view to inculcating discipline amongst students and combating indiscipline among the younger generation. Initially, the Scheme was focussed on the refugee population, where it produced encouraging results. In 1957, the Scheme was therefore extended to cover the non-refugee population also. The Scheme was transferred in 1959 to the Ministry of Education and



purpose. These 7,000 instructors were already under Central control having been recruited earlier for the National Discipline Scheme. The expenditure on their pay and allowances was being met by the Government of India. The new scheme, the National Fitness Scheme, that was evolved was an integrated scheme, it fused together three programmes going on in the field, one controlled by State Government, one by the Ministry of Defence and one by the National Discipline Scheme Directorate. "Since the entire thing was to be integrated in the educational structure and since schools are part of the States responsibility, the decision was taken to decentralise it"—almost "as a corollary". This idea was mooted in the Education Secretaries Conference held in April, 1965 when it was suggested that the 7,000 Instructors should be transferred to the State Governments and Union Territories. Since then the Government had been negotiating with the State Governments regarding the terms and conditions of transfer of NDS Instructors to the States. The terms which were offered earlier were not acceptable to a majority of the State Governments. The Government, therefore, reconsidered the matter and "have approved more liberalised terms of transfer." Negotiations are in progress with the State Governments and Union Territories for the transfer of the Instructors to State service. Under the present terms, the Government of India would meet the full expenditure on the pay and allowances of the Instructors during the Fourth Plan period. The expenditure on this account after the plan would be met by the State Governments.

1.5. The Committee asked whether the question of bearing expenditure by State Government was not considered at the time of deciding decentralisation of the Scheme. The Secretary, Ministry of Education and Youth Services replied "In 1965 unfortunately this particular question was left rather vague. Indeed if a clear indication had been given at that stage that Government would help for five years this would have not been the result but negotiations have been going on and the correspondence has been going on. We have in a sense promised funds."

1.6. The Committee enquired whether the instructors who were asked to exercise an option were informed about the scales of pay in which their salary would be fixed by the different State Governments. The witness replied that these instructors were already working in the States and they had "some broad idea of the States' scales, pay and allowances." The scales of pay were not "communicated formally". A Screening Committee was appointed in each State to fix pay scales and equivalents. The witness added, "Our difficulty was to clarify completely the terms and conditions of service pending the arrangement between the Centre and the States". The letters

addressed to these instructors asking further option was "to that extent vague, because no commitment could be made by us (Government) about the matter". The instructors had been given two options—either to work with the State Governments or to get terminal benefits. Out of 6,632 instructors, 3,697 had agreed to opt to serve the State Governments, 2,554 had sought clarifications, 10 had refused to serve the State Governments and 239 had not yet replied.

1.7. The Committee asked about the present position regarding agreement with the State Governments on fixation of pay of instructors who accepted employment under them. In a note, the Ministry of Education and Youth Services have stated that under the revised terms, the Government of India would meet the full expenditure of the pay and allowances of the N.D.S. Instructors absorbed by the States for the entire Fourth Plan period subject to the following conditions:—

- (a) "All States should create the requisite number of vacancies in the Education or the appropriate Department and take over these Instructors in those vacancies. Those who are employed in private schools, should be treated as on deputation from the State Government."
- (b) "Approved length of service in the Central Government as certified by the Director General, National Fitness Corps, should be taken into account in calculating increments in the State scales and for the next five years the difference in the total emoluments (pay and allowances) which they would receive from the Central Government just before their absorption in the State Service be given as personal pay during the Fourth Plan period."

1.8. The Committee asked which of the State Governments had indicated their willingness to absorb the Instructors. The Secretary, Ministry of Education stated that the Governments of Rajasthan, Orissa, Jammu and Kashmir, Himachal Pradesh, Tripura, Goa and Manipur had agreed to absorb these instructors. The Government of U.P. had stated that they would absorb them provided the Government of India agreed to bear the expenditure of them till the last instructor retired. The Governments of Maharashtra, Gujarat and Bihar had stated that as a large number of instructors were employed in the private institutions, they would have to persuade those institutions to employ them, but they would not be in a position to give a guarantee. The Governments of Punjab, Haryana, Kerala, West Bengal and Chandigarh had not agreed to absorb these instructors.

1.9 The Committee asked about the arrangements for supervision of the work of these instructors. In a note, the Ministry of Education and Youth Services have stated that "the National Fitness Corps Directorate is concerned with the supervision of the 7,000 Instructors who are under the Central control. The scheme of supervision that has been in existence for the central cadre of N.D.S. Instructors is as follows:—

(i) One Supervisor/Sr. N.D.S.I. Gd. I to look after 6 Sr. N.D.S.Is. Gd. II; and

(ii) One Sr. N.D.S.I. Gd. II to look after 20 Jr. Gd. I and II.

1.10 It may be admitted that the supervisory personnel were very few to conduct effective supervision of the Instructors working all over the country. One important factor that has stood in the way of exercising effective supervision has been that there has been a transfer of the supervisory personnel to their home States as a first step towards the decentralisation of the N.F.C., which had started as early as 1965 but could not be achieved upto date. As a result of this, there is no uniform relation of supervisory staff to the Instructors throughout the country. The ratio and the effectiveness vary from State to State."

1.11 The representative of the Ministry of Education and Youth Services admitted during evidence that "it (supervision) is not a very satisfactory system." The witness further stated that they also received Confidential Reports from the Headmasters of the schools on each instructor's performance, while two or three visits on an average were paid by the local supervisors. The total number of supervisory staff including the administrative staff was 312, and the expenditure incurred on them was about Rs. 12 lakhs per year. The witness added that the supervisory staff also organised certain co-ordinated programmes on festivals, functions besides normal things.

1.12 The Committee asked whether it was not possible to have entrusted the supervision to the Education Department of the State Governments and enquired why it was necessary for the Central Government to have employed supervisory staff. The Secretary, Ministry of Education and Youth Services informed the Committee "When the Schemes were integrated, physical education continued to be with the State Governments. Very rightly, as your question implies, these Schemes would have also been decentralised, but that was not done. Therefore, these required a separate administrative set-up with the regional offices and the directorate here." He added: "The difficulty would be that the paymaster would be one and the supervisory would be another. Normally, the arrangement does not

work well." Asked whether pending the finalisation of the arrangements for transfer of the instructors to the States, it was not possible to make payment to them through the agency of the State Governments, the witness stated: "We will go into this aspect of the matter. . . We will certainly examine it."

1.13 The Committee drew attention to the fact that out of 873 persons sponsored by State Governments and trained at the Directorate's Training Institutes at Sariska and Barwaha during 1965-66 to 1967-68 only 380 persons were employed by the State Governments as instructors in different schools and the remaining 493 instructors had not been absorbed anywhere. The Committee asked whether a clear undertaking was given by the State Governments that they would absorb the persons sponsored by them. The following position was explained to the Committee during evidence and in notes which were subsequently submitted:--

- (i) According to the recommendations of the Central Advisory Board of Physical Education in 1965, the State Governments were expected to appoint one Physical Education Teacher for every 250 to 400 students. The State Governments were to sponsor only those candidates for training at the Central Training Institutes of the National Fitness Corps Directorate whom they would be in a position to absorb in service on completion of the training. However, there was no formal agreement on this point between State Governments and the Central Government. Due to shortage of funds, the State Governments have not been able to employ teachers in this scale.
- (ii) The number of trainees remaining unabsorbed was only 252 according to the latest information. The exact position of the absorption of the instructors "has not been received from all the States and Union Territories. It is possible that some more of these 252 persons might have got employment elsewhere through their own efforts but have not reported to the State Governments. However, the matter is still being pursued with the State Governments and it is hoped that the number of remaining un-employed would be much low than the figure of 252."

1.14 The Secretary, Ministry of Education stated during evidence that, if the teachers-pupil ratio could improve to some extent, there would be "no problem of absorbing them." It was further stated that about 60 instructors were working in the Central Schools, two instructors being allotted to each Central School. Asked whether the instructor-pupil ratio had been maintained in the Central Schools,

the Secretary replied: "It may not be. We will take it up. I agree we should certainly set an example to the States."

1.15 The Committee asked about the position of absorption of 48 persons rendered surplus on the closure of training institutes at Sariska and Barawaha and the reasons for delay in handing over the building at Sariska. In a note the Ministry of Education and Youth Services have stated that out of 48 persons, only twelve persons remain in the Directorate. "They are being retained for the programme of National Service. This programme has been approved by the Government of India and various activities have been initiated under the Scheme."

"The last course of training finished in 1967. The main reasons for the delay in surrendering the buildings of the Sariska Institute are:—

- (1) A part of the building was being used for storing the equipments until their final disposal is decided.
- (2) The Maharaja of Alwar, the owner of the buildings had agreed to take over the building only after the repairs had been completed. Meanwhile, the CRP had agreed to take over the buildings as it was. Therefore, it was handed over to the Maharaja of Alwar on 31-1-1969 for placing it at the disposal of the CRP.

The expenditure on staff and the rent of the building after termination of the training course and upto the handing over of the building was Rs. 129,400".

1.16 The Committee drew attention to the fact that bonds furnished by 29 trainees who failed to fulfil the condition that they would serve Government for three years after completion of training became unenforceable as they had not been signed by authorised Government officers for and on behalf of the President of India. The Committee asked whether any responsibility has been fixed for this lapse. The Secretary, Ministry of Education stated: "The bond was first prescribed in consultation with the Law Ministry. At one stage the question raised was that these bonds should be exempted from stamp duty. The Law Ministry advised that if stamp duty is to be paid by the Government, for that it should be signed on behalf of the President. But unfortunately the implication was drawn that the signature on behalf of the President was not necessary when stamp duty is not paid by Government. We have been advised that for recovering these small sums it would not be

desirable to go to the court because the longer procedures are involved and better to write off the loss. It is difficult at this stage to fix responsibility because many of them have retired. So far as the future is concerned we have issued a circular to all Subordinate Offices indicating the importance of ensuring that the bond is in order in all respects."

1.17. The Committee regret to observe that, five years after the National Fitness Corps was started, as a State-level Scheme, 7,000 instructors continue to be on the pay-roll of the Central Government. When the Fitness Corps was started in 1965, a decision was taken, with the concurrence of the State Governments, that these 7,000 instructors should be transferred to the States. However, the transfer has not materialised, as a mutually acceptable Scheme for sharing their salaries has not been worked out between the Centre and the State Governments. The Committee note that Government of India has now formulated a "more liberalised" scheme for this purpose. They hope that, on this basis, the question will be vigorously pursued with the States so that it is settled without further delay.

1.18 The Committee also observe that Government of India unnecessarily spent Rs. 12 lakhs every year on staff employed to supervise the work of these instructors. This supervision was also, on Government's own admission, not effective. These instructors are employed in schools which are subject to supervision by the State Education Authorities. The Committee are, therefore, at a loss to understand why the Government of India chose to introduce a parallel system of supervision at the Central level. The Committee would like to impress on Government the need to ensure that they do not take upon themselves tasks and responsibilities which more appropriately belong to the States. The Administrative Reforms Commission which had examined the question of the role of the Central Government in regard to subjects falling in the State List \*has pointed out that the Centre's role should be that "of a pioneer, guide, disseminator of information, overall planner and evaluator" and that it was unnecessary for it to "duplicate" the functions of the State Governments in these spheres. The National Fitness Corps Scheme had been specifically mentioned by the Commission as an example of a Scheme "which, properly speaking, should not be handled by the Centre". The observations of the Administrative Reforms Commission in this regard were based on the findings of a Study Team which took the view that "this (the

---

\* "The machinery of Govt. of India and its procedures of work."

National Fitness Corps) is not and should never have been a subject for the Ministry (of Education) to handle". The Committee would like Government, in the light of these observations, to ensure that staff employed at the Central level in connection with the Scheme is utilised elsewhere, except for the minimum required for the purpose of overall plan formulation and coordination.

1.19. The Committee would also like to refer to another instance of wasteful duplication under the Scheme. Two institutes were started at Sariska and Barwaha for training instructors for the Fitness Corps. These institutes have been closed down, as the State Governments have not been able to absorb a number of instructors who were trained in these Institutes. According to the information furnished to the Committee, 252 out of 873 persons trained in these Institutes have still not got employment, as the State Governments are handicapped by shortage of funds. There are a number of physical training institutes in various States for which financial assistance is provided by the Government of India. These institutions could well have been used by the Government of India for imparting any training that the instructors required. Moreover, the training programmes should have been realistically drawn up, after ascertaining whether the States had enough resources to employ all the trainees who were drafted. The ironical part of it is that even the Central Government, which has employed some of the instructors in Central schools, has not been able to implement the teacher-pupil ratio, which formed the basis of the training programme.

1.20 Two other points about the training Scheme need mention :

- (i) An expenditure of Rs. 1.48 lakhs was incurred by Government on rent and salaries of staff after these Institutes were wound up. The last course of training finished in 1967, but one of the buildings at Sariska was not surrendered till 31st January, 1969. The Committee are not satisfied with the reasons advanced for the delay in surrendering the building and would like Government to investigate whether there was any slackness in this respect.
- (ii) Recovery amounting to Rs. 10,730 due from certain trainees, who violated the terms of bonds given by them, could not be made, as the bonds were not executed on behalf of the President of India and hence were invalid. Government's explanation that it is difficult to fix responsibility is not acceptable to the Committee. The Committee would like Government to investigate and fix responsibility for the execution of defective bonds.

**Audit Paragraph :****Kathak Kendra:**

1.21 In paragraph 1.39 of their 14th Report, the Public Accounts Committee (1967-68) recommended that firm decision should be taken about the set up of the Kathak Kendra, the financial responsibility of which had been taken over by the Sangeet Natak Akademi for two years from October 1964, leaving its administrative management to the Bharatiya Kala Kendra.

In April 1966 a special officer of the Akademi examined the working of the Kendra and viewed the progress made by it as "dismally poor" and its administration by Bharatiya Kala Kendra as "unsatisfactory". Nevertheless, the existing arrangement was extended upto March 1969. During 1964-65 to 1967-68 the Akademi paid Rs. 5.10 lakhs as grants to the Kendra for conducting training courses, organising ballets, etc., (the whole expenditure being borne by the former).

1.22 The main object of the Kendra has been to provide three years' diploma course in Kathak dance. No student was admitted to this course during the first year (i.e., 1964-65). During 1965-66 to 1967-68, however, eleven students were admitted to this course. Out of them, two left in the middle; three passed the course and the remaining six students are still continuing.

1.23 Apart from this main activity, 125 students were also imparted training in "Thumri", "Pakhawaj" and refresher courses, etc., for periods ranging between six and twelve months. The expenditure incurred on teaching staff employed on the training diploma and refresher courses from 1964-65 to 1967-68 was about Rs. 2.45 lakhs.

1.24 The expenditure on teaching and administration has been progressively increasing; it was Rs. 0.30 lakh, Rs. 0.69 lakh, Rs. 0.96 lakh and Rs. 1.02 lakhs during 1964-65, 1965-66, 1966-67 and 1967-68 respectively.

[Paragraph 105 of Audit Report (Civil) 1969.]

1.25 The Committee drew attention to their observations in para 1.39 of their Fourteenth Report (Fourth Lok Sabha) where they had emphasised the need to ensure that substantial assistance given to the Kathak Kendra was properly utilised for approved objects. The Committee desired to know whether any evaluation had been done of the work done by the Kathak Kendra and enquired why the arrangements for running the Kathak Kendra by Bhartiya Kala



Kendra were extended beyond the initial period of two years, in spite of an adverse Report of the Special Officer. The Committee were informed that "it is difficult to evaluate in precise terms the work done by the Kendra vis-a-vis the total expenditure incurred on the training. The Kendra has produced a number of talented performing artistes and its training programme has greatly helped the development and enrichment of Kathak style of dance. The Kendra has also done pioneering work in creating full length ballets in Kathak style of dance. It has produced several full length and short ballets and also made new experiments. In the case of training in the traditional arts of dance and music, one year is not enough to evolve a sound pattern of training and give stability to an institution. The nature of training in these traditional arts in the new social conditions has undergone tremendous changes and during the transitory period many pedagogic difficulties are bound to be there and it would take some time to resolve these. The Executive Board gave extension to the Bhartiya Kala Kendra for running the Kathak Kendra beyond the first term of two years in view of these factors and considerations. The Board felt that the two years time was not enough for the Bhartiya Kala Kendra to evolve a sound pattern of training and management; neither the period was considered enough for the Akademi to properly assess the achievement of this experiment. The Kathak Kendra is at present being directly run and administered by the Akademi. It was taken over by Sangeet Natak Akademi with effect from 1st July, 1969."

1.26 The Committee enquired whether the arrangement with Bhartiya Kala Kendra was scrapped after an evaluation of the utility of these arrangements. The Secretary of the Akademi stated: "The Board felt that this kind of arrangement had inherent contradictions. It involved dual control. We had full financial responsibility of running the Kathak Kendra while the management, administrative authority etc. was left to Bhartiya Kala Kendra. Several proposals were considered. One was that this could be run in future as a grant-in-aid institution so that their involvement was also there; their contribution was there. Or this could be run at Lucknow and Jaipur which are the Centres of Kathak dance in collaboration with States Akademi. These possibilities are being explored, meanwhile we are running it directly."

1.27 The Committee asked whether it was necessary for Government to bring the Sangeet Natak Akademi into the picture while giving financial assistance to the Kathak Kendra. The Kathak Kendra had an advisory Committee on which the Sangeet Natak Akademi is represented. In the circumstances, the Committee enquired whether it would not be more appropriate for Government to give

any assistance direct to the Kendra. The Secretary of the Akademi replied that "precisely the same proposal is under the consideration of the Akademi's Board". He added that the Board "had felt that in the field of creative activities—training in the field of arts, music and dance—it is better to leave the initiative with the institutions. Already there are major institutions giving training in Bharata Natyam, Kuchipudi and vocal music and so on and so forth. These should be strengthened, standardised and only technical guidance given to them."

1.28 The Committee asked whether there was any proposal to develop the Kathak Kendra as a National Institute. The Secretary, Sangeet Natak Akademi stated that this question was considered by the Board of the Akademi on a point raised by a Member. The Member concerned would be submitting a note for the consideration of the Board.

The Committee desired to know the sanctioned capacity of the Diploma course and the number of students actually admitted in 1968-69 and 1969-70. The Ministry of Education and Youth Services have furnished the following information:—

	1968-69	1969-70
(i) Sanctioned seats (for the entire course of 3 years)	25	25
(ii) Students admitted:		
(a) 1st year	*4	4(a)
(b) 2nd year	5	3(b)
(c) 3rd year	**4	5
	13	12

1.29 The Committee asked why the diploma course had attracted only a small number of students. The Secretary of the Akademi stated that "it is very difficult to measure popularity in terms of numbers of students". There were only six scholarships each amounting to Rs. 100. Naturally this amount did not draw enough talent. The witness added that they were utilising the same teaching staff for running several other courses which were essentially for an

Note: 1968-69

\*1 scholarship-holder under the General Scholarship Scheme of the Ministry of Education.

\*\*1 scholarship-holder under the "General Scholarship Scheme."

1 scholarship-holder under the Scheme: Scholarship to Young Workers in different cultural fields.

1969-70

(a) 1 scholarship-holder under the scheme 'Scholarship to Young Workers in different cultural fields'.

(b) 1 Scholarship-holder under the "General Scholarship Scheme."

integrated training in Kathak dance, e.g., Thumri and Pakhawaj. There were also refresher courses. The Kendra had also trainee students who were given scholarships by the Government of India under their various schemes. The total number of students was 125. Asked whether the question of increasing the scholarship amount had been considered, the Secretary of the Akademi replied: "This question was considered by the Board of Akademi at a meeting held in October, 1968 and the matter had been taken up with Government". In reply to a question about the competence of dancers trained by the Kendra, the witness stated: "During the last five years—I should say during the last ten years—a number of performing dancers in Kathak have been produced primarily by this institution."

1.30 The Committee desired to know the reasons for progressive increase in expenditure on teaching and administration from Rs. 0.30 lakh in 1964-65 to Rs. 1.02 lakh in 1967-68. During evidence it "was stated that the increase is only because of annual increments allowances and appointment of additional staff like a vocalist, an accompanist or a pakhawaj player. There has been no increase in non-essential items of expenditure. There is no scope really for economy". In a note the Ministry of Education and Youth Services have further stated: "The increase in expenditure is due to the additional staff recruited from time to time to meet the needs of the training and also on account of the normal increase in the salaries and allowances of the staff members.....Incidentally it may be mentioned that the expenditure of Rs. 0.30 lakh during 1964-65 represents the expenditure for the period October 1964 when the Kathak Kendra was taken over by the Akademi to March 1965 and not for the full financial year. There was hardly any increase between 1964-65 and 1965-66 (increase of Rs. 7,350/- due to appointment of additional staff). In 1966-67 the increase was to the extent of Rs. 30,000/- of which Rs. 12,700/- was due to special pay and appointment of additional staff. In 1967-68 there was an increase of expenditure of Rs. 6,000/- due to normal increments, etc. The expenditure has now stabilised around Rs. 1 lakh."

1.31 The Committee enquired about the strength of the teaching staff. They were informed, that "there are three gurus and one dancing teacher.....The idea would be really one or two students per teacher. The question was considered by the Committee (of the Kendra) and they thought that 4 to 6 would be the maximum number for a guru for giving practical training, where a guru can give attention to various technicalities movements and gestures." The Committee enquired whether this factor would not inhibit

admissions and whether the Kendra could accommodate more students if there was to be a spurt in admissions, the witness replied: "Without any damage to standards of teaching we can accommodate."

1.32 While a Committee do not wish to belittle the work done by the Kathak Kendra, they would like to point out that the response to the training courses conducted by this Institution has been very poor. The diploma course, for instance, has not attracted more than 4 to 5 students, though it can take as many as 25 students. Though the Committee agree that in the field of creative arts popularity should not be gauged in terms of number of students, they feel sustained efforts will have to be made by the Kendra to attract more pupils, particularly as it can cope with a larger number of students "without any damage to standards of teaching". Alternatively, efforts will have to be made to prune the expenditure on the Kendra met by Government grants which has aggregated over Rs. 5 lakhs during the four years ending 1967-68.

1.33. The Committee feel that the existing arrangement of routing financial assistance to the Kathak Kendra through the Sangeet Natak Akademi calls for a change. The interposition of the Akademi serves no particular purpose, as it is represented on the Governing Council of the Kendra. The Committee note that Government are considering a proposal for making the Kendra a direct grantee institution. They would like an early decision to be taken on the proposal.

#### Excessive printing of publications

##### *Audit Paragraph:*

1.34 As part of its museum development activities the Indian Museum in Calcutta (administred by a statutory body), which is financed by grants given by Government, brings out a number of priced publications every year. A large percentage of these publications has remained unsold as shown below :

Year	Number of titles brought out	Expenditure incurred	Copies printed	Copies sold Or distributed free	Copies in stock (on 31st Dec. 1968)	Percentage of unsold copies to total print Order
1963 .	7	11,700	7,001	690	6,311	90
1964 .	5	14,300	6,100	750	5,350	87
1965 .	2	4,300	4,000	225	3,775	94
1966 .	5	14,000	6,196	1,446	4,730	76
1967 .	4	22,900	4,400	438	4,072	92
TOTAL	23	67,200	27,697	3,459	24,238	

1.35. Year-wise break-up of the number of copies printed, copies sold, copies in stock etc. of 10 other publications brought out prior to 1963 could not be furnished by the Museum authorities as the relevant records were with the police in connection with the investigation into an alleged loss of some publications.

1.36. The Ministry have stated (October, 1968) that the publications mainly embody research works and are meant for learned scholars and institutions and that the Museum authorities have since taken steps to augment the sale of these publications by giving concessions and discounts to book-sellers and publishers.

[Paragraph No. 106—Audit Report (Civil), 1969].

1.37. At the instance of the Committee, the Ministry of Education and Youth Services, furnished a statement showing the latest position of the publications. The Committee note the following position as on 31st August 1969 :

Year of Publication	No. of publications.	Total No. of copies printed	No. of copies distributed		Copies in stock	%age of Unsold copies to total printed copies
			Free Distribution.	Sold		
1963 . . .	7	6991	262	456	6273	90
1964 . . .	5	6100	126	720	5254	80
1965 . . .	1	2000	22	152	1826	90
1966 . . .	7	21324	614	3617	17088	80
1967 . . .	4	4400	127	251	4022	91
1968 . . .	4	8300	276	1356	6666	81
1969 . . .	2	2200	24	97	2079	91

1.38. The Secretary, Ministry of Education and Youth Services stated during evidence that "the percentage of books remaining unsold has come down slightly as on 31st July, 1969 but the progress is not adequate. I think it is necessary for us now to take a view at to the number which should be published. Normally, their average is about 1,000 per publication. In one or two cases it is 2,000 .....I will ask the Board to consider whether they can reduce it. Suppose they print 500 copies and the cost comes to the same, then it is not worth it. They will have to take the view in terms of the demand and in terms of the facilities now provided to the booksellers and so on and whether it is possible to bring down the

cost. I also want to suggest to them that they should have a small Publications Committee because out of the large number of publications that come out, many of them remain unsold. In fact some of them are research publications with popular appeal. I think the museum should definitely bring down the number of publications, the number of printing of each publication apart from taking the steps which they have done, namely of giving better facilities to the booksellers.

1.39. The Committee desired to know if any special steps have been taken to improve the sale of these publications. The Ministry of Education and Youth Services have stated in a note that prior to 4th January 1968 the Indian Museum publications were being sold at counters in the Museum premises. To improve the sale of the publications, the Board of Trustees, Indian Museum, Calcutta at its meeting held on 4th January 1968 decided on steps to be taken to increase the sale by giving concessions and discounts to Book Sellers and publishers. The fixed percentage of trade discount is as follows:

- |                              |   |
|------------------------------|---|
| (i) Agents                   | 33 1/3 per cent.  |
| (ii) Book Sellers publishers | 25½% for sale in the country<br>and another 5% extra for<br>agencies selling to foreign<br>countries. |

1.40. The Ministry have further stated that: "Most of the publications of the Museum are of lasting value. The publications brought out by the Indian Museum, Calcutta mainly embody research works and are meant for learned scholars and institutions and it cannot be expected that all these publications will be sold within a limited time. The Board of Trustees at its meeting held on 4th January 1968 also considered this matter. For boosting the sale of its publications the Museum has drawn up a scheme by the Finance Committee of the Museum which is under consideration of the Board of Trustees."

1.41. The Committee desired to know the value of lost publications and the outcome of investigation of the case by the Police. The Committee have been informed that; "The value of the books as reported lost works out to Rs. 1,529.75. The case was investigated by the S. P. E. The Central Bureau of Investigation have suggested that responsibility for the loss should be fixed and departmental action taken against the official concerned. This is being done by the Museum authorities."

1.42. The Committee drew attention to their observations in para 1.18 of their Thirty Fourth Report (Fourth Lok Sabha) where they had suggested that every Ministry/Department should undertake a comprehensive review of books, publications etc. brought out from time to time with a view to determining their utility, sale prospects and public demand. The Ministry of Finance had also pursuant to this suggestion, issued instructions in December, 1968. The Committee enquired whether a review had been carried out of the publications brought out by the Museum on the foregoing lines. In a note the Ministry have stated: "The Indian Museum, Calcutta is administered by a Statutory and autonomous body (Board of Trustees, Indian Museum, Calcutta) set up under the provisions of the Indian Museum Act, 1910. Within the funds available with the Indian Museum, the publication programme of the Museum are approved by the Board of Trustees who also decide the number of copies to be printed in each case. The Government of India is not consulted in this matter. The Central Government's orders about printing and publications cannot be automatically applied to the Indian Museum.

"A review of the publications programme of the Museum is now undertaken by this Ministry at the time of providing funds in the Budget Estimates. The funds are provided after taking into account the utility and public demand for particular type of publications proposed to be printed by the Museum and included in the Budget proposals and number of copies to be printed and the number of copies to be sold and made available for free distribution."

1.43. The Committee cannot help feeling that a lot of public money is being wasted on indiscriminate printing of publications by the Indian Museum, Calcutta. Over the last seven years, unsold copies have ranged from 80% to 91% of the copies printed. The number of copies distributed *gratis* has ranged from one-half to one-sixth of the copies sold. It might be true that these publications have research value, but that does not justify over-printing on the scale which has occurred persistently over seven years. The Committee have already drawn attention to the urgent need to prune expenditure on publications in their Thirty-fourth Report (Fourth Lok Sabha). In the light of the suggestions made in that report Committee hope that Government would undertake a periodical review of publications brought out by the Museum and take appropriate action.

## II

### UNIVERSITY GRANTS COMMISSION

#### Improvement of standards in Universities

2.1. The Committee desired to know the steps taken by the University Grants Commission in recent years to improve the standard of education in the various Universities and to bring the standard of education and equipment at par. In a note, the Ministry of Education and Youth Services have stated :

“The University Grants Commission, under Section 12 of the UGC Act, is required to take all such steps it may think fit for the promotion and co-ordination of ‘University Education’ and for the determination and maintenance of standards of teaching, examination and research in universities. For this purpose, the University Grants Commission is *inter alia* required to allocate and disburse grants to the universities for their development.”

“The Commission allocates grants to universities generally for a Plan period, on the recommendation of expert Visiting Committees, subject to the availability of funds with the Commission. The Visiting Committees review the progress in the implementation of programmes of the universities and suggest measures for raising standards of teaching and research in different subjects. The Commission also indicates guidelines to universities on matters referred to it and on problems which are related to improvement of this work. Other steps taken by the University Grants Commission for the promotion and co-ordination of university education and for the determination and maintenance of standards of teaching, examination and research include :

- (i) Appointment of review committees;
- (ii) Appointment of a Standards Committee;
- (iii) Establishment of Centres of Advanced Study;
- (iv) Revision of salary scales of teachers;
- (v) Organisation of seminars, summer institutes, academic conferences, etc.
- (vi) Examination Reform;
- (vii) Strengthening of libraries and laboratories in Universities and Colleges;



- (viii). Construction of hostels and staff quarters;
- (ix) Provision of research scholarships and fellowships;
- (x) Student Welfare programmes, e.g., Students' Homes, Students-Aid-Fund, Text-Book Libraries, Improvement of Hostels, Provision of Physical amenities, Health Centres, etc.;
- (xi) Travel grants to teachers and research scholars;
- (xii) Utilisation of the services of retired teachers.

A serious difficulty in maintaining and co-ordinating standards of higher education is paucity of funds. For the attainment of international standards, it is necessary to provide adequate facilities in terms of personnel, equipment and other amenities, comparable to those available in some of the advanced countries. In view of the magnitude and importance of these problems considerably larger assistance than what has been so far possible to give to the Universities will have to be devoted for the purpose. It is not enough if certain legal powers are given to the Commission to bring about a co-ordination and improvement of standards of teaching, research and examinations in our universities. These powers cannot really be exercised in favour of these exacting objectives if sufficient resources are not made available to the Commission to deal with the problems in a bold and imaginative way and thus play the effective role expected of it for this important and vital area. An entirely new approach and dimension of support for university education are called for."

2.2. During evidence, the Secretary of the University Grants Commission agreed that the improvement of standards of education is a most important statutory responsibility of the University Grants Commission. He stated that the Commission some time ago appointed a Committee to look into the question of maintenance and improvement of standards. This Committee came to the conclusion after a detailed examination of the programme that in a vast country like India where large numbers were going to the universities, it would be difficult to maintain standards in all universities at the same level and, therefore in the expansive situation prevailing in the country in the field of higher education it was necessary to single out areas where standards could be improved much better than in other parts. They came to the conclusion that standards had improved very much in certain areas but standards had not improved in certain other areas. The witness referred to 30 Centres of advanced study set up in the universities in which the standards could be compared to international standards. The witness added that

LIBRARY  
(Library & Information Services)  
Central Govt.  
Acc. No. R 33084 (3)  
2-5-70

the strategy of the University Grants Commission in the improvement of standards in the country was to give selective assistance to certain institutions which were doing good work and to bring up the standards in the remaining institutions to a higher level. For this purpose in the Centres of advanced study, fellowships had been created by the University Grants Commission to enable students to go to these Centres for instructions and get themselves exposed to the influence of these Centres. The Centres had also provision for enabling teachers from different departments to attend the Centres for about a year so that they could transmit some of the excellence when they went back to their departments. The witness added that the Commission had also started a programme of summer institutes organised for the purpose of improving teaching as well as modernisation of teaching, because one of the problems facing universities was of obsolescence of knowledge. The Commission had also recently initiated a programme for development of science teaching in colleges.

2.3. In regard to changing the medium of instruction in Indian languages the representative of the Ministry of Education and Youth Services stated that the Ministry was giving grants to State Governments for producing various books in Indian languages which would speed up the process. Fellowships were proposed to be given for translating books and for writing original books. The witness added that the University Grants Commission recognised that the medium of instruction should be in Indian languages in order to raise the standards. The Commission was doing all it could in conjunction with Government to provide the necessary instruments for speeding up the change-over of the medium in Indian languages. In a written reply, the Ministry of Education have stated that out of 86 universities, including deemed universities, 52 universities have already introduced either Hindi or other Indian languages as medium of instruction in addition to English.

2.4. The Committee desired to know the action taken by the University Grants Commission and universities to implement the recommendations made by the Committee on Standards, which submitted its report in 1965. In a written reply, the Ministry of Education and Youth Services have stated :

“The report of the Standards Committee was considered by the Commission at its meeting held on 3rd March, 1965. The Commission agreed that the report may be circulated to the universities for their views and comments. Comments from some of the universities were received. In the meantime, the Government of India set up the Education Commission which made a comprehensive survey

of the entire university system in India including the areas of university education covered by the Standards Committee. It may, however, be mentioned that some of the recommendations made by the Standards Committee are under various stages of consideration and implementation in the universities. Mention may be made in particular of introduction of the semester system of teaching and examination and internal evaluation in some universities." A summary of some of the recommendations of the Committee on Standards appears at Appendix I to this Report.

2.5. The Committee asked whether an evaluation of the working of the University Grants Commission was proposed to be taken up. The Secretary, University Grants Commission stated that the University Grants Commission "has done very good work within the framework that is given to it in the country. One difficulty has been the scarcity of resources and secondly, the conditions prevailing in the country as a whole, which are outside the purview of the University Grants Commission. But as far as educational programmes are concerned, the University Grants Commission has done a very good piece of work and this has been commended by various people." The Secretary, Ministry of Education and Youth Services stated: "While broadly saying that in our view the Commission has been performing its functions efficiently, I would also agree that we should have an internal evaluation of its working to find out whether in terms of its objectives, it has been achieving the purpose and whether it can do its functions better." The witness added that "there can be no question in our view of the Ministry undertaking these responsibilities any more efficiently than what the Commission can do. In most of the countries, the work of the University Grants Commission, particularly the disbursement of grants, is done by a statutory body like the University Grants Commission and that itself imparts to the system a certain flexibility and elasticity which we cannot obviously hope for in the Governmental set up."

2.6. In a note, the Ministry of Education and Youth Services have stated: "There is no provision in the University Grants Commission Act which empowers the Central Government to undertake a review of the working of the Commission. Since, however, the Public Accounts Committee has now raised the question, the matter is proposed to be discussed with the Chairman, University Grants Commission with a view to seeing if a comprehensive report on the working of the Commission, since its inception, could be prepared and the manner in which such a task could best be undertaken."

The Committee enquired about the improvements made by the University Grants Commission in the working of universities and

whether any changes were considered necessary in the U.G.C. Act in order to achieve the objectives of the Commission. In a note, the Ministry of Education and Youth Services have stated:

“The University Grants Commission has been providing financial assistance to the extent of Rs. 6,000 per annum for the establishment of a unit in the university to co-ordinate the correspondence and the work relating to schemes for which assistance is provided by the Commission. Recently, the Commission has also agreed to assist the universities for the appointment of a whole-time Development Officer in the scale not exceeding Rs. 700—1,250 to look after the work connected with the development schemes of the university. The assistance of the Commission would be available on a cent per cent basis upto the end of 1973-74.”

“The University Grants Commission had some time back appointed a Committee to consider the problems of university administration. The Committee in its report has made various suggestions with regard to different matters connected with the working of universities. e.g., appointments, admissions, examinations and university bodies. The report of the Committee has been circulated to the universities and their views are being elicited. Since such important matters have to be placed before the university bodies it takes some time for the universities to communicate their opinions. It is proposed that the matter be considered by the Commission again after the views of the universities have been received. The Commission has also, on the recommendation of the Vice-Chancellors’ Conference, set up two Committees to consider:

- (i) the structure of universities, functions, responsibilities and powers of statutory bodies, conditions of service of staff, student participation and related matters;
- (ii) relationship of colleges with universities, conditions of affiliation, procedure of selection and conditions of service of teachers, constitution and powers of governing bodies, university representation, student participation and related matters.

The Commission feels that under the UGC Act it would be possible to achieve the objectives of the Commission, if given larger resources.”

2.7. The Committee enquired about the functions and working of Advanced Studies Centres established in various universities. The Ministry of Education, have, in a note, indicated that 30 centres of Advanced Study have been set up in various universities. A list of

these centres is at Appendix II to this Report. The Ministry have further explained the objectives of the scheme and the manner of its operation as follows:

"The scheme is intended to encourage the pursuit of 'Excellence and team work in studies and research, and to accelerate the realisation of 'International standards' in those fields. With this object in view it is proposed to give active support and substantial assistance to promoting departments in the universities carefully selected on the basis of quality and extent of work already being done by them, their professional reputation and contribution to research, and their potentiality for further development."

"It is intended to make a beginning of the scheme by providing such assistance in terms of competent and promising men and essential equipment to university departments concerned. They would have a staff of professors and Readers and Research Associates/Fellows of outstanding ability and qualifications who are actively engaged in research and advanced teaching. A substantial proportion of the team would be a kind of 'floating staff' coming to these Centres for long or short periods on deputation from other universities/institutions and, possibly from abroad. Adequately staffed and properly organised, these departments may be expected to make an appreciable impact, direct and indirect, or raising the standards of teaching and research in our universities. As they would be functioning on all-India basis, they should attract teachers and scholars from all over the country and help in maintaining and strengthening the corporate intellectual life in the country. Another advantage accruing from the scheme would be that personnel trained under this scheme would in course of time be available for strengthening the staff of universities thus helping in tiding over to some extent the difficulty experienced by universities in securing qualified and competent teachers for their departments in adequate numbers."

"The implementation of such a programme is no doubt not easy; it would need much serious thought and boldness in approach and planning. It would demand cooperation and team spirit of participants. In actual working many difficulties are likely to be faced, but these would have to be overcome through determined effort. The Centres have been provided funds to undertake advance teaching and research. Provisions have also been made for the visit of distinguished scientists. The Centres have also brought out publications indicating their major areas of activities. These publications have been brought to the notice of the other centres. Special publications resulting out of the research work of the Centres are also circulated to the universities."

2.8. The Committee enquired about the co-ordination established between the C.S.I.R. laboratories and the universities pursuant to the recommendation made in para. 106 of the 102nd Report of Estimates Committee (1965-66). In a note, the Ministry of Education and Youth Services have apprised the Committee of the following position in this regard :

“Some of the steps taken so far by the Council of Scientific and Industrial Research to develop better contacts and research cooperation are given below:

- (i) The Chairman of the University Grants Commission (UGC) and some senior scientists from universities are members of the Governing Body and the Board of Scientific and Industrial Research (BSIR) of the CSIR.
- (ii) All the laboratories of the CSIR have scientists from universities on their Executive Councils, expert panels, Scientific Sub-Committees and other Committees.
- (iii) CSIR awards a number of schemes in the Universities for research. The Research Committees have a preponderant number of scientists from the universities as members.
- (iv) CSIR has a scheme of fellowships in the universities in order to encourage and support research in promising fields.
- (v) CSIR supports centres of specialised research in some of the Universities as follows:
  - (1) Research School in Earthquake Engineering Research in Roorkee University.
  - (2) Leather Technology course for B.Sc. and post-graduate degrees in Leather Technology is being conducted by the Central Leather Research Institute, Madras, in close association with the University of Madras.
  - (3) Biochemicals Unit in Vallabhbhai Patel Chest Institute, Delhi University.
- (vi) Most of the National Laboratories/Institutes have been recognised as centres for post-graduate research.
- (vii) Guest scientists from the Universities are allowed to do research work in the National Laboratories/Institutes during summer recess.
- (viii) The scientists of the following National Laboratories/Institutes participate in the teaching programmes in Universities/Institutes of Technology:
  - (1) Central Electronics Indian Institute of Technology, Engineering Research Institute, Delhi, Pilani.

- |   |                     |
|---|---------------------|
| (2) Central Building Research Institute, Roorkee.                 | Roorkee University. |
| (3) Central Leather Research Institute, Madras.                   | Madras University.  |
| (4) National Physical Laboratory, New Delhi.                      | Delhi University.   |
| (5) Ahmedabad Textile Industry's Research Association, Ahmedabad. | Gujarat University. |
| (6) Central Food Technological Research Institute, Mysore.        | Mysore University.  |
- (ix) Facilities of equipment and instruments in the National Laboratories/Institutes are made available to Universities for their research work.
- (x) At the Group Meetings with the Directors of National Laboratories/Institutes and Vice-Chancellors of Universities held in April, 1969, the Vice-President, CSIR (Minister of Education and Youth Services) has stressed the necessity for greater collaboration and intimacy between the National Laboratories/Institutes and Universities at the working scientists level."

"The University Grants Commission is having institutional co-ordination with the C.S.I.R. Laboratories wherever necessary in order to obtain advice on specific matters of academic importance. Some of the ways in which this is achieved are enumerated below:

- (1) The scientists from C.S.I.R. Laboratories serve as expert members where necessary on the Expert Committees appointed by the University Grants Commission to advise on academic matters relating to the universities.
- (2) The research projects for assistance under P.L. 480 funds are referred to scientists in the C.S.I.R. Laboratories for their expert advice, where necessary.
- (3) The text-books for being brought out in cheaper editions for use by the university and the college students are referred to scientists in the C.S.I.R. Laboratories for their evaluation, where necessary.

- (4) Scientists working in the C.S.I.R. Laboratories are considered by the Commission for award of National Lecturerships which would provide them opportunities to visit university departments and deliver lectures in the fields of their specialisation.
- (5) Under the programme of exchange of visits by younger scientists between India and U.K., the scientists coming from U.K. are provided facilities to visit C.S.I.R. Laboratories, where necessary. Similarly scientists from the laboratories are considered to visit U.K. under the programme and establish contacts with the British Universities.
- (6) The University Grants Commission provides travel grants to university teachers to enable them to visit C.S.I.R. Laboratories for participation in the Conferences etc., organised by them and *vice versa*.
- (7) The National Screening Committee for P.L. 480 projects of the Commission considers projects emanating from the C.S.I.R. Laboratories and also refer the projects for evaluation and advise.
- (8) The university departments have organised a number of special courses in close collaboration and with active co-operation with the C.S.I.R. Laboratories. The Commission has also approved assistance for the organisation of a short-term course in Solid State Physics in the University of Delhi with the co-operation of National Physical Laboratory, New Delhi.
- (9) Special Summer Institutes are organised by the Universities with the assistance of the Commission, NCERT and U.S. National Science Foundation, in collaboration with the Laboratories of the C.S.I.R. for the benefit of university teachers. Institutes in 'Electronics' and 'Moire Techniques' are to be held in the University of Delhi in collaboration with the National Physical Laboratory, New Delhi during this year."

2.9. The most important function devolving on the University Grants Commission under the U.G.C. Act, 1956 is "the determination and maintenance of standards of teaching, examination and research in universities". While the Committee recognise that something has been done in the field they feel that a lot still remains to



be done. The Committee on Standards of University Education set up by the University Grants Commission had drawn attention to the general opinion in the country that "while the quality of the best students is as good as ever, the average product of an Indian university does not compare favourably with his counterpart in some of the well-known universities in the world". They pointed out that "course of study in many universities are not related to well-defined educational objectives and that no serious attempt is made to evaluate syllabuses in the light of modern developments". Referring to teaching facilities available they stated that "conditions in which teaching and learning are carried on in the Indian universities and colleges are unsatisfactory".

2.10. As pointed out by the Estimates Committee\* the University Grants Commission has a very difficult task to perform. Its resources are limited and its work falls in a field that essentially constitutes a State subject. The Commission has also the very delicate job of ensuring that its work does not infringe the autonomy of universities. Besides the maintenance of quality has become a problem in the face of enormous expansion of numbers which, as pointed out by the Committee on standards, "has diluted the available resources such as staff, libraries, etc." Still, as a Central agency set up for strengthening and coordination of standards, the Commission has to "exercise its legitimate powers effectively", if standards are to be improved and maintained and the best possible return secured on the outlay on education. In particular, the Committee would like to invite attention to the following suggestions made by the Committee on Standards :—

- (i) Control should be exercised on the establishment of new universities;
- (ii) There should be a reasonably uniform system of granting affiliation to colleges all over the country;
- (iii) Courses of study should be rationalised and modernised in universities;
- (iv) Post-graduate institutions should fulfil requisite stringent conditions, particularly in respect of research and colleges should be encouraged to pool their resources in equipment and teaching personnel.
- (v) The best use should be made of research facilities available in national laboratories, as resources are scarce, and a constant and fruitful dialogue promoted between the universities and national research laboratories.

---

\* 102nd Report (1965-66).

2.11. The Committee would suggest that the Commission should take note of the changing social values and new aspirations of the younger generation and try to canalize the energies of the students to achieve the social objectives of the country and bring about a feeling of oneness among the student community throughout the length and breadth of the country.

2.12. The University Grants Commission was set up in 1965. A time has now come to take stock of the work done by the Commission so far and to chart out a course of action for the future on lines which would help the Commission to cope with its responsibilities better. The Committee note that since they raised the question of evaluating the working of the Commission during oral evidence, Government are now examining the question of bringing out a comprehensive report on the working of the Commission and the manner in which this task should be undertaken. In the opinion of the Committee, this does not adequately meet the requirements. What is called for is an objective and comprehensive appraisal of the work of the Commission by qualified experts, not connected with the Commission. The Committee are not in this context convinced by the argument advanced by the Ministry of Education and Youth Services that there is no provision in the University Grants Commission Act to undertake a review of the working of the Commission. In the Committee's view, the absence of a provision in the Act need not preclude Government from undertaking a review of this type. The Committee would like the appraisal to be conducted early and report laid on the Table of the House. The Committee would like an early decision to be taken on this question.

### Central Universities

#### *Laying of Reports of Central Universities before Parliament.*

2.13. The Committee enquired about the system of financial administration accounting and auditing in Central Universities (e.g. Aligarh, Banaras, Delhi and Visva Bharati). A note submitted on this point is at Appendix III to this Report. The Committee observe therefrom that each central university has either a full-time or an honorary Treasurer who is responsible for financial administration and accounting. The statutes governing these universities provide for the accounts of these universities being audited by the Accountant General of the State concerned on behalf of the Comptroller and Auditor General of India. The universities also have an internal audit system under the control of an Internal Audit Officer.

2.14. The Committee drew attention to the observations made in paragraph 1.24 of their 75th Action Taken Report (4th Lok Sabha) regarding a decision on the question of laying the accounts of the

Central Universities on the Table of the Parliament and inquired about the present position. The representative of the Ministry of Education and Youth Services stated that the matter was examined and the view taken by Government on the advice of the U.G.C. was that "as is the practice elsewhere, the Central Universities' accounts should not be subjected to direct scrutiny by the P.A.C. but since they receive grants from the University Grants Commission any defects or deficiencies that are there should be examined while examining the accounts of the U.G.C. In the case of universities, which are autonomous bodies, the view was held—and quite rightly, I think that they should be free from the rigid application of the rules and regulations that apply to Government operations." The witness added that the matter was placed before the Cabinet also and the decision taken was that the Central Universities' accounts should not be subjected to direct scrutiny by the Public Accounts Committee. The Committee pointed out that in the U.K. Government had finally acquiesced in the Auditor General auditing the accounts of the universities and asked whether in the light of the change in the position in the U.K., the question had been examined by the Ministry. The representative of the Ministry of Education and Youth Services stated "I think in the U.K., if I mistake not, while the accounts are audited by the Auditor General, the reports are not placed on the Table of the House. I do not know the precise position at present with regard to this matter. The position has probably changed during the recent times."

2.15. Asked whether the matter had been reviewed after the presentation of the 75th Report of the P.A.C., the witness replied : "After this, I think, the review has not taken place. We shall go into it and come to a decision."

2.16. Under Section 12 of the U.G.C. Act, grants for maintenance, are provided on a cent per cent basis to universities established or incorporated by a Central Act in addition to development grants. The Committee observe from the Annual Reports of the University Grants Commission for 1966-67 and 1967-68 that grants have been paid to these universities on the following scale :

	(lakhs of rupees)	
	1966-67	1967-68
A. Maintenance Grants	329.82	534.12
B. Development Grants		
(i) Science Departments	46.33	27.38
(ii) Departments in Humanities and Social Sciences	40.77	18.25
(iii) Construction of Hostels, Library Buildings and staff quarters	31.32	39.39
Total	448.24	619.14

2.17. Central Universities in the country receive substantial financial assistance from the University Grants Commission. According to the Annual Report of the University Grants Commission, the block grants given to these universities have ranged from Rs. 3 crores to Rs. 5 crores in 1966-67 and 1967-68. This is over a fifth of the total outgo of the University Grants Commission on various accounts. Apart from these block grants, these universities have also received substantial sums from the Commission by way of development grants. In 1966-67, such grants amounted to Rs. 118.42 lakhs while in 1967-68 these grants aggregated Rs. 85.02 lakhs. The Committee consider it essential that Parliament should have some idea of the way in which these funds are being expended.

2.18. In successive reports, the Committee have suggested that the Audit Reports of these universities should be laid before Parliament. The matter was last brought to Government's notice by the Committee in para. 1.24 of their 75th Report (Fourth Lok Sabha).

The Committee had then asked Government to come to an early decision on this question. It is a matter for surprise for the Committee to learn that the question still remains undecided so far though about a year has passed since the Committee's report was submitted.

2.19. The Committee would like to reiterate their earlier views that the accountability of these universities to Parliament will in no way clash with their autonomy in the academic field. On the contrary, it will make for more informed criticism of their affairs in Parliament. Government should after due consideration of this position come to an immediate decision on the question of laying the Audit reports of these universities before Parliament, so that this Committee would have an opportunity to examine them and report to Parliament.

#### **Delay in submission of utilisation certificates**

##### *Audit Paragraph*

2.20. Grants are sanctioned by the Commission to Universities and colleges for specified objects and are paid in one or more instalments.

2.21. The Estimates Committee had observed in paragraph 53 of its 102nd Report for 1965-66 (Third Lok Sabha) that casual treatment was given by the Commission to issue utilisation certificates and that the matter should be considered at a high level and suitable measures taken so that such financial irregularities did not recur. The position has not improved since then. As against 20,859 outstanding utilisation certificates for Rs. 5,359.25 lakhs paid as grants

(54% of the total grants paid upto 31st March 1966) reported in the Audit Report on the accounts of the Commission for 1966-67 (position on 30th April 1968), the number of outstanding utilisation certificates for grants paid upto 31st March 1967 (position upto 31st December 1969) was 25,728 for Rs. 6536.58 lakhs paid as grants (56.75% of the total grants of Rs. 11,518.50 lakhs paid upto 31st March 1967) as detailed below :—

Year	No. of cases	Amount in lakhs of rupees
1953-54	8	11.14
1954-55	34	29.34
1955-56	75	36.71
1956-57	149	54.76
1957-58	162	69.54
1958-59	422	183.20
1959-60	782	262.25
1960-61	1126	321.03
1961-62	1504	533.63
1962-63	2104	528.77
1963-64	2967	713.05
1964-65	4572	1034.24
1965-66	6000	1340.12
1966-67	5823	1418.80
	<u>25728</u>	<u>6536.58</u>

Utilisation certificates for Rs. 32.55 lakhs paid as grant to Jodhpur University during 1963-64 to 1967-68 and for Rs. 195 lakhs paid to Osmania University during 1959-60 to 1967-68 were still awaited (October 1968). The Public Accounts Committee in paragraph 4.421 of its 41st Report (Third Lok Sabha, 1965-66) had suggested *inter alia* that in order to enforce financial discipline in cases of persistent default without valid reasons the question of withholding further grants to Universities till the utilisation certificates are furnished should be seriously considered. The Commission has yet to implement the suggestion of the Committee received by it in February, 1966. Rs. 62.26 lakhs were paid to Osmania University in 1966-67 and 1967-68. The financial position of the University has

not been satisfactory for a number of years. It has not been possible for the Commission to get the matter investigated even though under the University Grants Commission Act, the Commission may require a University to furnish it with such information as may be needed relating to the financial position of a University.

[Paragraph 5(a)&(b) of Audit Report on Accounts of University Grants Commission for 1967-68].

2.22. The Committee desired to know the latest position regarding the issue of utilisation certificates. In a statement furnished to the Committee, the Ministry of Education and Youth Services have shown the following position as on 28th February 1970 in regard to issue of utilisation certificates in respect of grants-in-aid paid to the Universities and Colleges during the period 1953-54 to 1966-67 :

Year	Case in which grants were paid		Cases in which U.Cs. are to be issued		% age of cases in which U.Cs. were not issued upto 28-2-1970
	No.	Amounts in lakhs of rupees	No.	Amounts in lakhs of rupees	
1953-54 . . . . .	32	72.22	7	11.10	22%
1954-55 . . . . .	198	165.46	29	26.77	14.6%
1955-56 . . . . .	341	265.75	69	32.78	20.3%
1956-57 . . . . .	405	334.00	148	54.05	36.5%
1957-58 . . . . .	390	346.58	157	68.60	40.3%
1958-59 . . . . .	807	592.02	408	175.39	55.6%
1959-60 . . . . .	1580	793.24	765	252.17	48.4%
1960-61 . . . . .	2365	808.96	1100	314.37	46.5%
1961-62 . . . . .	2981	1054.50	1458	522.46	48.5%
1962-63 . . . . .	3539	1056.33	2001	507.99	56.8%
1963-64 . . . . .	4835	1258.49	2745	680.14	57%
1964-65 . . . . .	6690	1390.30	4248	762.03	63.5%
1965-66 . . . . .	8095	1757.92	5485	1083.23	67.7%
1966-67 . . . . .	7278	1617.73	5268	1208.68	72.3%
TOTAL . . . . .	39536	11518.50	23888	5698.66	72.2%

2.23. The Ministry of Education and Youth Services have in their note explained the reasons for non-issue of utilisation certificates as follows :

"One of the reasons for delay in the issue of the utilisation certificates has been the non-receipt of the audit accounts for the

grants paid by the Commission. Although it is the responsibility of the Commission to certify the utilisation of the grants paid by it, it has to refer for this purpose to the audited accounts from the Statutory Auditor of the grantee institutions. The Commission has been finding it difficult to obtain the audit documents for the following reasons:—

- (i) The Statutory Auditors of the Government Colleges are the State Accountants General who conduct test check of the accounts of the Colleges. The State Accountants General who take up test audit on selective basis, which may be annual, biennial or triennial according to the rules of the Indian Audit Department, are not in a position to give full audit certificates which would enable the Commission to satisfy itself about the utilisation of the grants paid by it.
- (iii) The difficulties enumerated in (i) above are also being experienced in regard to the issue of audit certificates by some local Fund Examiners who have expressed their inability in issuing the outstanding audit certificates from 1953-54 onwards in respect of a University on the plea that only test check is conducted by them. It is proposed to take up the matter with the C. & A.G. Furthermore, to obviate these difficulties in regard to Government Colleges, it is being examined by the Commission in consultation with the Government of India and the C.A.G., whether the requirements of the audit certificates in respect of Government Colleges should be dispensed with. C.A.G. has since communicated his views and the matter is being further examined. After the meeting of the Public Accounts Committee on 24th January, 1970, the Commission had again reviewed the position relating to non-receipt of audited accounts from the Universities. The Vice-Chancellors were requested to personally look into the matter and as a result of the follow-up action taken by the Commission, audited accounts in respect of the grants for about Rs. 87.57 lakhs have been obtained. The matter is being vigorously pursued with the Universities.

It is no doubt correct that a large number of utilisation certificates are still to be issued, but in view of the various steps taken by the Commission, it is hoped that the situation would improve in the near future. In this connection, it may be stated that the Commission has decided to appoint a special officer, on deputation from C. & A.G. office to look after the work relating to the issue or outstanding utilisation certificates."

2.24. During evidence before the Committee, the Secretary, Ministry of Education and Youth Services stated that the position regarding the number of outstanding utilisation certificates was not satisfactory. He added that every year as many as 8,000 to 9,000 new cases were added to the list of outstanding utilisation certificates which meant a heavy load on the University Grants Commission. The witness informed the Committee that during the last two years various steps had been taken in consultation with the C. & A.G. to expedite the issue of utilisation certificates. The universities had been requested to keep their accounts ready by 31st August of the year following the financial year to which the accounts relate. The Auditor General would instruct the authorities under his control to take up the audit of the accounts by 15th February following, so that the audited accounts were available before the financial year was over. The State Governments had been requested by the Commission to have the accounts of the universities examined immediately after 31st August by the Examiner of the Local Fund Accounts. It was also proposed to have the accounts of the universities audited by Chartered Accountants, which would involve an amendment to the U.G.C. Act. The matter had been referred to the C. & A.G. for his views. It has been decided to accept the audit certificates issued by the departmental auditors of the State Education Departments in the case of colleges. A uniform proforma for issuing utilisation certificates in respect of the grants made by the Commission had been devised because earlier a number of utilisation certificates had been held up as the audited statements of accounts were not in proper form or did not provide the relevant details. A utilisation certificates Cell had been created in the Office of the Commission. In order to enforce financial discipline, instructions had been issued to the Universities that the Commission would consider withholding grants under section 14 of the U.G.C. Act till audited accounts and utilisation certificates were received. It had also been decided by the Commission to appoint a senior officer in consultation with the C. & A.G. who would be specially responsible for visiting various universities where tendency was heavy and take necessary steps to clear the arrears. It was proposed to send a quarterly report to the C. & A.G. indicating the progress of clearance of utilisation certificates from quarter to quarter in order to impose discipline in the various universities to send the requisite information and enable the Commission to take corrective action in time.

2.25. The Committee asked whether the Cell created by the University Grants Commission for scrutiny of accounts was adequately staffed. The Secretary, Ministry of Education and Youth Services



stated that the staff was not adequate and it was proposed to expand the Cell and get a special officer of a senior status especially charged with the task of going around the various universities and getting the work done on the spot. He added that the question of manning the cell would be discussed with the C. & A.G.

2.26. The Committee asked how in the absence of utilisation certificates, the Commission ensured before the payment of further grants that the previous grants had been utilised for the intended purposes. In a note, the Ministry of Education and Youth Services have informed the Committee that grants are released by the Commission on receipt of a request from the University along with the progress report regarding the implementation of the scheme, including the expenditure incurred or likely to be incurred during the course of the next two or three months. The grantee institutions have to indicate the amount received, expenditure incurred, unspent balances with them and their likely requirement for the next two to three months. As soon as a project scheme is completed, the universities are expected to furnish to the Commission completion documents, which include the actual expenditure incurred. Grants paid in excess, if any, are either refunded or adjusted in future grants payable to the universities. The Secretary, University Grants Commission stated during evidence that "the Commission also received half-yearly reports in respect of the grants and the schemes approved by the Commission. These half-yearly reports indicate to us that the amounts are being utilised. They also submit with the half-yearly reports a statement of the amounts that have been actually spent out of the grants that have been given to them.....". He further stated that as these universities were constantly visited by officers, "we are fully aware of the developments that are taking place. Teachers also come to us from the Universities and we always inquire from the teachers who visit about the various developmental schemes."

2.27. Asked how the Commission satisfied itself that amounts for which utilisation certificates were outstanding had been substantially utilised, the Secretary, Ministry of Education and Youth Services stated that, "We would have to look at the utilisation certificates from two points of view—firstly, whether there is in fact non-utilisation and secondly, whether there has been utilisation but because of various procedural and other requirements to utilisation certificates have not been received. My understanding is that the largest number is accounted for under the second category, namely, the grants have been utilised but for various procedural and other requirements the utilisation certificates have not been completed.....I have a

feeling, though I would not like to state it as a fact, that in the submission of utilisation certificates the officers have been somewhat rigid in enforcing even minor requirements before such certificates are issued. We want to go into this further and see whether instructions could be issued providing for a certain amount of flexibility in regard to grant of utilisation certificates, so that minor requirements could be waived if the grants are utilised and that there is no difficulty in issuing the certificate while attending to the defect separately. This probably accounts for a larger figure than what would have been the case otherwise....." The Secretary, University Grants Commission stated that "the amounts indicated in respect of utilisation certificates do not represent any unspent amounts. The amounts have been spent and utilised by the universities for the purposes for which they were given by the Commission. The only point is that the audited accounts have to be received from the Universities in all details and then only the Commission issues the utilisation certificates which is a responsibility which the Commission itself discharges."

2.28. The Committee enquired whether it was legally in order to pay grants direct to Government Colleges. They further asked whether Government Colleges could be deemed to be universities and if they were not, whether it was in order for the University Grants Commission to pay them grants. The Secretary, University Grants Commission, replied, "Legal opinion has been taken and the Government colleges are approved under Sec. (2)(f) of the University Grants Commission Act which is the provision in the Act that makes it possible for the Commission to release grants to all institutions which come under the category. Government colleges are brought into this list and, therefore, it is possible to release grants to Government Colleges."

2.29. The Committee drew attention to the recommendation made to paragraph 4.421 of their 41st Report (1965-66) that Government should consider withholding further grants to universities which had without valid reasons, defaulted on submission of accounts. The Committee enquired whether the Commission had come across any such cases and withheld payments. The Secretary, University Grants Commission stated: "In the case of a number of universities, we have written to the Vice-Chancellors and have told them that if these audited accounts are not submitted to the U.G.C., then the Commission would be constrained to stop grants and in one or two cases we have actually taken this step to stop grants pending submission of accounts." In a note, the Ministry of Education and Youth Services have stated that "In two cases—Jodhpur University and Lucknow University—the release of grants was stopped, as the

Universities did not take timely action to comply with the various audit points raised in the audit reports. Grants to some colleges have also been stopped/suspended on similar reasons. (The exact number of such colleges is not readily available)."

2.30. In regard to outstanding utilisation certificate in respect of the grants given to Osmania University mentioned in the Audit paragraph, the representative of the Ministry of Education and Youth Services stated in evidence that the Commission had received audited accounts of the University for the period 1953-54 to 1966-67, while the accounts for 1967-68 were still awaited. Out of the grants totalling Rs. 190 lakhs paid to the University, utilisation certificates in respect of grants amounting to about Rs. 45 lakhs have been issued as on 31st December, 1969 and steps were being taken to issue utilisation certificates for the remaining amounts.

2.31. The Committee desired to know the criterion for determining the quantum of grants given to the universities and affiliated colleges. In a written reply the Ministry of Education and Youth Services have stated that in the case of Universities, the Commission generally allocates grants for a plan period after the developmental requirements of the universities have been assessed by the Visiting Committee. The Committee while recommending grants for different purposes take into account the stage of development of the University, the special requirements of the region and the needs of different departments. In the case of affiliated colleges, the Commission has laid down ceilings of grants to be provided for development for a plan period. Within this amount generally the proposals of the colleges are examined on merit and the quantum of grant to be made determined.

2.32. The Committee are concerned to note that the University Grants Commission has not furnished certificates of utilisation in respect of substantial amounts of grants given to several universities. Out of 39,536 cases of grants amounting to Rs. 115 crores given during the period 1953-54 to 1966-67, utilisation certificates were outstanding; as on 28th February, 1970, in 23,888 cases (72 per cent) involving grants paid as far back as 1953-54 i.e. more than 16 years.

2.33. The Committee were assured by the University Grants Commission in the course of evidence that the non-issue of utilisation certificates in these cases need not be taken as implying that the universities concerned had not utilised the grants properly. The Committee would feel happier if the University Grants Commission could obtain audited accounts from the universities in all these cases and satisfy itself that the grants given have been properly expended.

2.34. The Committee note that there are certain difficulties in taking the audited accounts as the basis for certification of expenditure incurred by the universities against various grants. The Committee suggest that this question should be examined in consultation with the Audit in all its aspects and a suitable arrangement worked out. It should also be examined as to what extent the procedural requirements have stood in the way of issuing utilisation certificates so that they could be streamlined or even done away with, if they serve no essential purpose.

2.35. The main reason advanced by the Commission for delay in issue of utilisation certificates is the failure of the grantees institutions to supply audit certificates about the utilisation of the grants paid to them. The Committee are not able to attach much weight to this plea as the Commission after tendering evidence before the Committee on the 24th January, 1970, addressed the Vice-Chancellors of the Universities on the subject and by the 13th of March, 1970, they received audited accounts in respect of grants for about Rs. 87.54 lakhs. This gives the Committee the impression that the Commission had earlier failed to pursue the matter either energetically or at the proper level.

2.36. The Committee note that the Osmania University had still to render accounts for grants aggregating Rs. 1.45 crores out of grants totalling Rs. 1.90 crores paid to it. As the financial position of this university has been stated to have been not very satisfactory for a number of years, the Committee would like the University Grants Commission to have the matter specially examined.

### **Expenditure against centenary grants**

#### *Audit Paragraph*

2.37. In 1956, the Commission sanctioned centenary grants of Rs. 100 lakhs each to the universities of Bombay, Madras and Calcutta to be spent on their development. The grants actually paid upto 31st March, 1968, however, were—Bombay Rs. 79.75 lakhs, Madras Rs. 100 lakhs and Calcutta 79.75 lakhs. Of these amounts Rs. 37.50 lakhs, Rs. 24.00 lakhs and Rs. 8.00 lakhs respectively were for funding certain endowment.

2.38. Although before taking up construction, Commission's approval of the plans estimates is necessary, the Bombay University undertook seven works costing Rs. 41.48 lakhs without such approval and debited the expenditure against the centenary grants.

2.39. Without Commission's prior approval the University of Madras spent Rs. 50.37 lakhs upto March 1966 on construction of centenary auditorium against the approved estimate of Rs. 32 lakhs. The reasons for the increase in cost were not available (March, 1969).

[Paragraph 6 of Audit Report on the Accounts of University Grants Commission for 1967-68].

2.40. The Committee desired to know whether the University Grants Commission was satisfied that the expenditure of Rs. 41.48 lakhs incurred by Bombay University was necessary and whether the buildings were being utilised for the purpose intended. In a note the Ministry of Education and Youth Services have stated:

"The Commission is satisfied that the expenditure of Rs. 41.48 lakhs was necessary and no portion of it was avoidable."

"The building accommodates the Departments of Statistics, Mathematics, Centre of Advanced Study in Mathematics, Computer Centre and Business Management. Earlier, the building also accommodated some of the departments of Languages but due to the increased requirements of space of the Centre of Advanced Study in Mathematics, the departments in Languages had been shifted to another building. The Department of Statistics was previously located in the East Wing of the main building but with a view to have co-ordination in the Departments of Mathematics, Statistics and in Centre of Advanced Study in Mathematics and Computer Centre, the Department of Statistics had been shifted from the East Wing of the main building to the building under reference. The Department of Applied Psychology has been accommodated in the main building."

2.41. The Committee enquired whether, after having approved an estimate of Rs. 32 lakhs on the construction of centenary auditorium by the Madras University, the University Grants Commission kept a check over increase in expenditure. The Ministry have stated in their note:

"The Commission had agreed to an allocation of Rs. 22 lakhs out of the Centenary Grant of Rs. 1 crore for Centenary Auditorium in Madras University. The estimates for the steel frame work of the Auditorium duly certified by the Chief Engineer, P.W.D., Madras for Rs. 9,36,000 were accepted by the Commission in July, 1958. Subsequently the Commission accepted the tendered cost of the general builders work of the Auditorium for Rs. 18,86,319 in June, 1963

The tendered cost for electrical installations amounting to Rs. 1,71,082 was accepted by the Commission in December, 1964. Thus, the total cost accepted by the Commission for Centenary Auditorium amounted to Rs. 29,93,401 or say Rs. 29,94,000. Later a proposal from the University to provide a further grant of Rs. 10 lakhs towards the construction of the Centenary Auditorium was also accepted by the Commission. The Commission had thus expected that the cost of the Centenary Auditorium would be about Rs. 40 lakhs. Subsequently, the University reported an expenditure of Rs. 42.67 lakhs. In view of this the Commission requested the University to intimate the estimated cost of the Auditorium."

2.42. As the grants were given to these universities for a special occasion (i.e., their centenary), the Committee do not wish to comment on the indulgence extended to the universities by the University Grants Commission in the matter of application of the funds. The Committee would, however, like to point out that over 50 per cent of the grants given to one university, i.e., Rs. 50.37 lakhs, was expended on the construction of an Auditorium which was initially estimated to cost of Rs. 32 lakhs. The Committee feel that in the existing situation in the country where, as pointed out by a \*Committee appointed by the University Grants Commission, universities are not even able to provide, due to constraints on resources, adequate laboratory facilities, books etc. so badly needed for raising standards in science priorities in spending funds earmarked for education have to be of a different order.

#### **Non-submission of Completion Certificates**

##### *Audit Paragraph :*

2.43. Rs. 49.02 lakhs were sanctioned as grants to 13 universities during October, 1957 to December, 1965 for construction of buildings. Though these were stated to have been completed in 1966 and 1967, the necessary completion certificates required for payment of the last instalment were awaited (October, 1968).

[Paragraph 4 of the Audit Report on the Accounts of U.G.C. for 1967-68].

2.44. In a note, the Ministry of Education and Youth Services have stated: "The completion certificate has been received in respect four projects. Besides, completion certificate for phase-I of another project has also been received. For the rest of the projects, the matter is being pursued vigorously with the universities."

---

\*Report on Standards of University Education.

"The question of prescribing a time limit for the completion of buildings by the grantee institutions has been referred to an Expert Committee (which includes officers from C.P.W.D.). The matter would be considered further by the Commission in the light of the views of the Committee."

"Grants for approved building projects are released in suitable instalments depending upon the actual expenditure incurred by the Universities and their requirements for the next two to three months. However, the first instalment of the grant may be released as soon as the Institution intimates that it is in a position to undertake the construction work."

"No assurance is obtained from the grantee institution before paying grant that the Institution would be able to obtain building material, etc. without loss of time."

2.45. At the instance of the Committee, the Ministry of Education and Youth Services have furnished a list of UGC's publications based on the reports submitted by its committees etc. (Appendix IV). The Committee find from the list that since 1961, the Commission have appointed 39 committees.

2.46. The Committee are not happy over the delay on the part of the universities in furnishing completion certificates in respect of buildings, for the construction of which grants amounting of Rs. 49.02 lakhs were sanctioned by the University Grants Commission between October, 1957 and December, 1965. The Committee note that the general question of prescribing a time limit for completion of buildings by the universities which are aided by the University Grants Commission is under the consideration of an Expert Committee. The Committee would like the examination to be speedily completed and a procedure also to be evolved for making release of grants for construction of buildings progress-oriented. In all cases where completion certificates have been pending for over a year, a suitable deadline should be set for the rendering of the certificates.

2.47. The Committee are also not in favour of the University Grants Commission constituting committees to examine questions of this nature which would be more speedily disposed of by normal administrative procedures. Since 1961, as many as 39 committees were constituted to go into various matters that came up before the Commission. It would also appear that in a number of cases the appointment of committees had not particularly helped to speed up decisions. The Committee would, therefore, like the University Grants Commission to ensure that in future, committees are constituted only for examination of questions of substantial importance, which merit examination by a compact body of experts.

**Loss in running of printing press :****Audit Paragraph:**

2.48. In April 1961, Delhi University purchased a printing press from a firm for Rs. 1.62 lakhs. The press undertakes printing for outside bodies also. According to the proforma accounts prepared by the University, the press sustained a net loss of Rs. 1.55 lakhs upto 1966-67. The cost of the press and the losses were met out of grants paid by the Commission.

2.49. Physical verification of stock conducted in December 1967 showed shortage of 12,830 Kg. of type material (value Rs. 80,000). The shortage included type material worth Rs. 29,000 stated to have been purchased by the Superintendent of the press without prior sanction of the competent authority. No responsibility for this shortage has been fixed so far (November, 1968).

[Paragraph 126 of Audit Report (Civil) 1969]

2.50. The Ministry of Education and Youth Services informed Audit in November, 1968 of the following reasons for the losses incurred by the Press:

- (i) Before the press was taken over in April, 1961 from the private party, the workers were being paid consolidated salary. After take-over, regular pay scales and allowances as admissible to other University employees were granted to them which increased the expenditure;
- (ii) The schedule of rates for printing which was prescribed in 1955, was not in keeping with the rates of printing presses of comparable standard or with the expenditure after the University had taken over the press. The rates were, however, increased from April, 1966 for outside jobs and from 1967-68 for inside jobs; and
- (iii) The out-turn from the Press machinery was low as it had become wornout.

2.51. The Ministry had also stated in November, 1968 that the entire future set-up of the press was under review of the University authorities and that a final decision as to the manner in which the press was to be run was under consideration.

2.52. In a note submitted to the Committee, the Ministry of Education and Youth Services have stated:

"The private printing press was running in the University premises as per agreement entered into in 1955. The



agreement was for a period of six years ending 31st March 1961. In the event of termination of the licence, the agreement provided for taking over of the machines etc. of the Press by the University at its discretion and option on the basis of valuation by the Controller of Printing and Stationery, Government of India, New Delhi."

"Accordingly, the University of Delhi purchased the Press in April, 1961 on a payment of compensation of Rs. 1.62 lakhs. The valuation was also done by a Committee which consisted, among others, of the then Controller of Printing and Stationery, Government of India, New Delhi. Another reason for taking over private press was that the University Grants Commission had observed that the proposal of the Delhi University for the establishment of a new printing press would be very expensive, as it would have involved expenditure of Rs. 5,30,000 excluding construction of building at a sum of Rs. 1.81 lakhs. The purchase of the Press from private firm was, therefore, considered cheaper."

"The University has not replaced the worn-out machinery so far, as the proposals for modernisation of the entire press is under active consideration with the possible financial assistance from the Ford Foundation Grant."

"The future set up of the press is proposed to be entrusted to a Technical Committee before implementation."

2.53. The Press suffered a loss of Rs. 2,05,089 during the year 1967-68. During 1968-69 it earned a profit of Rs. 13,853. The reasons for losses in the past have been investigated by the Committee appointed for the purpose and further enquiry is going on. The Enquiry Committee has gone into the question of shortages of type material (12,830 Kg.) and suitable legal action is proposed to be taken against the persons found responsible after obtaining necessary legal opinion. The case is under active consideration of the University.

2.54. The Committee note that a printing press taken over by the Delhi University from a private party (who was operating it till 1961) has, to the end of 1968-69, incurred a cumulative loss of Rs. 3.47

lakhs. The reasons for the losses, as also for shortages of type material worth Rs. 6.8 lakhs, are stated to be under enquiry. The Committee would like the enquiry to be speedily completed and the supervision of the Press to be suitably strengthened, so that its performance could improve. If the machinery of the Press has been wornout as stated by Government, steps should be taken to modernise the equipment.

*Audit Paragraph:*

2.55. Under the University Grants Commission Act, 1956, the Commission is empowered to give grants to Universities established or incorporated under Central or State Acts and to such other institutions as may, in consultation with the Universities concerned, be recognised by the Commission in accordance with the regulations made in this behalf under the Act. Although the Institute of Economic Growth, Delhi, does not satisfy any of these conditions, the Commission has been paying grants to this Institute (through the Delhi University) since August, 1963 for conducting a teaching-cum-training course in research methodology for the benefit of Ph. D. students and economic investigators. In August, 1966 the Commission decided not to pay further grants to the Institute unless it became either a separate department of the Delhi University or a part of the existing Department of Economics of that University. However, without actually insisting on compliance of this condition, grants were continued to be paid to the Institute upto March, 1968.

2.56. The grants irregularly paid to the Institute upto March 1968 were Rs. 4.12 lakhs.

[Paragraph 125 of Audit Report (Civil) 1969]

2.57. The Committee desired to know as to why grants were paid to the Institute of Economic Growth, Delhi in contravention of the provision of University Grants Commission Act, 1956 and what reasons weighed with the Commission in continuing payment of grants even after a decision was taken in August, 1956 not to pay further grants to the Institute unless it became either a separate department of the Delhi University or a part of the existing Department of Economics. In a note, the Ministry of Education and Youth Services have stated:

“Assistance for running a course in Research Methodology at the Institute of Economic Growth was approved by the

University Grants Commission on the recommendation of the Delhi University. This course was meant to give preliminary training to prospective Ph. D. students, teachers of Delhi University and economic investigators. Recurring assistance towards this scheme was later extended upto 31st March, 1967 on the request of the Delhi University. On recommendation of an expert committee and on being informed that the Institute of Economic Growth had been conducting the course in close collaboration with the School of Economics, Delhi University, the Commission agreed to continue its assistance towards the scheme at the existing level till 31st May, 1968."

"All the grants on account of Research Methodology Course at the Institute of Economic Growth were released to Delhi University and not to the Institute of Economic Growth. There was, therefore, no contravention of the University Grants Commission Act, 1956. It also follows that there is no question of regularising grants paid to the Delhi University as there was no violation of the U. G. C. Act."

"Initially, the Commission approved in January, 1963, the proposal of the Delhi University for conducting a five Month Course of training in Research Methodology at the Institute of Economic Growth. The Commission's assistance was limited to a period of three years during the Third Plan period. On the request of the Delhi University, recurring assistance towards the scheme was extended upto 31st March, 1967 and it was proposed to have the scheme examined by an Expert Committee before any further assistance was considered."

"In August 1966, the University Grants Commission considered the proposal of the Ministry of Education regarding the merger of the UNESCO Research Centre on Social and Economic Development in Southern Asia, Delhi with the Institute of Economic Growth and agreed that if assistance is to be given to the Institute of Economic Growth for its merger with the UNESCO Research Centre, it would be necessary for the Institute, as in the case of the Delhi School of Economics, to be either a separate department of the University or a part of the department of Economics (Resolution No. 32 of 3.8.1966). The question of continuing assistance towards the Research Methodology course was not considered by the

Commission at this meeting and this resolution is, therefore, not applicable to the scheme."

"The question of further continuance of the scheme of Research Methodology Course was again considered by the Commission at its meeting held in September, 1966 on the basis of the report of an expert committee and the clarifications given by the Institute in regard to some academic details of the course. While considering this proposal, the Commission was aware that in August, 1966 it had agreed that if assistance is to be given to the Institute of Economic Growth, it will be necessary for the Institute, as in the case of the Delhi School of Economics to be either a separate department of the University or a part of the department of Economics. The Commission desired that the Institute of Economic Growth be requested to run the course of Research Methodology in cooperation with the School of Economics of the Delhi University and that in the light of this, a revised proposal received from the Delhi University was considered by the Commission at its meeting held on February 1, 1967, and the Commission agreed that the Delhi University be assisted at the existing level for the continuance of the Research Methodology course at the Institute of Economic Growth, Delhi till 31.5.1968. The Commission also reiterated its earlier decision that if the Institute is to be assisted by the U. G. C. for any purpose, the suggestion made earlier that it should either be a separate department of Delhi University or a part of the Department of Economics should be pursued further."

2.58. "It will be observed that the Commission's decision of August, 1966 related to the grants which were required by the Institute of Economic Growth for its merger with the UNESCO Research Centre of Social and Economic Development in Southern Asia, Delhi. This decision was reiterated later only to emphasize it and not to withhold payment of grants to the Delhi University for running the course upto 31st May 1968."

#### **Irregular payment of grants :**

2.59. The Committee feel that payment of grants by the University had decided in August, 1966 that assistance for this purpose could through the Delhi University might not be consistent with the provisions of the University Grants Commission Act, 1956. The Commission itself, while considering the question of financial assistance

for a proposed merger of the Institute with UNESCO Research Centre, had decided in August, 1966 that assistance for this purpose could be given only if the Institute became a Department of the Delhi University. It is regrettable that, having accepted this general principle, the Commission should have continued to pay grants to the Institute in deviation from this decision. The Committee desire that Government should examine, in consultation with the Ministry of Law, the question whether the University Grants Commission can extend grants to the Institute, without the Institute becoming a part of a recognised university.

2.60. The Committee do not wish to be understood as suggesting that the work of the Institute is not worthy of being aided, but the U.G.C. is at the same time under an obligation to ensure that financial assistance to an educational institution is given strictly in terms of the Act.

#### Interest on overdrafts :

##### *Audit Paragraph:*

2.61. During 1959-60 to 1966-67, Government of India, Government of Uttar Pradesh and University Grants Commission agreed to finance certain development and other schemes of Banaras Hindu University, such as setting up of a translation cell, maintenance of beds at the hospital attached to the College for Medical Sciences, construction of building for the Law College, etc. But payment of the necessary grants by them to the University was made from six months to two years after the approval of the schemes. In respect of a few schemes, the Commission did not pay any grant as the University continued to incur expenditure either in excess of the ceiling prescribed by them or after the expiry of the Third Plan period without their prior approval. Without waiting for funds from the grantors and by obtaining overdrafts from the State Bank of India, the University, however, implemented the schemes. On those overdrafts the University had to pay Rs. 0.95 lakh as interest (7 per cent to 7½ per cent) to the Bank during 1965-66 and 1966-67. This expenditure was eventually met out of the maintenance grants paid by the Commission to the University.

[Paragraph 127 of Audit Report (Civil), 1969]

2.62. In a note, the Ministry of Education informed the Committee of the following position:

"Out of 100 development schemes referred to in para, the UGC is concerned with only 89 schemes. Of these, 43 schemes are such where either no request for release of funds was received from the

University or sufficient unspent balances to meet the expenditure were available with the university. Of the remaining 46 cases, the position of the time lag between the receipt of demand for funds from the university and the release of fund by the U.G.C. is indicated below:

About 1 month	23 cases
About 2 months	11 cases
About 3 months	4 cases
About 4 months	4 cases
About 7 months	1 case
About 10 months	2 cases
About 13 months	1 case

The demand for funds received from the universities is assessed in the Commission's office and in many cases, references have to be made to the universities for seeking detailed information and clarification on various points. Sometimes, complete information is not received from the universities and the matter has to be referred back to them. It will be observed from the analysis of the 46 cases indicated above, that the time lag of more than six months is only in respect of 4 cases. The position about these four cases is indicated below:

(1) *Recurring grant for Science Departments.*

The University claimed grant on account of expenditure incurred during 1965-66 for salaries etc. of additional staff sanctioned by the Commission for science departments during the Third Plan on 28-3-1966. Certain clarifications were sought from the University in April, 1966. Points were clarified by the university in July, 1966. An 'on account' grant of Rs. 2 lakhs was sanctioned to the university in October, 1966.

(2) *Integrated course in Technology—Pay of Staff.*

The University asked for funds for this scheme on 31.3.1966. Clarification was sought from the university on 30th April, 1966. The university supplied the requisite information on 11.1.1967 and the sanction was issued on 8.2.1967.

(3) *First year of the Five-year Integrated course in Technology and Engineering—Pay of staff.*

The University asked for funds on 6.4.1966. Clarification was sought from the University on 30.4.1966 to which the University replied on 11.1.1967. Sanction was issued on 8.2.1967.

**(4) Consolidation and development of the Department of Silicate Technology—Pay of Staff.**

The University asked for funds on 6th January, 1966. Clarification was sought on 5.4.1966. The University supplied the requisite information on 8th February 1967 and the sanction was issued on 25th February 1967.

"It would thus be seen that there has not been a substantial time lag in the receipt of clarification from the University and the issue of sanction letter. The time taken is on account of procedural formalities."

"The position about development schemes referred to above, from the point of view of demand for funds made by the university is analysed below:

- (1) Number of cases in which no demand for funds was made by the University during 1965-66 and 1966-67.
- (2) Number of cases where demand for funds was made by the university during these two years but the clarification and documents asked for by the Commission were not supplied by the University till 31st March 1961—1.
- (3) Number of cases where demand for funds was received a few months before the close of the year 1966-67 and the University did not supply the information/clarification asked for by the end of 1966-67—3.
- (4) Number of cases in which demand was received from the University for funds during the period under review but the grant was not released as the University had sufficient unspent balances.
- (5) Number of cases where the University continued to incur expenditure after the close of the Third Plan period against the Third Plan sanction without the approval of the Commission and where funds were not released either because the university had unspent balances with it or the amount due was to be adjusted against the Fourth Plan allocation—5.

In some cases it is felt that the universities went on incurring expenditure even after the close of the Third Plan period against the allocations made during the Third Plan on the assumption that the unutilised allocation could be carried over to the Fourth Plan. The Commission had, however, decided that the unutilised allocation of the Third Plan for equipment and books could not be carried over to the Fourth Plan and lapsed at the end of the Third Plan. However, commitments made in the Third Plan against the Third

Plan allocation which could not be honoured by the close of the Third Plan period would be a charge on the Fourth Plan allocation.

The Commission has impressed upon the university to see that the progress reports for release of grants are sent well in time with all relevant information so that grants could be released in time. The Commission also keeps the University in funds for a particular scheme to enable it to meet anticipated expenditure for two to three months. The University is also making every effort to avoid resorting to overdrafts. This is evident from the following figures of interest on overdrafts paid by the University during 1966-70 :

1966-67	.. Rs. 39,000
1967-68	.. Rs. 45,000
1968-69	.. Rs. 2,000 approx.
1969-70 (Till 19.1.70)	Nil.

(The University has informed that they do not expect to take any overdraft during the remaining part of the current year)."

2.63. While the Committee recognise that the university was primarily responsible for a situation which led to its taking overdrafts from a bank for financing certain schemes assisted by the University Grants Commission, they would like to point out that due to "procedural formalities" it took one to thirteen months for the university to get funds from the Commission in respect of as many as 46 schemes. The assistance sought for some of the schemes was meant to defray salaries of the university staff. It might be that the Commission had to obtain "clarifications" which the university was long in furnishing, but the Commission should have, from their side, followed up the matter purposefully, particularly when it was becoming apparent that the release of funds for payment of salaries was being delayed. The Committee trust that the University Grants Commission will ensure in future that release of funds to universities for approved schemes is not held up normally beyond a month.

**Over payments:**

*Audit Paragraph:*

2.64. The salary scales of the teachers of Central Universities were revised from April 1966. In May, 1966 the Commission informed the Universities that pay of a teacher in the revised scale should be fixed at the same stage at which he was drawing his salary in the existing scale and, if there be no such stage in the revised scale, it should be fixed at the next stage without affecting his existing



date of increment. This mode of pay fixation created an anomaly as a number of senior teachers started getting less pay than their juniors. On representation from them, the Commission decided in December 1966 that the pay of a teacher in the revised scale should be fixed at the stage next above the one in the existing scale on 1.4.1966 or, at the option of the teacher, on the date of his next increment in the existing scale; and the next increment in the revised scale should be allowed after full one year's service at that stage. The Universities revised the pay fixation cases accordingly. The amount overpaid according to the Commission's earlier formula was Rs. 61,682 which was written off by the Commission in May 1968.

[Paragraph 128(ii) of Audit Report (Civil), 1969].

2.65. The Committee asked why the possibility of an anomaly arising from the Commission's original formula of fixation of teachers' pay was not foreseen. In a written reply, the Ministry of Education and Youth Services have stated that :

"The Commission could not apprehend at the time of prescribing the original formula for fixation of pay of teachers that an anomaly of this type would arise and affect a large number of teachers. It would, however, be appreciated that anomalies come to light only when the formulae are actually adopted in individual cases. This anomaly could thus be known only after the universities had examined the individual cases in the light of the original formula prescribed by the Commission. Since this anomaly affected a large section of the teachers, the Commission thought it desirable to consider this afresh and accordingly the matter was placed before the Committee of Vice-Chancellors of Central Universities at its meeting held on the 1st December, 1966. On the recommendations of the Committee of Vice-Chancellors of the Central Universities, the Commission accepted the change in the formula for fixation of pay."

"Some of the Universities had already given effect to the original formula for fixation of pay and the teachers were paid accordingly. As a result of the change in the formula, some overpayments resulted in certain cases. Since the overpayments were not due to the fault of the concerned individuals or any misinterpretation of the order or error of calculation, the Commission decided to waive the recovery of overpayments made in this behalf."

2.66. The Committee regret that before introducing the original formula for revision of pay-scales of teachers of Central Universities, the University Grants Commission did not fully examine its implications, with the result that a number of senior teachers started

getting less pay than their juniors. The revision of the formula to correct the anomaly disclosed that some of the teachers had been overpaid to the extent of Rs. 61,882 in all, but the Commission decided to waive the recovery.

2.67. The Committee hope that in future the Commission will take competent financial advice in regard to matters affecting pay and other conditions of service, so that there is no repetition of a case of this type.

#### **Equipment lying idle :**

##### *Audit Paragraph :*

2.68. The Audit Report on the accounts of the Banaras Hindu University for the year 1962-63 also showed that machinery and equipment worth about Rs. 1 lakh purchased for the college of Mining and Metallurgy had been lying idle for want of electric power, etc., for the last 10 to 15 years. The present position about the utilisation or otherwise of the equipment/machinery is not available in the Commission's office (June, 1968).

2.69. The Commission has no machinery to keep a watch over proper utilisation of the equipment purchased out of the grants sanctioned by it after receipt of the utilisation certificate. It has been stated that as soon as utilisation certificates are issued, no watch can possibly be kept over the use of assets acquired from the grant. It is for the grantee institution to put the equipment acquired out of the grants to proper use.

[Paragraph 3(ii) of Audit Report, 1966-67].

2.70. The Ministry of Education and Youth Services have informed the Committee that :—

“The Banaras Hindu University had intimated in October, 1968 that none of the equipment was lying idle at present in the college of Mining and Metallurgy.”

As regards the question of keeping a watch over utilisation of equipment purchased out of grants given by the Commission, the Ministry of Education and Youth Services have stated that :—

“Grants for the purchase of equipment are sanctioned to the universities on the basis of requirements assessed by the expert committees set up by the UGC/AICTE. The Commission has impressed upon the universities that the equipment acquired by them should be put to use as soon as possible after their receipt.”

2.71. The Committee would like the U.G.C. to devise some check to ensure that costly machinery purchased by universities out of

grants given by the Commission are properly utilised. A Committee set up by the University Grants Commission to report on standards of university education had drawn attention to the necessity "to guard against the danger of building up big apparatus at places where qualified and trained people are not available to handle them." That Committee went on to say, "We understand that in some departments very little work has been done in spite of costly equipment. We need hardly add that in such cases immediate steps should be taken to transfer the equipment to the departments where it can be used more effectively." To ensure purposeful utilisation of large sums of money which the Commission is annually giving to the universities for equipment, it ought to have some kind of a random check, covering at least costly equipments purchased by the universities. The Committee would like the University Grants Commission to consider, in consultation with the universities, how best a broad system of checks could be devised in this regard.

#### **Grant to Annamalai University :**

2.72. The accounts of Annamalai University disclosed unspent grant of Rs. 20.39 lakhs on 31st March, 1967. The University had also drawn overdraft of Rs. 9.36 lakhs on that date and had paid Rs. 0.78 lakh as interest on overdraft. The unspent grants on 31st March 1968 were Rs. 5.04 lakhs. Apparently, the unspent grants were being utilised by the University for its normal expenses.

2.73. The audited accounts for 1966-67 showed an overpayment of Rs. 0.27 lakh as grant to the University but the Commission had not recovered the amount (October 1968). The overpayment had resulted from inclusion of inadmissible items of expenditure in the accounts by the University.

[Paragraph 8 of Audit Report, 1967-68]

2.74. The Ministry of Education and Youth Services have informed the Committee that :

"The original para is based on the observations made by the Examiner, Local Fund Accounts, on the accounts of the University for the year 1966-67. The University had informed the Commission as well as the Examiner, Local Fund Accounts, that the total unspent balance available with the University was Rs. 10,86,012.17 whereas the deficit on grants to be received from the UGC was Rs. 14,73,415.17. Thus the University had to claim a sum of Rs. 3,87,403/- from the Commission."

"In this connection, it may be stated that the University Grants Commission has permitted the Universities that it would have no

objection if the Universities temporarily reappropriate from funds paid by the UGC for other scheme or schemes to meet the expenditure in a particular scheme provided that total expenditure on any particular scheme does not exceed the cost sanctioned by the Commission. While the Examiner, Local Fund Accounts, has noted this position, he has pointed out as follows:—

‘The amounts so appropriated temporarily have not been credited to the scheme from which it is drawn or in the alternative, the Registrar should have taken early action to refund the unspent balance of grant to the U.G.C. The University has not taken any action in this respect. The grant appropriate register is not maintained properly till this date, even though the defect has been pointed out in para. 24(3) of Audit Report. Only entries regarding the receipt of grant for the various schemes have been made. As regards expenditure from various schemes, no entries are made and the balance of grant at the close of each year was not arrived at. Hence, it is not possible in audit to reconcile the discrepancies between the figures in the Annual Accounts and the grant appropriated register.’

“The University has been asked to clarify the position with regard to improper maintenance of record of receipt, reappropriation and expenditure, etc. The matter is being pursued with the University.”

“With regard to the second objection, it may be stated that there is no ‘overpayment’ of Rs. 27,000/-. The audit has not admitted certain items, amongst them is the payment of Rs. 20,000/- to the Tamil Nadu Government by the University for purchase of a mechanised fishing boat. This is an approved item of expenditure. The University has informed that as required by the Tamil Nadu Government, the University paid the entire cost of Rs. 20,000/- for the boat as advance payment. Subsequently, while taking delivery of the boat, some defects were found in the engine and the boat was returned to the Fisheries Department of the State Government. According to the Local Fund Examiner, the matter is under correspondence between the University and the State Government.”

“It may be further stated that the Audit has since admitted an expenditure of Rs. 1,803-28 on account of certain items. The University is taking steps to clear items. The University is taking steps to clear the remaining items. The matter is being pursued with the University and Local fund Examiner.”

**2.75. The Committee observe that the Annamalai University have not been maintaining any systematic account of utilisation of grants**

received by them from the University Grants Commission. The Examiner, Local Fund Accounts, who examined that university's accounts pointed out that "the grant appropriate register is not maintained properly. Only entries regarding the receipts of grants for the various schemes have been made. As regards expenditure for various schemes, no entries are made and the balance of grant at the close was not arrived at." The Examiner went on to add that it was not possible for the Audit in the circumstances "to reconcile the discrepancies between the figures in the Annual Accounts and the grant appropriate register."

2.76. The Committee note that the University Grants Commission has taken up the matter with the university Authorities. They would like to be informed of the correct position regarding utilisation of grants given to this University as also of the steps taken to ensure proper accounting of the expenditure incurred out of the grants.

**Non-recovery of grant utilised for inadmissible purposes :**

*Audit Paragraph:*

2.77. During 1962-63 the Commission paid Rs. 6.12 lakhs as grant to Banaras Hindu University for implementing the three years degree course in some of its constituent colleges. Out of this, the University spent Rs. 0.97 lakh for purchase of certain equipment and other items for the Central Hindu College, Kamacha, although the College did not provide instruction for the three years' degree course. The amount thus irregularly spent by the University has not been recovered by the Commission so far (December, 1968).

[Paragraph 128—Audit Report (Civil), 1969].

2.78. The Committee desired to know about the steps taken by the Commission to see that irregular expenditure was brought to its notice as early as possible. In a written reply the Ministry of Education and Youth Services have stated that "The Commission has been taking adequate steps by impressing upon the universities/colleges that the grants sanctioned by the Commission are to be utilised for the purposes for which these are sanctioned. The expenditure is watched through the audited statement of accounts and the utilisation certificates are obtained from the Accountant General/Local Fund Examiner/Chartered Accountants to the effect that grants sanctioned by the Commission have been utilised for the purposes for which these were sanctioned.

In this particular case, the expenditure can not be treated as irregular since the grant was utilised for the items for which it was sanctioned by the Commission. The amount of grant was released on receipt of a statement of expenditure certified by the Registrar, Banaras Hindu University.

"The Utilisation Certificate for Rs. 6.12 lakhs has not yet been received, although the accounts as audited by the Deputy Accountant General, U.P. have been furnished."

2.79. The Committee do not understand how the university used part of the grant received by it for implementing a three-year degree course in its constituent colleges to provide equipment (cost Rs. 4.97 lakh) to a college, which was not providing instructions for the three-year course. The Committee would like the Commission to ensure that the equipment is put to gainful use.

NEW DELHI;

April 16, 1970.

Chitra 28, 1892 (Saka)

ATAL BIHARI VAJPAYEE.

Chairman,

Public Accounts Committee.

## APPENDIX I

(Ref. Para. 2.4)

### *Summary and main recommendations of the standards committee*

The Standards Committee was appointed by the University Grants Commission to make a systematic and objective assessment of standards of university education and to suggest various measures of improvement. In addition to using the questionnaire method the committee visited a number of university centres in India and held discussions with vice-chancellors, educationists, teachers and students. The main conclusions and resulting recommendations of the committee are summarised below.

#### **I. Aims of University Education in India**

1. Recent developments in the economic, social and political spheres in the country call for a re-appraisal of the functions of the Indian university. In the context of the far reaching economic and social changes taking place in India, universities should lay much greater stress on development oriented education.
2. The pursuit of liberal values should however be a perennial activity of every university, irrespective of its courses of study. Even in institutions which are primarily concerned with training in professional skills the inculcation of these values has to be promoted.
3. The preservation and communication of existing knowledge is an important function of the university. It is, however, essential to transform teaching from routine instruction to acquisition of knowledge by bringing about a living contact between students and teachers.
4. The university has also to advance the frontiers of knowledge. This has, however, to be done in combination with teaching. Experience has shown that these two activities communicate strength to each other and flourish in combination.
5. While many Indian universities encourage the study of subjects like Indian languages, Indian history, Indian philosophy, etc., they have, on the whole, failed to create a

modern intellectual tradition of their own. Apart from imparting to their students an understanding of India's cultural heritage, universities in India should try to develop in them a modern Indian outlook. This requires a reinterpretation and adaptation of our traditional values in the context of the contemporary situation.

6. Universities in developing countries like India have firstly to ensure that they reflect and respond to the life of the people living around them. It is mainly through the intellectual and moral leadership of our universities that a tradition-bound and stagnant society is to be transformed into a modern and progressive community. It should be considered obligatory on the part of the university to make an intensive study of problems faced by its neighbourhood as well as by the nation. Universities are expected to influence the thinking and planning activities of the government and other bodies.
7. A national outlook and purpose has also to be cultivated in our universities by a deliberate pursuit of national ends in preference to local interests. Universities as national institutions should devote themselves to a study of this problem in all its aspects.

## **II. Evaluation of Standards**

8. For a variety of reasons, a categorical answer cannot be given to the question whether standards have deteriorated during the last 10 or 15 years. Standards are said to have declined from the point of view of examination results as also with reference to the expectations entertained by employing agencies and the general public.
9. It is a fact that courses of study in many universities are not related to well-defined educational objectives. The conditions under which teaching and learning are carried on are also far from congenial.
10. The general opinion, however, seems to be that while the quality of the best students is as good as ever, the average product of an Indian university does not compare favourably with his counterpart in some of the well-known universities in the world.
11. On the other hand, it has to be recognised that many of our scholars and scientists have done outstanding work and that the various schemes of national development have been implemented by personnel trained in our universities.



12. Further, the various steps taken by the University Grants Commission have made a definite contribution to improvement of facilities in the universities and colleges. It is, however, necessary to point out that the resources placed at the disposal of the Commission have been far from adequate to deal effectively with this problem.

### III. Admission Policy

13. In the interest of standards, it is of the utmost importance to adopt a bold and imaginative policy in respect of admission of students to university courses. Current practices lead to a great many students, who are neither emotionally nor intellectually prepared for higher education, entering the universities.
14. There are several ways in which a more careful selection of students could be made such as approving only such students as have secured a fairly high percentage of marks at the school examinations or special weightage being given to marks in important subjects like languages and mathematics. A consideration of their cumulative record at school or a *viva voce* or written test is also desirable. Each university will have to identify by investigation over a number of years the particular method or combination of methods which is likely to yield the best results.
15. We should provide for alternative training programmes for those who are not admitted to the universities but possess the necessary aptitude for vocational training. Existing facilities in this regard need further expansion and improvement.
16. The school system should contain a number of terminal points from which students could be diverted to technical and vocational courses and removed from the passage to the university.
17. Another solution consists in a large scale expansion of facilities for correspondence courses, part-time courses etc. It will also be desirable to institute two streams of undergraduate education—a pass as well as an honours. Admission to the honours course will have to be limited to the intellectually abler students, with provision for shifting students from the pass to the honours courses and *vice versa* according to their aptitude and ability.

18. Some have commended the setting up of central institutions of higher education in different parts of the country, where admissions could be strictly controlled and based exclusively on merit.
19. Universities should agree on the minimum age for entrance to the degree course. It would be desirable to have 17 plus as the minimum age but as a first step, a minimum of 16 plus may be prescribed.
20. Universities should also agree on the core subjects required for admission to degree courses. All students who aspire to enter the university should have an adequate grounding in science, mathematics, history and geography, apart from languages. Universities should further demand a fairly high standard of English for entrants.

#### IV. Courses of Study

21. The problem of formulating suitable courses of study in Indian universities has to be judged in the light of the rapid advances being made in the field of knowledge, particularly in Science and Technology. The general impression one gets is that, except in a few universities, no serious attempt is made to evaluate syllabuses in the light of modern developments. Universities should devote themselves more assiduously to a definition of what is expected of students at particular points of their education.
22. There are several reasons why courses of study have not been rationalised and modernised in our universities. One reason is that the procedure of revision is at present complicated and cumbersome. There is also a lack of competent teachers for imparting instruction in the new areas. Sometimes the universities do not have the required equipment and physical amenities for carrying out reforms.
23. It is necessary to make the Boards of Study solely responsible for formulation and modification of syllabi. The boards should include a number of younger teachers who are acquainted with the latest developments in the concerned areas.
24. The reports of the Review Committees appointed by the University Grants Commission to examine courses of study in different disciplines give valuable guidance in this direction and full advantage should be taken of the recommendations made by them. Such reviews should also be undertaken periodically.

25. The University Grants Commission should explore the possibility of instituting standing review committees for continual study of university courses in the light of modern developments in the respective fields.
26. The universities may also appoint review committees periodically to carry out a critical evaluation of their courses.
27. There should be a regular programme of seminars and conferences of teachers in different subjects for considering issues relating to objectives of teaching, content of courses, organisation of research, teaching methods etc.
28. It may be desirable to make permanent arrangements for year-round refresher courses and seminars to which teachers may be exposed for short periods in groups.
29. The centres of advanced study, set up by the University Grants Commission, should have an extension section for offering facilities of refresher courses and research to selected teachers from universities and colleges.
30. It is necessary to have a built in device in every university to look after the maintenance and improvement of standards of courses of study.

#### **V. Undergraduate Education**

31. All universities in India with the exception of the University of Bombay and the 4 State Universities in U.P. have accepted the three-year degree course pattern but many of the conditions essential for its implementation have not been fulfilled.
32. In recent years there is a general agreement on the total duration of school and university education being 15 years. Most of the members of the committee support this proposal. It is, however, necessary to ensure that the new pattern is harnessed to conditions which are conducive to a refinement of both school and collegiate education.
33. The period of 15 years may be split up in a convenient way. It does not seem possible to have a 12-year school education except in exceptionally good schools. The pattern of having 10 years of school education followed by 2 years in an intermediate or junior college and 3 years in a degree college deserves serious consideration. The junior college could provide an opportunity to a large number of students

to acquire a university degree without having to proceed further, besides being a point for dispersal to vocational and technical courses.

34. The pre-university course needs to be reorganised, keeping in view the capacity of students as also the need for giving them an adequate grounding for higher studies. Special attention should be directed to the teaching of English in the pre-university course.
35. There is a considerable lack of uniformity in regard to the honours courses in the universities. While we should make provision for a variety of courses and combination of subjects to suit different kinds and degrees of ability, it is essential to have a clear idea of their specific objectives. The honours course should aim at greater specialisation on the basis of which the student could proceed to postgraduate studies.
36. The idea of "general education", interpreted imaginatively and in a flexible way, could serve as a rational principle of reorganisation of undergraduate education to make it more balanced and appropriate to the intellectual and spiritual needs of students in the modern world.

#### **VI. Postgraduate Studies and Research**

37. In recent years there has been a rapid expansion of postgraduate studies in the Indian universities. It is a matter for satisfaction that, by and large, results at the postgraduate level are qualitatively as well as quantitatively superior to those at the undergraduate level. But a great need exists for strengthening and consolidating these gains to make them comparable to the best international standards.
38. The chief aim of postgraduate education should be the acquisition of specialised knowledge. The courses should produce competent scholars and scientists for employment mainly in the learned professions.
39. Universities do not seem to be careful in permitting colleges to start postgraduate studies. Postgraduate colleges should be allowed to come into existence only if they fulfil requisite stringent conditions, particularly in respect of research.

40. The proper method of developing postgraduate education in the colleges is to organise it in places where at least 3 to 4 good colleges may pool their resources in equipment and teaching personnel. Universities should also appoint some professors and readers, who could visit these colleges and deliver lectures.
41. It would be desirable to lay down that universities should consult a body like the University Grants Commission before postgraduate colleges are started. This will also enable them to resist local pressures and have at their disposal the advice of an expert body in the matter.
42. Though the research activities of the universities have gained considerable momentum in recent years, much more remains to be done in this regard. While it is true that a good deal of research is being done by institutions and organisations outside the universities, it is in the universities that research can grow in a natural way.
43. A greater coordination between the departments of different universities in the matter of research programmes seems desirable.
44. Universities should also make use of the research facilities available in institutions outside the university, e.g. in national laboratories, as in a country like our's research resources are scarce and should be made the best use of.
45. There seems to be a tendency in some universities to register candidates without due attention being paid to their research aptitudes. It is also doubtful whether the research degree committee in the university has sufficient time to consider the large number of applications placed before it. The chief responsibility for acceptance or refusal of research candidates should belong to the professor/supervisor.
46. Research students should be admitted only provisionally, to begin with, their confirmation being related to good work. They should be introduced to the methodology of research and asked to prepare a bibliography and read widely.
47. Universities should ensure careful supervision of research work. The practice prevailing in some departments of permitting 8 to 10 candidates to register under one professor should be discontinued.

48. Theses should be referred only to competent scholars in the field. The candidate should also be given a *viva voce* test with a view to finding out more about his suitability for award of the doctorate degree.
49. It would be desirable to introduce an intermediary degree viz., M.A./M.Sc. by research, especially in the languages, in order that standards of the Ph. D. may be maintained at a high level.
50. Teachers should be given necessary facilities for quiet reading, writing and research. It may be desirable for universities to give due consideration to the research work done by teachers before they are confirmed or promoted.

### VII. Science Education

51. Science education in India has grown fairly rapidly during the past four or five decades. The proportion of Science students to the total enrolment in the Indian universities compares favourably with a large number of countries but the same cannot be said about the number of students enrolled in the professional faculties.
52. The resources available to the universities for the development of Science departments have not been commensurate with their requirements, considering the great need for improving standards of Science education in the country.
53. There are several factors which have adversely affected the standards of Science education. Although the quality of Science teaching has not declined at the higher levels and it has probably improved, it cannot be claimed that instruction is satisfactory in the case of a large majority of students.
54. Standards of Science teaching should be improved at the school level in order to provide adequate foundation for upgrading standards at the university level. Science text books for schools should be written by top scientists in the universities. It is also necessary to ensure that Science is taught at the school level by first-rate teachers.
55. The programme undertaken by the University Grants Commission of organizing summer institutes for improving the teaching of Science in schools needs considerable expansion.

56. Students with scientific potentialities should be identified sufficiently early and given special attention and care.
57. Students for Science courses in the universities should be selected very carefully, with particular emphasis on their mathematical ability and capacity to do practical laboratory work.
58. In view of the rapid advance of scientific knowledge in recent years, it is of the utmost importance that courses of study in different Science subjects should be reviewed from time to time and made up-to-date. Requisite facilities by way of laboratories, equipment etc., should be provided to enable universities to introduce modern techniques in teaching Science.
59. It is desirable to provide more diversity in the selection of subjects both at the undergraduate and postgraduate levels. There should be far greater communication between Science subjects which are closely related.
60. Universities should also encourage students to build up their own apparatus and to improvise methods of their own to develop far greater skill and insight into practical work.
61. It is understood that in some departments very little work is being done with the equipment available to them. In such cases, equipment should be transferred to other departments where it can be used more effectively.
62. Although the government has taken several steps for encouraging scientific research in the country, provision for research and development appears to be highly inadequate. Apart from difficulties such as foreign exchange, laboratory facilities, books etc., there is also a shortage of well-qualified personnel.
63. Indian scientists working abroad should be offered congenial conditions of work and encouraged to return to the country.
64. It is important to recognize the international aspects of Science and to explore the possibilities of fruitful collaboration between Indian universities and universities abroad. Full advantage should be taken of the assistance available under various foreign aid programmes, particularly at the level of research.

65. Information about scientific careers and opportunities should be disseminated widely to impress upon promising young people in the universities the attractive rewards which Science offers in the developing situation of our country.

### VIII. Improvement of Teaching

66. Conditions in which teaching and learning are carried on in the Indian universities and colleges are unsatisfactory. This is largely due to the enormous expansion of numbers which has diluted the available resources such as staff, libraries, etc.
67. Very little attempt is made in Indian universities to involve the students in the learning process through direct contact with the mind of the teacher. The emphasis is mainly on lecturing, which is not supplemented by other recognized methods of instruction.
68. The dictation of notes in university classes should be discouraged as it develops a tendency among students to rely on guide books, bazar notes etc., and encourages memorisation. It will however be useful if the teacher prepares a synopsis of his lectures containing carefully selected bibliography and makes it available to the students for their guidance.
69. Students should be persuaded to take part in academic discussions. Some time should be left at the end of each lecture period for questions.
70. Encouragement should be given to students to go to the library, select books and read for themselves. One method of doing this would be to insist upon more written assignments and tutorials during the course of the year.
71. Tutorials should have an important place for writing. The size of the tutorials should be kept reasonably small. It may not be possible to provide separate tutorials for each subject, but with the limited staff available, every student could be given at least one tutorial per week.
72. At the postgraduate level, tutorials should be supplemented by seminars. Postgraduate students should be encouraged to do independent thinking and to take part in group discussions of an inter-disciplinary nature.



73. The generally prevailing idea that lectures should "cover" the syllabus must be given up. Syllabuses could also be broken up into suitable parts, each part being dealt with by different teachers.
74. An attempt should be made to select more promising students and give them better facilities in the laboratories and libraries, instead of dealing with all students alike.
75. Universities are facing an acute shortage of good teachers. Conditions have, therefore, to be created for attracting and retaining in the teaching profession the services of well-qualified people.
76. Salaries paid in the universities should be comparable to those in the National Laboratories, Institutes of Technology etc., which at present are higher. No further revision of salaries in the allied sectors should take place without due consultation with the University Grants Commission.
77. Salaries of college teachers are very low and it has not been possible for a number of colleges to introduce even the Second Plan scales of pay recommended by the Commission. The existing gap in the salaries of teachers in the affiliated colleges and those obtaining in the university departments should be narrowed.
78. There is an urgent need to make the rules for provident fund or pension benefits, health services etc., as attractive as those prevailing in the administrative and other sectors.
79. Apart from increasing residential accommodation in the university and college campuses, the possibility of making loans available to teachers on easy terms for building houses in the vicinity of the campuses should be considered.
80. University rules should provide for 'sabbatical leave' for study and research by teachers. The leave should be provided for professional work and confined to deserving cases only.
81. The right of universities to appoint their own teachers should be preserved and protected. Universities on the other hand should act with a high sense of responsibility as cases are not uncommon of considerations other than academic merit being brought to bear upon the appointment of teachers.

82. It would be desirable to lay down fairly well-defined qualifications for teachers of different categories for the guidance of selection committees.
83. It would be of great advantage to appoint one or two experts from universities on the selection committees of colleges.
84. University teachers should have some orientation in the techniques of teaching. They should also be frequently brought together at refresher courses, summer schools, seminars etc. for exchange of ideas and modernisation.
85. Teaching aids like radio, television, teaching machines, films, tape recorders and so on can be used with great advantage by Indian universities and colleges. It would be necessary for a central agency like the U.G.C. to collect and communicate to the universities and colleges information about such equipment and also periodically to organise exhibitions at suitable centres in regard to their uses.

#### **IX. Medium of Instruction**

86. By and large, English continues to be the chief medium of instruction of university education. Some universities have however changed over to Hindi or a regional language at particular stages or permit their use in examinations. It is doubtful whether these changes have been brought about after necessary deliberation and assessment of facilities.
87. Change-over to the regional language as the medium of instruction at the university stage requires careful preparation as the area of pertinent knowledge to be covered is large and the technology of acquiring knowledge in the universities differs widely from the one used in schools. Unless an Indian language has grown upto its full academic stature, it would be unwise to introduce it as the medium of instruction at the university stage.
88. Before any change-over is brought about, universities must satisfy themselves about the competence of teachers to teach in the language concerned and about the availability of sufficient number of good books.
89. Where the medium of instruction changes from the school to the university stage or from the undergraduate to the

postgraduate level, it has to be ensured that students do not suffer from it.

90. It would be desirable to undertake some experimental studies concerning the relative performance of students who study through the English medium and others. It is claimed that at present the best students elect English as their medium and that their standards are also higher.
91. Even when the medium of instruction is changed to a regional language, it would be necessary to provide for imparting adequate knowledge of English, for English is a great integrating factor, both for unity in India and for access to world literature especially in Science, Technology etc. English will also be helpful as a common link for inter-university communications not only within India but also between India and other countries.
92. The teaching of English should begin sufficiently early at the school stage. Special methods which have been evolved recently for teaching English as a foreign language should be widely introduced in our institutions. Teachers of English should also be given special training at such places as the Central Institute of English at Hyderabad.
93. Summer schools and refresher courses should be organized on a large scale for teachers of English and use should be made of equipment specially designed for language teaching.

#### **X. Examination Reform**

94. Examinations have many important functions to perform, such as measurement of the student's competence and his suitability for employment or continuation of studies, etc.
95. The present examination system in Indian universities lacks sufficient reliability and validity and has come in for much adverse criticism in recent years.
96. The aim should be to remove the sources of error in the present method rather than to replace it by some other method which may prove to be equally unsatisfactory. There should, in fact, be a combination of different methods of evaluation as well as the objective and written types of examination.

97. The main difficulty in regard to internal evaluation has been that in some of the affiliated colleges attempts are sometimes made to raise the value of the sessional work with a view to improving the position of their candidates in the final examination. Internal marks should therefore be scaled to the same mean and standard deviation for each college. Another way of making internal assessment more reliable will be to award to each student along with his university diploma, a separate record of the internal tests and other relevant information without adding these marks to the score in the final examination. Yet another alternative would be to confine internal assessment to objective tests, which are easy to administer and quick to score.
98. Universities should also arrange convenient spacing of examinations. The system of holding a final comprehensive examination has become out-dated in view of the rapidly growing content of knowledge which has considerably heightened the burden of the student.
99. The question papers set at university examinations have a number of defects such as poor sampling of content, ambiguity and lack of standard answers. Paper setters do not devote sufficient time to the framing of questions. Every paper should be related to such educational objectives as recall of knowledge, comprehension, application, analysis, synthesis and evaluation. It should also define the direction and scope of the answers desired. The paper setters should prepare a tentative outline of answers to ensure uniformity in evaluation.
100. Marks in different subjects should be scaled to a common mean and standard deviation before they are combined. Results should also be moderated with reference to approved statistical procedures of the kind outlined in the U.G.C. publication: "Three Studies in Examination Technique."
101. Earnest attempts should be made by universities to reduce the time consumed by examinations. Use may be made of mechanical aids for purposes of tabulation and analysis of marks. Universities should also lay down clearly the maximum number of answer books that a teacher may examine during a year, either from his own university or from outside.

**XI. Colleges**

102. Colleges occupy a pivotal position in the present day pattern of higher education in India. The fact that nearly 85 per cent of students are enrolled in the colleges and that they have 83 per cent of the total number of teachers in the universities, is significant. It shows that standards cannot be improved without raising the quality of collegiate education.
103. The assistance so far made available by the University Grants Commission for providing facilities for affiliated colleges has not been adequate.
104. Even government colleges and missionary colleges which were noted for their high standards in the past are finding it difficult to maintain them under the present conditions. In a community of colleges weaker colleges have a tendency to pull down standards in the better institutions.
105. Colleges are allowed to be set up these days under the influence of political pressure, regional rivalry, parochial sentiments etc. This situation calls for regulative control. A number of colleges in India do not have adequate enrolment, with the result that they cannot be considered viable economic or intellectual units. Before new colleges are started, due consideration should be given to the existence of such institutions and attempt should be made to explore the possibility of utilising them to the fullest extent.
106. There should be a reasonably uniform system of granting affiliation to colleges all over the country. The norms and conditions formulated by the College Committee of the U.G.C. in regard to staff requirements and physical and other facilities should be strictly adhered to. The power of granting affiliation should vest in the university and there should not be any interference or pressure from government or any other agency in this matter.
107. Efforts should be made to bring universities and colleges closer together and the universities should concern themselves more actively with collegiate education.
108. A certain number of good colleges should be given an "autonomous" status to experiment with new techniques of teaching, courses of study, internal examinations etc.

Special assistance should also be made available to selected colleges for the pursuit of excellence.

109. A number of outstanding colleges all over the country should be chosen for treatment in the same way as 'centres of advanced study' are in respect of postgraduate teaching and research.
110. The possibility of every university setting up a college or 'centre' under its own auspices to serve as a "pace-setter" for other colleges should be explored. Such colleges can in turn grow into full-fledged universities in due course.
111. The system of government meeting 90 per cent of the deficit of the constituent colleges of Delhi University should be extended to other colleges also. Instead of determining grants on an *ad hoc* basis, there should be a grant-in-aid code to regulate financial assistance to colleges.
112. Colleges should organize extension lectures by distinguished scholars and scientists from the university and outside to expose their students and teachers to the influence of experts in their respective fields.

## **XII. Organisation of the University**

113. Universities should have a high degree of autonomy. They should have the freedom to choose their students, to appoint their staff, to organise their courses of study etc.
114. Universities in India enjoy freedom in many of these matters, but there are occasions when its exercise is threatened. Some of the methods now employed in the election or selection of vice-chancellors, for example, impinge on the autonomy of universities.
115. The vice-chancellor should be an able and academically-minded person, preferably with a record of teaching and research. He should be given full authority and facilities to discharge his duties in an efficient way.
116. There is no inherent conflict between the principle of accountability and the idea of autonomy. State Governments should follow the example and procedures initiated by the University Grants Commission in dealing with the universities.

117. While universities should enjoy autonomy in academic matters to the fullest extent, they should on their part be fully alive to and aware of their social obligation in respect of training leaders and administrators in various walks of life.
118. Participation of lay-men in the legislative and administrative organs of the university may be desirable, but in no case, should they be allowed to become a hampering factor in the performance of academic activities. The Senate and the Syndicate should be concerned mainly with administration and academic programmes should be left, by and large, to academic men.
119. The constitutions of our universities which were modelled to suit different circumstances are not suitable for the present conditions which require quick action and efficiency. An attempt should be made to get rid of large and cumbersome bodies and also to do away with unnecessary administration.
120. There should be a Board of Undergraduate Education and parallel to it, a Board of Postgraduate Education. The boards might jointly constitute the Academic Council, or operate under it, but should have sufficient authority to organize the work of the university in their respective spheres.
121. There is an urgent need for streamlining the present methods of administration involving such procedures as filling up of unnecessary forms, maintenance of useless records etc.
122. Many heads of departments, specially in Science subjects, have so much routine work to do that they have practically no time left to devote themselves to study and research. The possibility of dividing administrative work over as many members of the department as possible should be explored.

### **XIII. Maintenance and Coordination of Standards**

123. In pursuance of the functions entrusted to the University Grants Commission under the U.G.C. Act of 1956, the aim of the Commission is to raise the levels of university education; firstly to the highest standards obtaining in our own country and; secondly to raise the best attainable in our country to international standards.

124. Although, education is a state subject in India, the function of the University Grants Commission to coordinate university education signifies that issues have to be judged in a wider context and a proper coordination of university education brought about with resources as well as requirements.
125. The Commission would also be able to organise development and strengthening of academic facilities among universities on a regional basis to ensure optimum utilization of material and personnel resources particularly in respect of highly specialized subjects.
126. The University Grants Commission has dealt with the problem of university autonomy with great tact and wisdom. The Commission has to continue to provide effective leadership to the universities in the sphere of standards. The legal powers of the Commission in this behalf cannot, however, be exercised to the fullest extent and with beneficial results unless resources are made available to the Commission on a scale much higher than has been the case hitherto.
127. The academic activities of the University Grants Commission such as the holding of seminars and conferences, appointment of review committees, setting up of centres of advanced study etc., need to be strengthened further.
128. While expenditure of an order undertaken by advanced countries may not either be applicable or possible in India, unless the present outlay on higher education as also the cost per student is sufficiently increased, many of our institutions will not be able to rise above sub-standards.
129. In India education in general Arts and Science subjects is being given to far too many students. It would be necessary to pay particular attention to and expand those sectors of education, which are of more direct value to the developmental programme of the country.
130. A strict control should be exercised by the Central Government on the establishment of new universities by State Governments.
131. Concerted efforts have to be made for promoting among teachers and students a sense of pride in the university as also for raising their morale and bringing into being a truly academic community.



## APPENDIX II

(Ref. Para. 2.7)

### *List of the Centres of Advanced Study*

1. Centre of Advanced Study in Physics, University of Delhi, Delhi-7.
2. Centre of Advanced Study in Radiophysics and Electronics, 92, Acharya Prafulla Chandra Road, Calcutta-9.
3. Centre of Advanced Study in Physics, University of Madras, A.C. College Buildings, Madras-25.
4. Centre of Advanced Study in Applied Chemistry, Department of Chemical Technology, University of Bombay, Matunga Road, Bombay.
5. Centre of Advanced Study in Chemistry, University of Delhi, Delhi-7.
6. Centre of Advanced Study in Botany, University of Delhi, Delhi-7.
7. Centre of Advanced Study in Botany, University of Madras, Madras-5.
8. Centre of Advanced Study in Zoology, University of Delhi, Delhi-7.
9. Centre of Advanced Study in Marine Biology, Annamalai University, Porto Novo (South India).
10. Centre of Advanced Study in Geology, Panjab University, Chandigarh.
11. Centre of Advanced Study in Geology, University of Saugar, Saugar (M.P.).
12. Centre of Advanced Study in Mathematics, University of Bombay, New University Buildings, 164, Backbay Reclamation Road No. 3, Bombay-1.
13. Centre of Advanced Study in Applied Mathematics, Calcutta University, 92, Acharya Prafulla Chandra Road, Calcutta-9.
14. Centre of Advanced Study in Mathematics, Panjab University, Chandigarh.

15. Ramanujan Institute for Advanced Study in Mathematics, University of Madras, Madras.
16. Centre of Advanced Study in Astronomy, Osmania University, Hyderabad.
17. Centre of Advanced Study in Bio-Chemistry, Indian Institute of Science, Bangalore-12.
18. Centre of Advanced Study in Economics, University of Bombay, Bombay-1.
19. Centre of Advanced Study in Economics, University of Delhi, Delhi-7.
20. Centre of Advanced Study in Economics, Gokhale Institute of Politics and Economics, University of Poona, Poona-4.
21. Centre of Advanced Study in History, University of Calcutta, 51/2, Hazara Road, Calcutta-19.
22. Centre of Advanced Study in Philosophy, Banaras Hindu University, Varanasi-5.
23. Centre of Advanced Study in Philosophy, University of Madras, Madras-5.
24. Centre of Advanced Study in Philosophy, Visva-Bharati, Santiniketan (W.B.).
25. Centre of Advanced Study in Sanskrit, University of Poona, Ganeshkhind, Poona-7.
26. Centre of Advanced Study in Linguistics, Deccan College Post-graduate and Research Institute, University of Poona, Poona-6.
27. Centre of Advanced Study in Linguistics, Annamalai University, Annamalainagar (South India).
28. Centre of Advanced Study in Education, M.S. University of Baroda, Baroda-2.
29. Centre of Advanced Study in History, Aligarh Muslim University, Aligarh.
30. Centre of Advanced Study in Sociology, University of Delhi, Delhi.

## APPENDIX III

(Ref. Para. 2.13)

*Note on the present procedure of financial administration, accounting and auditing in the Central Universities.*

### **Financial Administration and Accounting**

Each Central University has either a full-time or an honorary Treasurer who is responsible for financial administration and accounting. The relevant provisions made in the Statutes of the Four Central Universities are as detailed below:

#### **(I) Aligarh Muslim University:**

*Treasurer.* (1) The Treasurer shall be elected by the Court from among a panel of three persons nominated by the Executive Council, and the election shall be subject to the approval of the Visitor. He shall hold office for a term of five years.

(2) He shall be an *ex-officio* member of the Court and the Executive Council.

(3) A casual vacancy in the office of the Treasurer shall be filled by the Executive Council. The person appointed to fill such vacancy shall hold office until the election of his successor at the next annual meeting of the Court.

(4) The Treasurer shall exercise general supervision over the funds of the University and shall advise it as regards its financial policy.

#### **(5) The Treasurer shall—**

- (a) Subject to the control of the Executive Council, manage the property and investments of the University and be responsible for the preparation of the annual accounts and the financial estimates and for their presentation to the Executive Council and the Court;
- (b) Subject to the powers of the Executive Council, be responsible for seeing that all moneys are expended on the purpose for which they are granted or allotted;
- (c) Sign all contracts made on behalf of the University;
- (d) Convene meetings of the Finance Committee; and

(e) Exercise such other powers as may be prescribed by the Ordinances.

(6) The receipt of the Treasurer or of the person or persons duly authorised in this behalf by the Executive Council for any money payable to the University shall be sufficient discharge for the same.

The post of Treasurer in the University, carries a scale of Rs. 1,100—50—1,300—50—1,600 and the present incumbent of the post is on deputation to the University from the Indian Audit and Accounts Department. The Treasurer is assisted by the Accounts Officer and Internal Audit Officer in the scale of Rs. 700—50—1,250 and other required staff.

(II) *Banaras Hindu University:*

*Finance Officer:* (1) The Finance Officer shall be appointed by the Executive Council on the recommendation of a Selection Committee constituted for the purpose and shall be a whole-time salaried officer.

(2) When the office of the Finance Officer is vacant or when the Finance Officer is, by reason of illness or absence or any other cause, unable to perform the duties of his office, the duties of the office shall be performed by such person as the Vice-Chancellor may appoint for the purpose.

(3) The Finance Officer shall—

- (a) exercise general supervision over the funds of the University and shall advise it as regards its financial policy; and
- (b) perform such other financial functions as may be assigned to him by the Executive Council or as may be prescribed by these Statutes or the Ordinances:

Provided that the Finance Officer shall not incur any expenditure or make any investment exceeding Rs. 10,000 without the previous approval of the Executive Council.

(4) Subject to the control of the Executive Council, the Finance Officer shall:—

- (a) hold and manage the property and investments including trust and endowed property for furthering any of the objects of the University;
- (b) see that the limits fixed by the Finance Committee for recurring and non-recurring expenditure for a year are not exceeded and that all moneys are expended on the purpose for which they are granted or allotted;

- (c) be responsible for the preparation of annual accounts and the budget of the University for the next financial year and for their presentation to the Executive Council;
- (d) keep a constant watch on the state of the cash and bank balances and on the state of investments;
- (e) watch the progress of collection of revenue and advise on the methods of collection employed;
- (f) have the accounts of the University regularly audited by an internal audit party;
- (g) see that the registers of buildings, land and equipment are maintained up-to-date and that the stock-checking is conducted of equipment and other consumable materials in all offices and colleges, and in the public works department and workshop stores;
- (h) call for explanation for unauthorised expenditure and for other financial irregularities and suggest disciplinary action against the persons at fault;
- (i) call for from any office or institution under the University any information or returns that he may consider necessary to discharge his financial responsibilities.

(5) The receipt of the Finance Officer or of the person or persons duly authorised in this behalf by the Executive Council for any money payable to the University shall be sufficient discharge for the same.

The post of Finance Officer in the University carries a scale of pay of Rs. 1,100—1,600. The present incumbent of the post is on deputation from Indian Audit and Accounts Service Department. The Finance Officer is assisted by Accounts Officer and Internal Audit Officer in the scale of Rs. 700—50—1,250 and other required staff.

### (III) *University of Delhi:*

*Treasurer:* (1) The Treasurer shall be elected by the Court from among a panel of three persons nominated by the Executive Council, and the election shall be subject to the approval of the Visitor. He shall hold office for a term of five years.

(2) He shall be an *ex-officio* member of the Court and the Executive Council.

(3) A casual vacancy in the office of the Treasurer shall be filled by the Executive Council. The person appointed to fill such vacancy shall hold office until the election of his successor at the next annual meeting of the Court.

(4) The Treasurer shall exercise general supervision over the funds of the University and shall advise it as regards its financial policy.

(5) The Treasurer shall—

- (a) Subject to the control of the Executive Council, manage the property and investments of the University and be responsible for the preparation of the annual accounts and the financial estimates and for their presentation to the Executive Council and the Court;
- (b) subject to the powers of the Executive Council, be responsible for seeing that all moneys are expended for the purpose for which they are granted or allotted;
- (c) sign all contracts made on behalf of the University.
- (d) Convene meetings of the Finance Committee; and
- (e) exercise such other powers as may be prescribed by the Ordinances.

(6) The receipt of the Treasurer or of the person or persons duly authorised in this behalf by the Executive Council for any money payable to the University shall be sufficient discharge for the same.

No honorarium is paid to the Hony. Treasurer. In addition, there exists a post of Finance Officer in the scale of Rs. 1,100—1,600. He is on deputation from the Indian Audit and Accounts Department. He is assisted by a Deputy Finance Officer and Internal Audit Officer in the scale of Rs. 700—50—1,250 and other required staff.

(IV) *Visva-Bharati*:

*The Artha-Sachiva (Treasurer)*:

(1) The first Artha-Sachiva (Treasurer) shall be appointed by the Central Government and his successors shall be appointed by the Acharya (Chancellor) after consideration of the recommendations of the Karma Samiti (Executive Council) upon such conditions and for such period, and shall receive such remuneration, if any, as the Karma-Samiti (Executive Council) may deem fit. He shall be an *ex-officio* member of the Karma-Samiti (Executive Council) and shall:

- (a) exercise general supervision over the funds of the University, and shall advise in regard to its financial policy;
- (b) subject to the control of the Karma-Samiti (Executive Council), manage the property and investments of the University and be responsible for the presentation of the annual estimates and statements of accounts;

- (c) subject to the powers of the Karma-Samiti (Executive Council), be responsible for seeing that all moneys are expended for the purpose for which they are granted or allotted;
- (d) sign all contracts made on behalf of the University; and
- (e) exercise such other powers as may be prescribed by the Ordinances.

(2) The receipt of the Artha-Sachiva (Treasurer) or of the person or persons duly authorised in this behalf by the Karma-Samiti (Executive Council) for any money payable to the University shall be sufficient discharge for the same.

(3) Where any temporary vacancy in the office of the Artha-Sachiva (Treasurer) occurs by reason of leave, illness or other cause, the Karma-Samiti (Executive Council) shall forthwith, subject to the approval of the Paridarsaka (Visitor), make such arrangements for carrying on the office of the Artha-Sachiva (Treasurer) as it may think fit.

The Hony. Treasurer was, however, paid an allowance of Rs. 500 per month plus a free house, but consequent upon the creation of a post of Finance Officer in the scale of Rs. 1,100—1,600, no honorarium or any other remuneration would be provided to the Hony. Treasurer.

#### **AUDIT:**

As provided in the Acts, the accounts of the Central Universities are audited by the Accountant Generals of the State concerned on behalf of the Comptroller and Auditor General of India. The Central Universities are also having an *Internal Audit system* under the control of the *Internal Audit Officer* who is an officer on deputation from the Audit.

## **APPENDIX IV**

**(Ref. Para. 2.43)**

*List of UGC Publications based on the reports submitted by  
Committees and Conferences.*

1. Mathematics in Indian Universities 1962.
2. Botany in Indian Universities 1963.
3. Biochemistry in Indian Universities 1963.
4. Chemistry in Indian Universities 1963.
5. Report of the English Review Committee 1965.
6. Social Work Education in Indian Universities 1965.
7. Library Science in Indian Universities 1965.
8. Report of the Review Committee on Education 1966.
9. Sociology in Indian Universities 1966.
10. Philosophy in Indian Universities 1966.
11. Report of the Mathematics Reform Committee 1966.
12. Political-Science in Indian Universities 1967.
13. Psychology in Indian Universities 1968.
14. Arabic and Persian Studies in Indian Universities 1968.
15. Geography in Indian Universities 1968.
16. Statistics in Indian Universities 1970.
17. Proceedings of the Seminar on National Integration 1958.
18. Report on the Problem of Students' Indiscipline in Indian Universities.
19. Medium of Instruction 1961.
20. Report on General Education 1961.
21. Report on Examination Reform 1962.
22. Report of the U.G.C. Building Advisory Committee on Teachers' Hostel 1964.



23. Report of the Panel on University Buildings (hostels).
24. Report of the Committee on Residential Accommodation for Students and Teachers 1965.
25. Universities and College Libraries 1965.
26. Report on Standards of University Education 1965.
27. Report of the Committee on Setting up a University for the North Eastern Region of India 1965.
28. Education as an Elective subject at the Undergraduate stage 1964.
29. Report of the Committee on Colleges 1967.
30. Report of the Committee on Student Welfare and Allied Matters 1967.
31. Report of the Committee on Health Services for Students and Staff in Universities and Colleges 1967.
32. Report of the Committee on Physical Education 1968.
33. Report of the Committee on Audio Visual Aids in Higher Education 1969.
34. Report of the Committee on Revision of the Basis of Maintenance Grants to non-Government Colleges in Delhi 1967.
35. Some problems of University Administration 1967.
36. Report of the Committee on Model Act for Universities (Reprinted in 1969).
37. Examination Reform in Central Universities 1969.
38. Evaluation in Higher Education 1961.
39. Proceedings of Vice-Chancellors Conference 1961.
40. Proceedings of Vice-Chancellors Conference 1962.
41. Report of the Seminar on post-graduate Teaching and Research in History 1964.
42. Report on the Conference of Principals May 1964.
43. Proceedings of Vice-Chancellors Conference 1967.
44. Proceedings of Vice-Chancellors Conference 1969.
45. Proceedings of the Conference of Student Representatives 1969.

## APPENDIX V

### Summary of main Conclusions/Recommendations

(Referred to in para 3 of Introduction)

S. No.	Para No. of Report	Ministry/Department concerned	Conclusions/Recommendations
1	2	3	4
1	1.17	Education & youth services	The Committee regret to observe that, five years after the National Fitness Corps was started, as a State-level Scheme, 7,000 instructors continue to be on the pay-roll of the Central Government. When the Fitness Corps was started in 1965, a decision was taken, with the concurrence of the State Governments, that these 7,000 instructors should be transferred to the States. However, the transfer has not materialised, as a mutually acceptable Scheme for sharing their salaries has not been worked out between the Centre and the State Governments. The Committee note that Government of India has now formulated a "more liberalised" scheme for this purpose. They hope that, on this basis, the question will be vigorously pursued with the States so that it is settled without further delay.
2	1.18	—Do—	The Committee also observe that Government of India unnecessarily spent Rs. 12 lakhs every year on staff employed to supervise the work of these instructors. This supervision was also, on Government's own admission, not effective. These instructors are

employed in schools which are subject to supervision by the State Education Authorities. The Committee are, therefore, at a loss to understand why the Government of India chose to introduce a parallel system of supervision at the Central level. The Committee would like to impress on Government the need to ensure that they do not take upon themselves tasks and responsibilities which more appropriately belong to the States. The Administrative Reforms Commission which had examined the question of the role of the Central Government in regard to subjects falling in the State List had pointed out that the Centre's role should be that "of a planner, guide, disseminator of information, overall planner and evaluator" and that it was unnecessary for it to "duplicate" the functions of the State Governments in these spheres. The National Fitness Corps Scheme had been specifically mentioned by the Commission as an example of a Scheme "which, properly speaking, should not be handled by the Centre." The observations of the Administrative Reforms Commission in this regard were based on the findings of a Study Team which took the view that "this (the National Fitness Corps) is not and should never have been a subject for the Ministry (of Education) to handle". The Committee would like Government, in the light of these observations, to ensure that staff employed at the Central level in connexion with the Scheme is utilised elsewhere, except for the minimum required for the purpose of overall plan formulation and coordination.

The Committee would also like to refer to another instance of wasteful duplication under the Scheme. Two institutes were started at Sariska and Barwaha for training instructors for the Fitness Corps. These institutes have been closed down, as the State Governments have not been able to absorb a number of instructors who were trained in these Institutes. According to the information furnished to the Committee, 252 out of 873 persons trained in these Institutes have still not got employment, as the State Governments are handicapped by shortage of funds. These are a number of physical training institutes in various States for which financial assistance is provided by the Government of India. These institutions could well have been used by the Government of India for imparting any training that the instructors required. Moreover, the training programmes should have been realistically drawn up, after ascertaining whether the States had enough resources to employ all the trainees who were drafted. The ironical part of it is that even the Central Government, which has employed some of the instructors in Central schools, has not been able to implement the teacher-pupil ratio, which formed the basis of the training programme.

Two other points about the training Scheme need mention:

- (i) An expenditure of Rs. 1.48 lakhs was incurred by Government on rent and salaries of staff after these Institutes were wound up. The last course of training finished in 1967, but one of the buildings at Sariska was not surrendered till 31st January, 1969. The Committee are not

satisfied with the reasons advanced for the delay in surrendering the building and would like Government to investigate whether there was any slackness in this respect.

- (ii) Recovery amounting to Rs. 10,730 due from certain trainees, who violated the terms of bonds given by them, could not be made, as the bonds were not executed on behalf of the President of India and hence were invalid. Government's explanation that it is difficult to fix responsibility is not acceptable to the Committee. The Committee would like Government to investigate and fix responsibility for the execution of defective bonds.

88

While the Committee do not wish to belittle the work done by the Kathak Kendra, they would like to point out that the response to the training courses conducted by this Institution has been very poor. The diploma course, for instance, has not attracted more than 4 to 5 students, though it can take as many as 25 students. Though the Committee agree that in the field of creative arts popularity should not be gauged in terms of numbers of students, they feel sustained efforts will have to be made by the Kendra to attract more pupils, particularly as it can cope with a larger number of students "without any damage to standards of teaching". Alternatively, efforts will have to be made to prune the expenditure on the Kendra met by Government grants which has aggregated over Rs. 5 lakhs during the four years ending 1967-68.

6 1'33

—Do—

The Committee feel that the existing arrangement of routing financial assistance to the Kathak Kendra through the Sangeet Natak Akademi calls for a change. The interposition of the Akademi serves no particular purpose, as it is represented on the Governing Council of the Kendra. The Committee note that Government are considering a proposal for making the Kendra a direct grantee institution. They would like an early decision to be taken on the proposal.

7 1'43

—Do—

The Committee cannot help feeling that a lot of public money is being wasted on indiscriminate printing of publications by the Indian Museum, Calcutta. Over the last seven years, unsold copies have ranged from 80 per cent to 91 per cent of the copies printed. The number of copies distributed *gratis* has ranged from one-half to one-sixth of the copies sold. It might be true that these publications have research value, but that does not justify reckless overprinting on the scale which has occurred persistently over the last seven years. The Committee have already drawn attention to the urgent need to prune expenditure on publications in their Thirty-fourth Report (Fourth Lok Sabha). In the light of the suggestions made in that Report, the Committee hope that, Government would undertake a periodical review of publications brought out by the Museum and take appropriate action.

8 2'9

—Do—

The most important function developing on the University Grants Commission under the U.G.C. Act, 1956 is "the determination and maintenance of standards of teaching, examination and research in universities". While the Committee recognise that something has

---

been done in the field they feel that a lot still remains to be done. The Committee on Standards of University Education set up by the University Grants Commission had drawn attention to the general opinion in the country that "while the quality of the best students is as good as ever, the average product of an Indian university does not compare favourably with its counterpart in some of the well-known universities in the world". They pointed out that "course of study in many universities are not related to well-defined educational objectives and that no serious attempt is made to evaluate syllabuses in the light of modern development." Referring to teaching facilities available they stated that "conditions in which teaching and learning are carried on in the Indian universities and colleges are unsatisfactory".

As pointed out by the Estimates Committee\* the University Grants Commission has a very difficult task to perform. Its resources are limited and its work falls in a field that essentially constitutes a State subject. The Commission has also the very delicate job of ensuring that its work does not infringe the autonomy of universities. Besides the maintenance of quality has become a problem in the face of enormous expansion of numbers which, as pointed out by the Committee on standards, "has diluted the available resources such as staff, libraries, etc." Still, as a Central agency

set up for strengthening and co-ordination of standards, the Commission has to "exercise its legitimate powers effectively", if standards are to be improved and maintained and the best possible return secured on the outlay on education. In particular, the Committee would like to invite attention to the following suggestions made by the Committee on Standards:—

- (i) Control should be exercised on the establishment of new universities;
- (ii) There should be a reasonably uniform system of granting affiliation to colleges all over the country;
- (iii) Courses of study should be rationalised and modernised in universities;
- (iv) Post-graduate institutions should fulfil requisite stringent conditions, particularly in respect of research and colleges should be encouraged to pool their resources in equipment and teaching personnel;
- (v) The best use should be made of research facilities available in national laboratories, as resources are scarce, and a constant and fruitful dialogue promoted between the universities and national research laboratories.

11 2.11

—Do—

The Committee would suggest that the Commission should take note of the changing social values and new aspirations of the younger generation and try to canalize the energies of the students to achieve the social objectives of the country and bring about a feeling of oneness among the student community throughout the length and breadth of the country.



12

2-11

Education &amp; Youth Services

The University Grants Commission was set up in 1956. A time has now come to take stock of the work done by the Commission so far and to chart out a course of action for the future on lines which would help the Commission to cope with its responsibilities better. The Committee note that since they raised the question of evaluating the working of the Commission during oral evidence, Government are now examining the question of bringing out a comprehensive report on the working of the Commission and the manner in which this task should be undertaken. In the opinion of the Committee, this does not adequately meet the requirements. What is called for is an objective and comprehensive appraisal of the work of the Commission by qualified experts, not connected with the Commission. The Committee are not in this context convinced by the argument advanced by the Ministry of Education and Youth Services that there is no provision in the University Grants Commission Act to undertake a review of the working of the Commission. In the Committee's view, the absence of a provision in the Act need not preclude Government from undertaking a review of this type. The Committee would like the appraisal to be conducted early and report laid on the Table of the House. The Committee would like an early decision to be taken on this question.

13

2-17

—Do—

Central Universities in the country receive substantial financial assistance from the University Grants Commission. According to the Annual Report of the University Grants Commission, the block

grants given to these universities have ranged from Rs. 3 crores to Rs. 5 crores in 1966-67 and 1967-68. This is over a fifth of the total outgo of the University Grants Commission on various accounts. Apart from these block grants, these universities have also received substantial sums from the Commission by way of development grants. In 1966-67, such grants amounted to Rs. 118.42 lakhs while in 1967-68 these grants aggregated Rs. 85.02 lakhs. The Committee consider it essential that Parliament should have some idea of the way in which these funds are being expended.

14 2.18

—Do—

In successive reports, the Committee have suggested that the Audit Reports of these universities should be laid before Parliament. The matter was last brought to Government's notice by the Committee in para 1.24 of their 75th Report (Fourth Lok Sabha). The Committee had then asked Government to come to an early decision on this question. It is a matter for surprise for the Committee to learn that the question still remains undecided, though about a year has passed since the Committee's report was submitted.

8

15 2.19

—Do—

The Committee would like to reiterate their earlier views that the accountability of these universities to Parliament will in no way clash with their autonomy in the academic field. On the contrary, it will make for more informed criticism of their affairs in Parliament. Government should after due consideration of this position come to an immediate decision on the question of laying the Audit reports of these universities before Parliament, so that this Committee would have an opportunity to examine them and report to Parliament.

---

1	2	3	4
16	2'32	Education & South Services	<p>The Committee are concerned to note that the University Grants Commission has not furnished certificates of utilisation in respect of substantial amounts of grants given to several universities. Out of 39,536 cases of grants amounting to Rs. 115 crores given during the period 1953-54 to 1966-67, utilisation certificates were outstanding; as on 28-2-1970, in 23,888 cases (72%) involving grants paid as far back as 1953-54 i.e. more than 16 years.</p>
17	2'33	—Do—	<p>The Committee were assured by the University Grants Commission in the course of evidence that the non-issue of utilisation certificates in these cases need not be taken as implying that the universities concerned had not utilised the grants properly. The Committee would feel happier if, the University Grants Commission could obtain audited accounts from the universities in all these cases and satisfy itself that the grants given have been properly expended.</p>
18	2'34	—Do—	<p>The Committee note that there are certain difficulties in taking the audited accounts as the basis for certification of expenditure incurred by the universities against various grants. The Committee suggest that this question should be examined in consultation with Audit in all its aspects and a suitable arrangement worked out. It should also be examined as to what extent the procedural requirements have stood in the way of issuing utilisation certificates so that they could be streamlined or even done away with, if they serve no essential purpose.</p>

19 2'35

—Do—

The main reason advanced by the Commission for delay in issue of utilisation certificates is the failure of the grantee institutions to supply audit certificates about the utilisation of the grants paid to them. The Committee are not able to attach much weight to this plea as the Commission after tendering evidence before the Committee on the 24th January, 1970, addressed the Vice-Chancellors of the Universities on the subject and by the 13th of March, 1970, they received audited accounts in respect of grants for about Rs. 87.54 lakhs. This give the Committee the impression that the Commission had earlier failed to pursue the matter either energetically or at the proper level.

20 2'36

—Do—

The Committee note that the Osmania University had still to render accounts for grants aggregating Rs. 1.45 crores out of grants totalling Rs. 1.90 crores paid to it. As the financial position of this university has been stated to have been not very satisfactory for a number of years, the Committee would like the University Grants Commission to have the matter specially examined.

21 2'42

—Do—

As the grants were given to these universities for a special occasion (i.e., their centenary), the Committee do not wish to comment on the indulgence extended to the universities by the University Grants Commission in the matter of application of the funds. The Committee would, however, like to point out that over 50 per cent of the grants given to one university, i.e., Rs. 50.37 lakhs, was expended on the construction of an Auditorium which was initially estimated to cost Rs. 32 lakhs. The Committee feel that in the existing situation in the country where, as pointed out by a Committee

---

1

2

3

4

---

appointed by the University Grants Commission, Universities are not even able to provide, due to constraints on resources, adequate laboratory facilities, books etc. so badly needed for raising standards in Science priorities in spending funds earmarked for education have to be of a different order.

22      2'46      Education & South Services

The Committee are not happy over the delay on the part of the universities in furnishing completion certificates in respect of buildings, for the construction of which grants amounting to Rs. 49.02 lakhs were sanctioned by the University Grants Commission between October, 1957 and December, 1965. The Committee note that the general question of prescribing a time-limit for completion of buildings by the universities which are aided by the U.G.C. is under the consideration of an Expert Committee. The Committee would like the examination to be speedily completed and a procedure also to be evolved for making release of grants for construction of buildings progress-oriented. In all cases where completion certificates have been pending for over a year, a suitable deadline should be set for the rendering of the certificates.

23      2'47

—Do—

The Committee are also not in favour of the U.G.C. constituting committees to examine questions of this nature which could be more speedily disposed of by normal administrative procedures. Since 1961, as many as 30 committees were constituted to go into various matters that came up before the Commission. It would also appear that in a number of cases the appointment of committees has not

24 2'54

—Do—

particularly helped to speed up decisions. The Committee would, therefore, like the University Grants Commission to ensure that in future, committees are constituted only for examination of questions of substantial importance; which merit examination by a compact body of experts.

The Committee note that a printing press taken over by the Delhi University from a private party (who was operating it till 1961) has, to the end of 1968-69, incurred a cumulative loss of Rs. 3.47 lakhs. The reasons for the losses, as also for shortages of type material worth Rs. 0.8 lakhs, are stated to be under enquiry. The Committee would like the enquiry to be speedily completed and the supervision of the Press to be suitably strengthened, so that its performance could improve. If the machinery of the Press has been worn-out as stated by Government, steps should be taken to modernise the equipment.

25 2'59

—Do—

The Committee feel that payment of grants by the University Grants Commission to the Institute of Economic Growth Delhi, through the Delhi University might not be consistent with the provisions of the University Grants Commission Act, 1956. The Commission itself, while considering the question of financial assistance for a proposed merger of the Institute with UNESCO Research Centre, had decided in August 1966 that assistance for this purpose could be given only if the Institute became a Department of the Delhi University. It is regrettable that, having accepted this general principle, the Commission should have continued to pay

1	2	3	4
			grants to the Institute in deviation from this decision. The Committee desire that Government should examine, in consultation with the Ministry of Law, the question whether the University Grants Commission can extend grants to the Institute, without the Institute becoming a part of a recognised university.
26	2'60	Education & Youth Services	The Committee do not wish to be understood as suggesting that the work of the Institute is not worthy of being aided, but the U.G.C. is at the same time under an obligation to ensure that financial assistance to an educational institution is given strictly in terms of the Act.
27	2'63	—Do—	While the Committee recognise that the university was primarily responsible for a situation which led to its taking overdrafts from a bank for financing certain schemes assisted by the University Grants Commission, they would like to point out that due to "procedural formalities" it took one to thirteen months for the university to get funds from the Commission in respect of as many as 46 schemes. The assistance sought for some of the schemes was meant to defray salaries of the university staff. It might be that the Commission had to obtain "clarifications" which the university was long in furnishing, but the Commission should have, from their side, followed up the matter purposefully, particularly when it was becoming apparent that the release of funds for payment of salaries was being delayed. The Committee trust that the University Grants

Commission will ensure in future that release of funds to universities for approved schemes is not held up normally beyond a month.

28      2'66      --Do--

The Committee regret that before introducing the original formula for revision of pay-scales of teachers of Central Universities, the University Grants Commission did not fully examine its implications, with the result that a number of senior teachers stated getting less pay than their juniors. The revision of the formula to correct the anomaly disclosed that some of the teachers had been overpaid to the extent of Rs. 61,682 in all, but the Commission decided to waive the recovery.

29      2'67      --Do--

The Committee hope that in future the Commission will take competent financial advice in regard to matters affecting pay and other conditions of service, so that there is no repetition of a case of this type.

30      2'71      --Do--

The Committee would like the U.G.C. to devise some check to ensure that costly machinery purchased by universities out of rents given by the Commission are properly utilised. A Committee set up by the University Grants Commission to report on standards of university education had drawn attention to the necessity "to guard against the danger of building up big apparatus at places where qualified and trained people are not available to handle them." That Committee went on to say, "we understand that in some departments very little work has been done in spite of costly equipment. We need hardly add that in such cases immediate steps should be taken to transfer the equipment to the departments where it can be used

---



more effectively." To ensure purposeful utilisation of large sums of money which the Commission is annually giving to the universities for equipment, it ought to have some kind of a random check, covering at least costly equipments purchased by the universities. The Committee would like the University Grants Commission to consider, in consultation with the universities, how best a broad system of checks could be devised in this regard.

31 2\*75 Education & Youth Services

The Committee observe that the Annamalai University have not been maintaining any systematic account of utilisation of grants received by them from the University Grants Commission. The Examiner, Local Fund Accounts, who examined that university's accounts pointed out that "the grant appropriate register is not maintained properly. Only entries regarding the receipts of grants for the various schemes have been made. As regards expenditure for various schemes, no entries are made and the balance of grant at the close was not arrived at." The Examiner went on to add that it was not possible for the Audit in the circumstances "to reconcile the discrepancies between the figures in the Annual Accounts and the grant appropriate register."

100

32 2\*76

—Do—

The Committee note that the University Grants Commission has taken up the matter with the university authorities. They would like to be informed of the correct position regarding utilisation of grants given to this University, as also of the steps taken to ensure proper accounting of the expenditure incurred out of the grants.

The Committee do not understand how the university used part of the grant received by it for implementing a three-year degree course in its constituent colleges to provide equipment (cost Rs. 0.97 lakh) to a college, which was not providing instructions for the three-year course. The Committee would like the Commission to ensure that the equipment is put to gainful use.

---

