

**THIRTY-FIRST REPORT**  
**PUBLIC ACCOUNTS COMMITTEE**  
**(1985-86)**

(EIGHTH LOK SABHA)

JAWAHARLAL NEHRU UNIVERSITY

MINISTRY OF HUMAN RESOURCE DEVELOPMENT  
(DEPARTMENT OF EDUCATION)

[ Action Taken on 179th Report (7th Lok Sabha) ]



*Presented in Lok Sabha on 20.3.1986*  
*Laid in Rajya Sabha on 20.3.1986*

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

*March, 1986 (Phalguna, 1907 (Saka))*

*Price : Rs. 3.40*

**CORRIGENDA TO THIRTY-FIRST REPORT OF PUBLIC  
ACCOUNTS COMMITTEE (EIGHTH LOK SABHA)**

.....

<u>Page</u>	<u>Para</u>	<u>Line</u>	<u>For</u>	<u>Read</u>
6	1.8	13	reseasch	research
8	-	20	foremos	foremost
9	2	3	plainth	plinth
9	2	4	plainth	plinth
10.	2	1	mander	manner
12.	-	6	s tting	settling
14	-	4 (from bottom)	verying	varying
15	1	3 (from bottom)	manual	<b>manual</b>
17	1	9	is	has
18	2	6 (from bottom)	messive	massive
24	-	18	of	or
25	-	6 (from bottom)	inour	incur
25	-	3 (from bottom)	ouer	over
28	2	3	one	on
33	-	1	General	Central
34	-	2 (from bottom)	representa- tion	representa- tive
36	-	3	deal	dear
73	1.7	11	part	<b>past</b>
76	-	13	bound	bond

## C O N T E N T S

		PAGE
COMPOSITION OF THE PUBLIC ACCOUNTS COMMITTEE (1985-86)...		(iii)
INTRODUCTION	... ..	(v)
<b>PART I</b>		
CHAPTER I Report	... ..	1
CHAPTER II Recommendations/Observations which have been accepted by Government	... ..	8
CHAPTER III Recommendations/Observations which the Committee do not desire to pursue in the light of the replies received from Government	... ..	37
CHAPTER IV Recommendations/Observations the replies to which have not been accepted by the Committee and which require reiteration	... ..	63
CHAPTER V Recommendation/Observation in respect of which Government have furnished interim replies	... ..	70
<b>PART II</b>		
Minutes of the sitting of the Public Accounts Committee held on 27 February, 1986 (AN).		71
APPENDIX Statement of Recommendations and Observations	... ..	75

**COMPOSITION OF THE PUBLIC ACCOUNTS COMMITTEE  
(1985-86)**

**CHAIRMAN**

**Shri E Ayyapu Reddy**

**MEMBERS**

*Lok Sabha*

2. **Shri J. Chokka Rao**
3. **Shri Amal Datta**
4. **Shri Ranjit Singh Gaekwad**
5. **Shrimati Prabhawati Gupta**
6. **Shri Harpal Singh**
7. **Shri Vilas Muttemwar**
8. **Shri G. Devaraya Naik**
9. **Shri Rameshwar Neekhra**
10. **Shri Rajmangal Pande**
11. **Shri H.M. Patel**
12. **Shrimati Jayanti Patnaik**
13. **Shri S. Singaravadivel**
14. **Shri Simon Tigga**
15. **Shri Girdhari Lal Vyas**

*Rajya Sabha*

16. **Shrimati Amarjit Kaur**
17. **Shri Nirmal Chatterjee**

(iv)

18. Miss Jayalalitha
19. Shri Ghulam Rasool Kar
20. Shri Chaturanan Mishra
21. Shri K.L.N. Prasad
22. Shri Ramanand Yadav

SECRETARIAT

1. Shri N.N. Mehra—*Joint Secretary.*
2. Shri K.H. Chhaya—*Chief Financial Committee Officer.*
3. Shri Brahmanand—*Senior Financial Committee Officer.*

## INTRODUCTION

1, the Chairman of the Public Accounts Committee, as authorised by the Committee do present on their behalf this Thirty-first Report on action taken by Government on the recommendations/observations of the Public Accounts Committee contained in their Hundred and Seventy-ninth Report (Seventh Lok Sabha) on Jawaharlal Nehru University.

2. The Public Accounts Committee had in their earlier Report expressed concern over heavy drop-outs from the School of Social Sciences and Languages in Jawaharlal Nehru University and desired the Ministry of Human Resource Development to take effective steps including feasibility of introducing a bond to deal with the problem. That Ministry has in its Action Taken Note mentioned certain measures initiated to deal with the problem which had frustrated these programmes in the past. In this Report, the Committee have emphasised that the screening of scholars for admission to these courses should be done with due care and caution so that only students with the right type of academic background and also aptitude and commitment to such studies are able to secure admission and that a bond or an undertaking should be insisted upon by the authorities with a view to discourage students without commitment seeking admission, thus depriving the students with commitment of the opportunity to undertake higher studies. Enforcement of the bond could, however, be left to the discretion of the University.

3. The Committee had in their earlier Report expressed concern over the dismal performance of Centre for Studies in Science Policy of J.N.U. which had failed to produce a single Ph. D since its inception in 1972-73 upto 1979-80 and where only four scholars had been awarded M. Phil degree till that time. Many had left their studies in mid-way. Admissions had also to be frozen for two—three years. The Ministry has not adequately explained how it was to be ensured that the situation would show definite improvement. The Committee have, therefore, recommended that an indepth study should be carried out *ab initio* so as to ensure that positive results accrue henceforward.

(vi)

4. The Committee considered and adopted this Report at their sitting held on 27 February, 1986. Minutes of the sitting form Part II of the Report.

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

6. The Committee place on record their appreciation of the assistance rendered to them in the matter by the Office of the Comptroller and Auditor General of India.

NEW DELHI ;  
March 17, 1986  
Phalguna 26, 1907 (Saka)

E. AYYAPU REDDY,  
*Chairman,*  
*Public Accounts Committee.*

## **CHAPTER I**

### **REPORT**

**1.1 This Report of the Committee deals with the action taken by Government on the Committee's recommendations and observations contained in their Hundred and Seventy-Ninth Report (Seventh Lok Sabha) on Paragraph 36 of the Advance Report of the Comptroller and Auditor General of India for the year 1980-81. Union Government (Civil) relating to the Ministry of Education and Culture (Department of Education)—Jawaharlal Nehru University.**

**1.2 The 179th Report of the Committee was presented to Lok Sabha on 23 March, 1984. The Report contained 32 recommendations and observations. These have been broadly categorised as follows :—**

- (i) Recommendations/observations which have been accepted by Government :**

**Sl. Nos. 1, 2, 3, 4, 5, 6, 8, 9, 11, 12, 13, 14, 15, 16, 19, 20, 21, 22, 23, 24, 25, 26, 28, 29, 30, 31 and 32.**

- (ii) Recommendations/observations, which the Committee do not desire to pursue in the light of replies received from Government :**

**Sl. Nos. 10 and 27.**

- (iii) Recommendations/observations replies to which have not been accepted by the Committee and which require reiteration :**

**Sl. Nos. 17 and 18.**

- (iv) Recommendation/observation in respect of which Government have furnished interim reply :**

**Sl. No. 7.**

**1.3 The Committee expect that the final reply to the recommendation in respect of which only interim reply has so far been furnished, will be submitted soon, after getting it vetted by Audit.**



1.4 The Committee will now deal with the action taken by Government on some of their recommendations/observations.

*Performance of Academic Programmes.*

(Sl. Nos. 17 & 18, Paras 3.28 & 3.29)

1.5 Taking a critical view of the performance of academic programmes in Jawaharlal Nehru University, the Public Accounts Committee had observed in Para 3.28 of 179th Report (1983-84) as follows :

“The various Schools of Studies did not maintain any data to indicate the number of students who did not complete their studies. However, a study in respect of Schools of Social Sciences and Languages revealed that out of 8826 students admitted to various courses of duration of 1 to 5 years upto 1979-80, 3420 students had left the courses without completing. As these 8826 students had been selected out of about 35,000 applicants, the manner of selection did not seem to be satisfactory in view of the heavy drop-outs. Further, the average cost of operation of the University per student being over Rs. 11,000 per annum the order of the unproductive expenditure on the drop-outs can well be imagined. The Committee think that the contention of the Ministry that those who left the courses in the middle learnt something which would be useful to them in their careers is poor consolation. They need hardly point out that fellowships/scholarships are given by the University and various other bodies for specific objectives and the objectives for which these are given and these are not served when such students leave their studies without completing. In the opinion of the Committee, an indepth analysis of the reasons for the students discontinuing the courses is called for. In this connection, the Committee would draw attention to the observation made by the Vice-Chancellor in evidence before the Committee that in the initial stages, the students were committed to academic career but of late they were going in for Civil Services as they were not sure about their prospects after completing their studies/research in JNU. The Committee would like the Ministry to take effective steps to deal with the problem of drop-outs. In particular, the

Committee would like the Ministry to examine the feasibility of introducing a suitable bond whereby Scholarship/Fellowship holders are obliged to complete their studies."

1.6 In their reply on action taken on the above recommendation, the Ministry of Human Resource Development (Department of Education), have stated as follows :—

"The details of the number of students admitted to different courses of studies during 1981-82, 1982-83 and 1984-85\* and those who dropped out are given at Annexures 'A' 'B' and 'C' (to Recommendation at S. No. 17).

As indicated in the Annexures, the percentage of drop-outs in the School of Languages is considerably high, specially in respect of students admitted to various part-time/diploma/certificate courses. These part time courses attract mainly the local students and those among them who secure employment or are unable to continue their studies, drop-out. At the level of M. Phil/Ph. D. Programmes, the percentage of drop-outs is not so heavy. The majority of students pursuing these programmes, dropped out to take up jobs in teaching, research or in Government departments. Some of them left for studies abroad. However, a large number of students who are formally not continuing on the rolls of the University are still actively engaged in research and continue to receive guidance from their respective supervisors. These research scholars have a chance of completing M. Phil/Ph. D. programmes after seeking re-enrolment in accordance with the Ordinances within the prescribed time span.

A number of steps have been taken to attract better talents to research programmes and to retain them in research. These include :

- (1) The University has decided to modify its admission policy and procedures with effect from the 1984-85 academic session, admission to Post-graduate and research program-

---

\*No admissions were made to the University during the year 1983-84.

mes is being made on the basis of an all-India entrance test held at various centres in the country.

- (2) The relevant Ordinances have been modified to reduce the total time span spent in different programmes of study and the insistence on minimum academic performance within each programme of study.
- (3) The University Grants Commission has decided to hold an all-India examination for the award of Junior Research Fellowships to ensure that only meritorious candidates are awarded these fellowships.
- (4) The value of the fellowships awarded by the University Grants Commission has been raised to Rs. 1000/- p.m. to assure a reasonable allowance to research scholars.

It is expected that the steps taken by the University Grants Commission/Jawaharlal Nehru University would go a long way in reducing the number of drop-outs. The recommendations made by the Committee that it would like the Ministry to examine the feasibility of introducing a suitable bond whereby scholarship/fellowship holders are obliged to complete their studies, has been noted. The bond in such cases would only help to recover the fellowship grants, and may not fulfil the objective of reducing the rate of drop outs. As the successful completion of a research degree does not necessarily assure any employment, any compulsion to execute a bond is likely to be a disincentive to many talented research students who may not have the means to repay the fellowships amount in case they wish to accept employment in preference to continuing research."

**1.7 Concern was expressed by the Committee in their recommendation in the earlier Report regarding the heavy drop-out rate from the Schools of Social Sciences and Languages in Jawaharlal Nehru University. During the first seven years upto 1979-80 out of 8826 students who were admitted to various courses, as many as 3420 students left the courses without completing them. The position was no better during**

the years 1981-82 to 1984-85. Out of 5409 students admitted during these years, 1562 had dropped out. Some effective steps have now been taken to check the heavy drop-outs which had frustrated these programmes in the past. These steps include modification in admission policy and procedures with effect from 1984-85 academic session. Admission to Post-graduate and research programmes will now be made on the basis of an all-India entrance test. The time to be spent in different programmes is being reduced. It is also being ensured that meritorious candidates are awarded fellowships. The amount of the fellowship award has been raised to Rs. 1000/- per mensem to make it more reasonable. In this connection, the Committee are of the view that the screening of the scholars for admission to these courses has to be made more carefully so that only students with the right type of academic background as also with aptitude and commitment to such studies are admitted and the facility provided is not utilised by those who have free time and option to drop-out according to their convenience. The Committee appreciate that requirement of a bond might prove a disincentive to some talented scholars with limited economic resources but on the whole they are of the view that some compulsion is unavoidable if the substantial resources which are being made available for these studies are to be utilised purposefully. To guard against such a measure being too harsh, the Committee feel that a bond or an undertaking should be insisted upon by the authorities with a view to discourage the students without commitment seeking admissions and depriving the students with commitment, of the opportunity for higher studies. The University authorities must, therefore, take steps to discourage the phenomenon of students coming to the University and using the facilities only as a stop-gap arrangement or a preparatory ground for competitive examinations. Enforcement of bond, however, should be left to the discretion of the University.

1.8 Suitably commenting on the performance of the Centre for Studies in Science Policy, the Committee had stressed in para 3.29 of their earlier Report that :

“The most dismal performance has been that of the Centre for Studies in Science Policy. This Centre had admitted 40 students in M.Phil/Ph.D. Programmes since its inception in 1972-73 but had failed to produce a single Ph.D. upto 1979-80. Only 4 students were awarded M. Phil. Degree and in August 1981, 6 students were on roll with a faculty strength of 3. The

remaining 30 students had left their studies mid-way. A review committee set up by the Vice-Chancellor *inter alia* observed that the objective of developing science policy as an independent applied discipline had not been realised and the general atmosphere of the Centre was not conducive to academic work. On their recommendation of the review committee, all fresh admissions were frozen for 2-3 years until the overall atmosphere in the Centre improved. In January 1982, the Executive Council had decided to revive the academic programmes of the Centre in phases to strengthen them. The Council had also decided to set up a Programmes Committee under the chairmanship of the Vice-Chancellor to formulate the academic and research programme of the Centre. The Programmes Committee had not submitted its report so far. The Committee would like to know further developments."

1.9 The Government have stated in the action taken reply :

"The Executive Council of the University had decided in February 1980 to suspend the Centre for Studies in Science Policy as an administrative structure. At its meeting held in December 1983 the Executive Council decided to revive the Centre. Vacant faculty positions have been advertised and Centre is expected to function normally as soon as the appointments are made. The Public Accounts Committee would be informed of the position as soon as the Centre for Studies in Science Policy starts functioning normally."

1.10 In the earlier Report, the Committee had expressed concern over the dismal performance of the Centre for Studies in "Science Policy" of Jawaharlal Nehru University. The history of this Centre has been that since its inception in 1972-73, the Centre had failed to produce a single Ph.D. upto 1979-80 and only four scholars had been awarded the M. Phil. degree till that time. Of the remaining, 30 students had left their studies mid-way. In February, 1980, all admissions were frozen for 2-3 years. The Committee have now been informed that the Executive Council has decided to revive the Centre in December 1983. Steps are being taken to fill up vacant faculty positions, and it had been stated that the Centre

is expected to function normally. It has not, however, been explained as to how it is proposed to ensure that the situation will show definite improvement. The Committee feel that a more careful study is called for to ascertain the causes for the unsatisfactory performance of the Centre so far. They recommend that such an indepth study may first be carried out so that adequate steps can be taken *ab initio* to ensure that positive results accrue henceforward.

## **CHAPTER II**

### **RECOMMENDATIONS/OBSERVATIONS WHICH HAVE BEEN ACCEPTED BY GOVERNMENT**

#### **Recommendation**

In 1970, 1009.38 acres of land acquired by Government at a cost of Rs. 2.44 crores was allotted to the Jawaharlal Nehru University for the development of its campus to provide facilities for 10,000 students and 1250 faculty members in three stages. In the first stage to be completed by April 1980, 350 acres of the acquired land was to be developed to cater 3200 students and 400 faculty members. However, upto August, 1981, only 250 acres of land had been utilised. The surplus land could not be put to any use. Some proposals of the University for the institution of Master and Honours Degree courses had been dropped as the UGC had taken the view that the JNU had to be developed as an educational institution of its own kind on the lines given in the Schedule to the Act and was not, as far as possible, to undertake conventional academic programmes. In this context, the University is having a second look on the targets and priorities initially set by it and will now have to re-draw its subsequent phases of development in consultation with the UGC. The Committee desire that while drawing up the subsequent phases of development of the JNU, it should be ensured that the resources are utilised optimally having regard to the basic objectives and the University takes its pride of place in the world as one of the foremost centres of learning and research. There should be a timebound programme of development and it should be adhered to.

[Serial No. 1, Appendix II Para 1.10 of 179th Report of  
Public Accounts Committee (Seventh Lok Sabha)]

#### **Action Taken**

The recommendation of the Public Accounts Committee that while drawing up the subsequent phases of development of the Jawaharlal

Nehru University, optimal utilisation of resources be ensured has been noted for compliance. The University is in the process of reviewing the targets and priorities initially set by it. The University has set up an Academic Planning Board in November, 1983 to formulate the programmes of development in the Seventh Plan on the basis of a 10-year perspective, and to evaluate and monitor the progress of various schemes approved by the University Grants Commission. The Board will also be responsible for the proper implementation and timely completion of the programmes of development. The recommendations of the Academic and Planning Board would be made available to the Public Accounts Committee when finalised.

#### **Recommendation**

The Committee note that the construction programme of the university envisaged space requirement of 33.93 lakh square feet of covered plainth area in the first stage, whereas till April, 1980 construction of only 10.44 lakh square feet of plainth area had been completed. The coverage was less than one third. After April 1980, another 1.67 lakh square feet have been covered and proposal for covering another 5.18 lakh square feet has been forwarded to the University Grants Commission for their consideration. In the meanwhile the University has been meeting its accommodation requirements on hire at annual rent of Rs. 13 lakhs. "In the opinion of Committee, the wide gap between the construction originally envisaged and the construction actually made is indicative of not only lack of proper planning on the part of the University authorities but also the casualness of their approach". The Committee desire that with so much of surplus land at their disposal, the Ministry of Education and the University should explore ways and means to expedite construction of University's own buildings and totally do away with the hiring of accommodation at the earliest.

[Serial No. 2, Appendix II Para 1.13 of 179th Report of  
Public Accounts Committee (Seventh Lok Sabha)]

#### **Action Taken**

The delay in completion of the first phase of construction is not exclusively due to the fault of the University. The resources that



could be made available for construction work were for short of the requirements. It has been decided that funds for all the Central Universities should be provided in the form of a specific allocation of the University Grants Commission from 1984-85 and that high priority should be given to the requirements of the Jawaharlal Nehru University. The University has prepared plans and estimates for construction of buildings at a total outlay of about Rs. 17 crores, and submitted to the University Grants Commission. The University Grants Commission has appointed an Expert Committee to examine the proposals in detail, projects at a cost of Rs. 2 crores have since been approved by the University Grants Commission, while the remaining proposals are under consideration. The project is expected to be completed within 3-4 years. An initial grant of Rs. 99 lakhs has been provided in the year 1984-85 and the balance is being included in the Sub-Plan for Central Universities in the Seventh Plan. When these buildings become available, it would be possible for the University to vacate the rented accommodation at present occupied by it.

#### Recommendation

The Committee are unhappy over the manner in which the University authorities had acted in the case of the first architect appointed on the basis of national competition for the design of the master plan of the University. An agreement was entered into with this architect on 20-3-1971 in terms of which the University authorities were entitled to utilise his service *inter alia* for preparation of detailed drawings and designs for construction, assisting the University in finalising the contracts and supervision of the work till completion. But the performance of this architect, who has been paid a fabulous sum of Rs. 18.06 lakhs, was such that the University had to go in for a second architect in 1976. The finding of the University as to the performance of this architect was that he was not discharging his functions and responsibilities "faithfully, expeditiously and honestly" and "was responsible for all the ills, namely, stoppages of works, disputes about measurements, pilferage of steel and collapse of a building". He had not obtained completion certificate for any of the works and in some cases, the original contracts of the works being supervised by him had to be rescinded. When one of these works—40 Type I and 20 Type II quarters—was awarded to a second agency, he,

in contravention of the terms of the agreement declined to continue his services for execution of the balance work by the other agency. By February, 1980, the experience of the University was so disappointing that it came to the conclusion that the system of executing works through the architects had proved to be a 'complete failure' and in April 1980, it decided to entrust the construction programme to the CPWD. One thing which perplexes the committee is why, in spite of all the lapses on the part of the architect, the University authorities should have failed to take action against him. The explanation of the Ministry that the deficiencies in the performance of the architect were not considered to be lapses of the type which could call for the imposition of penalty in accordance with the provisions of the contract" is far from convincing. In the opinion of the Committee, in dealing with the architect, the University authorities had utterly failed to enforce the terms of the contract and the leniency shown by them was extraordinary and unexplicable. The matter merits a probe.

[Serial No. 3, Appendix II Para 1.32 of 179th Report of Public Accounts Committee (Seventh Lok Sabha)]

#### **Action Taken**

The buildings supervised by the first Architect were either in an advanced stage of completion or in the middle and could not be entrusted to any other Architect. Such supervision is always carried out by the Architect who takes full responsibility of technical soundness and structural strength from the architectural design point of view.

The deficiencies in the performance of the first architect largely related to expensive designs of the buildings and inadequate supervision, which were not considered to be lapses of the type, which would call for the imposition of penalty in accordance with the provisions of the contract. Nevertheless, there was a gap between the expectations of the University and the performance of the architect.

In view of the circumstances mentioned above and considering the performance of the first architect, the University decided to appoint a second architect in order to introduce an element of competition. Besides, the scope of work of the first architect was restricted to the

preparation of architectural drawings. The supervision and execution of work has not been entrusted entirely to the Central Public Works Department.

Meanwhile, the University was advised to institute an inquiry into the failure to enforce the terms of the contract with the architect. An Enquiry Committee comprising Mr. Justice Ajay Kr. Basu of Calcutta who is assisted by Director, Consultancy Services COD, CPWD, New Delhi, has since been appointed. The Committee has started its work. It met in the first week of January, 1985 and again from 14th February, 1985. The terms of reference of the Enquiry Committee are as follows :—

- (1) failure of the University to enforce the terms of the contract with the Architect.
- (2) the circumstances in which contracts involving Rs. 69.57 lakhs were awarded to an inexperienced contractor—M/s. Home Decolam.
- (3) the circumstances in which construction materials were lost including also the possibility of any collusion between the University staff and contractors.
- (4) the purchase of and non-functioning computers by the University with a view to determining the responsibility.

The findings of the enquiry would be communicated to the Public Accounts Committee in due course.

#### **Recommendation**

The collapse of the roof of the Kendriya Vidyalaya auditorium is a sad commentary on the supervision and construction of buildings in the Jawaharlal Nehru University complex. The methodology adopted in setting the dispute arising from the collapse of the roof is equally surprising. The Committee wonder why without fixing responsibility a part of the loss should have been borne by the authorities. Agreed that the amount involved was not much, but on principle the matter should have been thoroughly probed by the concerned authorities to find out the cause of the collapse and the

responsibility therefor fixed. This unfortunately, was not done. It was stated during evidence that a full time "clerk of works" was appointed for supervision. When asked what action was taken against him it was stated that he had "resigned and gone". Although under the terms of the contract, the design of the building was required to be given, the University authorities had not bothered to get the design and have it examined. A consideration for the compromise in October, 1980 was that the work would be completed in six months. But the hope was belied and instead of six months, the work was expected to be completed in 30 months. Commenting upon the case, the Engineer-in charge of the University was constrained to observe that "the way the whole thing developed was most unfortunate". The Committee trust that the University authorities will learn from their experience and take care to avoid such lapses in future.

[Serial No. 4, Appendix II Para 1.33 of 179th Report of Public Accounts Committee (Seventh Lok Sabha)]

#### **Action Taken**

The Vice Chancellor as Chairman of the Building and Works Committee had ordered that (i) more frequent meetings of the Committee be held and that (ii) the Committee should undertake review of the progress of Work at short intervals. The observations made by the Committee have been noted for future guidance.

#### **Recommendation**

Inordinate delays in execution of major works had become a rule rather than an exception in Jawaharlal Nehru University. Since its inception, the University had undertaken 14 major works, at a total cost of Rs. 482.43 lakhs, of which 7 works (costing Rs. 302.65 lakhs) were completed after delays ranging from 5 to 32 months; and in the remaining 7 works (costing Rs. 179.78 lakhs) delays ranging from 29 to 79 months had taken place and the works were incomplete as on 31-8-1981. The Committee observe that apart from initial difficulties like absence of power, water and connecting roads, shortage of building material, slow progress of civil works had also been due to substantial delays in making available drawings, modification of designs, increase in quantity of works, etc. for which responsibility

lay with the architect of the University. Delay was also caused by entrusting of works to a contractor who had neither the qualifications nor the resources for the execution of the types of works allotted to him. Thus, while the Committee agree that delay in completion of major works was partly due to reasons beyond the control of the University authorities, they were also, to a considerable extent, due to the inability of the University authorities to enforce the terms of the contract on the architect and also due to their having awarded the works to an unqualified and inexperienced contractor.

[Serial No. 5, Appendix II Para 1.48 of 179th Report of Public Accounts Committee (Seventh Lok Sabha)]

#### **Action Taken**

On the basis of the past experience, and taking into account the role of the Architect and the contractor in delaying the execution of works, the University has decided to restrict their responsibility and to reduce the fees payable to them proportionately. Further, with the decision to entrust the construction work to the C.P.W.D., the University will not have to engage contractors directly.

#### **Recommendation**

The Committee also note that though under the prescribed procedure, extension of time for completion of work can be granted by the Vice-Chancellor on the advice of the Building and Works Committee, extensions for works were given by the Vice-Chancellor without seeking the advice of the Building and Works Committee. The explanation of the University authorities for this was that as per clause 5 of the contract, the University Engineer was the final authority for deciding grant of extension of time for completion of works. The Committee need hardly point out that provisions of contracts entered into by the University cannot override the specific statutory provisions. The Committee however, note that the University authorities are now thinking of providing for a specific provision for grant of extension of time in execution of works of varying amounts. The Committee trust that this will be done at an early date.

[Serial No. 6, Appendix II Para 1.49 of 179th Report of Public Accounts Committee (Seventh Lok Sabha)]

### **Action Taken**

The University has decided to make specific provision in the rules prescribing the authorities for grant for extension of time in the execution of works. According to Items 19 and 20 of Manual of Office Procedure, Executive Engineers have been delegated powers to grant extension of time for completed works ; and to levy compensation from contractors in case of delay in completion of works in respect of contracts upto Rs. 40,000/-. The University Engineer/Chief Project Engineer has been delegated full powers in this regard in respect of contracts exceeding Rs. 40,000/-.

### **Recommendation**

The manner in which the University authorities had awarded contracts to M/s. Home Decolam is intriguing. Till 1975, the University authorities had awarded contracts only to the contractors borne on the approved lists of certain specified authorities. In October, 1975, the University framed rules for enlistment of additional contractors to its list of approved contractors. After scrutinising nine applications which were received, two contractors were registered by the University authorities as Class II contractors in May, 1976. No registration had taken place since then. Of the two registered contractors, the real beneficiary were M/s. Home Decolam who were awarded 8 contracts for civil works of the value of Rs. 69.57 lakhs. Out of these, two civil works costing Rs. 5.99 lakhs had been allotted to M/s. Home Decolam even prior to their registration as Class II Contractors in May, 1976 and three Class I civil works costing over Rs. 10 lakhs each (total cost Rs. 52.61 lakhs) were awarded to them though they were not Class I contractors. These Class I works were awarded to them on the basis of a decision of the Building and Works Committee in January 1977 to sell tender forms to contractors one class below. Surprisingly, M/s. Home Decolam were again the sole beneficiary of the above mentioned decision of the Building and Works Committee. However, the performance of M/s. Home Decolam did not match their ability to get contracts. Not even a single work was completed by them in time. Three works were completed by them after delays of 7,16 and 22 months and three contracts had to be rescinded due to disputes. The remaining two works which were due for completion in April 1978 and February

1979 had not been completed till August 1981. Belatedly, the University authorities came to the conclusion that the firm did not have adequate resources and could not be depended upon to handle works of the magnitude awarded to them and terminated their registration as Class II contractors in February, 1980. The explanation of the University authorities for the award of 8 contracts of the value of over Rs. 69.57 lakhs to this firm is unsatisfactory and merits further probe.

[Serial No. 8, Appendix II Para 1.59 of 179th Report of Public Accounts Committee (Seventh Lok Sabha)]

#### **Action taken**

The University was advised to institute an inquiry into the circumstances in which contracts involving Rs. 69.57 lakhs were awarded to an inexperienced contractor M/s. Home Decolam. This enquiry will be conducted by the Committee comprising Mr. Justice Ajoy Kr. Basu of Calcutta, who is being assisted by Director, Consultancy Services COD, CPWD, New Delhi. The terms of reference of the Committee have been given in reply to Para 1.32 above. The Committee has stated its work. The Committee met in the first week of January, 1985 and again from 14th February, 1985 onwards. The findings of the Enquiry Committee would be communicated to the Public Accounts Committee.

#### **Recommendation**

The Committee regret to observe that quantities of cement and steel issued by the University authorities to the contractors had been far in excess of the needs of the works and the excess quantities had neither been returned nor had their cost been recovered, resulting in loss to the University to the tune of Rs. 5.60 lakhs. The Committee are also surprised at the wide variations between the quantities required as per estimates, quantities actually supplied and the quantities required for work done as assessed. While the Committee note that in arbitration, award has been given in favour of the University which is to be paid Rs. 4.26 lakhs at the present price, the Committee cannot help observing that the present case is an example of poor materials management on the part of the University authorities. They note that in the Library Building, the shortages of steel at the rate of work came to

the notice of the University in February/March, 1978. In December 1978, the relevant measurement books which were kept at the site in the custody of the contractor were reported missing from an Almirah. In March 1979, the Executive Council was informed by the University that a committee had been constituted to look into the alleged loss of steel but in fact no committee had been constituted (August, 1981). The contract of the School Building was rescinded in November 1979 and that of the Kendriya Vidyalaya in January 1980, but the theoretical requirement of the material is not been worked out. All this gives an impression that the University authorities had no concern for the financial interests of the University. In particular, it is not clear why the measurement books should have been kept in the custody of the contractor. In evidence, the Secretary of the Ministry conceded that this was "a serious matter" and promised to have an inquiry held into the whole matter. The Committee desire that this should be done at an early date. They also desire that while holding the inquiry it may particularly be seen whether there was any collusion between the University staff responsible for supplying material and the contractor.

[Serial No. 9 Appendix II Para 1.67 of 179th Report of Public Accounts Committee (Seventh Lok Sabha)]

#### **Action Taken**

The University was advised to institute an inquiry into the circumstances in which construction materials were lost including also the possibility of any collusion between the University staff and contractors. The Committee comprising Mr. Justice Ajoy Kr. Basu of Calcutta, who is being assisted by Director, Consultancy Services, COD, CPWD, New Delhi, would enquire into this matter. The terms of reference of the Committee have been given in reply to para 1.32 above. The Committee has started its work. The Committee met in the first week of January, 1985 and again from 14th February, 1985 onwards. The findings of the Enquiry Committee would be communicated to the Public Accounts Committee.

#### **Recommendation**

According to the directives of the Executive Council in June 1972, specific committees were to be constituted before making



purchases of equipment costing over Rs. 2,000 ; and for purchases exceeding Rs. 50,000 a University Stores and Equipment Committee was to scrutinize and recommend the purchases before sanction was accorded by the Vice-Chancellor. Surprisingly no such committee was constituted till August 1980 and committees for scrutinizing purchases upto Rs. 50,000 did not exist in 5 out of the six schools. Instead, requirements were reported directly by the individual faculties to the Vice-Chancellor. Upto March 1980, 35 items, costing over Rs. 50,000 each, were purchased at a total cost of Rs. 51 lakhs without observing the prescribed procedure. The reasons given by the University authorities for not constituting the Purchase Committees are far from convincing.

[Serial No. 11, Appendix II Para 2.23 of 179th Report of Public Accounts Committee (Seventh Lok Sabha)]

#### **Action Taken**

Three Committees have been set up for purchase of equipment by the University, in accordance with guidelines approved by the Executive Council. These are Committees for purchase of non-teaching stores, purchase of equipment and material for teaching and research; and purchase of items of common use like office equipment and furniture, etc. It is ensured that no purchase is made without the prior approval of these Committees.

#### **Recommendation**

The Committee also note that while some of the items which were included in the University's proposals submitted to the University Grants Commission were not purchased, several items which were not included in the proposals were purchased. The later included two computers, the value of which was nearly Rs. 10 lakhs. In the absence of the proper procedure being followed in the matter of purchase of equipment, there is force in the complaint of the students of School of Life Sciences that the School had spent "haphazardly" on purchases of equipment which resulted in massive waste of funds and accumulation of sub-standard items of equipment. The Working Group appointed by the Vice-Chancellor to look into these purchases put it mildly that "some of the purchases could have been avoided."

[Serial No. 12, Appendix II Para 2.24 of 179th Report of Public Accounts Committee (Seventh Lok Sabha)]

### **Action Taken**

The observations of the Committee have been noted. Any deviation in the purchase of equipment from the proposal submitted to the University Grants Commission would only be done with the approval of the Commission.

### **Recommendation**

The Committee further note that stock registers were not properly maintained ; nor was proper record of utilisation of costly equipment maintained. Physical verification of equipment was also not done regularly. Stock registers were not shown to Audit for inspection. The Store-keeper rather than show the stock registers to Audit "ran away, absented and thereafter resigned". It appears to the Committee from the facts that in the JNU, financial discipline was sadly lacking and prescribed procedures had little sanctity. With a view to overcoming these short comings the UGC had decided to induct officer from the Office of the C&AG for financial and materials management. This is a welcome move. The Committee trust that the University authorities will take care to see that all purchase proposals are not only given the most careful scrutiny at appropriate levels but also the prescribed purchase procedures are strictly adhered to. The University will also take care to see that after purchase, all the equipment are properly recorded and verified periodically.

[Serial No. 13, Appendix II, Para 2-25 of 179th Report of Public Accounts Committee (Seventh Lok Sabha)]

### **Action Taken**

The University has now established procedures for purchase of equipment. The requirement for equipment is first discussed at the faculty level. The proposal is further scrutinised by the competent sanctioning authority. Besides, all proposals have to be approved by the appropriate purchase Committee.

The physical stock taking of equipment was completed during 1983 and school-wise stock registers are maintained. A system of annual physical verification has also been devised at the School level and is being implemented.

### **Recommendation**

The Committee note that the University could not acquire a powerful computer under the United Nations Development Programme assistance as ancillary machinery could not be acquired in time. This proposal is now stated to have been again taken up. The Committee would wait the outcome. The main hall (area 10,000 sq. ft.) of the building which was constructed for it at a cost of Rs. 21.61 lakhs is now being used for the Science Library.

[Serial No. 14, Appendix II, Para 2.26 of 179th Report of  
Public Accounts Committee (Seventh Lok Sabha)]

### **Action Taken**

The University Grants Commission has sanctioned funds for the purpose of a suitable computer to support the teaching and research programmes of the University. Efforts are being made to purchase a Fourth Generation Computer through the Department of Electronics, Government of India, which has approved the proposal in principle; and the University has been advised to float global tenders for the purpose. Meanwhile, the building accommodation is temporarily being used as the Science Library.

### **Recommendation**

A much smaller computer acquired in January 1976 though expected to be self-supporting could earn only Rs. 0.60 lakh against to its maintenance expenditure of Rs. 8.07 lakhs upto March 1980 due to its poor performance. Non-availability of certain spare parts had resulted in non-functioning of this computer since 27 September, 1981. The Committee feel that before purchasing sensitive equipment like a computer, the University authorities should have arranged for procurement of adequate spare parts. Apparently, the University authorities had failed to do so. The story of purchase of 'Anolog' computer is equally disturbing. The Committee would recommend that an inquiry be conducted into the purchases and non-functioning of all the computers of the JNU with a view to fixing responsibility.

[Serial No. 15, Appendix II, Para 2.27 of 179th Report of  
Public Accounts Committee (Seventh Lok Sabha)]

### Action Taken

The small computer (HP 1000) has been repaired and is now functional. The maintenance of the computer has been entrusted to the Computer Maintenance Corporation (CMC) of the Government of India.

The University is considering a number of steps to ensure that the computers function without interruption. For this purpose, computer management is being separated from the teaching of computer and systems sciences ; the computer management is proposed to be entrusted to persons with practical experience ; maintenance of the new computer shall the responsibility of the Computer Maintenance Corporation, who will also stock essential spares needed by the system.

Meanwhile, the Inquiry Committee comprising Mr. Justice Ajoy Kr. Basu of Calcutta would also look into the purchases and non-functioning of the computer the University with a view to fixing responsibility. The Committee has started its work. It met in the first week of January, 1985 and again from 14th February, 1985 onwards. Further action will be taken keeping in view the recommendations of the Committee. The findings of the Committee would be communicated to the Public Accounts Committee.

### Recommendation

In the first phase of the development of the Jawaharlal Nehru University, 7 Schools were to be set up. Of these, six have already been set up and the seventh—the School of Creative Arts—is still to come into existence. The Committee note that the academic and student strength is less than the planned target in all the Schools, the exceptions being the Schools of International Studies and Languages. According to the latest figures (1st February, 1983) furnished by the Ministry, as against the planned strength of 250, 100 and 100 students in the Schools of Life Sciences, Computer and Systems Sciences and of Environmental Science, the actual strength was 125, 78 and 45 students respectively. This indicates that the courses offered by the JNU in these Schools had not yet proved to be sufficiently attractive to the students. As the equipment procured in those Schools was 222, 165 and 122 per cent of the Plan proposals, and the actual student strength for less than that planned, there was gross under-

utilisation of equipment in these Schools. The Committee would like the University authorities to analyse the causes for the under-utilisation of the capacity of Science Schools created at heavy cost and to initiate suitable measures for their optimum utilisation.

[Serial No. 16, Appendix II, Para 3.27 of 179th Report of Public Accounts Committee (Seventh Lok Sabha)]

#### **Action Taken**

As the Jawaharlal Nehru University is primarily engaged in post-graduate teaching and research, especially in areas of inter-disciplinary nature, the initial investment required for developing the necessary infrastructure is very high. The University required substantial inputs in terms of laboratory equipments, buildings and other physical facilities to establish these schools as viable centres of research. It is quite possible that the funds initially sought from the University Grants Commission for procurement of equipment were not realistic in terms of the requirements of the academic and research programmes of the schools. The main factor for increase in expenditure on equipment was escalation of cost of equipment by about 15 to 20 per cent per year. Even after having spent funds in excess of the Plan allocation for building up the laboratories, the facilities created so far are just enough to sustain the on-going academic and research programmes in unconventional disciplines like Computer Sciences, Environmental Sciences and Life Sciences, which are relatively new to the Indian Education scene. Moreover, it would not be appropriate to compare the cost of procurement of equipment in the initial years with the enrolment of students.

The academic achievements registered by the Science Schools have received due recognition. For example, the School of Life Sciences has been chosen by the University Grants Commission for development as a Centre of Excellence and the School of Environmental Sciences has been chosen as a Centre for advanced research in Genetic Engineering. Besides, the University has also been selected as one of the seven Centres in the country for advanced research in bio-technology. The Academic Council of the University has recently taken a decision to increase the intake of research students in the

two science schools, as detailed given below :—

Name of the School/Centre	Programme of study	Intake capacity for 1984-85.
1. School of Computer & Systems Sciences.	M.Phil./ Ph.D.	15
2. School of Environmental Sciences	M.Phil./ Ph.D.	24
3. School of Life Sciences	M.Sc. M.Phil./Ph.D.	22 32

The absence of a suitable computer and the difficulty in the functioning of the Computer that was installed have been a major impediment in the development of the School of Computer and Systems Sciences. This affected the faculty also and many of them left.

Efforts are already underway to procure a Fourth Generation computer system that could support teaching programmes in the School through the Deptt. of Electronics. Govt. of India, which has approved the proposal in principle. The University Grants Commission has sanctioned necessary funds for the purpose. The University has been advised to float global tenders for the purpose. This would also attract suitably qualified faculty to the School. Research in other Schools is also likely to get suitable computer support once the new system is installed.

The number of students admitted to various full-time programmes of study during 1984-85 in the Science Schools is as follows :—

School of Life Sciences	—53
School of Computer Sciences	—15
School of Environmental Sciences	—19

#### **Recommendation**

The Committee note that as against the student strength nearly 3000, the strength of administrative staff in the Jawaharlal Nehru

University was a little over 1,000. According to Audit, the Finance Committee of the University had made adverse observations on this aspect on several occasions and, in particular, it had observed in October, 1977 that increase in the number of non-teaching staff was "abnormally high" as compared to the increase in the activities of the University. The Committee further note that as against the plan provision of Rs. 16 lakhs sanctioned by the University Grants Commission for the non teaching staff of the University for the Fifth plan period and the University's own estimate of Rs. 36 lakhs, the actual expenditure amounted to over Rs. 64.66 lakhs. No satisfactory explanation for this phenomenal increases has been given. The Committee note that the University Grants Commission has now decided to evolve standard procedures for review of non-teaching cadres and establishment of work Study Units in different Central Universities. The Committee desire that an independent study of the existing non-teaching staff position in the Jawaharlal Nehru University is carried out at an early date. They also desire that the Staff Inspection Unit of the Ministry of Finance of a body similar thereto should be appointed to undertake a work study of the staff strength of the JNU and fix norms for different jobs without delay. The staff, if any, found surplus should be suitably re-deployed.

[Serial No. 19, Appendix II, Para 4.7 of 179th Report of the Public Accounts Committee (Seventh Lok Sabha)]

#### Action Taken

With a view to minimise disparities in scales of pay, promotional avenues and other terms and conditions of service in respect of the non-teaching and technical staff within a Central University or among various Central Universities, the UGC forwarded certain guidelines to the Central Universities on 27th June, 1983 requesting them to constitute Work Study-cum-Cadre Review Committees. In accordance with these guidelines the Vice-Chancellor, Jawaharlal Nehru University set up a Cadre Review Committee in Feb., 1984 comprising three Professors, two outside members—one each from any two of the other Central Universities a representative of University Grants Commission, Registrar, a Deputy Registrar, Jawaharlal Nehru University. This Committee will also study the work load, work method, work organisation and needs of the work in each branch of the University. The Unit will also suggest work structures to provide

for adequate cadres for employees, their scales of pay, and adequate promotional avenues. Thus a continuous process of evaluation of the staff strength has become operative in the University. Meanwhile, a study of requirements of non-teaching staff was undertaken by the Institute of Secretariat Training and Management (Ministry of Home Affairs). A review of the engineering staff was undertaken by the Central Public Works Department at the instance of the University. As the findings of these two studies indicated wide variations, the C.P.W.D. was requested to re-examine the matter. The observations made by the C.P.W.D. on the report of ISTM are as follows :

“...The Report submitted by the study Team of the ISTM has been gone through and it is seen that they have used Analytical Estimation for working out the requirement of engineering staff of different categories while our recommendations are based on the standard CPWD norms approved by the Govt. of India and being followed by CPWD for maintenance of buildings all over India. In CPWD, ‘Time Works Study’ based on the average time taken for each category of the Job was also carried out, but there has been no change in the above approved norms.

In view of the above, on change in our recommendation is called for and further action on the report of study Team of ISTM may be taken at your end on deemed fit...”

The UGC assigned to the CPWD the work relating to determining the strength of the Engineering Staff at JNU on consultancy basis. The CPWD Report has underlined shortage of engineering staff in terms of CPWD norms for maintenance.

#### **Recommendation**

The Committee note that in spite of increase in the strength of administrative staff, the University had to incur expenditure to the tune of over Rs. 11 lakhs on overtime during the Fifth Plan period. The Committee also note that as against the revised estimate of Rs. 4.00 lakhs and Rs. 6.00 lakhs for the years 1979-80 and 1980-81 respectively, the actual expenditure on payment of overtime allowance had been Rs. 6.63 lakhs and Rs. 9.03 lakhs, respectively. The claim of the



University that there had been a reduction of 30 per cent in payment of overtime allowance in October, 1981 has no meaning in the light of the fact that during the 12-month period ending October, 1982, the overtime allowance amounted to over Rs. 9.05 lakhs as against Rs. 8.03 lakhs in 1980-81. In the opinion of the Committee, such large payment of overtime allowance is largely a management failure. The argument advanced by the Ministry, that overtime allowance had to be paid because there was no leave reserve is not convincing in view of the fact that there was surplus administrative staff. The Committee desire the Ministry of Education to impress upon the Jawaharlal Nehru University authorities the imperative need of reducing the payment of overtime allowance to the barest minimum.

[Serial No. 20, Appendix II Para 4.12 of 179th Report of Public Accounts Committee (Seventh Lok Sabha)]

#### **Action Taken**

The observations made by the Committee have been noted for compliance. In the meantime, the University has taken steps to contain expenditure on over-time allowance as follows :

- (1) The staff working in the Engineering Branch, the Security Deptt., the Sanitation Deptt., the Hostel Messes, Library, and Water and Electricity Supply has been identified as those engaged in the maintenance of essential services and these categories of staff are permitted to draw overtime allowance.
- (2) The Heads of the Departments/Deans of Schools and Chairman of Centres have been impressed upon the necessity of cutting down the expenditure on overtime allowance. Except Sanitation Staff, Class IV staff in Centres and Schools are not allowed to work on OTA basis.
- (3) According to a new procedure, the Head of the Departments are required to send advance information to the Offices of the Vice-Chancellor and the Registrar failing which OTA is not allowed.

Considerable reduction in overtime allowance in respect of administrative staff working in the Offices of the Registrar, Finance

Officer and various Schools of Studies has been achieved. However, in respect of staff engaged in the maintenance of essential services, no significant breakthrough has been achieved on account of the following reasons :

1. These categories of staff are required to work on shift duties. In case, a staff member is unable to attend to duty on account of some valid reason, another person is to be detained on overtime allowance. This is being done with a view to restrict the number of personnel to be appointed for these categories of posts. Every effort is, however, made to see that expenditure on overtime allowance, is kept within limits.
2. At present, some of the Schools are also located at the new Campus about two kilometers away from the main campus and as such there is great pressure of work on the staff of these categories.

The details of overtime allowances paid by the University during the last three years from 1981-82 onwards, are as follows :

Deptt./School	Amount paid			
	1981-82	1982-83	1983-84	1984-85
1. Finance & Accounts Department	42,186.00	43,256.90	17,563.00	—
2. Registrar & Estate Office	83,422.50	87,418.25	45,422.70	—
3. Other Departments/ Schools of the University	6,98,254.90	8,94,309.85	8,22,545.30	—
<b>Total</b>	<b>8,23,864.00</b>	<b>10,24,985.00</b>	<b>8,85,531.00</b>	<b>8,59,073.00</b>

There is a reduction of overtime payment by 16.5% during 1983-84 as compared to 1982-83. Considering the fact that during this period the rates of allowance had gone up due to increase in the emoluments on account of several instalments of dearness allowances sanctioned, the reduction in payment of overtime allowance is very significant.

### **Recommendation**

After going through the whole material the Committee are led to the conclusion that financial management in the University is far from satisfactory. This may be the cause of many ills in the University. Diversions of funds from allocated purposes to others, non-surrender of savings and mis-representation of utilisation of funds indicate some of the irregularities indulged in. Instead of regulating releases of funds as per the periodic requirements/spending capacity of the University, the UGC had been releasing bulk of the Plan funds at the close of the financial year. Also, as indicated earlier in this Report, it went on regularising the excess expenditure incurred by the University post-facto without ensuring exercise of proper financial control in the University. In the opinion of the Committee, the monitoring system in the UGC needs to be streamlined. Now that the UGC has agreed to a review of the financial and administrative functioning of the University by the Madhuri Shah Committee and it has been decided to induct in the University officers from the Indian Audit and Accounts Department (Office of the C&AG) the Committee hope that the financial irregularities and deficiencies pointed out in the Audit paragraph will be taken due care of, and the financial management in the University will improve.

[Serial No. 21, Appendix II, Para 5.25 of 179th Report of  
Public Accounts Committee (Seventh Lok Sabha)]

### **Action Taken**

The financial management of the University is being streamlined. For this purpose, officers of Indian Audit and Accounts Service are appointed on deputation as Finance Officers in all the Central Universities including Jawaharlal Nehru University. Besides, two of the Deputy Finance Officers in JNU have been inducted from the Audit Department.

The financial irregularities and deficiencies pointed out in the audit paragraphs are being attended to carefully and efforts are being made to improve upon the financial management. The University Grants Commission has also constituted a Review Committee for introducing in-built mechanism in administration and financial

management in Central Universities including Jawaharlal Nehru University.

### **Recommendation**

The University had invested Rs. 83.77 lakhs (as on 31st March, 1980) out of the Provident Fund accumulations of the University in "Term Deposits" with the State Bank of India instead of Government securities etc. as instructed by Government in December, 1978. The Executive Council of the University had decided in April, 1979 to continue the then existing pattern of investment, as it felt that the instructions of Government of India on the subject were not binding on Central Universities. The Committee, however, observe that the entire question of pattern of investment by Central Universities is now being reconsidered by the Ministry. The Committee would like to be informed of the decision taken in the matter.

[Serial No. 22, Appendix II, Para 5.27 of 179th Report of  
Public Accounts Committee (Seventh Lok Sabha)]

### **Action Taken**

The question of investment pattern for Provident Fund balances to be followed by Central Universities has been under consideration. On examination, it was seen that the Provident Funds covered by the General Provident Fund Act, 1925 have an option to adopt a pattern of investment, as may be decided by them. The investment pattern prescribed by the Finance Ministry is mandatory in respect of funds covered by the Employees Provident Fund Act only. The Provident Fund under the General Provident Fund Act can adopt this pattern, if they so desire, on a voluntary basis. Nevertheless, the Central Universities have to follow the provision in the relevant Statutes about investment. If the relevant Statutes do not envisage investment in fixed deposits with the nationalised banks, the Universities may either change the Statutes so as to permit investment in fixed deposits with nationalised banks or stop the practice, which is not covered by the Statutes. These guidelines were communicated to the University Grants Commission in June 1983 for further necessary action.

In the meantime, the Jawaharlal Nehru University has amended the relevant Statute so as to enable the University to invest the Provident

Fund accumulations in the form of Term Deposit Receipts of a scheduled bank as well, along with other options provided in the Statute, including National Savings Certificates and/or other investments covered by Section 20 of the Indian Trust Act of 1882.

### **Recommendation**

In 1969, Jawaharlal Nehru University came into existence to disseminate and advance knowledge, wisdom and understanding by teaching and research and by the example and influence of its corporate life. The University was to endeavour to promote the study of the principles for which Jawaharlal Nehru worked during his life-time, *viz.*, national integration, social justice, secularism, democratic way of life, international understanding and scientific approach to the problems of society. The University was to make special provision for integrated courses in humanities, science and technology and to take appropriate measures for promoting inter-disciplinary studies. It was also to establish departments or institutions for the study of languages, literature and life of foreign countries with a view to inculcating in the students a world perspective and international understanding. As far as possible, the University was not to undertake conventional academic programmes and to avoid duplication of facilities available in other Universities.

[Serial No. 23, Appendix II, Para 6.24 of 179th Report of Public Accounts Committee (Seventh Lok Sabha)]

### **Action Taken**

The Committee has made factual observations and no comments are required.

### **Recommendation**

As to the achievements of the JNU in the light of its objectives, the Ministry of Education have stated that out of seven projected schools to be set up in the first phase, six schools have already been set up. Integrated courses in Humanities, Social Sciences and Science to promote inter-disciplinary academic and research programmes have already been introduced. The University has maintained its all-India character in terms of its student body and faculty. It conducts mainly

Post-Graduate and Research programmes. The Schools of International Studies and Languages are engaged in the study of languages, literature and life of several foreign countries.

[Serial No. 24, Appendix II Para 6.25 of 179th Report of Public Accounts Committee (Seventh Lok Sabha)]

#### Action Taken

These are factual observations and no comments are necessary.

#### Recommendation

As against the above achievements claimed by the Ministry of Education, the Committee observe that the seventh school projected to be set up in the first phase—the School of Creative Arts—has not yet come up. The academic and student strength is less than the planned target in all the schools, the exceptions being the Schools of International Studies and Languages. The under-utilisation of capacity is particularly conspicuous in the science schools. The schools are beset with the problem of drop-outs. A study in respect of only two schools—Schools of Social Sciences and Languages—has revealed that out of 8826 students admitted to the various courses of duration of 1 to 5 years upto 1979-80, 3420 students had discontinued the courses. An idea of the wastage caused these drop-outs can be had from the fact that the cost of operation of the University per student works out to more than Rs. 11,000 per annum. The most dismal performance had been of an important centre of study—Centre for Studies in Science Policy. This Centre had admitted 40 students in M. Phil/Ph. D. Programmes since its inception in 1972-73 but had failed to produce a single Ph. D. upto 1979-80. Only 4 students were awarded M. Phil Degree and in August, 1981, 6 students were on roll with a faculty of 3. The remaining 30 students had left their studies. A review committee set up by the Vice-Chancellor *inter-alia* observed that the objective of developing Science Policy as an independent applied discipline had not been realised and the general atmosphere of the Centre was not conducive to academic work.

[Serial No. 25, Appendix II Para 6.26 of 179th Report of Public Accounts Committee (Seventh Lok Sabha)]

### **Action Taken**

The points mentioned in this paragraph have already been replied to against paragraphs Nos. 3.27, 3.28 and 3.29 of the Report. In view of this no further comments are required.

### **Recommendation**

The assessment of the Acting Vice-Chancellor in regard to the achievements of the Jawaharlal Nehru University in the light of the objectives laid down in the Jawaharlal Nehru University Act was in the following words : "I will not say that the University has completely failed in its objectives. But I will positively accept that the University has not achieved the full objectives of the Act." The Secretary of the Ministry also felt that although the University had been endeavouring to fulfil its objectives, there was "scope for improvement."

[Serial No. 26, Appendix II Para 6.27 of 179th Report of Public Accounts Committee (Seventh Lok Sabha)]

### **Action Taken**

These are factual observations and no comments are necessary.

### **Recommendation**

After the Jha Committee submitted its Status Report stating that it could not do its assigned task, the University authorities asked the different schools to prepare 'achievement report' since the inception of the University. But, the Committee would like to point out, such achievement reports can hardly be a substitute for an independent appraisal by an independent body.

[Serial No. 28, Appendix II Para 6.29 of 179th Report of Public Accounts Committee (Seventh Lok Sabha)]

### **Action Taken**

The observations made by the Committee have been noted.

### **Recommendation**

The Committee note that in January 1982, a Committee has been appointed by the University Grants Commission to go into the working

of all the General Universities including, the Jawaharlal Nehru University. As per the terms of reference of this committee, known as Madhuri Shah Committee, the Committee will *inter alia* enquire whether the Central Universities are fulfilling the objectives set for them in their Acts and Statutes. The Committee will also go into the general state of discipline in the Central Universities and the causes of periodic disturbances in the University campuses. The Committee trust that the Madhuri Shah Committee will go into the working of the Jawaharlal Nehru University at a very early date.

[Serial No. 29, Appendix II Para 6.30 of 179th Report of Public Accounts Committee (Seventh Lok Sabha) ]

#### **Action Taken**

The Committee appointed by the University Grants Commission to enquire into the working of Central Universities has submitted its report. The Committee also examined various aspects of functioning of the Central Universities including Jawaharlal Nehru University. The recommendations made by the Committee are under consideration of the Government. As soon as a decision is taken by the Government Public Accounts Committee will be informed.

#### **Recommendation**

The Committee note that in early 1983, there were some incidents which disrupted the normal academic life of the University campus and subsequently culminated into the *sine die* closure of the University with effect from May 12, 1983. Pending a review of the whole situation, the Academic Council decided not to make fresh admissions to the Semester beginning in July, 1983. The Academic Council also decided that the admission policy and procedures should be reviewed in the light of the experience gained. The Committee need hardly stress the importance of early resumption of admissions so as to avoid a national waste. They also trust that the admission policy and procedures of the University will be suitably re-oriented so as not only to sub-serve the objectives for which the University has been set up but also to avoid disruptions in the normal academic life of the University in future.

[Serial No. 30, Appendix II Para 6.31 of 179th Report of Public Accounts Committee (Seventh Lok Sabha) ]



### Action Taken

In order to prevent recurrence of incidents of students indiscipline in future and also to ensure its smooth functioning the University has taken a series of measures, as follows :—

- (1) The admission policy and procedures were modified providing for admission on merit determined through an All India Entrance Test throughout the country. There is, however, 22½% reservations for Scheduled Castes, Scheduled Tribes and 3% for physically handicapped candidates;
- (2) The ordinances relating to the courses of study for M.A./ M.Sc., M.Phil and Ph.D. degrees have been suitably modified providing completion of courses within the prescribed time limits and that minimum standards would have to be maintained for continuation of students in the programme;
- (3) Rules for admission to, and management of, hostels have been modified in order to ensure that *bona-fide* students are only able to avail hostel facilities,
- (4) A separate grievance redressal mechanism has been set up for students and employees.

The salient features of the grievance redressal mechanism for students and non-teaching staff, in brief, are as follows :—

#### *For Students*

- (1) The mechanism provides 2-3 tier redressal system under which the students can get their grievance redressed through appropriate level Standing Committee constituted by the University. If a student is not satisfied with the first level decision, he is at liberty to make an appeal to the next level Standing Committee. The decision of the Committee would, however, be final and binding.

#### *Non-teaching staff*

The mechanism provides for two-level Committees. The first level committee also includes the representation of the employees. There is also a committee for redressal of collective complaints/grievances of

students and employees; and if not satisfied with the decision they may make a final appeal to the Vice-Chancellor. The final appeal in all matters of personal/collective complaints lie with the Vice-Chancellor.

The process for redressal at each stage is time bound.

#### **Recommendation**

The Committee observe that in the case of the Indian Institute of Sciences, Bangalore, it is provided in the Statute itself that after a specified interval the Visitor would review the academic functioning of the Institute. Under Section 8 of the Jawaharlal Nehru University Act, the Visitor may from time to time appoint one or two persons to review the work and progress of the University and submit a report thereon, but this provision is only an enabling one. The Committee would commend the idea of suitably amending the Jawaharlal Nehru University Act, 1966 with a view to establishing a mechanism to conduct an independent periodic review of the working of the University in all its aspects.

[Serial No. 31 Appendix II Para 6.32 of 179th Report of  
Public Accounts Committee (Seventh Lok Sabha) ]

#### **Action Taken**

It has been decided to accept in principle that a quinquennial review of the academic performance of the Central Universities along-with streamlining the administrative and financial procedure of the Central Universities including Jawaharlal Nehru University should be undertaken.

The University Grants Commission in its meeting held on 4th December, 1984 decided that a Committee may be appointed to review the working of the Central Universities periodically and to assess their performance. The Commission also decided to set up a secretariat to assist the Committee.

#### **Recommendation**

The Jawaharlal Nehru University was conceived to be an institution to disseminate and advance "Knowledge, wisdom and understanding" by teaching and research and by the example and influence

to its corporate life. It was to promote the principles and ideals for which Jawaharlal Nehru worked during his life-time. The two principles deal to the heart of Jawaharlal Nehru were tolerance and discipline. The Committee therefore deeply regret the confusion that prevailed in the "University which culminated ultimately in the closure of the University with effect from 12 May, 1983 for over two months. This does not redound to the credit of the Institution. The academic, administrative and student communities together owe it to the great ideals with which the institution was set up to maintain all the time an atmosphere conducive to translating the ideals into reality.

[Serial No 32, Appendix II Para 6.33 of 179th Report of  
Public Accounts Committee (Seventh Lok Sabha) ]

#### **Action Taken**

The Committee has made factual observations and no comments are called for.

## CHAPTER III

### RECOMMENDATIONS / OBSERVATIONS WHICH THE COMMITTEE DOES NOT DESIRE TO PURSUE IN VIEW OF THE REPLIES RECEIVED FROM GOVERNMENT

#### Recommendation

According to Audit, as against an outlay of Rs. 100.31 lakhs allocated for equipment in Fourth and Fifth Five Year Plans, the actual expenditure was as high as Rs. 149.37 lakhs till 1979-80. Though the University Grants Commission was aware of lack of financial discipline in the expenditure on equipment, it went on releasing funds requested for by the University from time to time and also regularising the excess expenditure *post facto*.

[Serial No. 10, Appendix II Para 2.22 of 179th Report of Public Accounts Committee (Seventh Lok Sabha)]

#### Action Taken

The excess expenditure on equipment was due to the inadequacy of funds initially approved by the University Grants Commission for purchase of equipment. Sharp rise in prices was also responsible for additional expenditure. The Committee appointed by the U.G.C. considered the essential needs of the University and recommended allocation of more funds. A copy of the Report of the Committee is enclosed (Annexure). The U.G.C. accepted this recommendation and made more funds available to the University. This decision was not in the nature of more regularisation of excess expenditure.

The University has noted the observation made by the Committee for future guidance. Financial procedures have already been streamlined which ensure that there is no expenditure without proper and prior sanction.

**ANNEXURE**

*Report of the Committee appointed by the U.G.C. to consider the proposals relating to the School of Physical Sciences, School of Environmental Sciences and the School of Life Sciences of the Jawaharlal Nehru University.*

*Appointment of the Committee*

1. The Jawaharlal Nehru University made a proposal to the U.G.C. for the establishment of the School of Physical Sciences in the University. This was considered by the Commission in its meeting held on 18th October, 1976 when the Commission resolved as under :—

“The Commission considered the proposal of the Jawaharlal Nehru University, for establishing the School of Physical Sciences in the University. The Chairman mentioned that he had since received another letter from the Vice-Chancellor with regard to other requirements of the University during the current Plan period. The Commission felt that, to have an integrated view of the additional requirements of the University, a Committee may be appointed to consider the proposals received from the University and if necessary, to review also the existing proposals accepted within the allocation indicated to the University. The Committee may also, while making recommendations, keep in view the academic programmes of the Delhi University so as to bring an effective co-ordination between the two universities”.

In pursuance of the above resolution of the Commission, a Committee consisting of the following was constituted :—

1. Professor B.M. Udgaonkar  
Tata Institute of Fundamental Research  
Bombay.
2. Professor R.P. Bambah  
Department of Mathematics  
Panjab University  
Chandigarh.

3. **Professor A.R. Verma**  
Director  
National physical Laboratory  
New Delhi.
4. **Professor C.N.R. Rao**  
Department of Chemistry  
Indian Institute of Science  
Bangalore.
5. **Dr. Hari Narain**  
Director  
National Geophysical Research Institute  
Hyderabad.
6. **Professor O. Siddiqi**  
Tata Institute of Fundamental Research  
Bombay.

Professor C.N.R. Rao was unable to participate in the work of the Committee.

The Committee was assisted in its work by Dr. M.L. Mehta of the UGC Office.

3. The Committee met on 8th February, 6th July and 10th August, 1977. The meeting on the 8th February, 1977 was held in the UGC Office and on 6th July and 10th August, 1977, the Committee, besides meeting in the office of the U.G.C., also visited the J.N.U. and the Schools of Life and Environmental Sciences. The Committee had detailed discussions with Dr. B.D. Nag Chaudhury, Vice-Chancellor, JNU and with the Deans and Faculty members of the Schools of Life Sciences and Environmental Sciences. The Committee also went round the laboratories of both Schools. In the School of Environmental Sciences, the Committee had an opportunity of meeting the students.

4. The financial implications of the proposals made by the University involved a sum Rs. 107.04 lakhs for the remaining period

of the 5th Five Year Plan as detailed below :—

S. No.	School	Non-Recurring	Recurring**	Total
(Rupees in lakhs)				
1.	Physical Sciences (I)*	42.50	11.90	54.40
2.	Life Sciences (II)*	27.15	4.50	31.65
3.	Environmental Sciences (III)*	14.16	6.83	20.99
	<b>Total</b>	<b>83.81</b>	<b>23.28</b>	<b>107.04</b>

\* These are the numbers of Annexures where the details of the proposals are given.

\*\* The recurring expenditure has been worked out for a period of 1½ years.

4. The Commission has already separately sanctioned funds to the tune of Rs. 80.46 lakhs to Jawaharlal Nehru University subsequent to the sanctioning of funds on the basis of the recommendations of the V Plan Visiting Committee.

6. The Committee was supplied the following materials by the UGC Office at the beginning of its work :—

- (1) Fifth Plan proposals originally made by the University.
- (2) Observations made by the Fifth Plan Visiting Committee in its report on the University.
- (3) Sanctions made by the Commission on the basis of the recommendations of the Visiting Committee, as also the sanctions made later on.
- (4) Copy of the letter dated October 9, 1976 from the Vice-Chancellor, Jawaharlal Nehru University to the Chairman, U.G.C. commenting on the report of the Fifth Plan visiting Committee.

- (5) Proposals of the University to establish a School of Physical Sciences.
- (6) Additional proposals made by the University along with their justification.
- (7) Report of the working groups in the Schools of Life and Environmental Sciences.

### *Approach*

7. The Committee at its meeting on 8.2.1977, took note of all the observations made in the above papers and decided to adopt the following line of approach :—

- (1) It would be desirable to know more about the progress of interdisciplinary approach in each School and how far the faculty in the Schools is committed to such an approach.
- (2) It would be desirable to know how far the recommendations made by the various working groups set up by the University or by UGC Committees have been actually implemented by the various Schools/Centres of the University.
- (3) The University may, therefore, be requested to send a consolidated note about the progress made by the Schools so far, especially in establishing a coordinated approach, and also indicating the problems faced by the Schools in achieving their goals.
- (4) One may ascertain the major thrust areas of research in each School, the available expertise and facilities for such areas, the existing gaps and the proposals of the University to fill them. The total needs — men and material—would have to be considered in the light of such a perspective to be provided by the University, keeping in view (a) the limitations on the availability of trained personnel and resources, (b) that less than two years of the Fifth Five Year Plan are left and (c) that the University should not duplicate the work being done by other universities or research institutions in Delhi.



- (5) The University may be requested to send the report of the working group on the School of Physical Sciences.
- (6) The role of the proposed new School of physical Sciences may be considered in relation to the over-all structure and activities of the University and to the objectives with which the Schools of Life Sciences and Environmental Sciences were created ; the possible impact of the creation of such a Schools on the inter-disciplinary programmes should be assessed.

*Views of Vice-Chancellor & Others*

8. The Vice-Chancellor, Deans and faculty of the two Schools in the course of their discussions with the Committee made the following general observations :—

- (1) The School of Life and Environmental Sciences at the J.N.U. are new experiments with emphasis on inter-disciplinary approach. It will take time for the Schools to develop an integrated unified approach in the areas of Life Sciences and Environmental Sciences.
- (2) There is an urgent need for sound foundation in both the Schools of Life Sciences and Environmental Sciences.
- (3) The Schools should stress a few selected areas of research, with emphasis on an inter-disciplinary approach.
- (4) The University does not contemplate the creation of any departments in the Schools.
- (5) There would be no duplication of the academic activities of the Schools viz-a-viz Delhi University or other teaching and research institutions in Delhi.
- (6) A substantial portion of the Foundation grant had lapsed for reasons beyond the control of the University which was in the initial stages of its establishment at that time. The proposals of the School essentially relate to their establishment and not to development.

## 8. *Central Observations*

The Committee makes the following general observations :

- (1) The Commission had allocated a sum of Rs. 6.00 crores for the Fifth Plan development proposals of the University. The sanctions originally made by the UGC on the basis of the report of the Visiting Committee are given in Annexure 4. The Commission has also separately sanctioned funds to the tune of Rs. 80.46 lakhs subsequent to the sanctioning of the funds on the basis of the recommendations of the Visiting Committee. The Committee understands that the proposals already accepted by the Commission, if fully implemented by the University, will involve a non-recurring expenditure of Rs. 631.41 lakhs in addition to the recurring expenditure on posts, fellowships and the other administrative and supporting staff actually appointed. This does not include (a) provision for equipment, staff and maintenance expenditure for the School of Computer and Systems Sciences, (b) expenditure on 50% of the faculty housing sanctioned by the Commission outside the plan allocation and (c) funds for the quarters of the essential staff whose services require them to remain on the campus.
- (2) The Jawaharlal Nehru University had included a sum of Rs. 20 lakhs for equipment for the School of Life Sciences and an equal amount for the School of Environmental Sciences in its Fifth Five Year Plan proposals originally made to the Commission. The Commission has sanctioned Rs. 20 lakhs for the School of Environmental Sciences and Rs. 17.5 lakhs for the School of Life Sciences. These funds have been fully spent/committed by both the Schools.
- (3) The Committee noted that the "Chandy Committee" on JNU in its report made to the UGC in October, 1976 had observed that "the University may explore to develop a special type of central instrumentation facility which could be made use of by all the Schools at the University, keeping in view the interdisciplinary nature of the programmes of teaching and research. This needs a careful study of the programmes and

the equipment required". The Committee notes that no efforts had been made by the University in this regard. The Committee feels that immediate steps should be taken by the University for developing a co-ordinated approach to the use of costly facilities in the University. The University may constitute a working group to work out the details.

- (4) The Chandy Committee had observed that "large number of areas are being pursued for the purpose of research in both the Schools, all of which cannot be supplied with elaborate equipment facilities at this stage on account of severe limitations of financial resources. It is essential to identify a few areas in each School in which there is to be a major thrust..." The University did not seem to have given much consideration to this recommendation of the Chandy Committee. Both the Schools had listed a rather large number of research areas. The present committee also tried to impress upon the faculty of the two schools the importance of defining a few thrust areas in each School, and of defining their needs on the basis of requirements of these areas rather than on the basis of teaching needs. In the Committee's view no additional staff is necessary in terms of the teaching needs alone. On the other hand, no cogent case was presented by the University for additional staff in relation to well-knit research programmes in major thrust areas, which they were requested to define during the discussions at the first visit to the University on 6th July, and again on 10 August. Both the schools have now reached a viable size. At this stage, it would be desirable for both the Schools to sharpen their academic perspectives and to identify a few (not more than 3 or 4) major thrust areas for research so that they may be able to make an impact in these areas, keeping in view the limited resources available. Such an exercise should form the basis of development during the next Plan period.
- (5) The Schools should function around a few viable groups, keeping in view the goal of inter-disciplinary research as envisaged by the university in its Act and the objectives of the Schools. The needs of the Schools now are to be considered by and large in the light of their research programmes, and the

teaching needs should largely be met from the existing staff which is adequate in number. The Committee is of the view that in these Schools, which are expected to emphasise inter-disciplinary programmes, the faculty members should be able to teach the various courses at the foundation level without having to recruit specialists merely for giving such courses.

- (6) The M. Phil. and Ph. D. students are under the guidance of individual teachers, and only in a very few cases under the guidance of more than one member of the faculty in the School of Environmental Sciences. This does not appear to promote the kind of multi-disciplinary training in research which is one of the major charters of the Jawaharlal Nehru University. There has to be a more cohesive thinking and planning of academic activities and programmes in the Schools, so as to derive maximum benefits from the varied expertise available. Regular weekly seminars, in which research students would also participate, could provide a forum not only for reporting on the current status of the environmental and life sciences and on on-going activities in the Schools, but also for involving inter-disciplinary interests and programmes. There is an urgent need to adopt all possible measures in the Schools so as to develop greater integrated thinking.
- (7) The Committee spent full two days at the University, most of the time with the Faculty in the two Schools, discussing academic support they needed. Neither School expressed a need for a School of Physical Sciences from the point of view of providing a support to their teaching research programmes.
- (8) In the view of the Committee, the next few years will be crucial for the future of these Schools (and so for Science at JNU). They now have a core staff and have reached a reasonable size. The commitment of the present staff to inter-disciplinary programmes and their ability to define integrated perspectives for their respective Schools, will determine the character of these Schools for years to come, and also whether the "grand design of inter-disciplinary work" (Vice-Chancellor's letter

dated 9-10-1976) will, in practice work out. No steps should, therefore, be taken, which are likely to come in the way of crystallisation and stabilisation of inter-disciplinary programmes at the University—Failure of inter-disciplinary approach at JNU is likely to have an adverse effect on the attempts to introduce inter-disciplinary programmes elsewhere in the country. Therefore, a special responsibility rests with the JNU to set the pace for inter-disciplinary programmes in the national university system.

- (9) The committee makes the following observations and recommendations on the various proposals made by the university.

(a) *School of Life Sciences :*

10. The School was started in 1971. It provides courses leading to the degree of M.Sc., M. Phil. and Ph. D. The growth of students and faculty is given in the following table :

Year	70-71	71-72	72-73	73-74	74-75	75-76	76-77
Students	2	26	42	53	63	85	82
Staff	2	6	8	10	10	18	18

The research interest of the faculty, papers published, and research projects in hand, are given in Annexure 5.

11. Staff sanctioned during the Fourth Plan period and the appointments made upto 31st March, 1974 are given below :

	Professor	Assoc. Professor	Asstt. Prof.
Sanctioned	4	10	7
Filled as on 31-3-74	3	8	3

Posts which were filled upto 31st March, 1974 formed the part of committed expenditure under "Maintenance Grant" and the posts which could not be filled up as on 31st March, 1974 were treated as lapsed.

The position of utilisation of the Fifth Plan sanction is as under :—

S. No.	Item	Fifth Plan Visiting Committee recommendations			Sanctions already made	Progress of implementation	
		Periority					
		I	II	III			
1.	Staff	4P	—	—	As under Ist priority	1 P, 2 Asso. P., 1 Asstt. Prof. appointed as on 4-2-77. One fellow appointed against Professor.	
		2 Assoc. Prof.	—	—			
		2 Asst. P.—	—	—			
		(Rupees in lakhs)			Spent Committed		
2.	Books	1.50	1.00	1.00	1.50	3.13	0.55
3.	Equipment	7.50	5.00	5.00	17.05	15.27	17.07
4.	Furniture	0.10	0.10	—	0.10	—	—

The Committee was told by the Dean of the School of Life Sciences on 10th August, 1977 that the amount of expenditure already committed for the purpose of equipment as on date was Rs. 40.9 lakhs.

12. The proposals made by the University are given in Annexure-2. The Vice-Chancellor, Dean and Faculty of the School gave the following justification in support of the proposals :—

- (a) The School had not been able to utilise fully the foundation grant during the IV Plan period.
- (b) Seven areas were needed for teaching at M. Sc. level, and there had to be a minimum of four persons in each of these disciplines.
- (c) An expenditure of Rs. 40.9 lakhs was already committed for expenditure.

13. The Committee makes the following observations :—

- (1) The school which began in 1971 has established multi-disciplinary programmes in Life Sciences leading to M. Sc., M. Phil and Ph. Ds. degrees.
- (2) The faculty of the school, which consists of 20 members represents expertise in developmental biology, plant biochemistry, physiology, radiation biology, photo biology and membrane studies, genetics bio-physics, botany and Zoology. Research is being carried out by the faculty and their research students, more or less on an individual basis in these areas.
- (3) The School admits students with a bachelor's degree in physical or biological sciences, to the M. Sc. course. This is welcome.
- (4) The needs of the School had to be assessed in terms of the current faculty and its programmes, and not on the basis of grants which had lapsed at the end of the IV Plan period.
- (5) The University had made a proposal for six additional faculty positions at various levels, for the School. The Commission had already sanctioned eight faculty positions for the School in the Fifth Plan, of which only four could be filled up so far as stated on page 10. The University has appointed four fellows and emphasized that positions were needed to regularise these appointments. In the Committee's view, no additional positions need to be created for this purpose. It should be possible to adjust these fellows against the total faculty positions already sanctioned. The University also made case on the basis of formula of 4 staff members in each of 7 areas. The Committee could not subscribe to such a formula.
- (6) The Committee, however, feels that there is a need to induct senior people to strengthen the overall enhesiveness and directivity of the School. The Committee recommends that in case the University is able to identify such outstanding scientists for being inducted into the School during the Fifth

Plan period and makes a proposal for creating more senior positions for such identified scientists, it may be favourably considered by the Commission.

- (7) For the purpose of assessing the urgent needs of research equipment and facilities, the Committee felt that these needs must be assessed in relation to the current or proposed research activities and interests of the members of the department. After considerable discussion the faculty agreed to group their research activities in the following broad areas of Biology : (i) Radiation Biology (ii) Plant Biochemistry, Physiology, including memrans (iii) Developmental Biology, (iv) Neuro-Biology including Neuro-Chemistry and (v) Microbiology. The names of the members of the faculty interested in these areas are given in Annexure 5. The interests of some of the members of the faculty, however, have very naturally, an overlap between these areas.
- (8) The Committee tried to assess the equipment needs in relation to the requirements of above five groups of activities. On the basis of the discussions held and the priorities given by the members of the faculty, the Committee recommends, a provision of Rs. 8.61 lakhs as detailed in Annexure 6, for additional equipment which is urgently needed in the School of Life Sciences, during the Fifth Plan period. For any other requirements including assistance towards design and fabrication of special equipment, mentioned by some members of the faculty, they may apply to SRC of the UGC, CSIR, DST etc. with appropriate research projects.
- (9) The Committee could not understand, even after a long discussion, the case made for equipment grant on the basis of a committed expenditure of Rs. 40.9 lakhs. It appeared at the end of the discussions that this equipment had already been acquired by the University out of its funds, and that the equipment which the faculty was pressing for with the Committee (for which Rs. 8.61 lakhs are recommended above) was over and above what had been listed under Rs. 40.9 lakhs.



(b) *School of Environmental Sciences :*

14. The School of Environmental Sciences was established in December, 1974. It initiated its doctorate programmes from the academic year 1975-76.

The growth of student enrolment and staff strength is given in the following table :

	Year	1974-75	1975-76	1976-77
Students		14	44	46
Staff		7	12	13

The Commission sanctioned posts of 4 Professors, 4 Associate Professors and 3 Assistant Professors for the School during the Fourth Plan period. None of the posts could be filled during the Fourth Plan and hence lapsed.

15. The sanctions made during the Fifth Five Plan period and the progress of implementation of the schemes is given below :

S. No.	Item	Recommendations			Sanctioned already	Progress of implementation	
		I	II	III		Spent	Committed
		(priority)					
1.	Faculty	4 Prof.	—	—	As under	*	
		5 Asstt. Prof.	—	—	1st		
		6 Ass. Prof.	—	—	priority		
		Rs. in lakhs			Spent	Committed	
2.	Books	2.00	1.00	2.00	2.00	7.93	0.56
3.	Equipment	10.00	5.00	5.00	20.00	17.00	3.00
							(as on 2-6-77)
4.	Furniture	0.30	0.20	—	0.30	—	—

\*Post of 2 Professors, 4 Associate Professors and 9 Assistant Professors have been filled. 3 extra posts of Assistant Professors have been filled against the higher posts.

The details including the research interests of the faculty of the School are given in *Annexure 7*. The titles of the M. Phil dissertations which have been completed are given in *Annexure 8* and those which are under various stages of completion are given in *Annexure 9*. The research papers published by the faculty after joining the School are given in *Annexure—10*.

16. The University has requested 23 new faculty positions (Vice-Chancellor's letter dated 23-5-1977) and Rs. 25.86 lakhs for equipment/instruments outside the V Plan grants, for the School of Environmental Sciences.

- (a) The items of equipment are stated to be required for special studies proposed to be undertaken in the applications of physics, chemistry, geology, ecology, biology and physiology to problems related to the environment. It includes special equipment required for stimulation of different environmental conditions as well as the equipment required in connection with field studies.
- (b) The additional faculty is stated to be required :
  - (1) for teaching of a large number of compulsory and optional papers at the M. Sc. and M. Phil levels.
  - (2) to spend a considerable time in the field both for instructional as well as research purposes.

17. The Committee makes the following observations :

- (1) The School of Environmental Sciences in the Jawaharlal University was established in December, 1974 and started functioning in July, 1975. The activities of this School "were supposed to be inter-disciplinary with an effort to integrate the Physical Sciences with Earth and Bio-Sciences to understand the problems of environments for proper management of the natural resources and for the health of human beings.
- (2) The proposals of the School list five major areas where work has already been initiated and requirements of staff and equipment for the same have been projected :

The five areas are :—

- (A) Mathematical Modelling
- (B) River Basin Studies
- (C) Mineral Resources and Management
- (D) Eco-Systems Processes
- (E) Interactions between Bio-Responses to different Environmental Conditions.

The Committee feels that the purpose of evolving coherent thrust programmes B & C may be combined and so also D & E. It also recommends that mathematical modelling activities should largely relate to (B&C) or (D&E) rather than be un-connected with them.

- (3) The School presently has 16 members on the staff and another professor is likely to join shortly from the NEERI. The existing faculty of the school and areas of their interest from among those listed in para (2) are indicated below :

Physics	3	Area A
Geology and Geochemistry	3	Area B & C
Chemistry	2	Area B, C, D & E
Physiology	1	
Biochemistry	1	D & E
Biophysics	1	
Ecology	1	
Physics	1	Area E
Physiology	2	
Biochemistry	1	

The University has requested 23 additional faculty positions i.e. more than doubling of the faculty. It has also given a requirement of Rs. 25.86 lakhs for equipment/instruments, in addition to the Rs. 20 lakhs already sanctioned.

- (4) The University had started teaching programmes at the M. Sc. level in three streams of Environmental Sciences (a) Physical Stream, (2) Geological Stream and (3) Biological Stream. The

Committee noted that the teaching programmes in these three streams were to a large extent conventional M.Sc. courses in Physics, Geology, and Biology, with some addition of Environmental Sciences. The Committee was informed that the School found this necessary because they were not sure of job opportunities for the products, and so wanted that the option be open to their M. Scs. to continue in their conventional disciplines, after M. Sc.

The University had introduced the M. Sc. teaching programme in the School, contrary to the recommendations made by the 5th Plan Visiting Committee of the UGC and also by the working group on the Schools appointed by the University itself. The Vice-Chancellor, Dean and Faculty members stated that the programmes had to be introduced due to the pressure from the students and it would be difficult to discontinue this programme at this stage because of the likely agitation from the students. They, however, agreed that on academic grounds the M. Sc. programme should be discontinued, and the School should concentrate on M. Phil and Ph. D. programmes only. It was stated that some students (about 18) are in the second year of the course and they would be worried about their future if the course was discontinued. The Committee suggested that these students who are in the second year of the M. Sc. course could, after completing M. Sc., be admitted to the M. Phil course in the School, provided they satisfy the admission criteria and suitable fellowships may be given to them to enable them to continue their studies leading to the M. Phil degree. It was not desirable to perpetuate the course, with which they themselves were not happy, on such non-academic considerations.

The suggestion of the Committee to discontinue the M. Sc. teaching programme and not to admit fresh students to it during the academic year 1977-78, was accepted by the faculty and the Vice-Chancellor.

5. The Committee notes from the appendices to the proposals that 10 research topics had been completed at M. Phil/Ph. D. level, by 10 students during 1975-76, under the supervision of various Faculty members. Sixteen M. Phil dissertations were at various stages of completion at the time of the visit of the Committee.

The M. Phil studies undertaken so far neither show any integration among the few selected topics which have been undertaken for research nor indicate a well thought-out approach to undertake environmental studies through coordinated effort. The studies carried out so far include widely divergent topics such as "water Chemistry of the Ganga River", "Some investigation on flat plate Solar Water Heater", "Responses of Plants to heavy metal pollution", "Geochemistry of ultramafic rocks of Kolar schist belt", "Pattern of sedimentation in Lake Chilka", "Study of Vander Pol equation and its applications" and so on. The present approach seems to be that each individual faculty member takes two or three M. Phil/Ph. D. students with him and decides his own research projects without any obvious relationship or integration even among his own topics of research. Coordination among the projects of the various faculty members is not at all evident.

6. The M. Sc./M. Phil/Ph. D. students who met the Visiting Committee on August 10, 1977 expressed their fears that their courses did not indicate an integrated approach. They were also keen that the M. Phil/Ph. D. programmes should be much more directly related to real-life environmental problems in the country.

7. The basic objectives of J.N.U. were stated to be "to create an institution of excellence for (i) promoting inter-disciplinary studies, (ii) providing integrated courses in humanities, social sciences, science and technology, and (iii) creating in teachers and students an awareness and understanding of the social needs of the country and to prepare them for fulfilling such needs".

The two years experiences of the School of Environmental Sciences, though rather short to judge its effectiveness, does point to the fact that things have not moved in the directions toward fulfilment of the basic objectives. The Fifth Five year Plan proposals of the School of Environmental Sciences had indicated certain linkages (vide Schedule—11A of V Plan proposals). It is obvious that necessary integration within the School itself has not been forthcoming, leave along the desired linkages with Schools of Life Sciences and Social Sciences.

With the addition to Dr. Dave from NEERI, the School of Environmental Sciences will have three very senior and competent persons as Professors. It is suggested that these senior persons along-

with the other members of the faculty should discuss in detail the philosophy and the programme of work which need to be initiated in the School, to fulfil the objectives of the J.N.U. and to make an impact towards appreciation of problems of environmental sciences. The five areas of thrust selected need re-thinking and further concretisation of ideas to fit in the objectives of the School and the University.

8. The Committee notes that the School does not yet have any regular seminar activity. A regular seminar activity should help the school in defining or converging upon the focal point(s) around which the programmes of research work and courses may be organised.

9. It is suggested for consideration that a typical eco-system such as a specific water shed of a lake or an isolated self-contained region be identified, and integrated studies by the entire faculty be initiated in the some region with emphasis on different aspects of the environment such as :

- (a) Geomorphological, meteorological geological, chemical zoological, botanical and microbial aspects ;
- (b) Space and time variations in all these studies ;
- (c) Functional studies like energy circuits, biogeochemical cycles, foodchains, control mechanisms, etc. ;
- (d) The ways in which man-made actions disturb the functional mechanisms of the eco-system ;
- (e) Problems of design and synthesis of such eco-systems ;
- (f) Pollutants and health effects ; and
- (g) Sharpening of tools of environmental management through operational research and mathematical modelling.

All these studies would need a good mixture of field, laboratory and computer inputs. Available data from the Government agencies will need to be critically studied to plan for collection of additional data. Possibly the existing faculty could undertake most of these studies with certain inputs from the Schools of Life and Social Sciences over the remaining period of the Fifth Five Year Plan, with marginal additions

of staff and equipment wherever considered essential. Such marginal inputs could come from research schemes that may be financed by UGC or DST. Such an approach could possibly bring a much needed integration of activities of the staff members and better appreciation of the environmental problems, both academic as well as applied. An experience of this type will also be useful to plan and strengthen the future activities of the School for the Sixth Plan period.

10. The Committee feels that the School of Environmental Sciences of the J.N.U. should consolidate and sharpen the focus of their activities by fully utilising the resources already available to them before thinking of enlarging their activities by doubling the faculty and the financial requirements for equipment and instruments during the remaining  $1\frac{1}{2}$  years of the present plan period.

11. Professor H.K. Das has recently been moved to the School of Environmental Sciences from the School of Life Sciences. The Committee recommends Rs. 4 lakhs towards the equipment needs of his programme, including a 54-L-5-50 centrifuge. The University should also let him keep the laboratory equipment he was using in the previous School.

(c) *The proposed School of Physical Sciences*

The proposal of the University to establish a School of Physical Sciences was discussed by the Committee with the Vice-Chancellor in its meeting with him on 10th August, 1977. The Vice-Chancellor emphasised the importance of developing basic disciplines in Physical Sciences, and stated that the absence of basic Physical Sciences in the University had been a serious lacuna in the growth of the University. He stressed the importance of Physical Sciences for providing an infrastructure to back-up the Schools of Environmental Sciences, Life Sciences and Computer Sciences. He also stated that the proposed School would provide a focal point of a healthy inter-action to the very few physical, mathematical and chemical scientists, who today found themselves isolated in the Schools of Life, Environmental and Computer Sciences.

The Vice-Chancellor mentioned that the idea was not to grow separate Departments of Physics, Chemistry and Mathematics, but a

combined School of Physical Sciences which would not give the conventional Physics, Chemistry or Mathematics Courses that other Universities give. He mentioned Energy and Material Science as possible areas for the School of Physical Sciences.

The Committee feels that the view expressed by the Fifth Plan Visiting Committee, namely that it was premature to consider a proposal for the School of Physical Sciences and that the proposal had not been considered in depth by Working Groups, continues to be valid. It also continues to be true that the University had yet to develop fully the programmes of the Schools of Life Sciences and Environmental Sciences and especially the School of Environmental Sciences had yet to identify its focal point(s). Creation of a School of Physical Sciences at this stage is likely to disturb the process of crystallisation and stabilisation of interdisciplinary programmes in the School of Environmental Sciences. Further, it was not clear why J.N.U. should also start a programme (Centre) in Material Sciences or Energy Studies when such programmes are being developed elsewhere in the country. In particular, Energy is being actively pursued in the neighbouring I.I.T.

The Vice-Chancellor, in the course of the discussion, stated that the University for the present wanted to undertake a feasibility study with regard to the proposed School of Physical Sciences, by appointing one or two persons. The Committee feels that this can be done by inviting some distinguished scientists as Visiting Professors for carrying out such studies, without any commitment from the U.G.C. that the proposed School would be established during the next plan period. Considering the weakness of planning and co-ordination with regard to the School of Environmental Sciences, the Committee feels that any proposal from the University for a centre for Energy Studies or Centre for the Studies of Materials (as-part of a School of Physical Sciences) should be entertained by the U.G.C. only if the University comes up with a detailed feasibility report, which also takes into account the factors discussed above.

(d) *Central Facilities*

The School of Life Sciences and the School of Environmental Sciences have requested for some major instruments to be used as



Central Facility. In particular, an electron microscope was mentioned, and the University requested that in view of the long time required for processing, the University may be allowed to go ahead with the processing of the import of an Electronic-microscope during the Fifth Plan period and that the funds for this purpose may be treated as a first charge on the Sixth Plan allocation of the University.

The Committee would support the general idea of such preprocessing as advance action on VI Plan. However, (a) such a facility for re-processing would then have to be provided to all universities and all universities would have to be notified to that effect by the U.G.C. (b) in each case, a proper justification would have to be provided by the University concerned, in terms of the research programmes (on-going or contemplated) and the non-availability of the instrument in the vicinity.

The Committee has not examined in detail the request for an electron microscope from this point of view. It notes, however, that there are several electron microscopes available at various institutions in Delhi.

*School of Physical Sciences*

	1976-77	1977-78	1978-79	Total
<b>1. Faculty Positions</b>				
Professors	8	7	5	20
Associate Professors				
Assistant Professors				
Professors				
} in the ratio of 1 : 2 : 1				
<b>2. Students Input</b>				
At the level of post-graduate i.e. M. Phil./Ph. D.				
	5	15	20	40
<b>3. Teaching Staff</b>				
(a) Sr. Technical Staff	3	2	1	6
(b) Jr. Laboratory"	4	2	2	8
(c) Other supporting staff (including secretarial staff)	3	2	—	5
<b>4. Non-Recurring Expenditure</b>				
<i>Teaching Aid scientific equipment etc.</i>				
1. N.M.R. Spectrometer	Rs. 8.00 lakhs.			
2. Neutron source system (including the counter and detector system)	Rs. 2.00 ..			
3. Meteorological equipment (with speed and wind directions indicators, rain pressure and				

temperature gauges, hydrometer, pyranometer)	Rs. 2.00	„			
4. Electron Mico probe system	Rs. 12.00	„			
5. Equipment for remote sense picture analysis (electronic photo com- parator, signal averager, computer interface)	Rs. 3.00	„			
6. Vacuum deposition and sputtering unit.	Rs. 3.00	„			
7. ESR Unit.	Rs. 3.00	„			
8. Miscellaneous	Rs. 2.00	„			35 lakhs.
9. Library books and jour- nals	1.50	3.0	3.0	7.50	„
<b>3. Recurring Expenditure</b>					
(a) Lab running expenses	1.00	2.0	2.0	5.00	„
(b) Fellowships and Rese- arch Associateships	0.05	2.0	2.5	5.00	„

**Note :** The above items of equipment have been identified from the point of view of optimum utilisation by all schools and science disciplines. It has also been ascertained that none of the above items of equipment are available with IIT, Delhi or with schools of Life Sciences and Environmental Sciences at the Jawaharlal Nehru University.

The faculty and the students of the two institutions, viz. Jawaharlal Nehru University and the IIT, Delhi would share the laboratory facilities on the two campuses.

## ANNEXURE—II

*Additional proposals—School of Life Sciences*(a) *Recurring :*

\* *Faculty positions :* 2 posts of Professors, 2 posts of Associate Professors and 2 posts of Assistant Professors ; 13 technical/ laboratory staff positions and 6 supporting.

\*(Details attached)

(b) *Non-recurring :*

Equipment	Rs. 22.50 lakhs
Furniture	Rs. 0.15 „
Books & journals	Rs. 4.50 „

(c) The University *vide* its letter of May 10, 1977 made another proposal for minimum staff required for Animal House. Tissue Culture Centre and for Green House (Botanical Garden) as worked out by a Committee consisting of three outside experts besides the Dean, School of Life Sciences and Chaired by the Rector. The requirements are as under :—

1. Curator	1	Rs. 700-1600
2. Assistant Garden Superintendent	1	Rs. 550-900
3. Garden Assistant	1	Rs. 425-700
4. Junior Assistant cum Typist.	1	Rs. 260-400
5. Malis	10	Rs. —
6. Incharge Animal House	1	Rs. 700-1600*
7. Caretakers	6	Rs. 196-232

\* (The pay scales as given above are given by the University).

### Recommendation

The above assessment of the University is by persons connected with the working of the University in one capacity or the other, and no independent evaluation of the performance of the University in the light of its objectives has yet been made. A Committee under the Chairmanship of a distinguished educationalist Shri V.S. Jha to review the working of the University was appointed in July, 1979. But the Committee could not complete its work. The circumstances in which the Jha Committee was forced to leave its work unfinished is a sad commentary on the general atmosphere prevailing in the University.

[Serial No. 27, Appendix II Para 6.28 of 179th Report of Public Accounts Committee (Seventh Lok Sabha) ]

### Action Taken

The Jawaharlal Nehru University in order to make assessment of its functioning during 10 years of its existence with a view to planning its future development in keeping with its objectives, on 12th March, 1980, set up a Committee under the Chairmanship of Prof. V.S. Jha. The Committee was required to submit its report within one year. The term of the Committee was, however, subsequently extended upto June 11, 1981.

The Committee identified certain specific areas of the working of the University and its achievements for detailed study and analysis. These included the life and living conditions of the students, admission policy and procedures, and the system of evaluation.

The plan of work prepared for this study visualised collection of elaborate information from different Centres and Schools. The Committee had to drop the idea because of the magnitude of the problem and the lack of expertise and other conditions required for the study. It also felt that the time allowed to it was too short for such an exercise. Besides, the functioning of the Committee coincided with a period of disturbances including closure of the University.

Apparently, it was the lack of enthusiasm and involvement of the University community in the Committee's work which led the Committee to conclude that it could not complete its work within the time allotted and in the face of non-availability of information.

## CHAPTER IV

### RECOMMENDATIONS/OBSERVATIONS THE REPLIES TO WHICH HAVE NOT BEEN ACCEPTED BY THE COMMITTEE AND WHICH REQUIRE REITERATION

#### Recommendation

The various Schools of Studies did not maintain any data to indicate the number of students who did not complete their studies. However, a study in respect of Schools of Social Sciences and Languages revealed that out of 8826 students admitted to various courses of duration of 1 to 5 years upto 1979-80, 3420 students had left the courses without completing. As these 8826 students had been selected out of about 35,000 applicants, the manner of selection did not seem to be satisfactory in view of the heavy drop outs. Further the average cost of operation of the University per student being over Rs. 11,000 per annum the order of the unproductive expenditure on the drop outs can well be imagined. The Committee think that the contention of the Ministry that those who left the courses in the middle learnt something which would be useful to them in their careers is a poor consolation. They need hardly point out that fellowships/scholarships are given by the University and various other bodies for specific objectives and the objectives for which these are given and these are not served when such students leave their studies without completing. In the opinion of the Committee, an indepth analysis of the reasons for the students discontinuing the courses is called for. In this connection, the Committee would draw attention to the observation made by the Vice Chancellor in evidence before the Committee that in the initial stages, the students were committed to academic career but of late they were going in for Civil Services as they were not sure about their prospects after completing their studies/research in JNU. The Committee would like to take effective steps to deal with the problem of drop-outs. In particular, the Committee would like the Ministry to examine the feasibility of introducing a suitable bond

whereby Scholarship/Fellowship holders are obliged to complete their studies.

[Serial No. 17, Appendix II Para 3.28 of 179th Report of Public Accounts Committee (Seventh Lok Sabha)]

#### **Action Taken**

The details of the number of students admitted to different courses of studies during 1981-82, 1982-83 and 1984-85 and those who dropped-out are given at Annexure 'A', 'B' and 'C'.

As indicated in the Annexures, the percentage of drop outs in the School of Languages is considerably high especially in respect of students admitted to various part-time/diploma/certificate courses. These part time courses attract mainly the local students and those among them who secure employment or are unable to continue their studies, drop out. At the level of M.Phil/Ph.D. Programmes, the percentage of drop-outs is not so heavy. The majority of students pursuing these programmes, dropped out to take up jobs in teaching, research or in Government departments. Some of them left for studies abroad. However, a large number of students who are formally not continuing on the rolls of the University are still actively engaged in research and continue to receive guidance from their respective supervisors. These research scholars have a chance of completing M.Phil/Ph.D. programmes after seeking re-enrolment in accordance with the Ordinances within the perscribed time span.

A number of steps have been taken to attract better talents to research programmes and to retain them in research. These include :

- (1) The University has decided to modify its admission policy and procedures with effect from the 1984-85 academic session, admission to Post-graduate and research programmes is being made on the basis of an all-India entrance test held at various centres in the country.
- (2) The relevant Ordinances have been modified to reduce the total time span spent in different programmes of study and the insistance on minimum academic performance within each programme of study.

- (3) The University Grants Commission has decided to hold an all-India examination for the award of Junior Research Fellowships to ensure that only meritorious candidates are awarded these fellowships.
- (4) The value of the fellowships awarded by the UGC has been raised to Rs. 1000/- p.m. to assure a reasonable allowance to research scholars.

It is expected that the steps taken by the University Grants Commission/Jawaharlal Nehru University would go a long way in reducing the number of drop-outs. The recommendations made by the Committee that it would like the Ministry to examine the feasibility of introducing a suitable bond whereby scholarship/fellowship holders are obliged to complete their studies, has been noted. The bond in such cases would only help to recover the fellowship grants, and may not fulfil the objective of reducing the rate of drop outs. As the successful completion of a research degree does not necessarily assure any employment, any compulsion to execute a bond is likely to be a disincentive to many talented research students who may not have the means to repay the fellowships amount in case they wish to accept employment in preference to continuing research.



## ANNEXURE 'A'

Statement Showing the Number of Students Admitted & Dropped in M.Phil/Ph.D, M.A., PDD and Other Programmes of Study in various Schools of JNU in 1981-82

S. No.	Name of the School	Programmes of study					
		M.Phil/Ph.D		M.A.		Diploma/Certificate Course (part-time) P.D.D./A.D.O.P./D.O.P./C.O.P.	
		No. of Students Admitted	No. of Students Dropped	No. of Students Admitted	No. of Students Dropped	No. of Students Admitted	No. of Students Dropped
• 1.	School of Social Sciences	157	47	274	50	—	—
* 2.	School of inter-national Studies	91	25	62	14	—	—
* 3.	School of Languages	69	NIL	159	68	917	558
* 4.	School of Computer & Systems Sciences	15	NIL	—	—	—	—
5.	School of Environmental Sciences	18	05	—	—	—	—
• 6.	School of Life Sciences	13	02	19	08	—	—
<b>TOTAL</b>		<b>363</b>	<b>79</b>	<b>514</b>	<b>140</b>	<b>917</b>	<b>558</b>

Total Students admitted — 1794

Total Students dropped — 777

**ANNEXURE 'B'**

**Statement Showing the Number of Students Admitted & Dropped in M.Phil/Ph.D, M.A., PDD and Other Programmes of Study in Various Schools of JNU in 1982-83**

S. No.	Name of the School	Programmes of study					
		M.Phil/Ph.D		M.A.	Diploma/Certificate Course (part-time) P.D.D./A.D.O.P./D.O.P./C.O.P.		
		No. of Students Admitted	No. of Students Dropped	No. of Students Admitted	No. of Students Dropped	No. of Students Admitted	No. of Students Dropped
1.	School of Social Sciences	121	22	227	32	—	—
2.	School of International Studies	146	30	81	07	—	—
3.	School of Languages	65	NIL	181	62	884	454
4.	School of Computer & Systems Sciences	18	NIL	—	—	—	—
5.	School of Environmental Sciences	17	06	—	—	—	—
6.	School of Life Sciences	16	05	16	NIL	—	—
	<b>TOTAL</b>	<b>383</b>	<b>63</b>	<b>505</b>	<b>101</b>	<b>884</b>	<b>454</b>

Total Students admitted — 1772  
Total Students dropped — 618

## ANNEXURE 'C'

Statement Showing Number of Students Admitted and Dropped out during the year 1984-85 in full-time programmes of study.

School	No. Admitted		No. Dropped out	
	M.Phil/Ph.D.	M.A./M.Sc.	M.Phil/Ph.D.	M.A./M.Sc.
1. School of International Studies	128	59	9	12
2. School of Social Sciences	169	170	28	48
3. School of Languages	53	173	6	40
4. School of Life Sciences	32	21	6	7
5. School of Computer & Systems Sciences	15	—	4	—
6. School of Environmental Sciences	19	—	7	—
Total :	416	423	60	107

#### Recommendation

The most dismal performance has been that of the Centre for Studies in Science Policy. This Centre had admitted 40 students in M.Phil/Ph.D. Programmes since its inception in 1972-73 but had failed to produce a single Ph.D. upto 1979-80. Only 4 students were awarded M.Phil Degree and in August 1981, 6 students were on roll with a faculty strength of 3. The remaining 30 students had left their studies mid-way. A review committee set up by the Vice-Chancellor *inter-alia* observed that the objective of developing science policy as an independent applied discipline had not been realised and the general atmosphere of the Centre was not conducive to academic work. On their recommendation of the review committee, all fresh admissions were frozen for 2-3 years until the overall atmosphere in the Centre improved. In January 1982,

the Executive Council had decided to revive the academic programmes of the Centre in phases to strengthen them. The Council had also decided to set up a Programme Committee under the chairmanship of the Vice-Chancellor to formulate the academic and research programme of the Centre. The Programme Committee had not submitted its report so far. The Committee would like to know further developments.

[Serial No. 18, Appendix II Para 3.29 of 179th Report of Public Accounts Committee (Seventh Lok Sabha)]

#### **Action Taken**

The Executive Council of the University had decided in February 1980 to suspend the Centre for Studies in Science Policy as an administrative structure. At its meeting held in December, 1983 the Executive Council decided to revive the Centre. Vacant faculty positions have been advertised and Centre is expected to function normally as soon as the appointments are made. The Public Accounts Committee would be informed of the position as soon as the Centre for Studies in Science Policy starts functioning normally.

## CHAPTER V

### RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH GOVERNMENT HAVE FURNISHED INTERIM REPLIES

#### Recommendation

The Committee also note that out of 7 works in progress, contracts for 5 works, costing about Rs. 1½ crores, were rescinded by the University after they had been delayed for periods ranging from 7 to 58 months and after payments aggregating Rs. 1.02 crores had been made. Out of these 5 works, two were subsequently awarded to other contractors at an estimated additional cost of Rs. 13 lakhs at the risk and cost of the first contractor who had, however, gone in for arbitration claiming further payment of Rs. 7.60 lakhs from the University. The Committee would like to be informed of the outcome of the arbitration proceeding in the case of two works.

[Serial No. 7, Appendix II Para 1.50, of 179th Report of  
Public Accounts Committee (Seventh Lok Sabha)]

#### Action Taken

The arbitration proceedings in respect of the two construction projects are in progress. The Committee would be informed of the outcome of the Arbitration Award as soon as it is finalised.

NEW DELHI ;

March 17, 1986

Phalguna 26, 1907 (Saka)

E. AYYAPU REDDY,

Chairman,  
Public Accounts Committee.

## **PART, II**

### **MINUTES OF THE 47TH SITTING OF THE COMMITTEE ON PUBLIC ACCOUNTS HELD ON 27 FEBRUARY, 1986 (AN)**

The Committee sat from 1530 hours to 1645 hours.

#### **PRESENT**

Shri E. Ayyapu Reddy—*Chairman*

#### **MEMBERS**

##### *Lok Sabha*

2. Shri J. Chokka Rao
3. Shri Amal Datta
4. Shri Ranjit Singh Gaekwad
5. Shri Vilas Muttemwar
6. Shri G. Devaraya Naik
7. Shri Rajmangal Pande
8. Shri H.M. Patel
9. Shrimati Jayanti Patnaik
10. Shri Simon Tigga
11. Shri Girdhari Lal Vyas

##### *Rajya Sabha*

12. Shri K.L.N. Prasad

#### **SECRETARIAT**

1. Shri K.H. Chhaya—*Chief Financial Committee Officer*
2. Shri Krishnapal Singh—*Senior Financial Committee Officer*
3. Shri Brahmanand—*Senior Financial Committee Officer*
4. Shri O.P. Babal—*Senior Financial Committee Officer*

REPRESENTATIVES OF THE OFFICE OF C&AG

1. Shri T.M. George—Addl. Dy. C&AG of India
2. Shri D.K. Chakrabarty—Director of Audit (Central Revenue)
3. Shri M. Parthasarathy—Director of Audit (Defence Services)
4. Shri V. Sundaresan—Director of Receipt Audit—I
5. Shri Gopal Singh—Joint Director of Audit
6. Shri B.S. Gill—Joint Director of Audit (Defence Services)
7. Shri P.N. Misra—Joint Director (Railways)

2. The Committee considered the following draft Action Taken Reports and adopted them with certain modifications as shown in Annexure-I.....respectively.

- (1) Draft Report on Action Taken on recommendations contained in 179th Report (7th Lok Sabha) on Jawaharlal Nehru University.

\* \* \* \*

The Committee authorised the Chairman to finalise the draft Reports in the light of the above modifications and other verbal and consequential changes arising out of factual verification by Audit and present them to the Parliament.

*The Committee then adjourned.*

## ANNEXURE I

(See Para 2 of the Minutes)

*Modifications/Amendments made by the Public Accounts Committee at their sitting held on 27 February, 1986 in Draft Report on action taken on 179th Report (7th Lok Sabha) on Jawaharlal Nehru University*

For the existing Paragraphs 1.7 and 1.10, *Substitute.*

“1.7 Concern was expressed by the Committee in their recommendation in the earlier Report regarding the heavy drop-out rate from the Schools of Social Sciences and Languages in Jawaharlal Nehru University. During the first seven years upto 1979-80 out of 8826 students who were admitted to various courses, as many as 3420 students left the courses without completing them. The position was no better during the years 1981-82 to 1984-85. Out of 5409 students admitted during these years, 1562 had dropped out. Some effective steps have now been taken to check the heavy drop-outs which had frustrated these programmes in the part. These steps include modification in admission policy and procedures with effect from 1984-85 academic session. Admission to Post-graduate and research programmes will now be made on the basis of an all-India entrance test. The time to be spent in different programmes is being reduced. It is also being ensured that meritorious candidates are awarded fellowships. The amount of the fellowship award has been raised to Rs, 1000/- per mensem to make it more reasonable. In this connection, the Committee are of the view that the screening of the scholars for admission to these courses has to be made more carefully so that only students with the right type of academic background as also with aptitude and commitment to such studies are admitted and the facility provided is not utilised by those who have free time and option to drop-out according to their convenience. The Committee appreciate that requirement of a bond might prove a disincentive to some talented scholars with limited economic resources but on the whole are of the view that some compulsion is unavoidable



if the substantial resources which are being made available for these studies are to be utilised purposefully. To guard against such a measure being too harsh, the Committee feel that a bond or an undertaking should be insisted upon by the authorities with a view to discourage the students without commitment seeking admissions and depriving the students with commitment, of the opportunity for higher studies. The University authorities must, therefore, take steps to discourage the phenomenon of students coming to the University and using the facilities only as a stop-gap arrangement or a preparatory ground for competitive examinations. Enforcement of bond, however, should be left to the discretion of the University."

"1.10 In the earlier Report, the Committee had expressed concern over the dismal performance of the Centre for Studies in "Science Policy" of Jawaharlal Nehru University. The history of this Centre has been that since its inception in 1972-73, the Centre had failed to produce a single Ph.D, upto 1979-80 and only four scholars had been awarded the M.Phil. degree till that time. Of the remaining, 30 students had left their studies mid-way. In February, 1980, all admissions were frozen for 2-3 years. The Committee have now been informed that the Executive Council has decided to revive the Centre in December, 1983. Steps are being taken to fill up vacant faculty positions, and it had been stated that the Centre is expected to function normally. It has not, however, been explained as to how it is proposed to ensure that the situation will show definite improvement. The Committee feel that a more careful study is called for to ascertain the causes for the unsatisfactory performance of the Centre so far. They recommend that such an indepth study may first be carried out so that adequate steps can be taken *ab initio* to ensure that positive results accrue henceforward."

## APPENDIX

### *Recommendations/Observations*

Sl. No.	Para No.	Ministry/Deptt. concerned	Recommendation
1	2	3	4
1.	1.7	Human Resource Development (Department of Education).	Concern was expressed by the Committee in their recommendation in the earlier Report regarding the heavy drop-out rate from the Schools of Social Sciences and Languages in Jawaharlal Nehru University. During the first seven years upto 1979-80 out of 8826 students who were admitted to various courses, as many as 3420 students left the courses without completing them. The position was no better during the years 1981-82 to 1984-85. Out of 5409 students admitted during these years, 1562 had dropped out. Some effective steps have now been taken to check the heavy drop-outs which had frustrated these programmes in the past. These steps include modification in admission policy and procedures with effect from 1984-85 academic session. Admission to post-graduate and research

programmes will now be made on the basis of an all-India entrance test. The time to be spent in different programmes is being reduced. It is also being ensured that meritorious candidates are awarded fellowships. The amount of the fellowship award has been raised to Rs. 1000/- per mensem to make it more reasonable. In this connection, the Committee are of the view that the screening of the scholars for admission to these courses has to be made more carefully so that only students with the right type of academic background as also with aptitude and commitment to such studies are admitted and the facility provided is not utilised by those who have free time and option to drop-out according to their convenience. The Committee appreciate that requirement of a bond might prove a disincentive to some talented scholars with limited economic resources but on the whole they are of the view that some compulsion is unavoidable if the substantial resources which are being made available for these studies are to be utilised purposefully. To guard against such a measure being too harsh, the Committee feel that a bond or an undertaking should be insisted upon by the authorities with a view to discourage the students without commitment seeking admissions and depriving the students with commitment, of the opportunity for higher studies. The University authorities must, therefore, take steps to discourage the phenomenon of

students coming to the University and using the facilities only as a stop-gap arrangement or a preparatory ground for competitive examinations. Enforcement of bond, however, should be left to the discretion of the University.

2. 1.10

--do--

In the earlier Report, the Committee had expressed concern over the dismal performance of the Centre for Studies in "Science Policy" of Jawaharlal Nehru University. The history of this Centre has been that since its inception in 1972-73, the Centre had failed to produce a single Ph.D. upto 1979-80 and only four scholars had been awarded the M.Phil. degree till that time. Of the remaining, 30 students had left their studies midway. In February, 1980, all admissions were frozen for 2-3 years. The Committee have now been informed that the Executive Council has decided to revive the Centre in December 1983. Steps are being taken to fill up vacant faculty positions, and it had been stated that the Centre is expected to function normally. It has not, however, been explained as to how it is proposed to ensure that the situation will show definite improvement. The Committee feel that a more careful study is called for to ascertain the causes for the unsatisfactory performance of the Centre so far. They recommend that such an indepth study may first be carried out so that adequate steps can be taken *ab initio* to ensure that positive results accrue hence-forward.

77

