

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

**UNIVERSITY GRANTS
COMMISSION**

**ESTIMATES COMMITTEE
1990-91**

NINTH. LOK SABHA



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95 LOK SABHA SECRETARIAT
NEW DELHI

NINTH REPORT
ESTIMATES COMMITTEE
1990-91

(NINTH LOK SABHA)

MINISTRY OF HUMAN RESOURCE DEVELOPMENT
(DEPARTMENT OF EDUCATION)
UNIVERSITY GRANTS COMMISSION

**(Action Taken by Government on the recommendations contained in
the Sixty-sixth Report of estimates Committee (Eighth Lok Sabha)**



Presented to Lok Sabha on 21-8-1990

LOK SABHA SECRETARIAT
NEW DELHI

August , 1990/Sravana , 1912(S) .

NINTH REPORT OF ESTIMATES COMMITTEE
(NINTH LOK SABHA) ON THE MINISTRY OF
HUMAN RESOURCE DEVELOPMENT - DEPTT. OF
EDUCATION - U.G.C.

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ESTIMATES COMMITTEE

(1990-91)

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Shri Jaswant Singh

MEMBERS

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3. Shri Era Anbarasu
4. Shri Kamal Chaudhry
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26. Dr. Thambi Durai
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(iii)

28. Shri P. K. Thungon
29. Shri K. C. Tyagi
30. Shri Kailash Nath Singh Yadav

SECRETARIAT

1. Shri G. L. Batra — *Joint Secretary*
2. Shri B. B. Pandit — *Deputy Secretary*
3. Shri S. M. Mehta — *Under Secretary.*

**STUDY GROUP ON ACTION TAKEN REPORTS OF
ESTIMATES COMMITTEE**

(1990-91)

1. Shri Jaswant Singh — *Chairman*
2. Shri Hannan Mollah
3. Dr. Thambi Durai
4. Shri Chiranji Lal Sharma
5. Shri Yamuna Prasad Shastri
6. Shri Anantrao Deshmukh
7. Shri Kailash Nath Singh Yadav.

INTRODUCTION

1, the Chairman of Estimates Committee having been authorised by the Committee to submit the Report on their behalf present this Ninth Report on action taken by Government on the recommendations contained in the Sixty-sixth Report of the Estimates Committee (Eighth Lok Sabha) on the Ministry of Human Resource Development—Department of Education—University Grants Commission.

2. The Sixty-sixth Report was presented to Lok Sabha on 30th March, 1989. Government furnished their replies indicating action taken on the recommendations contained in that Report on 19th March, 1990. The replies were examined and the Draft Report was adopted by the Estimates Committee at their sitting held on 12th June, 1990.

3. The report has been divided into following chapters:

- (i) Report
- (ii) Recommendations/Observations which have been accepted by Government.
- (iii) Recommendations/Observations which the Committee do not desire to pursue in view of Government's replies.
- (iv) Recommendations/Observations in respect of which replies of Government have not been accepted by the Committee.
- (v) Recommendations/Observations in respect of which final replies of Government are still awaited.

4. An analysis of action taken by Government on the recommendations contained in Sixty-sixth Report of Estimates Committee (Eighth Lok Sabha) is given in Appendix. It would be observed that out of 37 recommendations made in the Report 24 recommendations i.e. about 64.36 per cent have been accepted by Government. The Committee have desired not to pursue 7 recommendations i.e. 18.92 per cent, in view of the Government's reply. Replies have not been accepted in respect of 6 recommendations i.e. 16.22 per cent.

NEW DELHI;
Ju'y 24, 1990.
Shavana 2, 1912 (S)

JASWANT SINGH,
Chairman,
Estimates Committee.

CHAPTER I

REPORT

1.1 This Report of the Estimates Committee deals with Action Taken by Government on the recommendations contained in their Sixty-sixth Report (Eighth Lok Sabha) on University Grants Commission which was presented to Lok Sabha on 30th March, 1969.

1.2 Action Taken notes have been received in respect of all the recommendations contained in the Report. These notes have been categorised as follows:—

- (i) Recommendations/Observations which have been accepted by the Government:

Sl. Nos. 2, 3, 7, 9, 10, 11, 14, 15, 16, 21, 22, 23, 25, 26, 27, 28, 29, 30, 32, 33, 34, 35, 36, 37.

(Total 24, Chapter II)

- (ii) Recommendations/Observations which the Committee do not desire to pursue in view of Government's replies:

Sl. Nos. 4, 5, 6, 8, 19, 24, 31.

(Total 7, Chapter III)

- (iii) Recommendations/Observations in respect of which Government's replies have not been accepted by the Committee:

Sl. Nos. 1, 12, 13, 17, 18, 20.

(Total 6, Chapter IV)

- (iv) Recommendations/Observations in respect of which final replies are still awaited:

Nil.

(Chapter V).

1.3 The Committee will now deal with Action Taken by Government on some of the recommendations.

National Council for Higher Education.

Recommendation (Sl. No. 1, Para 2.7)

1.4 The Committee while, welcoming the proposal to establish National Council of Education, desired that powers, functions, linkages and relationship of the Council with other agencies be worked

out carefully. This is to ensure compliance of its policies, directions, guidelines etc. in view of the autonomous and statutory status of most of the agencies. They recommended that necessary precautions be taken to ensure that the Council did not become another tier in the decision making hierarchy, thereby causing delays. Also that it was vested with adequate powers to enable it to discharge its assigned functions objectively, and with promptitude.

1.5 The Ministry stated in reply that the topic has been under discussion with the concerned departments and agencies. One of the proposals emerging from these discussions was the establishment of a National Council under the Chairmanship of the Prime Minister, to act as a co-ordinating mechanism. However, doubts were expressed about the effectiveness of such a measure. ~~Alter-~~ natively it was suggested that the proposed body should have statutory status, and it should be managed by professionals. It was further stated that the Government was therefore considering the appointment of an Expert Committee to work out the details in this regard.

1.6 The Committee's recommendation for establishing a National Council of Higher Education was first mooted in 1986. It is a matter of great regret that even a body to consider modalities for formation of the proposed National Council, is still only at the consideration stage. It is therefore, a matter of great concern to the Committee that its specific recommendations ought not to have been acceded to by the Ministry. The Committee finds this indifference as extremely disappointing. The Committee urges the Ministry to take a final decision in the matter and apprise them of the progress in this regard.

State Council for Higher Education

(Recommendation Sl. No. 2, Para 2.13)

1.7 In view of the judgement of Supreme Court holding the Andhra Pradesh Commissionerate of Higher Education Act void, the Committee had recommended that in framing of model provisions for setting out the composition and powers of the State Councils, the representatives of State Governments and legal experts should be closely associated so that the provisions framed are clear, precise and unambiguous.

1.8 The Ministry in its reply stated that the guidelines framed by UGC in this regard were reviewed in consultation with Justice P. N. Bhagwati, former Chief Justice of India. The revised guidelines indicating the composition, role and function of State

Councils of Higher Education were circulated to the State Governments in 1988. The new guidelines envisage that State Councils would essentially be bodies that will function for the attainment of objectives of the UGC guidelines; that these shall be agencies to assist UGC. These bodies would, however, not be presumed to derive their strength from the principal instrument i.e. UGC. The Government of Andhra Pradesh has set up a State Council according to revised guidelines and it has been functioning since August, 1988. State Governments of Bihar, M.P. and Orissa have almost finalised their bills in this regard and it is expected that these councils would be established and become functional in most of the States during the Eighth Plan period.

1.9 While the Committee appreciate that the fresh guidelines on the subject issued by the Ministry conform to their recommendations the Committee also hope that all the State Governments will be persuaded to set up their own respective State Councils of Higher Education. The Committee also desire that the position be constantly monitored and that they be kept apprised of the progress made in this regard.

Model Act for Universities

(Recommendation Sl. No. 12, Para 4.41)

1.10 About the implementation of recommendations of the Model Act Committee, as modified by the Gajendragadkar Committee, the Estimates Committee while appreciating the fact that the final decision in the State Acts was to be taken by the respective States, had desired that UGC should take steps for consultation and coordination with a view to providing adequate machinery for the implementation of standards as determined by UGC. The Committee had also expressed their regret over the dismal performance of the Central Government with regard to the implementation of the recommendations of Model Act Committee even in the cases of Banaras Hindu University, Delhi University and Jawahar Lal Nehru University.

1.11 The Ministry in its reply stated that Committee had been appointed to review the management patterns, including the structure, roles and responsibilities of various universities/bodies in the light of the new demands of the university system. This Report had already been submitted to the Commission and was being examined.

1.12 The Committee are dismayed that their earlier recommendation relating to implementation of the Model Act Committee has not yet been implemented. On the other hand, the Ministry is reportedly examining the report of yet another Committee set up to review the management patterns, including the structure, roles and responsibilities of various university bodies in the light of the new demands of the university system. The Committee cannot but take a serious view of the manner in which its recommendations on the subject appear to have been circumvented. The Committee hope that the Ministry would now deal with the matter more purposefully and take prompt decision about the matter so that adequate machinery exists both in Central and State Universities, for the implementation of standards, as determined by U.G.C.

Growth of Universities

Recommendation (Sl. No. 13 Para 4.55)

1.13 The Committee while expressing concern over the uneven spread of education in the country and consequent fall in educational standards had asked the Ministry to develop a mechanism to ensure that a new university is established only if there was an actual need for it and only if in-depth study had been done.

1.14 The Ministry in its reply, stated that the National Policy of Education 1986, and the Programme of Action for its implementation, had also emphasised the need to consolidate facilities in existing institutions. This was to ensure careful planning and provision of infrastructural facilities while setting up new institutions. The policy also provided for setting up of councils of Higher Education for State level planning and coordination of higher education. The Councils have been entrusted with the responsibility of evolving perspective plans for development of higher education in the States. The Ministry further observed that the unplanned proliferation of colleges/universities could be checked only if there was political will to do so.

1.15 The Ministry is perhaps justified in emphasising the aspect of "political will". The Committee however find that this cannot be an alibi for inaction, by the Ministry itself, in its own specified spheres of responsibility; and about recommendations that have been made by the Committee. The Committee, therefore, hold that it is essential for maintaining the required standards in education that its recommendations be accepted, and applied with a sense of urgency.

Examination Reforms

Recommendation (Sl. No. 17, para 4.87)

1.16 The Committee, concerned about the implementation of Examination Reform, desired early action.

1.17 The Ministry while taking note of the recommendation stated that the slow progress in this direction was mainly due to large number of affiliated colleges with the universities. It was further stated that things were bound to speed up with scheme of autonomous colleges, as these would be free to frame their own courses and have their own free evaluation procedures.

1.18 The Committee do not find this as convincing. Admittedly, with the setting up of autonomous colleges things will improve; the problem, however, of examination reform will remain.

1.19 The Committee, therefore, reiterate their recommendation and ask for its early implementation.

Student Teacher Ratio

Recommendation (Sl. No. 18, para 4.90)

1.20 While examining the student teacher ratio obtaining in various universities the Committee had observed substantial variations in them. In Central Universities also the ratio varied from 5:1 to 19:1 and in different Universities and Colleges affiliated to them, the Student teacher ratio varied from 3:1 to 35:1. The Committee had expressed their concern over the fact that even though the issue had been raised in the 102nd report of the Estimates Committee (3rd Lok Sabha) the progress in this regard was dismal. The Committee noted with dismay that a subject panel was activated to look into the matter only after the Committee had focussed its attention on this problem. Keeping this in view the Committee had hoped that the subject panel would be able to suggest ideal student teacher ratio at the earliest.

1.21 The Ministry in its reply stated that in view of different courses offered by various universities and colleges and the varying patterns of enrolment it may not be desirable to lay down a uniform student-teacher ratio. It was also stated that in remote, hilly and rural areas where the student enrolment is less, there was higher student teacher ratio. As regards the exercise being undertaken by the UGC, subject panels, some of the panels had completed the exercise and it was expected to be completed by others also shortly.

1.22 The Committee have observed that their earlier recommendation has not been given serious consideration by the Ministry. The Ministry has only highlighted variations in student teacher ratio at different places. Lamentably, there appears to be no will to analyse the problem and to find a rational solution, even though the problem had been posed before the Ministry by the Estimates Committee of the 3rd Lok Sabha, in their 102nd report. This, to say the least, is extremely unfortunate and betrays total apathy on the part of the Ministry towards the recommendations of the Committee. The Committee hope that the Ministry would, even now, take effective measures to implement their earlier recommendation, in letter and spirit.

Central Universities

Recommendation Sl. No. 20 (para 4.107)

1.23 The Committee while noting that the Government had no well defined policy for establishing central universities, resulting in an uneven distribution of universities in the country, recommended that the Ministry/UGC should frame necessary guidelines in this regard.

1.24 In its reply the Ministry stated that the central universities were not established, as a rule, to provide higher education facilities on a regionwise or statewise basis; that these were set up only in response to specific situations as they arose. The Ministry further observed that it would not be advisable to lay down guidelines for the establishment of central universities on the basis of regional requirements and aspirations.

1.25 The Committee appreciate the point of the Ministry that Central Universities cannot be established on the basis only of "regional aspirations". There is, however, no denying the necessity for specific guidelines in this regard. Such guidelines can only flow from a well defined policy. The Committee, therefore, recommend to the Ministry the need for both these requirements. They would like to be apprised of the action taken by the Ministry in this regard.

Annual Budget Estimates of U.G.C.

Recommendation Sl. No. 28 (para 5.66)

1.26 The Committee during analysis of the budget approved by the UGC and reallocations made, as per approved outlay, and the actuals for the three years 1982-83, 1983-84 and 1984-85, noted that

the revision of the budget with reference to the funds made available by the Ministry had absolutely no relation with the actuals. They had also viewed that preparation of physical and financial budgets, and a regulation of physical progress and expenditure, was absolutely necessary for planned development. The Committee had accordingly recommended that the existing system of budgeting by the UGC needed to be reviewed. Further, the matter should be referred to an expert group for a more detailed examination of the problem.

1.27 In its reply the Ministry stated that the matter had been referred for consideration of the Committee which had been appointed to go into the question of the disbursement of grants to central and other universities.

1.28 The Committee appreciate the Ministry's response and would wish to be kept apprised of further developments in this regard.

Inter-University Collaboration for sharing of facilities

Recommendation Sl. No. 33 (para No. 6.33)

1.29 The Committee had desired that the Ministry/UGC should draw up an action plan for increasing inter-university collaboration, taking into account the needs, especially of the under-developed universities, so that there was optimum utilisation of scarce resources available.

1.30 In its reply the Ministry, while noting the recommendation of the Committee stated that two Inter-University Centres viz., Nuclear Science Centre at Delhi, and Centre in Astronomy and Astrophysics at Pune had been established; that an inter-university Consortium for utilisation of the facilities of the Department of Atomic Energy was also being established at Indore.

1.31 While welcoming the establishment of two Inter-University Centres viz., Nuclear Science Centre at Delhi and Centre in Astronomy and Astrophysics at Pune and the proposal to establish an Inter-University Consortium for utilisation for the facilities of Department of Atomic Energy at Indore the Committee hope that the Ministry would take adequate and swift steps for increasing Inter-University collaboration taking into account, especially, the need of the undeveloped universities. They are of the considered opinion that in view of the overall resources position the matter required urgent attention and Inter-University Collaboration for sharing of sophisticated instrumentation, setting up library net-work

service and institutions stepped up so as to enhance the standard of education in the country. They would also like to be apprised of further developments in this regard.

Implementation of Recommendation

1.32 The Committee would like to emphasise that they attach the greatest importance to the implementation of recommendations accepted by Government. They would, therefore, urge that Government should keep a close watch so as to ensure expeditious implementation of the recommendations accepted by them. The cases where it is not possible to implement the recommendations in letter and spirit for any reasons the matter should be reported to the Committee in time with reasons for non-implementation.

CHAPTER II

RECOMMENDATIONS, OBSERVATIONS THAT HAVE BEEN ACCEPTED BY GOVERNMENT

Recommendation Serial No. 2 (Para 2.13)

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

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

Reply of Government

The guidelines framed by the UGC for the establishment of the State Councils of higher Education were reviewed in consultation with Justice P. N. Bhagwati, former Chief Justice of India in the light of the judgement of the Supreme Court on the validity of the Andhra Pradesh Commissionerate of Higher Education Act. The revised guidelines indicating the composition, role and function have been circulated to the State Governments in 1988 a copy of which is at *Annexure I*. The modified guidelines envisage that the Council would essentially be a body that shall function for the attainment of the objectives of the UGC guidelines and it shall be an agency to assist the UGC. Such a body when set up at the State level to assist the UGC, would however not be presumed to derive its strength from the principal instrument viz. the UGC.

The Government of Andhra Pradesh has set up a State Council of Higher Education according to the revised guidelines. It has been functioning since August, 1988. The State Governments of Bihar, M.P. and Orissa have almost finalised their Bills in this regard. Proposals for establishment of State Councils of Higher Education according to the revised guidelines are under consideration of several State Governments.

The matter regarding setting up of the State Councils for Higher Education is being pursued by the U.G.C. at the level of Chairman, U.G.C. with the Chief Ministers of the States. The issue has also been discussed in the meetings of the CAGE held on 13-14th September, 1988 and 6-7th July, 1989 and Education Secretaries held on 5th July, 1989. The working group of the Planning Commission on Higher Education for the Eighth Plan, as also the UGC Committee on management of universities as well as Conference of the Vice-Chancellors of Indian Universities held in October 1989 have also emphasised the need for setting up planning mechanism at the State level for the coordinated development of higher education in each State. It is expected that State Councils for Higher Education would be established and would become functional in most of the States during the Eighth Plan period.

[Ministry of Human Resource Development (Department of Education) O.M. No. F. 10-26/89-Desk (U) dated 16-3-90]

Recommendation Serial No, 3 (Para 2.20)

The Committee regret to note that no formal mechanism has yet been evolved to maintain coordination between the University Grants Commission and the Ministry on the one hand and the Association of Indian Universities on the other although the latter came into existence as Inter University Board as early as in 1925. The contention of Ministry that since the Association is not eligible for any grants from the Commission, it is not directly involved in the implementation of any of the programmes of the UGC is untenable. The Committee are of the opinion that the AIU which provides a forum to the University Community to come together to exchange their experiences and views in areas of common interest should be profitably utilised for supplementing the functions of the Commission.

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

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

Reply of Government

The recommendation of the Estimates Committee is accepted in principle.

The following steps are proposed to be taken to establish a mechanism to maintain coordination between the UGC and the AIU, and to involve AIU in policy formulation.

- (i) To revive the practice of holding at least one joint meeting between the Standing Committee of the AIU and the University Grants Commission at least in a year.
- (ii) To constitute a Coordination Committee consisting of the Chairman, UGC and members of UGC, and the President of AIU, and members of the AIU's Standing Committee. This Committee would meet periodically under the chairmanship of Chairman, UGC.
- (iii) To hold a conference of Vice-Chancellors during the Annual meeting of the AIU at which Chairman, UGC and Members of Commission may also participate.

It is hoped that these efforts will establish conventions to promote co-ordination between the U.G.C. and the A.I.U. The Chairman and members of the UGC met the Vice-Chancellors for one day on 6th October, 1989 during the annual meeting of the AIU held at Srinagar during 4-8th October, 1989.

[Ministry of Human Resource Development (Department of Education) O.M. No. F. 10-26/89-Desk (U) dated 16-3-90]

Recommendation Serial No. 7 (Para 3.29)

The Committee are distressed to note that the recommendations of the Review Committee (1977) regarding restructuring of the Secretariat of the UGC have still not been implemented. No wonder the Chairman, UGC admitted during evidence that the Secretariat of the UGC needed to be upgraded and had to be made much more professional. It is needless for the Committee to point out that there is no use of appointing expert Committees or Groups for going

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

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

Reply of Government

The recommendation of the Estimates Committee about restructuring of the Secretariat of the UGC is accepted. The UGC has already assigned a study to the Administrative Staff College of India, Hyderabad on 2nd June, 1989, with the following objectives:

- (a) to review, the present organisational structure of the UGC.
- (b) to review, the manpower planning and some of the critical aspects of personal policies.

- (c) to review the systems and procedures prevailing in the UGC and evaluate the information needs for effective decision making, and
- (d) to examine the interface of UGC with the universities in relation to the academic schemes, research and other projects related to academic improvement.

The Administrative Staff College has since commenced the study. They have been requested to take the recommendations of the Review Committee (1977) and the Estimates Committee of Lok Sabha (1988-89) into consideration while examining the question of restructuring the secretariat of the UGC. They have also been requested to visit some universities and colleges and hold discussions with the Vice-Chancellors, teachers, researchers and State Government Officials.

In addition, the following measures are also being taken to ensure that the Commission becomes more effective in discharging its responsibilities:

- (i) Establishing greater coordination and collaboration with the State Councils of Higher Education. The State Council of Higher Education in Andhra Pradesh is being actively associated with the progress of monitoring of the implementation of the several UGC schemes in that State.
- (ii) Reviewing the working of the College Development Councils to make them more responsive to the needs and programmes of the Colleges. Special Training Programmes are being organised at National Institute of Educational Planning and Administration, (NIEPA) New Delhi for the Directors of the College Development Councils.
- (iii) Expanding the scope of the UGC scheme of the unassigned grants to universities by assigning them greater responsibilities to handle academic programmes at their levels.

The recommendation of the Estimates Committees with regard to functioning of the Standing Committees is also accepted. The work of the Standing Committees is being streamlined and a calendar about the meetings of such committees would be finalised in advance.

(Ministry of Human Resource Development (Department of Education O.M. No. F. 10-26/89-Desk (U) dated 16-3-90)

Recommendation Serial No. 9 (Para 4.31)

The Committee, in this connection, are in agreement with the findings of the Task Force that the present state of affairs are owing to (i) lack of realistic planning, resulting in haphazard growth; (ii) long delays in making quite obvious decisions, resulting in endless compounding of the difficulties (iii) a toleration of, and succumbing to, influences and pressures, creating a firm impression that the only way for getting things done is to agitate and manipulate; (iv) total lack of concern of the teachers towards the students community as a whole, etc. Take for example the growth of universities over the past few years. Admittedly, the resources available are not adequate enough to support all the Universities and colleges on a scale that would ensure maintenance of a minimum level of standards. Universities are continued to be set up without prior consultations with the UGC, resulting in the uneven growth of universities in the country. The University Grants Commission has also not done a formal inspection of any university as envisaged in Section 13(1) of the UGC Act for determining the financial needs or ascertaining the standards of teaching, examination and research. Further, average number of working days on which classes/laboratories/tutorials etc. are held has come down heavily over the years. As per findings of the Task Force even for the days on which teaching takes place, around 20 per cent of the teachers do not come prepared for their lectures, and a similar number dictate "notes" which were presumably made several years earlier and may thus be outdated. In colleges, private tuitions are resorted to on a large scale and lot of cheap 'notes' are published to 'help' and 'guide' the students during the examinations. The UGC has done precious little to improve upon this situation. Unless the teachers are upto the mark and alive to their responsibilities, which they should endeavour to discharge with all sincerity and dedication, the standard of teaching in universities cannot improve. The Committee are of the view that the system of higher education which is mainly responsible for preservation, generation and dissemination of knowledge and skills of the highest order, exercises a dominating influence on the social, economic and cultural development of the country and persistent efforts are required to be made to stop this declining in educational standards in the country. It is high time to act with vigour and determination. It is, therefore, imperative for the UGC to develop system of having a continued dialogue with the State Governments/Universities/teaching community so as to understand and appreciate the problems and to remove the bottlenecks well in time.

Reply of Government

The Government are in agreement with the observations made by the Estimates Committee about the declining standards of education and the need to act with vigour and determination. The National Policy on Education—1986 has already emphasized the need to introduce discipline into the system. Pursuant to the provisions of the National Policy on Education and its Programme of Action, various measures have been initiated to improve the system. These include:

(i) Teacher Accountability

A proforma for performance appraisal of teachers has been finalised and circulated to all the universities/colleges for adoption in November, 1988.

(ii) Improvement of salary scales of teachers

The scheme of revision of pay scales w.e.f. 1-1-1986 has been communicated to all the States vide Government of India's letter dated 22-7-1988 for implementation.

(iii) Continuing education programmes for teachers

UGC have identified 48 universities to set up Academic Staff Colleges. 44 such Colleges have become operational and about 6,000 teachers have since been provided orientation. The Commission also proposes to conduct refresher courses for in-service teachers.

(iv) Academic Calendars in universities

A Scheme of implementation and regular monitoring of academic calendars has been finalised which emphasizes the observance of 180 teaching days and monitoring at University, State and National Level.

(v) Improvement of infrastructure

Special assistance was provided to the universities/colleges for removal of obsolescence and consolidation of equipment.

(vi) Setting up of various mechanisms

State Councils of Higher Education will be set up to provide an effective machinery in planning and coordination of higher education within each State. Such a Council has

been set up in Andhra Pradesh and are in the process of being established in Bihar, Madhya Pradesh and Orissa.

The recommendations of the Estimates Committee that there should be a system of having continued dialogue with the State Governments/Universities/teaching community is also noted. The Commission recently organised a Conference of Vice-Chancellors at which various issues relating to higher education were discussed. The Department of Education also organises periodically Conferences of State Education Secretaries and Directors of Higher Education to consider and take decisions on various issues of higher education relating to the State Sector. The University Grants Commission has also introduced a mechanism of Expert Committees in the 7th Plan period to visit the universities and make comprehensive review of the implementation of various developmental programmes, research projects, etc. and also to discuss the perspective plans for the ensuing plan period.

[Ministry of Human Resource Development (Department of Education) O.M. No. F. 10-26/89-Desk (U) dated 16-3-90]

Recommendation Serial No. 10 (Para 4.32)

The Committee have an apprehension that the present provisions in the UGC Act may not be sufficient to provide an effective basis for the UGC to interact successfully with the State Governments, universities etc. for improving upon the functioning of the universities in general and of standards of teaching, in particular. The present provisions have to be viewed in the context of successful implementation of the National Policy on Education at the same time ensuring that any attempt to make the provisions of the UGC Act more stringent does not become counter productive. The UGC should take opinion of the Ministry of Law and eminent educationists in the country to find out what lacunas exist in the present law and what remedial measures are required in the matter. This subject can also be broached at one of the conferences of the Vice-Chancellors with a view to improving the functioning of the UGC.

Reply of Government

The recommendation of the Estimates Committee is accepted. The University Grants Commission has requested Vice-Chancellors of all universities and expert members of all the Subject-Panels to give their views/suggestions on the lacunae if any in the existing UGC Act and what remedial measures are required in the matter. After their views have been received, the specific provisions in the UGC.

Act which need to be strengthened/ introduced would be further examined in consultation with the Ministry of Law.

[Ministry of Human Resource Development (Department of Education) O.M. No. F.10-26/89-Desk(U) dated 16-3-90]

Recommendation Serial No. 11 (Para 4.34A)

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

Reply of Government

The recommendation of the Estimates Committee is noted. The University Grants Commission has since constituted a Group of Vice-Chancellors to examine the implementation of the regulation on minimum standards of instruction by the universities and colleges and to suggest remedial measures for more effective implementation.

The UGC has since its inception initiated a series of measures to ensure that a minimum standard is maintained by all universities in the country. These include the following:

- (i) Re-designing and re-structuring of courses at the undergraduate level so as to make them more relevant to the needs of employment.
- (ii) Programmes to improve the quality of teaching and research in Humanities, Social Sciences, Sciences, Engineering & Technology. About 290 Departments are being assisted under various schemes such as Centres of Advanced Study, Departments of Special Assistance and Departmental Research Support.
- (iii) Assistance is being provided to about 98 Departments under the programmes of strengthening the infrastructure

in selected Departments in Science & Technology.

- (iv) Selected Universities and colleges are also provided support under programmes like College Science Improvement Programme (COSIP) and College Humanities and Social Science Improvement Programme (COHSSIP) etc.
- (v) The UGC has established common facilities such as the Nuclear Science Centre at JNU and the Inter-University Centre in Astronomy and Astro-Physics at Pune. These facilities can be used by a number of universities.
- (vi) The UGC has, from time to time, been revising the pay scales of teachers so as to attract and retain talented persons in the teaching profession. Recently, the pay scales of teachers in universities and colleges were revised w.e.f. 1-1-1986. Provision was also made for adequate avenues for career and professional development and continuing education programmes for teachers.

[Ministry of Human Resource Development (Department of Education) O.M. No. F.10-26/89-Desk(U) dated 16-3-90]

Recommendation Sl. No. 14 (Para 4.62)

The Committee note that the agencies involved in the establishment of new colleges are the State Governments, the universities and in some cases private managements. In any case no college can be established unless a university decides to grant affiliation to it. The power of granting affiliation vests with the universities, but in some cases the final decision to grant affiliation also vests with the State Government. The Committee understand that in the circumstances, the U.G.C. can hardly play any effective role to regulate the establishment of colleges. It can only suggest guidelines indicating the terms and conditions which should be fulfilled before granting affiliation to a college. In development of higher education in India quantity has to be matched with quality and every care needs to be taken to ensure that there is acceptable balance between the two demands. The Committee would like the Ministry/UGC to impress upon the State Governments and the universities to ensure that the affiliation is not granted to any college unless it has satisfied all the criteria laid down for the purpose.

Reply of Government

The recommendation of the Estimates Committee is accepted. The universities/State Governments have been again informed that the affiliation should not be granted to any college unless it has

satisfied all the criteria laid down for the purpose. Efforts would be continued in this direction.

[Ministry of Human Resource Development (Department of Education) O.M. No. F.10-26/89-Desk(U) dated 16-3-90]

Recommendation Serial No. 15 (Para 4.69)

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

Reply of Government

The recommendation of the Estimates Committee is accepted. A conference of the Vice-Chancellors was held in October, 1989 and such conferences will be organised periodically in future by the Commission.

[Ministry of Human Resource Development (Department of Education) O.M. No. F. No. 26/89-Desk (U) dated 16-8-90]

Recommendation Serial No. 16 (Para 4.79)

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

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

Reply of Government

The recommendation of the Estimates Committee has been noted. The National Policy on Education, 1986 envisages that the re-organisation of technical and management education should take into account the anticipated scenario by the turn of the century, with specific reference to the likely changes in the economy, social environment, production and management processes, etc. The All-India Council for Technical Education (AICTE) has formulated certain guidelines for setting up of new institutions/programmes in the technical education. These guidelines *inter-alia* provide that new courses/programmes should be started on the basis of assessed technical manpower needs and should be as far as possible in emerging areas or where employment potential is clearly foreseen.

A scheme of National Technical Manpower Information System (NTMIS) was instituted in 1983-84 with the objective of providing up-to-date and meaningful manpower projections on a continuing basis so that the areas of growth in engineering and technology can be planned on a systematic basis. The Programme of Action for implementation of the Policy envisages that this system will be expeditiously strengthened.

The National Policy on Education-1986 also envisages that the introduction of systematic, well planned and rigorously implemented programmes of vocational education is crucial in the proposed educational reorganisation. The Policy visualises that 25 per cent of higher secondary students would be covered by vocational courses by 1995 and that steps would be taken to see that a substantial majority of the products of vocational courses are employed or become self-employed. In pursuance of these objectives, efforts have been made to establish linkages with the employment sector. The Central Board of Secondary Education is collaborating with the General Insurance Corporation for introducing vocational courses on insurance in 19 schools. This scheme ensures employment to students passing out of this course if they have secured at least 50 per cent marks. Collaboration efforts are also under consideration with the Life In-

insurance Corporation, the Ministry of Health (for health related vocational courses), Ministry of Railways (for vocational courses for railway commercial staff), etc.

As far as the higher education sector is concerned, the Government agrees with the Estimates Committee that in the case of Social Sciences, it may not always be possible to work out a correlation between higher education and manpower needs. In the areas of Humanities and Social Sciences particularly, the need for higher education is dominated by the social demand apart from its employment possibilities. However, the Commission has initiated a scheme of re-structuring of courses so as to make the undergraduate courses relevant to the local needs and increase the horizon of employability. Under this scheme, an application-oriented component has been provided keeping in view the local and regional needs and industries in the area. Under this scheme, it is left to the universities/colleges to select the applied subjects so that the content of courses could be carefully worked out by the institutions concerned with the help of available expertise and the Industries in that area. Such courses have been implemented by a few universities/colleges. The Commission has also tried to ensure that the facilities for higher education, particularly in specialised fields such as Bio-Technology, Computer Sciences, Electronics, etc. keep pace with the manpower requirements. The UGC is collaborating with various agencies including Department of Electronics, Department of Bio-Technology, Department of Science & Technology, etc. to plan higher education programmes in these areas. The Commission has also taken steps to encourage industry-institute interaction.

[Ministry of Human Resource Development (Department of Education) O.M. No. F. No. 10-26/89-Desk (U) dated 16-2-90]

Recommendation Serial No. 21 (Para 4.108)

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

Reply of Government

The report of the Central Universities Review Committee, appointed by the University Grants Commission, was forwarded to the

Government some time during the end of 1983 for consideration. An Empowered Committee was appointed by the Government to consider the recommendations contained in the report of the Review Committee. While the work of this Committee was in progress, the Government initiated a major review of the National Policy on Education in 1985. As the report of the Review Committee dealt with several major issues concerning Higher Education Policy, standards of teaching and research, management of universities, etc., the recommendations of this Committee provided valuable inputs at the time of formulating of the National Policy on Education. The Government, therefore, did not separately indicate its decisions on the recommendations of the Review Committee in view of the above factors. The National Policy on Education was finalised in May, 1986, and a detailed Programme of Action for implementation of the policy was also finalised subsequently. As the recommendations contained in the report of the Review Committee are reflected in the provisions contained in the National Policy on Education, 1986 and its Programme of Action, it was not felt necessary to separately indicate the decisions on the Review Committee.

The Commission has circulated the report to all the Central Universities, State Universities, Chancellors of all the Universities, and all State Governments and requested them to take appropriate action.

Some of the specific recommendations in the Review Committee Report on which action has been taken are indicated below:

- (i) The UGC has set up a National Education Testing Division to conduct all-India Tests for selection of candidates for the award of Junior Research Fellowships.
- (ii) The UGC has created a separate Bureau in the office of the Commission to deal with Plan and non-Plan grants to Central Universities. A separate sub-plan was prepared for Central Universities in the VII Plan period.
- (iii) The Aligarh & Banaras Universities have switched over to 10+2+3 pattern.
- (iv) The scheme of utilizing provident fund investments for construction of staff quarters has been implemented in Central Universities.
- (v) The regulations for minimum standards for the award of the first degree, minimum working days, etc. have been notified.

- (vi) Admissions in Banaras Hindu University, Jawaharlal Nehru University and Hyderabad University are being made on the basis of all-India entrance test. In the case of Aligarh Muslim University and Delhi University also admissions to professional courses are being made through entrance tests.
- (vii) A Committee under the Chairmanship of Professor Moonis Raza, Vice-Chancellor, Delhi University is presently examining the feasibility of conducting common tests for admission to various courses in all the Central Universities.
- (viii) Details for holding a qualifying test for appointment of lecturers in the Universities and colleges have been finalised and the matter is being discussed further with the State Governments for implementation.
- (ix) The Commission has circulated guidelines regarding constitution of Planning and Monitoring Boards to all Universities. In the case of new Central Universities, (Pondicherry University) this has been provided in the Act.

The Central Universities Review Committee had made a number of recommendations concerning the management of Universities. These include the composition of various University bodies, their roles, responsibilities, accountability, powers and functions, etc. and the method of appointment of key functionaries like Vice-Chancellors, Pro-Vice-Chancellors, Deans, Registrars, etc. During the discussions preceding the finalisation of the National Policy on Education, divergent views were expressed on some of the major recommendations on management made by the Review Committee. The National Policy on Education and the Programme of Action, therefore, recognize the need for comprehensive review of the management structures obtaining in the Universities. The Programme of Action in respect of consolidation and expansion states that:

“It is proposed to review the management patterns including structure, roles and responsibilities of various University bodies in the light of the new demands on the University system. The UGC will take steps to promote the evolution of new, efficient and more effective management systems and organise wide discussions on them so that they may become the basis of new legislations.”

In pursuance of this, the UGC has set up an Expert group to review the management structures.

The Review Committee had recommended a code of conduct and discipline for teachers. The recommendation was also discussed in the context of the National Policy. The Policy envisages that national level associations of teachers could prepare a code of professional ethics for teachers and see to its observance. While revising the pay scales of teachers, it has been suggested that teachers' organisations should prepare such a code of ethics in consultation with the UGC. This has now been prepared and circulated to the universities.

The Review Committee had made recommendations on strengthening the corporate life on the campuses of Universities. A specific recommendation made in this context is the provision of infrastructure for sports and games. The UGC in consultation with the Deptt. of Youth Affairs and Sports has developed the guidelines for strengthening the sports and games infrastructure in the Universities and colleges and to provide financial assistance during the Seventh Plan for providing these facilities.

[Ministry of Human Resource Development (Department of Education) O.M. No. F. No. 10-26/89-Desk (U) dated 16-3-90]

Recommendation Serial No. 22 (Para 4.109)

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

Reply of Government

The University Grants Commission has decided to undertake a comprehensive review of the functioning of each Central University at intervals of five years. A review of the functioning of the University of Hyderabad was completed in 1987. A review of the working of the NEHU is nearing completion.

[Ministry of Human Resource Development (Department of Education) O.M. No. F. No. 10-26/89-Desk (U) dated 16-3-90]

Recommendation Serial No. 23 (Para 5.12)

The Committee agree with the contention of the Ministry that the Plan outlay provided for education has always been much less than

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

Reply of Government

The question of stepping up the resources for education has been discussed at length during the formulation of the National Policy on Education, 1986 and it is envisaged that the outlay for education from the 8th Plan will uniformly exceed 6 per cent of the National income. The present Government has also expressed its commitment

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to achieve this objective by the end of the 8th Plan. The Working Group on Higher Education for the 8th Plan has also proposed an outlay of Rs. 3735.00 crores for the higher education sector against the Plan allocation of Rs. 1013.00 crores during the 7th Plan.

The overall allocation of resources for the various schemes/programmes of the Commission are considered by the Department of Education while formulating proposals for a Five Year Plan. The allocations proposed for various schemes/programmes for each Annual Plan are also gone into by the Department. However, the release of grants is done on the basis of guidelines/norms/financial pattern for various schemes as approved by the Commission. The utilisation of funds for the various schemes during the financial year is also reported at each meeting of the Commission. The Education Secretary and the Finance Secretary are also Members of the Commission.

(Ministry of Human Resource Development (Department of Education) O.M. No. F.10-26/89-Desk (U) dated 16.3.90)

Recommendation Serial No. 25 (Para 5.36)

The Committee feel that the Visiting Committee can play a vital role in assessing the performance of the universities during the previous plan period and by providing general direction and perspective for future development. Their fields of activities include an in-depth study of (i) the role played by the university developing programmes of higher education; (ii) relevance of the programmes; (iii) inter-action with the society and other universities and institutions in the region; and (iv) impact on national development. The Committee are, however, constrained to observe that the Visiting Committees were constituted very late for formulation of proposals for the Sixth Plan and for the Seventh Plan Visiting Committees have not been constituted at all. The Committee do not feel convinced by the reasons advanced by the Ministry/UGC for this unsatisfactory state of affairs. The Committee need hardly point out that the non-constitution of the Visiting Committees for the Seventh Plan has deprived the UGC from taking stock of the performance of the universities in the Sixth Plan, which is so essential for chalking out future strategy. It is also unfortunate that the recommendations of the Public Accounts Committee contained in their 73rd Report (Sixth Lok Sabha) on the subject have been totally ignored. The above situation leads the Committee to the inevitable conclusion that plan proposals for the Seventh Plan have been finalised for most of the universities in a slipshod manner, as is evident from the fact that in respect of 24 universities, plan programmes were finalised by the

UGC without any representative of State Govt. concerned, and in the case of four universities, without even a representative from the respective university. The Committee can well imagine how far the universities and the State Governments would feel committed to the programme of the UGC which were approved without even consulting them. The Committee, therefore, stress that the visiting committees must be appointed well before the start of a plan, so that they could play their role effectively and meaningfully.

Reply of Government

The proposals of the universities for development grants during the 7th Plan were finalised in consultation with the representatives of the respective State Governments. The proposals of four Universities were finalised at a later stage alongwith the representatives of the State Government who could not come earlier. Subsequently, the UGC appointed Expert Committees to visit the universities and review the implementation of the programmes approved in the 7th Plan. The Committees have also been asked to discuss the perspective plans of the universities for the ensuing Plan period. 88 universities have so far been visited and the visits of the remaining universities are likely to be completed shortly.

The guidelines for the universities to prepare proposals for the 8th Five Year Plan are to be finalised shortly by the UGC. Normally, Visiting Committees may not visit the universities for the purpose of assessment of the needs for the ensuing Plan as it will delay the finalisation of the proposals. The Commission, therefore, proposed to discuss and finalise the proposals of the respective universities during 1990-91 at the Commission's Office at Delhi. The representatives of the respective State Governments would also be associated with these discussions. Expert Committees will, however, visit the universities later for reviewing the implementation of the various programmes and schemes during the 8th Plan period.

[Ministry of Human Resource Development (Department of Education) O.M. No. F.10-26/89-Desk(U) dated 16-3-90]

Recommendation Serial No. 26 (Para 5.42—45)

The Committee do not subscribe to the view that physical targets cannot be determined because of existence of several variables. They need hardly point out that fixation of both financial and physical targets is inherent in the planning process. The Committee cannot comprehend why the UGC should find it difficult to fix physical targets and monitor the progress closely for achieving the same, when the same is being done by all Governmental and other agencies. If planning is expected to achieve certain goals, it

is obvious that the goals must first be identified and laid down, otherwise planning has hardly any meaning. The Committee expect the Ministry to ensure that UGC follows the well thought of and laid down planning procedures scrupulously.

Reply of Government

The recommendation of the Estimates Committee is noted. During the 8th Plan period, necessary physical and financial targets will be worked out wherever possible and will be monitored periodically as recommended by the Estimates Committee.

[Ministry of Human Resource Development (Department of Education) O.M. No. F.10-26/89-Desk(U) dated 16-3-90]

Recommendation Serial No. 27 (Para 5.55—56)

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

Reply of Government

The recommendation of the Estimates Committee is accepted. The UGC has constituted a Committee to examine the existing sys-

tem of budgeting as also other related financial matters as well as to suggest corrective measures to maintain uniformity in development of higher education in all the States.

[Ministry of Human Resource Development (Department of Education) O.M. No. F.10-26/89-Desk(U) dated 16-3-90]

Recommendation Serial No. 28 (Para 5.66)

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

Reply of Government

The matter has been referred for consideration to the Committee which has been appointed in pursuance of the recommendations of the Estimates Committee in para 5.55.

[Ministry of Human Resource Development (Department of Education) O.M. No. F.10-26/89-Desk (U) dated 16.3.90]

Recommendation Serial No. 29 (Para 5.82)

The Committee are highly perturbed to note that the position in regard to outstanding utilisation certificates has considerably deteriorated over the years and as at the end of January, 1988 utilisation certificates were yet to be issued for 109963 items involving a sum of Rs. 319.74 crores under Plan and for another 11583 items involving a sum of Rs. 188.59 crores under Non-Plan. The Committee note in this connection that according to PAC's 73rd Report (6th Lok Sabha) (1977-78) the number of outstanding items of Utilisation Certificates at that time were only 49964 whereas over a period of 10 years the number of items has more than doubled. The number of items pertaining to the period upto 1962-63 were 866 as on 1.4.1977 and after another 10 years only 203 items had been cleared still leaving 668 items. On the other hand, during the visits of the Committee to some of the universities the Committee were informed that the universities have already furnished utilisation certificates for practically all items. In the circumstances, the Committee feel that there is a serious gap of communication between UGC and grant recipients as also lacunae in the functioning in the UGC's office, as the monitoring of the progress of utilisation is apparently not being attended to adequately. The Committee note in this connection that the relaxed procedure agreed to in 1971 was for issue of utilisation certificates without waiting for audit certificates but based on Statement of Accounts rendered by the grant receiving institutions whereas the large outstanding is reported to be due to non-receipt of audited accounts. The Committee feel that this matter may also be examined in depth by the proposed Expert Group. In this connection, the Committee need hardly point out that financial discipline should be the basis for release of grants and hence consider it necessary for the UGC to withhold from future grants for whatever purpose they are paid, the amount not actually spent or amounts spent irregularly.

Reply of Government

The recommendation of the Estimates Committee is accepted. The UGC has since constituted a Committee to examine the issue of outstanding Utilisation Certificates and financial discipline in the universities

[Ministry of Human Resource Development (Department of Education) O.M. No. F. 10-26/89-Desk (U) dated 16-8-90]

Recommendation Serial No. 30 (Para 5.96)

The Committee are of the view that the Monitoring and Evaluation Cell set up by the U.G.C. has not been able to deliver the goods.

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

Reply of Government

A system of monitoring and evaluation is in-built into most of the schemes and programmes implemented by the UGC. The progress of implementation and information on the programmes of the Commission are also regularly placed before the Commission at its meetings held every month. However, in addition, steps have also been taken to develop a system of continuous monitoring and evaluation.

[Ministry of Human Resource Development (Department of Education) O.M. No. F. 10-26/89-Desk (U) dated 16-8-90]

Recommendation Serial No. 32 (Para 6.26)

The Committee are of the opinion that the concept of participatory management should be advantageously utilised in the scheme of autonomous colleges. Management structure of such colleges should be based on active and effective participation of students, teachers, universities, State Governments and the University Grants Commission. They deprecate that the matter has not been given the attention it deserved. The Committee would like UGC to thoroughly review the scheme of participatory management from Constitutional and legal angles. They also consider it imperative

that the interests of minority educational institutions are safeguarded as provided in the Constitution, while working out the details of such schemes.

Reply of Government

The management structure proposed in the guidelines for the scheme of autonomous colleges is not designed as a rigid and unalterable model. The intention was to provide a structure that is representative as well as participatory, and at the same time, meets the demands of accountability. It has been clarified to the State Governments and Universities that within the broad framework of autonomy and accountability, they could alter the management structure in consultation with the Commission, taking into account the special characteristics of individual institutions, including their minority character. It has been clearly stated in the UGC guidelines that these guidelines are suggestive; and the universities and autonomous colleges could adopt alternative strategies with a view to achieving the objectives of autonomy.

[Ministry of Human Resource Development (Department of Education) O.M. No. F. 10-26/89-Desk (U) dated 16-8-90]

Recommendation Serial No. 33 (Para 6.33)

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

Reply of Government

The recommendation of the Estimates Committee is noted. At present two Inter-University Centres viz., Nuclear Science Centre at Dehli and Centre in Astronomy and Astrophysics at Pune have been established. An Inter-University Consortium for utilisation

of the facilities of the Department of Atomic Energy is also being established at Indore.

[Ministry of Human Resource Development (Department of Education) O.M. No. F. 10-26/89—Desk (U) dated 16-3-90]

Recommendation Serial No. 34 (Para 6.37)

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

Reply of Government

The Task Force has since submitted its report and the report was considered by the Commission at its meeting held on 21st January, 1988. It was agreed that assistance will be provided to universities and colleges in this regard. While grants have already been allocated to universities for this purpose, the details for the same for colleges are being worked out.

[Ministry of Human Resource Development (Department of Education) O.M. No. F. 10-26/89—Desk (U) dated 16-3-90]

Recommendation Serial No. 35 (Para 6.43)

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

Reply of Government

The recommendation has been noted. The UGC has constituted an Expert Committee to study the scheme of research fellowships, the incidence of drop-outs and other related matters.

[Ministry of Human Resource Development (Department of Education) O.M. No. F. 10-26/89—Desk (U) dated 16-3-90]

Recommendation Serial No. 36 (Para 6.50)

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

Reply of Government

The recommendation of the Estimates Committee is accepted. The UGC has introduced specialised courses in Bio-Technology, Electronics, Computer Applications and Atmospheric Sciences. Three universities have so far been identified to conduct M.Sc. Courses in Electronics but a few more are likely to be added shortly. Six universities are conducting M.Sc./M.Tech. courses in Bio-Technology. Seven universities have been identified to introduce courses in Atmospheric Sciences. The admissions to Bio-technology courses are made on the basis of a Joint Entrance Test conducted on an All India basis. These efforts will be continued in the 8th Plan.

[Ministry of Human Resource Development (Department of Education) O.M. No. F. 10-26/89—Desk (U) dated 16-3-90]

Recommendation Serial No. 37 (Para 6.55)

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

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

Reply of Government

The Government shares the concern of the Estimates Committee regarding the question of student unrest which is a part of the complex social and political milieu prevailing in the country. The UGC has since appointed an Expert Committee to analyse the problems and suggest the corrective steps to be taken. The UGC has also taken steps to minimise student unrest in the universities and colleges by providing facilities for games and sports, hostels and reading rooms and participation of students in activities like adult education, population education etc.

The Commission had also appointed a committee to consider issues relating to students' indiscipline in Central Universities. The recommendations of this committee were sent to all the Central Universities for formulating necessary ordinances. A copy is given at ANNEXURE-II.

[Ministry of Human Resource Development (Department of Education) O.M. No. F. 10-26/89—Desk (U) dated 18-3-90]

CHAPTER III

RECOMMENDATIONS/OBSERVATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF GOVERNMENTS REPLIES

Recommendation Sl. No. 4 (Para 3.17)

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

Reply of Government

The decision to review the amendments adopted by the Parliament to make provisions in the UGC Act to appoint full-time members and to exclude serving Vice-Chancellors from being appointed as members of the Commission was taken by the Government for the following reasons:

- (i) appointment of a full-time Vice-Chairman* was considered preferable to the appointment of three full-time members, and
- (ii) The Education Commission (1964-66) had recommended that the UGC should not be deprived of the services of eminent persons merely on the ground that they happened to be Vice-Chancellors and that exclusion of Vice-Chancellors would unduly restrict the field of choice from amongst academicians.

The bill to further amend the UGC Act was adopted by both Houses of Parliament in May, 1972. Since the amendment had been

approved by the Parliament, a separate communication to the Estimates Committee was not considered necessary. However, the view of the Estimates Committee have been noted for future.

[Ministry of Human Resource Development (Department of Education) O.M. No. F. 10-26/89-Desk (U) dated 16.3.90]

Recommendation Serial No. 5 (Para 3.18)

So far as the recommendation relating to the appointment of Vice-Chancellors as Members of the UGC is concerned, the UGC Act was amended in June, 1970 to provide that no serving Vice-Chancellor will be eligible for appointment as a member of the Commission. Surprisingly, however, in June 1972, i.e. just after a lapse of two years, the UGC Act was again amended reverting back to the original position. The reasons advanced by the UGC for taking such an action are totally unconvincing as the factors which led the Sapru Committee to make the specific recommendation and the Estimates Committee which endorsed the same still hold good viz. (i) that it is undesirable to place a person in a position where he may have divided loyalties and (ii) that the composition of UGC should be such as to give no impression to the public that it is not completely independent. The Committee, therefore, cannot but reiterate their earlier recommendation and expect the Ministry/UGC to initiate necessary action immediately to implement the same under intimation to them.

Reply of Government

Section 12 of the UGC Act envisages that the Commission shall take steps for the promotion and coordination of University education in consultation with the Universities or other bodies concerned. Such consultation involves association of the University community with the deliberations and decision-making processes of the Commission on all matters. Further, the composition of the Commission as provided in the Act ensures a balanced representation of different interests; the Chairman and the Vice-Chairman are full-time members; two members are representatives of the Central Government; and four members are teachers. It is only the remaining four members who are drawn from different fields like agriculture, commerce, forestry or industry, or professions like engineering, law or medicine and from among Vice-Chancellors and eminent educationists. It is therefore unlikely that in the composition of the UGC, the Vice-Chancellors of Universities will have a preponderance at any time. On the other hand, the presence of one or two Vice-Chancellors on the UGC would bring to bear on its deliberations not only considerable wisdom and maturity, but also the firsthand

experience of the actual functioning of the Universities. While appointing members of the UGC, the Government tries to ensure that only those persons, who are known for their experience and competence are appointed.

The experience of the last three decades of the functioning of the Commission shows that participation of the Vice-Chancellors in the work of the Commission has been very fruitful.

[Ministry of Human Resource Development (Department of Education) O.M. No. F. 10-26/89-Desk (U) dated 16.3.90]

Recommendation Serial No 6 (Para 3 19)

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

be possible for the Members of the Commission to do reasonable justice to most of the issues. Now that the implementation of the National Policy on Education so far as university education is concerned has also devolved on the UGC, it is all the more necessary that the UGC should be adequately strengthened to enable it to discharge its functions effectively. The Committee, therefore, cannot but reiterate their earlier recommendation and expect the Ministry/UGC to initiate necessary action immediately to implement the same.

Reply of Government

The UGC (Amendment) Act, 1970 (27 of 1970) inter alia provided that there shall be three full-time Members in the University Grants Commission and that the Members shall elect a Vice-Chairman from amongst themselves. However, when the above mentioned provisions were taken up for implementation, some of the persons who had been sounded to become Members of the Commission, expressed reservations about having two categories of Members, namely, whole-time and part-time. It was felt that this would be discriminatory and that those who were permanent Members would be in a better position to influence the functioning of the Commission. Further, since the Vice-Chairman was to be elected, it was possible that the Vice-Chairman may not be a whole-time Member. This again would have created practical difficulties. In view of these factors, it was considered more appropriate to have a full-time Vice-Chairman to be appointed by the Central Government. Except for the Chairman and the Vice-Chairman, there would be no distinction between the rest of the Members and all would be part-time. The Bill to further amend the UGC was approved by the Parliament in 1972 and a separate communication was not sent to the Estimates Committee.

The recommendation of the Estimates Committee that the Members of the Commission have not been attending the meetings of the Commission regularly have, however, been noted and would be brought to the notice of the Members. It may also be stated that all the vacancies except that of Vice-Chairman in the Commission have since been filled.

The recommendation of the Estimates Committee that the UGC should be adequately strengthened to enable it to discharge its functions effectively is also noted. There have been several developments in higher education during the last decade. The National Policy on Education—1986 also envisages important structural changes

which include an Apex Body at the national level to co-ordinate policies and programmes among different sectors of higher education; establishment of State Councils of Higher Education for planning and coordinating development of higher education in each state, autonomous colleges, establishment of an accreditation and assessment mechanism, etc. The role and responsibility of the UGC would also require to be reviewed in the context of these structural changes. The Estimates Committee itself has recommended such a review in Para 4.32 of the present report. The UGC has requested the Administrative Staff College of India, Hyderabad to undertake such an exercise.

[Ministry of Human Resource Development (Department of Education) O.M. No. F. 10-26/89-Desk (U) dated 16.3.90]

Recommendation Serial No. 8 (Para 4.30)

The Committee realise that the main agencies involved in the process of higher education are the Central and State Governments, UGC, Universities and the National agencies engaged in the promotion of research. The methodology adopted by the UGC in fulfilling its primary responsibility of coordination and determination of standards in teaching, research and examination in the Universities is one of consultations, advice and persuasion. The general feeling, however, in the country today is that the UGC has failed to live up to the expectations in view of the uneven and tardy growth of higher education and in the general fall of standards. A number of Commissions, Review Committees, Task Forces, have been appointed over the years to go into the education system in the country and the working of UGC in relation thereto. The Estimates Committee and Public Accounts Committee of the Parliament have also been seized of the matter. All these Commissions, Review Committees, Task Forces, etc. and Parliamentary Committees have studied the problems in depth and have made a series of invaluable recommendations which have a direct bearing on the development of higher education in the country, and the working of the UGC in relation thereto. However, the malaise lies in the non-implementation of the recommendations contained in their Reports faithfully. Even where recommendations were under process of implementation. The steps were retraced for the reasons best known to the Ministry/UGC. No doubt the predicament in which the UGC finds itself today is more because of the lukewarm attitude adopted by the Ministry/UGC in the implementation of the recommendations of all these Bodies.

Reply of Government

Most of the recommendations made by the Estimates Committee (1967-68), Review Committee (1977) and Public Accounts Committee (1978-79) were accepted by the Government and have also been by and large implemented. The National Policy on Education—1986 also took note of the recommendations contained in the reports of these Committees.

The Estimates Committee (1967-68) had made a total of 104 recommendations in its report and 57 recommendations were accepted by the Government. The Committee did not desire to pursue 31 recommendations on the basis of the replies furnished by the Government. The major recommendations on which further action has since been taken include recommendations about restructuring of courses, introduction of three year degree course, examination reforms, expansion of summer schools for teachers, prescribing working days for universities/colleges, expansion of the area studies programmes in universities, audit of deemed to be universities by the C&AG etc.

Most of the major recommendations of the Review Committee (1977) were accepted by the Government and follow up action has also been taken within the framework of the recommendations of the Review Committee. The action which has been taken includes issue of guidelines for setting up of State Councils of Higher Education, issue of Regulations on minimum standards of instruction, introduction of orientation programmes for teachers, review of the qualifications for teachers, scheme of autonomous colleges, restructuring of courses, faculty improvement programmes, scheme of performance appraisal for teachers, organisation of Conference of Vice-Chancellors, special assistance programmes, etc.

The PAC (1978-79) had made a total of 95 recommendations in its report and 76 recommendations were accepted by the Government. The Committee did not desire to pursue 11 recommendations on the basis of the replies furnished by the Government. The major recommendations on which follow up action has been taken include issue of guidelines for affiliation of colleges, issue of regulations for delegation of powers to officers of the UGC, revision of statement of accounts of the UGC, recommendations about the content of Annual Report of the UGC, appointment of a Vigilance Officer in UGC. etc.

[Ministry of Human Resource Development (Department of Education) O.M. No. F. 10-26/89-Desk (U) dated 16-3-89]

Recommendation Serial No. 19 (Para 4.49)

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

Reply of Government

The UGC Regulations on minimum standards of instruction for the grant of first degrees provided that the number of actual teaching days in an academic year should not go below 180 days. The teaching days include the days on which classes such as Lectures, Tutorials, Seminars, Practicals, etc. are held. The time taken for admissions, preparation and conduct of examinations are not counted as part of the 180 days. Therefore, the working days in a university would actually be more than 210 days. The Government, however, is in agreement with the Estimates Committee that the number of teaching days is not sufficient.

The Government also accepts the recommendation of the Estimates Committee that the UGC should monitor the action taken by universities for observing the recommended number of teaching days. The following steps have, *inter-alia* been taken to ensure that the universities adhere to the prescribed teaching days.

- (i) The UGC has circulated guidelines for implementation of an academic calendar by the universities. In these guidelines it has been *inter-alia* stated that appropriate Statutes/Ordinances should be finalised in time incorporating the provisions of the statutory academic calendar. The Statutes should also provide for a minimum of 180 days of teaching in the universities and colleges every year.
- (ii) The UGC has also finalised the *modus operandi* of monitoring the implementation of the academic calendar which

emphasizes observance of at least 180 teaching days by universities/colleges. The monitoring would be at three levels, namely, university level, State level and National level.

- (iii) The Commission is also considering a scheme of providing incentives to universities to encourage them to implement the academic calendar.

[Ministry of Human Resource Development (Department of Education) O.M. No. F. 10-26/89-Desk (U) dated 16.3.90]

Recommendation Serial No. 24 (Para 5.13)

The Committee are unhappy to find that the allocation of Rs. 100.7 crores to State Universities in 7th Plan includes spillover schemes from the 6th Plan to the extent of Rs. 27.59 crores. In respect of Central Universities, the position is more serious because the actual outlay provided for the 6th Plan was Rs. 23.30 crores, the actual amount released was Rs. 27.62 crores and notwithstanding the above position, the spillover at the end of 6th Plan was reported to be Rs. 24.58 crores. Even allowing for the specific factors that contributed to the increase in assistance for Central Schemes at Rs. 52.20 crores viz. for provision of initial infrastructural facility for certain universities, the Committee consider the extent of spillover of schemes to the extent of 60 per cent, as an unfortunate situation which could have been avoided if the release of funds had been adequately monitored. The Committee expect that causes for this malady should be identified and remedial measures taken with due promptitude so as to ensure that, at least in the 7th Plan there are no such spillovers.

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

Reply of Government

The recommendation of the Estimates Committee is noted. As per the present practice, the Commission does not follow the principle of a total termination of the financial commitments at the end of a Plan period. In respect of general development programmes, the grants which are un-utilized are adjusted against the allocation

for the subsequent Plan. In respect of assistance for construction activities, the grants continue to flow till the building programme is completed. Further, the assistance for building projects is provided on a sharing basis and the release of grants is dependent upon the concurrence of the State Government to meet their share of liability. In respect of assistance for staff, the grants are provided upto a period of 5 years from the date of sanction and thereafter the State Governments have to take over the liability. Therefore, the spillover of the commitments made is adjusted against the allocations for the subsequent Plan. In respect of Central Universities, the entire liability is met by the UGC and depending upon the availability of resources, the execution of programmes is staggered over a longer period. In the case referred to by the Estimates Committee, the amount of Rs. 52.20 crores relates to building projects and the resources available were only Rs. 27.60 crores hence the spill over of Rs. 24.58 crores. However the Commission is making all efforts to reduce the spillover in the 7th Plan, especially with respect to the general development grants.

As regards the observation of the Estimates Committee that the assistance given by the UGC should be realistic and based on the actual cost incurred, it is stated that the UGC has framed norms and guidelines for provision of assistance for various purposes either in terms of the scale of facilities, items of equipment, number of staff, etc. Therefore, except in the case of building, the costs are more or less determined while the schemes are approved. It is only with reference to construction projects that there may be some difference in the cost due to escalation factors. In appropriate cases, however, the Commission does revise the costs if adequate justification and details are provided.

[Ministry of Human Resource Development (Department of Education) O.M. No. F. No. 10-26/89-Desk (U) dated 16-8-90]

Recommendation Serial No. 31 (Para 6.23)

The Committee consider it unfortunate that the Ministry|UGC implemented the recommendation of the Education Commission made as far back as 1966, regarding grant of autonomous status to colleges in a lukewarm manner as is indicated from the fact that till 1986 only 21 colleges had been conferred autonomous status. It was only after the National Education Policy was pronounced in 1986 and the idea of autonomous college was supported therein that the Ministry|UGC became alive to the problem and fixed an ambitious target of setting up of 500 autonomous colleges by the end of Seventh Plan. For reasons best known to them the

Ministry|UGC again went slow in the achievement of targets and as per the present position, only 56 colleges have been conferred the autonomous status so far. It is rather surprising that even the Central Universities have not shown any enthusiasm towards this scheme, what to say of State universities. The Committee, therefore, would like the Ministry/UGC to again go into the efficacy of this scheme to find out as to why the response from the universities has been discouraging in this regard and to take effective remedial measures to achieve the desired targets.

Reply of Government

The Scheme of Autonomous Colleges is not merely a structural reform that can be externally imposed. The initiative to function independently of the protection umbrella of a university should come from the colleges themselves; they should also feel confident that they can meet the demands of accountability that autonomy implies. Similarly, universities have to encourage colleges which have the academic resources and potential to function independently of them rather than relying on the performance of good colleges to boost their own image. It was the absence of this initiative on the part of the universities and colleges that resulted in the painfully slow process in the implementation of an essentially innovative reform like the autonomous colleges. The pace of development of autonomous colleges could not therefore be forced by any external pressure or incentive. Coupled with this is the lack of provision in the acts for autonomous status for many universities, formulation and approval of Statutes by the Universities/ State Governments for the grant of Autonomous status to colleges and above all the lack of appreciation on the part of the management, Principals, teachers and students about autonomy to colleges. The UGC has organised seminars/workshops to generate awareness and the scheme has also been widely circulated. The UGC has also been pursuing the matter with the State Governments to elicit their support for the scheme. As a result of the efforts made so far the number of autonomous colleges has now gone up to 102. Proposals from 77 colleges are presently under various stages of consideration at the university and State Government levels. It can be reasonably expected that this programme will be implemented in a significant manner in the coming years as a result of the preparatory work already done.

[Ministry of Human Resource Development (Department of Education) O.M. No. F. 10-26/89-Desk (U) dated 16-3-90]

CHAPTER IV

RECOMMENDATIONS/OBSERVATIONS IN RESPECT OF WHICH GOVERNMENT REPLIES HAVE NOT BEEN ACCEPTED BY THE COMMITTEE

Recommendation Serial No. 1 (Para 2.7)

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

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

Reply of Government

As envisaged in the National Policy on Education, 1986 and its Programme of Action, the establishment of a National Council for Higher Education as an apex body for coordination of policies and programmes among different sectors of higher education has been under discussion with the concerned departments and agencies. The proposal which emerged from these discussions was to set up a National Council, under the Chairmanship of the Prime Minister, as a coordinating mechanism, through a resolution of the Govt. of India. However, doubts were expressed about the effectiveness of such a mechanism. It was pointed out

that the apex body has to coordinate the functions of several statutory agencies such as the UGC, the All India Council of Technical Education, the Medical Council of India, etc. Therefore, the proposed body should also have a statutory status if it has to play the role assigned to it effectively. It was also pointed out that it should be a compact body manned by professionals, rather than being an informal mechanism functioning under the political leadership. It was also suggested that the areas of coordination should be precisely identified, and provisions be made in the statutes of the existing bodies to ensure that the policies, directions, guidelines etc. evolved by the apex body were binding on them.

The Government is considering the appointment of an Expert Committee to work out these details.

[Ministry of Human Resource Development (Department of Education) O.M. No. F. 10-26/89-Desk (U) dated 16-3-90]

Recommendation Serial No. 12 (Para 4.41)

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

Reply of Government

The recommendation of the Estimates Committee is noted. In pursuance of the statements made in the National Policy on Education—1986 and the Programme of Action to implement the Policy, the UGC has appointed a Committee to review the management patterns including the structure, roles & responsibilities of various university bodies in the light of the new demands of the university system. The report of this Committee has recently been submitted to the Commission and is being examined. Any future amendment of University Legislation will be considered in the light of the recommendations of this Committee.

[Ministry of Human Resource Development (Department of Education) O.M. No. F. No. 10-26/89-Desk (U) dated 16-8-90]

Recommendation Serial No. 13 (Para 4.55)

The Committee realise that with the rapid spread of education in the country and establishment of more and more colleges to cater to the need of the growing population, the number of universities is bound to increase. It is, however, disquietening to note that there has been uneven growth of the universities in the country and U.G.C. has been a silent spectator in this regard and has not even been consulted by many a State Government before establishment of a university in that State. Out of 28 new universities established during the Sixth Plan and first two years of the Seventh Plan, in as many as 14 cases, there were no effective consultations with the U.G.C. Out of these 13 cases, there were no consultations and no survey information was received in respect of 5 universities; the State Governments concerned just made a reference to U.G.C. in the case of another five universities, and went ahead with their establishment against the advice of the U.G.C. The Committee view this unsatisfactory situation with alarming concern and feel that unless in-depth spade work is done and a lot of interaction takes place between all concerned before the establishment of a university, the educational standards are bound to fall further. The Committee find that the only deterrent which the UGC can put against the establishment of such universities is the non-sanctioning of grants which in the Committee's opinion is inadequate to stop the uneven growth of universities and colleges. The Committee also find that there are no provisions in the UGC Act to remedy the situation. The Committee would, therefore, like the Ministry/UGC to give serious thought to this problem in consultation with State Governments after taking into account special economic, cultural and humanistic aspects of education. It is imperative to develop a mechanism to ensure that a new university is established only if there is an actual need for it and in-depth spade work has been done so that the university maintains the requisite standards after its establishment. In this context, the optimum number of colleges, which should be affiliated to a university, should also be determined without further loss of time.

Reply of Government

The Government shares the concern of the Estimates Committee regarding unplanned growth of institutions of Higher Learning. The National Policy on Education—1986 and the Programme of Action for its implementation have also emphasized the need to consolidate the facilities in existing institutions and to ensure that

there is careful planning and provision of necessary infrastructural facilities while setting up new institutions. The Policy also provides for setting up of Councils of Higher Education for State level planning and coordination of higher education. As part of its functions, the Councils have been entrusted with the responsibility of evolving perspective plans for development of higher education in the States. Such a Council has been set up in Andhra Pradesh and are in the process of being set up in Bihar, Madhya Pradesh and Orissa. Ultimately, however, the unplanned proliferation of colleges/universities can be checked only if there is a political will to do so.

[Ministry of Human Resource Development (Department of Education) O.M. No. F. 10-26/89-Desk (U) dated 16-3-90]

Recommendation Serial No. 17 (Para 4.67)

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

Reply of Government

The recommendation of the Estimates Committee has been noted. The progress of implementation of examination reforms has been slow mainly in universities which have a large number of affiliated colleges. It is expected that the scheme of autonomous colleges would provide an impetus to innovations in examination reforms as these colleges would be free to frame their own courses and have their own evaluation procedures. Examination reforms was also discussed in the conference of the Vice-Chancellors held in October, 1989.

[Ministry of Human Resource Development (Department of Education) O.M. No. F. 10-26/89-Desk (U) dated 16-3-90]

Recommendation Serial No. 18 (Para 4.90)

The Committee regret to note that for all these years the UGC did not lay down any norm/standard for student-teacher ratio in the universities/colleges. The Committee find large variations in the student-teacher ratio obtaining in various universities. Whereas the student-teacher ratio of 20:1 has been taken as norm

for determining maintenance grants for Delhi Colleges, the actual ratio is only 15:1. In different universities and colleges affiliated to them, the student-teacher ratio varies from 3:1 to 35:1. In central universities also the ratio varies from 5:1 to 19:1. The Committee are particularly surprised to find a student-teacher ratio of 2:1 in two institutions deemed to be universities. The Committee consider these facts inconsistent with the objective of the Commission for maintenance of uniform standards. The Committee cannot but express their strong displeasure over the casual approach of the UGC in solving the issue. Even though the issue was raised in the 102nd report of C. (3rd Lok Sabha) the progress in this regard has been dismal. It is only after the Committee undertook the examination of the subject of UGC once again in the year 1988-89 that one of the subject panels of the UGC was entrusted with the job. The Committee hope that the subject panel will be able to suggest ideal student-teacher ratio at the earliest.

Reply of Government

It may not be desirable to lay down a uniform student-teacher ratio for universities and colleges because of different courses offered by them and varying patterns of enrolment. The undergraduate programmes have a lower student-teacher ratio than post-graduate programmes even in the same courses. In remote, hilly and rural areas, where the student enrolment is less, there is higher student-teacher ratio. The ratio in science and allied disciplines where laboratory/extension work is involved, is also higher. Similarly, for some language courses also, the ratio is higher.

It is understood that State Governments have also prescribed norms for student-teacher ratio for determining grants-in-aid to universities and colleges.

The UGC, in its regulations on minimum standards have inter alia emphasized that:

- the number of full-time and/or part-time teachers shall be provided keeping in view the total institutional workload;
- the Group for tutorials shall not be more than 15 or 20 students;
- a teacher shall not be expected to supervise more than 20-25 students in a laboratory class.

These regulations have been circulated to the universities and colleges.

As regards the exercise being undertaken by the UGC Subject Panels, some of the Panels have completed the exercise and it is expected to be completed by others also shortly.

[Ministry of Human Resource Development (Department of Education) O.M. No. F. 10-26/89—Desk (U) dated 16.3.90]

Recommendation Serial No. 20 (Para 4.107)

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

Reply of Government

Central Universities are not established as a rule to provide higher education facilities on a regionwise or Statewise basis. They are set up only in response to specific situations as they arise. It would not, therefore, be advisable to lay down guidelines for the establishment of Central Universities on the basis of regional requirements and aspirations.

[Ministry of Human Resource Development (Department of Education) O.M. No. F. 10-26/89-Desk (U) dated 16-3-90]

CHAPTER V

RECOMMENDATIONS|OBSERVATIONS IN RESPECT OF WHICH FINAL REPLIES OF GOVERNMENT ARE AWAITED

NEW DELHI;

July 24, 1990

Sarvana 2, 1912 (S)

JASWANT SINGH

Chairman

Estimates Committee.

APPENDIX

(Vide Introduction)

*Analysis of Action taken by Government on the 66th Report of Estimates Committee
(8th Lok Sabha)*

I. Total number of recommendations	37
II. Recommendations/observations which have been accepted by Government	
(Sl.Nos. 2,3, 7, 9, 10, 11, 14, 15, 16, 21, 22, 23, 25, 26, 27, 28, 29, 30, 32, 33, 34, 35, 36, 37)	
Total	24
Percentage	64.86%
III. Recommendations/observations which the Committee do not desire to pursue in view of Government's reply	
Sl.Nos. 4, 5, 6, 8, 19, 24, 31	
Total	7
Percentage	18.92%
IV. Recommendations/observations in respect of which Government's replies have not been accepted by the Committee-	
Sl. Nos. 1, 12, 13, 17, 18, 20	
Total--	6
Percentage	16.22%
V. Recommendations/observations in-respect-of-which final replies of Government are awaited	
Total	NIL
Percentage	NIL

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