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SEVENTEENTH REPORT

**ESTIMATES COMMITTEE
(2007-08)**

(FOURTEENTH LOK SABHA)

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



Presented to Lok Sabha on March 13, 2008

**LOK SABHA SECRETARIAT
NEW DELHI**

March 13, 2008/ Phalguna 23, 1929(S)

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COMMITTEE ON ESTIMATES
(2007-2008)

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5. Shri C. Kalyanasundaram - Committee Officer

*Elected on 28th November, 2007 Vice Shri Vijaykumar Khandelwal, MP passed away on 13th November, 2007.

Vacant since 03.03.2008 due to resignation of Shri B. Vinod Kumar, MP.

INTRODUCTION

I, the Chairman of the Estimates Committee, having been authorised by the Committee to submit the report on their behalf present this Seventeenth Report on the Ministry of Human Resource Development (Department of Higher Education) – ‘University Grants Commission’.

2. The subject was selected for detailed examination by the Estimates Committee (2006-2007). The Estimates Committee (2006-2007) heard the briefing on the subject on 29th May, 2007, undertook a study visit to INFLIBNET, Ahmedabad on February 12th, 2007 and held informal discussion with the faculty of University of Hyderabad during their study visit to Hyderabad on February 15th, 2007. The Committee(2007-08) took the oral evidence of representatives of the Ministry of Human Resource Development and University Grants Commission on 23rd October, 2007. The Committee held informal discussion with the faculty of University of Calcutta and Jadhavpur University during their visit to Kolkatta on October 30th, 2007. They also heard the views of the Vice-Chancellors and faculty of University of Delhi and Jawaharlal Nehru University in the presence of the representatives of the Ministry of Human Resource Development and UGC on January 7th, 2008 and January 25th, 2008.

3. The Committee wish to express their thanks to the officers of the Ministry of Human Resource Development and University Grants Commission for placing before them the detailed written notes on the subject and for furnishing information desired in connection with examination of the subject. The Committee also appreciate the frankness with which the faculty of University of Delhi, University of Hyderabad, Jawaharlal Nehru University, University of Calcutta and Jadhavpur University expressed their views on the subject.

4. The Committee would also like to express their gratitude to the Estimates Committee 2006-07 for the able guidance and right direction provided by them in obtaining information for indepth and comprehensive study of the subject.

5. The Committee considered and adopted the report at their sitting held on March 11th, 2008.

6. The Report is divided into nine chapters. The Committee have *inter alia* made the following important observations/recommendations:

- (i) In case of State Governments which are in financial difficulties, the UGC should provide maintenance grants for a certain period to enable universities and colleges to come to the mainstream

- (ii) The Ministry of Human Resource Development should appoint an independent, renowned and suitable agency to conduct a thorough and in-depth study of UGC's functioning with reference to its functions on maintenance of standards of universities and colleges funded by it. Based on the outcome of the study, which may be completed within two years, suitable reforms should be implemented in the functioning of UGC in this regard.
- (iii) The Union Government should share the burden of those states which are at the bottom of the rankings based on incidence of poverty and which may find it difficult to increase their share of funds for higher education commensurate with Union Government's increase.
- (iv) The Ministry and UGC should finalise the estimates of physical and financial targets of various schemes only after duly examining the requirements and the feasibility of achieving the same.
- (v) The Ministry, UGC and Planning Commission sit together to examine threadbare the requirements of UGC for the Eleventh Plan and increase the plan allocation to UGC accordingly.
- (vi) The needs of our existing institutions of excellence like Delhi, Kolkatta, Mumbai, Madurai, Aligarh, Banaras and Pune universities, JNU IITs, IIMs, IISs etc. should be studied and high levels of assistance should be provided to them to make them world-class institutions and to improve their rankings in the globally recognized ranking systems.
- (vii) Entire functioning of National Accreditation and Assessment Council including its new methodology of assessment and accreditation process should be reviewed and the standard of methodology of the proposed statutory body should be equivalent to that of the similar bodies in developed countries or that of international organizations engaged in assessment and accreditation process.
- (viii) The Ministry and UGC should explore the possibility of permitting highly meritorious faculty members of our universities to take up joint appointment in a foreign university to spend half the year there and half here as well as allow foreign scholars to teach in our universities.
- (ix) The Government should set up the Higher Education Finance Corporation immediately as earlier recommended by CABE Committee.
- (x) The Government first set up the National Commission on Higher Education to coordinate the activities of various regulatory bodies in Higher Education such as UGC, AICTE and MCI etc. and simultaneously hold wider consultations on the recommendations of National Knowledge Commission including that of Independent Regulatory Authority for Higher

Education, setting up of 1500 universities by 2015 etc. and take concrete and appropriate steps in the matter.

5. For facility of reference, the observations/recommendations of the Committee have been printed in bold type in the body of the report.

NEW DELHI;
March 11, 2008
Phalguna 21, 1929(S)

C. KUPPUSAMI,
Chairman,
Committee on Estimates.

CHAPTER-I

Genesis, Mandate, Goals and responsibilities

A. Genesis

1.1 A University Education Commission was set up in 1948 under the Chairmanship of Dr. S Radhakrishnan “to report on Indian university education and suggest improvements and extensions that might be desirable to suit the present and future needs and aspirations of the country”. It recommended that the University Grants Commission be reconstituted on the general model of the University Grants Commission of the United Kingdom with a full-time Chairman and other members to be appointed from amongst educationists of repute.

1.2 In 1952, the Union Government decided that all cases pertaining to the allocation of grants-in-aid from public funds to the Central Universities and other Universities and Institutions of higher learning might be referred to the University Grants Commission. Consequently, the University Grants Commission (UGC) was inaugurated by late Shri Maulana Abul Kalam Azad, the then Minister of Education, Natural Resources and Scientific Research on 28 December, 1953.

1.3 Entry 66 of the Union List at the 7th schedule of the Constitution of India states that the Parliament has power to make laws in regard to coordination and determination of standards in institutions for higher education or research and scientific and technical institutions. In pursuance of the above entry, the UGC, was formally established in November, 1956 as a statutory body of the Government of India through the University Grants Commission Act, 1956.

B. Mandate, Goals and Responsibilities

1.4 The UGC Act provides that the general duty of the Commission is to take, in consultation with the Universities or other bodies concerned, all such steps as it may think fit for the promotion and co-ordination of University education and for the determination and maintenance of standards of teaching, examination and

research in universities. The Commission also provide financial support to universities and colleges for their development. The functions and powers of the Commission are provided in the Act which are briefly mentioned below :-

1. To allocate and disburse, out of the Fund of the Commission, grants to Universities, established or incorporated by or under a Central Act, and Colleges. The grants to the Central Universities are provided for the maintenance and development. For State sponsored universities, the UGC provides assistance under Plan development assistance and also under other schemes aimed at quality and Excellence and development of infrastructure.
2. To establish institutions for providing common facilities, services and programmes for a group of universities or for the universities in general and maintain such institutions or provide grants for their maintenance.
3. To recommend to any University the measures necessary for the improvement of University education and advise the University
4. To advise Central Government or any State Government on the allocation of any grants to Universities for any general or specified purpose out of the Consolidated Fund of India or the Consolidated Fund of the State.
5. To advise any authority, if such advice is asked for, on the establishment of a new University, or on proposals connected with expansion of the activities of any University.
6. To advise the Central Government or any State Government or University on any question which may be referred to the Commission by the Central Government or the State Government or the University, as the case may be.
7. Perform such functions as may be prescribed or as may be deemed necessary by the Commission for advancing the cause of higher education in India or as may be incidental or conducive to the discharge of the above functions.

8. To specify the degrees which could be awarded by the Universities in the country by the institutions or class of institutions which may be recognized by the Commission.

1.5 The Commission is also empowered to make Rules and Regulations on the following subjects :

- a) Specifying the institutions or class of institutions which may be recognized by the Commission under the relevant provisions of its Act.
- b) Defining the qualifications that should ordinarily be required of any person to be appointed to the teaching staff of the University, having regard to the branch of education in which he is expected to give instruction
- c) Defining the minimum standards of instruction for the grant of any degree by any University
- d) Regulating the maintenance of standards and the co-ordination of work or facilities in Universities.
- e) Specifying the matters in respect of which fees may be charged, and scales of fees in accordance with which fees may be charged, by a college

1.6 In regard to the provisions of the UGC Act and autonomy of UGC, the Secretary, Department of Higher Education in the Ministry of Human Resource Development further briefed the Committee as follows :-

“The Act provides for the composition of the Commission, the terms and conditions of the service of its members and other establishment matters, its powers and functions under which the Commission can regulate the working of the Universities and consequences of the failure of the University to comply with these. Sir, UGC has full autonomy as far as academic matters are concerned. It is only in case of any policy issues that the Central Government have, under Article 20 of the UGC Act, powers to give them direction. Otherwise, in all matters of day-to-day academic issues, curriculum quality, maintenance of standards etc. the UGC is fully autonomous.”

C. Fulfillment of responsibilities

1.7 When asked how far UGC has succeeded in achieving the mandate given to it and in fulfilling its responsibilities, the Committee were informed in a written reply as follows :-

“By and large the UGC has succeeded in achieving the mandate given to it. However, the number of Universities and educational institutions has grown manifold over the years but the allocation of funds has not kept pace with the increase of institutions. Non-availability of adequate resources is one of the reasons for UGC not being able to implement some of the intended programmes for upgrading standards of higher education. This position has been changing since 2004-05 when Plan Allocations to the UGC have been steadily enhanced, even though not fully satisfactorily. However, substantial increases in outlay for the UGC is expected during the XI Plan.”

1.8 In regard to steps that are proposed to be taken by UGC to bridge the gap between the mandate and the achievements made so far, UGC informed the Committee in a written reply that the plan funds made available by the Government of India were grossly inadequate to meet the targets set by the UGC. Hence there was a gap between the mandate and the achievements. The Commission proposed to address the following issues :-

1. Decline in real expenditure on higher education on per capita basis which leads to poor education infrastructure in some areas and sectors.
2. The enrolment ratio in higher education remained comparatively low.
3. About 57% of state universities or 45% of the universities and about 40% of colleges were covered at present under UGC development funding; others were not covered simply because these institutions did not have adequate level of physical and academic infrastructure and were required to be brought at par with others by providing them development grants. There was a quality gap even between

educational institutions which received grants. A sample analysis by the UGC indicated that only about 30% of universities and 10% of colleges are of 'A' grade by NAAC assessment.

4. The growth of higher education system had not been uniform and there were many disparities and imbalances across regions and social groups. These imbalances would have to be corrected urgently in order to make the higher education system equitable and inclusive for all. Therefore, programmes had been prepared with the objective to :-
 - a) increase enrolment rate in higher education from 10% in 2006 to 15% in 2012.
 - b) Improve the quality of physical and other infrastructure of universities and colleges, including quality of faculty. Special focus on scholarship/fellowship for research students, and also on science education.
 - c) Provide equal access to educationally lacking groups and bring inclusiveness, so as to develop a policy of "Inclusive Education".
 - d) Focus on educationally lagging regions/districts.
 - e) Promote relevant education.
 - f) E-governance and computerization of UGC, its regional offices and inter-connectivity with universities and colleges for coordinating the allocation of grants and monitoring.

CHAPTER-II

Organisational Structure

A. Commission

2.1 The Commission consists of the Chairperson, Vice-Chairperson and 10 other members appointed by the Government of India. The Chairman is chosen from the persons who are not officers of the Central Government or of any State Government. Out of the ten members, two are chosen from among officers of Central Government to represent the Government. Not less than four are chosen from among persons who are at the time they are so chosen, shall be teachers of the universities. The remaining are chosen, from among persons (1) who have knowledge of, or experience in agriculture, commerce, forestry or industry, (2) who are members of engineering, legal, medical or any other learned profession and (3) who are Vice-Chancellors of Universities or who, not being teachers of universities, are in the opinion of the Central Government, educationists of repute or have obtained high academic distinctions. The Secretary in the Ministry of Human Resources Development (Deptt. of Higher Education) and the Secretary in the Department of Expenditure are the members of the commission. In this regard the Secretary, Deptt. of Higher Education, stated during the briefing as below:-

“Myself, as Secretary, Deptt. of Higher Education is also a member of the Commission and so is the Secretary, Deptt. of Expenditure. The availability of these two officers from the Government in the Commission facilitates coordination with the Commission and it leads to a smooth functioning of the Commission and a better understanding between the Commission and the Government.”

2.2 Regarding number of sittings of the Commission and the attendance of its members, the Ministry informed the Committee in their written reply that 23 sittings of the Commission were held during the period 2005-07. Perusal of the information provided by the Ministry shows that Secretary (Expenditure) did not attend twenty-two sittings. In one special meeting held on 23.01.2007 it was not

mentioned whether the Secretary (Expenditure) attended the meeting or not. Secretary (Higher Education) did not attend five sitting during this period.

2.3 Even though the Secretary is a member of the Commission, the Ministry examines afresh the recommendations/decisions of the commission. When asked about the necessity of the same, the Additional Secretary in the Ministry of Human Resource Development clarified during the evidence as follows:-

“You had raised this very important issue about examination of UGC recommendation. I would just like to submit that participation of Secretaries of HRD and Expenditure, technically they are members of the University Grants Commission but when they go and participate in a meeting of the Commission, it is still a decision or a recommendation of the Commission. There are only one or two provisions where the recommendation of the UGC requires the approval or the orders of the Central Government. But the Central Government, as the Committee would agree is more than the Secretary, HRD and Secretary, Expenditure-of course, very often Secretary Expenditure is not able to personally go but that issue apart, the fact is that there is the Minister in charge, there may be other Departments which may be involved, notably the Planning commission or sometimes may be the AICTE, the Ministry of Health or whatever. So, the decision making process in the Government is a larger process and the Transaction of Business Rules of the Government clearly lay down that wherever an issue concerns more than one Ministry each one of them has to be consulted. Of course, within the nodal Ministry also orders have to be obtained at the level of the Minister which is why even though the Commission has representation of HRD and Ministry of Expenditure at the official level their proposals and recommendations have to be processed at the Govt. level. But your point is well taken that this should be done expeditiously and unnecessary examination and noting etc. at lower levels, should be minimized or avoided. I am sure we would try to address that.”

2.4 When asked whether Government/UGC received any suggestions/complaints regarding composition and functions of the Commission, the Ministry in a written reply furnished as under:-

“A Task Force was constituted under the Chairmanship of Prof. Amrik Singh, which made recommendations, in February 1999, suggesting certain amendments to the UGC Act. The recommendations included the following four features – (i) provisions regarding fake universities were suitably revised; (ii) it was proposed that five members of the Commission be made whole time members and total membership be raised from 12 to

15; (iii) provisions regarding foreign universities have been incorporated into the proposed amendments; and (iv) suitable amendments have also been recommended for giving opportunity for the establishment of private or self-financing universities in the country. The recommendations of the Task Force were not implemented in view of the need subsequently felt for a more comprehensive amendment to the UGC Act.

The National Knowledge Commission (NKC) have also suggested changes in the functioning of the UGC. It has, among other things, suggested that the role of the UGC should be re-defined to focus on the disbursement of grants to, and maintenance of, public institutions in higher education and for the regulation of Universities, a new Independent Regulatory Authority for Higher Education should be created. As there is no broad consensus on the recommendations of the NKC, the recommendations of the NKC have not yet been accepted by the Government. A wider consultation process has been initiated”.

B. Secretariat

2.6 The executive head of the UGC is the Secretary. The following is the staff strength of the Commission’s Secretariat:-

	Sanctioned Strength		Actual strength	
	2005-06	Present	2005-06	Present
Group ‘A’	112	92	68	72
Group ‘B’	124	123	110	111
Group ‘C’	473	473	336	321
Group ‘D’	101	99	70	66
Canteen	19	19	15	13
Total	829	806	599	583

2.7 The above table shows that 583 employees, constituting 72.33%, are working in UGC against the sanctioned strength of 806. In regard to decrease in staff strength, the Ministry in a written reply furnished the following information:-

“As per Ninth Report of the Expenditure Reforms Commission submitted in September 2001, UGC was required to reduce its staff strength, by abolishing 264 posts. The UGC were also required to reduce its number of schemes and thus reduce the requirement of staff. UGC issued orders on 15.12.2003 abolishing 55 posts. As 146 posts were lying vacant for more than one year UGC were required to abolish them. The UGC informed on 13.09.2004 that in view of depleting staff support, they would like to fill up 65 posts immediately by way of revival of vacant posts. However as per the Expenditure Reforms Commission Report, UGC is entitled to fill up only 36 additional posts beyond 583 filled up posts and that too, if Finance Ministry gives approval for revival of posts, which were lying vacant for more than one year. The UGC had also informed that it has requested the Government for inspection by Staff Inspection Unit of

the Ministry of Finance to determine the staff strength of the Commission. According to the UGC inspection by Staff Inspection Unit (SIU) has not taken place and they have requested the Administrative Staff College, Hyderabad to conduct a study of the UGC. However, sanction of any additional posts can be done only with the approval of the Finance Ministry who generally insist on the recommendation of the SIU”.

2.8 When asked whether the present organizational structure is adequate, UGC in a written reply stated that it has requested the Administrative Staff College of India, Hyderabad to conduct a study of the functioning of the UGC and to suggest necessary modifications and changes in its structure. In view of the proposed expansion of the higher education system, the commission has further stated that there may be a need for review of the organizational structure of the UGC.

2.9 In regard to organizational structure of the UGC, the Additional Secretary in the Ministry of Human Resource Development while deposing before the Committee stated as under :-

“The Commission oversees higher education system comprising about 400 degree granting institutions which include universities, deemed universities and institutions of national importance so declared by Acts of Parliament and State Legislatures, about 18,000 colleges. The Commission functions through about 14 Bureaux dealing with different areas, six Inter University Centres, 57 Academic Staff Colleges and seven Regional Offices.”

C. Bureaux and Divisions

2.10 As per the information provided by the Ministry, the Secretariat of UGC operates through the following Bureaux and Divisions:-

1. Finance and Internal Audit
2. Administration, Vigilance and e-governance
3. Information and Statistics
4. Policy, Planning, Annual Plans as well as Pay-Scales of teaching staff and Basic Scientific Research in Universities
5. Fellowships and Awards
6. National Eligibility Test
7. State Universities including Monitoring and Evaluation, Publication and Website

8. Bureau dealing with Regional Languages, Legal Matters, SAP, Special Programme and Computer Technology
9. Library, Right to Information, Monitoring of Research Projects, Mal-practices and Rajbhasha
10. Central Universities and Inter-University Centres
11. Parliamentary Work, Autonomous Colleges, International Cooperation and Academic Staff Colleges and Schemes relating to Value Education, Human Rights and Duties
12. Deemed to be universities and declarations under Section 2F and 12 B and Scheme for Potential for Excellence
13. Physical Education, Yoga, Adventure Sports, Non-formal Education, Adult Education and Career Oriented Education.
14. Bureau dealing with Divisions relating to SC/ST as well as OBC reservation, remedial coaching welfare schemes relating to minorities, Women Studies and Population Education.

D. Regional Offices

2.11 Six Regional Offices of UGC are located at Hyderabad, Pune, Bhopal, Kolkata, Guwahati and Bangalore. The Northern Regional College Bureau (NRCB) of UGC Head Office works as Northern Regional Office. In the Annual Report of UGC, 2005-06, it has been mentioned that these Regional Offices have been set up for implementation of various schemes/programmes relating to college sector. In regard to regional offices, the Chairman, UGC apprised the Committee during the briefing as under:-

“We have six regional offices. A decision was taken several years ago that we should decentralize the functioning of University Grants Commission so that it improves the delivery system, working improves, and the grants are released on time. So there are six regional offices covering two-three states. We have offices in Pune, Hyderabad, Bangalore, kolkata, Delhi and Guwahati. We have taken a review of the regional offices as part of the 11th Plan and we are going to increase the regional offices. Two more regional offices will be added. The regional offices primarily deal with the college sector because there are about six thousand colleges that we support for various purposes like development grants, travel grants and other grants. So, everything is done by the regional offices in the vicinity of the college and that has improved the delivery system of the University Grants Commission quite a lot. We also transfer some of the schemes to State Universities to the regional offices so I think it has brought quite a bit of improvement in its working and helping the colleges.”

E. Inter University Centres

2.12 Regarding Inter University Centres, the Additional Secretary, in the Ministry during oral evidence informed the Committee as under: -

“The Inter University Centres are meant to provide common facilities for the university and collegiate system. Three of the six Inter University Centres are concerned with facilities in various areas of science. One is Accelerator Centre. The other is meant to enable universities to avail facilities with Department of Atomic Energy and the third is the Inter University Centre for Astronomy and Astro physics. Apart from these, there are three other centers. One is the National Assessment and Accreditation Council which assesses and accredits institutions of higher education including universities and colleges. The next is the Centre for Educational Communication which generates software for use in higher education, and the last is INFLIBNET which is supposed to network university and college libraries and give them facilities of access to e-journals, etc.”

CHAPTER – III

FINANCE AND GRANTS

A. Budget allocation and utilization

3.1 When asked about the budget allocation and utilization, UGC in its written reply furnished to the Committee stated that the budget allocations (Plan and Non-Plan) made by the Government of India to UGC and the expenditure incurred by it during the last ten financial years are given below:-

Plan				
S. No.	Year	Budget Estimates	Revised Estimates/ Actual Receipts	(Rs. in lakhs) Expenditure
1.	1997-1998	32310.00	38317.23	39113.31
2.	1998-1999	32310.00	38969.61	40387.37
3.	1999-2000	34800.00	43977.00	44396.27
4.	2000-2001	40700.00	46300.00	47588.25
5.	2001-2002	46008.00	47788.38	48709.59
6.	2002-2003	51675.00	55976.00	55954.87
7.	2003-2004	51675.00	51675.00	61408.49
8.	2004-2005	75775.00	71975.00	75132.66
9.	2005-2006	78540.00	78630.00	80874.38
10.	2006-2007	126980.00	121872.00	125025.08

Non-Plan				
S. No.	Year	Budget Estimates	Revised Estimates/ Actual Receipts	(Rs. in lakhs) Expenditure
1.	1997-1998	45000.00	54500.00	54521.31
2.	1998-1999	84700.00	99897.00	99990.53
3.	1999-2000	64000.00	97500.00	97633.06
4.	2000-2001	100000.00	100000.00	100396.29
5.	2001-2002	103068.00	102068.00	100430.99
6.	2002-2003	110000.00	110000.00	112626.22
7.	2003-2004	111380.00	113230.00	113389.18
8.	2004-2005	111380.00	118285.00	119223.57
9.	2005-2006	121835.00	138961.00	138981.86
10.	2006-2007	146070.00	156070.00	153647.84

3.2 A representative of the Ministry informed the Committee during evidence that in 2007-08 Plan and Non-Plan Budget allocation for UGC was Rs. 2,374 crore and Rs. 1,639 crore respectively.

3.3 UGC further informed the Committee that the Government of India is the only source of funding for UGC. The Administrative/ Establishment expenses incurred by UGC and its regional centers during the last financial years are as follows:-

S.No.	Year	UGC's Administrative/Estt. Charges including UGC's Regional Centres (Rs. In lakhs)
1	1997-1998	1478.51
2	1998-1999	1927.21
3	1999-2000	1552.07
4	2000-2001	1720.38
5	2001-2002	1711.88
6	2002-2003	2041.43
7	2003-2004	2221.98
8	2004-2005	2329.40
9	2005-2006	2615.40
10	2006-2007	2883.70

3.4 About 100% increase in administrative expenses, during the last ten years, can be noticed from the above table. According to UGC, the reasons for increase in administrative expenses include:-

- (a) manifold increase in the salaries of the employees during the last ten years;
- (b) the number of expert committees on various issues has also increased involving expenditure on travel, boarding and lodging of members; and
- (c) general price rise in different goods and services due to inflation.

3.5 When asked whether the budget allocations received from the Government of India are adequate to fulfill the administrative responsibilities of UGC, UGC in a written reply stated that it will need more funds to cater to the

administrative support for the proposed expansion of higher education in the XIth Plan period.

B. GDP Spending On Higher Education

3.6 In September, 2004, the Government of India constituted seven Committees of the Central Advisory Board of Education (CABE) to examine in detail the critical issues relating to education system. Two committees were constituted to examine the issues relating to 'Autonomy on Higher Education Institutions' and 'Financing of Higher and Technical Education'. These Committees made certain recommendations regarding funding of higher education. The recommendations are as follows :-

- (i) There is need for preparing a detailed perspective plan for the development of Higher and Technical Education, including detailed estimates of resource requirement.
- (ii) The Government – Union and the States – must make a firm commitment to sustained funding of higher education institutions, in such a way that the basic teaching and research extension activities are not affected in their quality and quantum due to paucity of financial resources.
- (iii) With respect to State funding for higher education, as a thumb rule, 25% of the total allocations for education has to be allocated to higher and technical education.
- (iv) Approach the Planning Commission for the enhancement of allocation to higher education sector to the level of 2% of GDP.

3.7 In regard to the action taken on the above recommendations, the Ministry in a written reply stated that the Ministry had set up a Committee, vide order dated 3.10.2005, under the Chairmanship of Prof. Tapas Majumdar, with the

following terms of reference :- (i) To quantify actual allocation of public resources (Central & State Governments and Local Bodies) to education during the first four years of the Tenth Plan (2002-2006), in absolute terms and as percentage of GDP, and to estimate likely allocation of resources, based on current growth, projections, for the period 2006-12 and (ii) To quantify total resources which would become available for education during the above period 2006-12, if public expenditure on education were to equal 6% of GDP during each of six years. The Committee gave its report on 17th November 2005. It was indicated that for raising public expenditure on Education to the level of 6% of GDP, an additional average amount of Rs.1,27,000 crores per year, over and above the existing level of public expenditure, would be required during the XIth Plan assuming a growth rate of 7% per annum in GDP.

3.8 Regarding GDP spending on education, the Secretary, Higher Education informed the Committee during evidence as follows:-

“In India, we have been having several Commissions which have recommended that at least 6 percent of GDP should be spent on education. Unfortunately, till now, we have been able to spend only about 3.5 percent of our GDP on education. On higher education, it is even lower at the level of only about 0.65 to 0.7 percent of the GDP which is spent on higher education. Whereas in developed countries this would be of the order of 1.4 or 1.5 percent of the GDP. We have been requesting that in the Eleventh Five Year Plan we should reach this level of 6 percent of GDP as expenditure on education. Again, in our federal setup, almost 75 percent of the expenditure on education is done in the States. Only about 25 percent is Government of India share. So, for reaching this 6 percent of the GDP, both the State Governments and the Central Government will have to raise their resources and we will have to come up to this level.... As I submitted, while 75 percent of the expenditure on higher education is met by the States and 25 percent by the Central Government, private educational institutions almost spend 50 percent of the total requirement of higher education. That means 50 percent of the funding for higher education in the country comes from private sources and the balance 50 percent comes from our Government sources.... Between the Government of India and State Governments, the ratio is 75:25 or 80:20, that is, 80 percent of expenditure is done by the State and only about 20-25 percent expenditure is done by the Centre”.

3.9 The Secretary, Higher Education further informed the Committee that 0.17 percent of GDP is being spent by the Union Government on higher education as on date.

3.10 The Chairman, UGC also stated in this regard, “My urgent request to you as representatives in Parliament is that you may try to impress upon the body that expenditure on higher education should increase. It has been mentioned that one percent of our GDP should go to higher education. But at the moment, it is 0.37 or 0.4 percent. You can see that there is a huge gap in what is recommended five to six years before and what we are allocating to higher education today. So, there is a need to allocate more to higher education.”

3.11 When it was pointed out that the per capita expenditure on education has declined despite the education cess levied by the Government, the Additional Secretary in the Ministry clarified during evidence as under:-

“On the issue of per capita expenditure declining despite the cess, I would like to submit that the decline in per capita expenditure was essentially a trend which was continuing till about 2003-04. I am happy to report that this trend has since been arrested and reversed. It is now growing. There has been a very significant increase in the plan outlay for higher education of the Central Government especially in the current year with the imposition of the Secondary and Higher Education Cess. Until this year, the cess which was introduced in 2004 was a Basic Education Cess of two per cent and it was meant exclusively for basic education, namely to fund programmes like Sarva Shiksha Abhiyan and Mid Day Meal. But the one percent cess which has been introduced from this year is meant for secondary and higher education and with that we have been able to step up very substantially our outlay for secondary and higher education from this year. We expect further substantial stepping up in the 11th Plan. As I have already submitted, we hope to get a nine times increase during the 11th Plan.”

3.12 Regarding parity in expenditure on education between the Centre and States, the representative of the Ministry further stated as below:-

“The other things which we have been stressing with the Planning Commission that the responsibility to take it up towards six percent cannot be said to be responsibility exclusively of the Central Government. It is the joint responsibility of the Central and State Governments. Unfortunately, many a time, what tends to happen is as Central Government increases its commitment, its funding to education, State Governments tend to withdraw theirs. That is an extremely unfortunate situation because in the end, the sector as a whole does not gain enough. If today State is putting in Rs.100, Central Government is putting Rs.70 and if Centre increases its share to Rs.100, States should also increase their share to Rs.130 or at least take it to Rs.120 or Rs.110 or at the very least, maintain it at Rs.100. But what they tend to do is - because Central Government is giving extra Rs.30, they would reduce their's from Rs.100 to Rs.85 or Rs.80 with the result that even the net additionality provided by the Centre does not necessarily become the net additionality for the sector as a whole. We have requested the Planning Commission to look into this aspect because they are the ones who approve the States' annual plans and Five Year Plans. We have requested them to make sure that States do not renege on their commitment and in fact continue to increase their allocation for education. Only then, can we move towards five or six percent of GDP, because otherwise, there is this tendency and so, it is a kind of three steps forward and two steps or one step backward. Therefore, the entire net additionality of the Central Government does not get translated into net additional its for the sector as a whole.”

3.13 When asked whether 25% of allocation to higher education out of total allocation to education would suffice, the representative stated :-

“In a country like India with its vast needs, almost nothing would quite suffice. But 25% of the total education allocation for higher education, we consider to be a fair share for higher education. Technically and theoretically it is possible to allocate higher share but then there are so many competing demands on the national kitty and so many competing sectors. So, out of the total outlay for education, needless to say a very substantial part has to continue to go to the elementary education and secondary education. If elementary and secondary education are not strong enough, we would not have proper candidates to be given higher education. So, the CABE Committee recommendations regarding roughly 50 percent for elementary education, and 25 percent each for secondary and higher education and technical education, we consider to be a fair allocation at the moment.”

3.14 CABE Committee on Financing of Higher and Technical Education made the following recommendations in the issue :-

“If 50 percent of the total education budget is being allocated to elementary education, for balanced development of all levels of education, 25 percent to secondary education and 25 percent has to be allocated to higher and technical education together. Presently about 15 percent is allocated to higher and technical education. The suggested normative ratios, however, assume significance, if the total allocation is raised to the level of six percent of the gross national product (GNP) from the current level of about four percent, as promised by the government. This would mean higher and technical education would together get about 1.5 percent of the GNP – approximately one percent for higher education and 0.5 percent for technical education. Currently hardly 0.4 percent is being spent on higher education, and 0.1 percent on technical education.”

C. Grants to Universities and Colleges

3.15 Regarding number of universities in the country, the Ministry in a written reply furnished the following information:-

1.	Central Universities :	24
2.	State Universities:	228
3.	Private Universities:	18
4.	Deemed Universities:	116
	Total Number of Universities:	386

There are 20,676 colleges in the country.

3.16 The University Grants Commission provides financial assistance to eligible universities/colleges which are included under Section 2(f) and declared fit to receive central assistance under Section 12(B) of UGC Act, 1956 as per approved pattern of assistance under various schemes. Allocation of the grants under five year Plan to various universities and colleges is based on the recommendations of the duly constituted expert committees and the availability of overall fund with UGC. The UGC provides development grant under Plan, to eligible State Universities and Colleges whereas plan and non-plan grant is provided to Central Universities/eligible deemed universities and colleges. UGC

releases grant in instalments to the Institutions on receiving the utilization certificate of the previous grants. Development assistance is intended to improve infrastructure and basic facilities in universities and colleges, so as to achieve at least the thresh-hold level of infrastructure apart from bringing about qualitative development.

3.17 The Ministry informed the Committee that the pattern of assistance is uniform for all state universities for general development plan grants based on following parameters as per UGC (Fitness of Institutions for Grants) Rules, 1975:-

1. Age of the University
2. Enrolment at different levels
3. Number of Departments
4. Number of Faculty
5. Enrolment of Women
6. Enrolment of SC/ST
7. Location

3.18 The number of Universities and Colleges included under Section 2(f) and declared fit to receive central assistance under Section 12(B) of the UGC Act, as on 31.03.2007 and receiving development assistance is given below:

1.	Central Universities:	18
2.	State Universities:	124
3.	Deemed Universities:	25
4.	Colleges:	5661

3.19 A statement showing the grants paid by University Grants Commission to the universities and colleges (state-wise) during the period from 1997-98 to 2006-07 is at Annexure-I.

3.20 When asked the reasons for not funding all the universities, the Secretary, Higher Education furnished the following information during briefing:-

“Sir, there are two reasons for our not being able to fund all of them. One is the scarcity of resources. The total allocation of budget to UGC, does

not permit us to spread it thinner than what we are already doing. Secondly, as per the regulations of UGC for an institute or somebody to be eligible for UGC funds, they have to qualify under section 12B of the UGC Act and for qualifying under that, they have to have some minimum standards. These standards are that they should have at least five Departments, they must have a ratio of 1 Professor to 2 Readers and to 5 or 6 Lecturers, in their teaching faculty. They must also have some minimum standard of library and other infrastructural facilities. This is a typical egg-chicken situation, whether the egg came first or the chicken came first. The colleges which are not in good condition cannot be helped by UGC because they do not fulfill the guidelines. Some of the States have been complaining that how do we come up to that level that you will be able to fund us. On the other side, our dilemma is that if we do not have this minimum standard, there could be mushrooming growth of universities which will start, if I may be permitted to say, with very inferior infrastructural facilities and people can start some educational institution in just a small tenement and then, come to UGC for funding. So, we are in a dilemma. In fact, we are trying to deliberate on this as to how do we make progress on that.”

3.21 The Secretary, Higher Education further stated, “Of course for the state universities which came after 1972, some kind of a decision has been taken that they will not be supported by UGC for want of enough resources. But, even for others, we find at time that our resources are not enough to give to everyone. That is why, out of about 18,000 colleges and about 6,500 which are under 12B, we are able to support only 5,500 colleges.” In regard to universities which have been established after 1972, the Ministry subsequently clarified in a written reply that UGC has been supporting state universities which have been declared fit to receive assistance in terms of Section 12 (B) of the Act, 1956 including those established after 1972. Regarding colleges which are not given grants by UGC, the Chairman UGC further stated during briefing, “As has been pointed out, we are supporting only those colleges which are recognized under section 12B. These are colleges which get permanent affiliation from the university after they meet the minimum standards. There are 8000 colleges which do not meet the minimum standard and so, we do not support them and so, they do not have funds. They do not invest. Since they do not meet our minimum conditions, we do not help them and the colleges remain where they are. So, the State Governments should spend money on them so that they are brought at par with

the minimum standards and then we can help them. I think increase in public expenditure on higher education is an issue which should be taken care of at the political level.”

3.22 When asked to comment whether there is any need to review section 12B of UGC Act so as to provide grants to all the universities/colleges in the country, the Ministry in a written reply commented, “since the institutions not recognized under Section 12B are also contributing to higher education, there is a need to review the procedure for grant of approval under Section 12B to bring non-approved institutions under the purview of UGC funding.”

3.23 When asked whether grants given by UGC are sufficient to carry out the activities of the Universities, Calcutta University stated during study tour of the Committee to Kolkata that approximately 10% of the UGC’s annual budget is presently spent as developmental grants for State Universities. In Calcutta University’s annual budget the UGC’s share does not exceed 5%. UGC’s financial support to State Universities like Calcutta University is extremely inadequate to meet the present challenges in the realm of higher education and the UGC should consider the possibility of providing both development and maintenance grants to State Universities. In this regard, Jadavpur University stated that funds released by the UGC towards disbursement of grants be linked with NAAC rating and excellence in academic activities in addition to adhoc rule of thumb of 10% increase.

3.24 During Committee’s study visit to Hyderabad, faculty of the University of Hyderabad stated in a written reply that they are of the unanimous opinion that the present level of funding to the University of Hyderabad is not just grossly inadequate but is completely out of tune with the realities at the ground level as well as global developments in the area of higher education.

3.25 The Committee heard the views of the Vice-Chancellors and faculty of the University of Delhi and Jawaharlal Nehru University on the subject. Both are central universities. When asked whether faculties of the University of Delhi and JNU think that the grants given by UGC to them are sufficient to carry out the activities of the university particularly to excel further in higher education, Delhi University in its reply stated that the existing levels of grants are not enough. In 2006, Delhi University proposed a minimum input of Rs. 150 crore to create basic facilities for good education at the University. Only Rs. 39.84 crore has been provided so far- this figure includes the special allocation of Rs. 32.4 crore in the last year of the Xth Plan and Rs. 7.44 crore as XIth Plan grant. In this regard, Jawarharlal Nehru University stated in its reply that the grants received by JNU from UGC is inadequate to carry out basic activities of an international standard University. The maintenance grant has remained almost static during the 10th Plan period sufficient only to pay the salaries, pension and to make non-salary payment towards electricity and water charges, health facilities etc. The allocation to the Schools for lab running expenditure [LRE] is very meager. JNU received Rs. 21 crores as Development Plan Grant during the 10th Plan as against the plan demand of Rs. 87.7 crores.

3.26 The projected requirements of JNU during 11th Plan for infrastructure development, renovation and expansion of existing infrastructure, campus development, up-gradation of Library, purchase of equipment, development of new areas/research activities, extension activities and outreach programmes etc. have been estimated at about Rs. 633 crores whereas funds requirement for additional staff during the Plan Period has been estimated at Rs. 95 crores. UGC should enhance its grants to universities like JNU/DU by ten folds during XI Plan to develop state of the art teaching and research in higher education.

3.27 There are 66 Deemed Universities run by private sector. When asked whether UGC provides any grants to these private deemed universities, Ministry in a written reply stated “all eligible deemed universities conferred status of deemed to be universities upto 1992 have been receiving UGC grants.

Subsequently, it was decided that no grant would be provided to deemed universities which are promoted by trust/society. However, in the recent past, UGC has provided token developmental grant to Ramakishna Mission Research Institute, Howrah for their contribution in value education.”

CHAPTER-IV Plan schemes and implementation

A. Tenth Plan

4.1 The Ministry informed the Committee that the funding strategy of UGC in tenth plan was to balance the complimentary demands. It was informed that the Commission had adopted multi-layered funding strategy, which had following key elements at focus:

1. Pursue, at enhanced level of funding, normal development grant to colleges and universities.
2. Provide special funding for backward area location as well as young colleges and universities.
3. Identify colleges and universities with potential and fund them to reach excellence in teaching and research with greater academic, administrative and financial flexibility.
4. Cultivate and support credit based 'criteria' approach education especially in autonomous colleges as well as colleges and universities with potentials for excellence.
5. Promote effective clubbing of open and conventional system of address increasing demand in higher education.
6. Intensify education with good grounding and fortify it with add-on-utility specialization.
7. Propagate parallel education concept to do degree and diploma or dual degree in shear conventional and/or clubbed open and conventional system.
8. Promote college-University joint degree conferring concept.
9. Create information flow network between colleges and universities.
10. Promote creation and effective use of multi-media to supplement classroom and laboratory teaching.

11. Create institutions, in link with research laboratories, for promoting integrated 5 years teaching in science disciplines with imbided research component.
12. Pursue skill improvement activity for teachers.
13. Reward innovativeness in teaching and research.
14. Strengthen individual research and support research-ambience creation activities.
16. Support outreach activities.
17. Focus programmes for women, SC/ST and differently-abled groups in society.
18. Develop ambience and culture for professional management of higher education institutions through use of computers and training of administrators.
19. Promote internationalization and export of higher education.
20. Give incentives for academic, administrative and financial reforms.
21. Encourage resources mobilization.

4.2 The Ministry further stated that the funding philosophy for tenth plan, as spelled into action through initiation of new schemes and continuation of appropriate old schemes, incorporated all the above mentioned key elements. It was an attempt to push higher education to advantageous position. With the closure of X Plan on 31st March, 2007, the assistance under various programmes has come to an end. The Committee were informed that some of the Programmes will continue in XI Plan.

4.3 The details of Physical and financial targets fixed and achievement made under major schemes of the UGC during Xth Plan are given below:

(Rs. in crores)

S. No.	Name of the Scheme	Physical Target Fixed	Physical Target achieved	Financial target fixed	Financial target achieved
1.	Development Grants to Central Universities	18 eligible Central Universities including 3 medical colleges	18 Central Universities 3 Medical Colleges	789.75	720.88
2.	Development Grants to State Universities	124 eligible state universities	124	400.00	386.00
3.	Development Grants to Managements Deptts.	19 Deptts.	90	15.00	4.45
4.	Women's Hostels	All eligible Universities & Colleges based on the availability of funds.	5 universities+1470 colleges	80.00	216.23
5.	General Development Grants for Colleges State Colleges	All eligible colleges under section 2(F) & 12(B) of the UGC Act.	1801	465.00	129.06
6.	Delhi Colleges	59 colleges	57 colleges	20.00	11.33
7.	Autonomous Colleges		29 colleges	50.00	7.39
8.	NET coaching for SC/ST Minorities	20	71	2.00	4.90
9.	Entry in service for SC/ST/Minorities	100	444	10.00	23.20
10.	Special Development Grants for Universities in backward areas	All eligible universities located in backward area	31	30.00	12.30
11.	SC/ST Cell	All eligible Universities & Colleges based on the availability of funds	111	10.00	78.00
12.	Remedial Coaching for SC/ST & Minorities	All eligible Universities & Colleges based on the availability of funds.	8.23	20.00	39.90

4.4 When asked the reasons for non-achievement of the financial targets in some of the above mentioned schemes and excess expenditure incurred in some of the schemes, UGC in a written reply stated as follows:-

“A major part of the unutilized amount pertains to building projects and creation of teaching and non-teaching posts. In case of building projects, some of the Universities and colleges failed in timely submission of documents required for granting final approval for building proposals. This results in non-utilization of sanctioned grants. In case of teaching and non-teaching posts in the Universities and colleges, the UGC provides assistance for the plan period only and after that the concerned state Government is required to maintain the post. It has been observed during the successive plan periods that the State Governments are reluctant to assure that they would maintain the post after the plan. In the absence of written assurance from the State Government, the universities and colleges are unable to fill up the posts sanctioned by the UGC. This results in non-utilization of sanctioned grants. Keeping this difficulty in view, the Commission during the Xth Plan period allowed filling up of posts on contractual basis but even then most of the Universities were hesitant for fear of litigations and legal problems”.

4.5 In regard to the steps proposed to be taken to achieve financial targets during the XIth plan, UGC in a written reply stated, “ For XIth plan, the Commission will be deputing committees to each University to evaluate its performance during the Xth plan and assess the financial requirements for XIth Plan Period. The UGC proposes to request the State Governments to depute their nominee in these committees who can take on-the-spot decision about the state’s share in various development projects”. UGC further informed the Committee that in some schemes, such as Construction of Women’s Hostel, NET Coaching for SC/ST/Minorities, Entry in Service for SC/ST/Minorities, Remedial Coaching for SC/ST/Minorities, etc., the expenditure has been made in excess of the target in view of unexpected higher demands from the Universities.

B. Eleventh Plan

4.6 In regard to Eleventh Plan, the Ministry in a written reply submitted the following as UGC’s approach and strategy :-

A. Access

To increase enrolment ratio from 10% in 2006 to 15% in 2012 and give development grant to enhance intake capacity of universities and colleges.

B. Inclusiveness

To implement “Inclusive Policy” and develop programmes for

(a) “Educationally backward regions” which include backward districts, rural areas, remote hilly and border areas, where educational capacity is relatively low

(b) “Educationally backward Groups” which include SC/ST/OBC/Women/minorities/poor.
through –

(i) more scholarships, hostels, remedial coaching, preparation for NET and other programmes

(ii) support to colleges/universities with higher number of students from educationally lagging groups

C. Quality and Excellence

Bridging Quality gap

i) Grants to improve physical infrastructure particularly science laboratories

ii) Improvement in library through E-Journal schemes

iii) Teachers improvement through Research Project, faculty improvement, travel grant etc.

iv) Students-through fellowship schemes and hostel facilities etc.

D. Relevance and Value Based Education

i) Community colleges

ii) Career Orientation to Education

iii) Innovative Courses

iv) Career and Counselling Cell

v) Area Studies

vi) Centres for Studies in Social Exclusion and Inclusive Policy

vii) Non-Formal Education including Special Studies, Adult Education/Women Studies/Population Educaiton

viii) Special Studies

ix) Adult Education

x) Women’s Education

xi) Population Education

xii) Value Education and Human Right

E. Governance

- Ø E-Governance of UGC and regional offices networking of universities and colleges with UGC for grant giving and monitoring
- Ø Digital Repository in University and Colleges
- Ø Internet Connectivity in Universities and Colleges
- Ø ICT for Universities and Colleges
- Ø E-content Development
- Ø Incentives for resource mobilization
- Ø Training for Academic Administrators of Universities, Colleges, UGC officers

The following is the summary of financial requirements of UGC under XIth Plan :-

Sl. No	Scheme	Total Amount (Rs. in Crores)
1.	Enhancing Aggregate Access	21815.00
2.	Promoting Inclusiveness and Equity	8130.00
3.	Quality and Excellence	21436.23
4.	Relevance and Value Based Education	1465.00
5.	ICT Integration	3020.00
6.	Governance and Efficiency Improvement	496.04
	Grand Total	56,326.27

4.7 When asked about the justifications for the above allocation the Ministry in their written reply explained as under:

1. During past five plans the share of higher education in total plan expenditure has declined from about 28% in V Plan to a mere 6% in the X Plan. The situation has led to overall deterioration due to under-investment in higher education and the situation calls for correction;
2. The Gross Enrolment ratio in higher education has been quite low which makes India compare quite poorly with even the transition economy. Given the commitment that the same has to be increased

by 5%, massive investments will have to be made in higher education;

3. As indicated earlier, a large number of higher educational institutions, colleges and universities, are presently left out from the UGC development funding simply because these institutions do not have adequate level of physical and academic infrastructure. We must now bring them at par with the rest of the institutions by providing them development grants;
4. The growth of higher education system so far has not been inclusive and there are many significant discrepancies and imbalances across regions and social groups. These imbalances will have to be corrected urgently in order to make the higher education system equitable for all;
5. Under-investment over a sustained period of time has led to quality deterioration in higher education and we need to rejuvenate and revive the higher education system in the country for which we need to make substantive investments.

4.8 Secretary, Higher Education while explaining the XI Plan proposals during briefing stated as follows: -

“In the Eleventh Five-year Plan, the motto given is that we have to expand our higher education and raise its quality to the highest global standards so that India can become and remain a knowledge power. Today our gross enrolment ratio in the higher education sector is about ten percent. At the end of the Eleventh Five-year Plan, the target given is that it should become at least 15 percent. In the words of the hon. Prime Minister, if I may be permitted to quote-“For too long we have viewed the size of our population as an economic and social liability. However, an educated, skilled, healthy, empowered people are an asset. The challenge before us is to ensure that each and every citizen of India is an asset”. Our higher education is standing on three pillars of access, equity and quality. On the

aspect of access, as I mentioned the 10 per cent gross enrolment ratio has to be raised to 15 per cent. On the equity aspect, we have to ensure that the S.C., S.T., socially and economically backward classes, minorities, differently abled persons and women, who belong to the weaker sections, get equal opportunities. In fact, they should get slightly better opportunities so that they can make up for the lost ground. The third is the quality aspect. In quality, though we have number of institutions in the country, we have almost 380 Universities and about 18,100 colleges, my submission is that only about 10 per cent of the colleges come up to the highest standard of quality and only about 30 per cent of the universities are assessed at the highest level of quality. So, our challenge is to see that these, where quality is slightly low, are also brought up to the higher standards of education. In additions, we have the problem of regional imbalances. That is in some areas we have many Central Government institutions, whereas in some other States do not have them. Keeping that in mind, in the Eleventh Five-Year Plan there is a proposal that in every State which does not have a Central University till now, at least one State University should be given the funding to the level of a Central University so as to raise its standard.”

4.9 The Secretary further informed the Committee during the oral evidence of Vice-Chancellors of Delhi University and Jawaharlal Nehru University as under:-

“In the Eleventh Five Year Plan, which has been approved by NDC, we are given to understand that our Budget allocation (for higher education) would go up by almost 8.5 times. In the Tenth Five Year Plan our Budget allocation was of the order of Rs. 9,500 crore and we are given an impression, after the NDC approval, that we will get roughly Rs. 84,943 crore for the Eleventh Five Year Plan which would be a substantial jump. But, in the immediate year which will now commence in 2008-2009 the indications are not that bright. In fact, we are told that it is yet to be finalized; but the impression we are getting is that the increase would not be that substantial and the major increase would take place in the third, fourth and fifth years of the XIth Plan”.

4.10 In regard to XIth Plan allocation to UGC, the Ministry in a written reply stated, “The UGC has submitted a plan proposal of Rs. 56,362.27 crores for implementing the XIth Plan policies and strategies. Recently the National Development Council has approved XIth Plan (2007-2012) outlay of Rs. 84,943 crores for the Department of Higher Education. The share of the University Grants Commission in the XIth Plan is Rs. 45,471 crores, including a sum of Rs. 3,298 crores earmarked for implementing the Oversight Committee’s

recommendations. The allocation to the UGC provides not only for the existing schemes of the UGC but also for new schemes”.

4.11 In this regard, the Chairman, UGC further informed the Committee during evidence as under: -

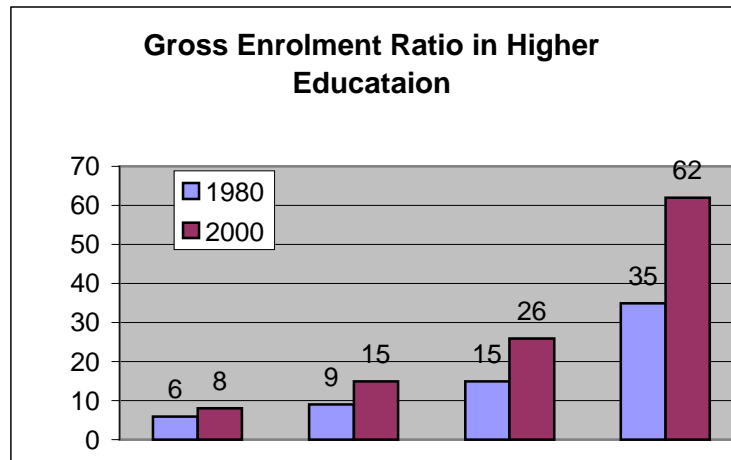
“We are keen that in the Eleventh Five Year Plan, the quality of faculty and availability of faculty improves. There are other initiatives for quality improvement that we are taking under the Eleventh Five Year Plan. The State Universities constitute bulk of our universities. We have proposed a scheme under which we will support the State Universities and colleges which are of “D” and “C” grade so that their quality is improved and they are brought on par with A grade universities. Similarly, we have also developed a proposal where by non-12 B colleges and universities will also be given some grant on matching basis form the States”.

4.12 While explaining Eleventh Plan priorities on Gross Enrolment Ratio, the representatives of the Ministry of HRD stated, during evidence, “The main focus will be on increasing the participation rate as reflected in the enrolment ratio from the present 10 to 11 percent to atleast 15 percent by the end of the Eleventh Plan and 21 percent by the end of the 12th Plan.

4.13 CABE Committee on Financing of Higher and Technical Education in its report dealt with international comparison of Gross Enrolment Ratio and recommended as follows:-

“Though international comparisons have their own known limitations, they nevertheless provide some broad indications on the relative position a country in comparison with others. The current enrolment ratio in India is less than the average of lower middle income countries in the world. While on average high income countries have a ratio above 60 percent, the same is more than 25 percent in the group of upper middle income countries. For instance, the corresponding ratio is above 80 percent in USA, above 70 percent in Sweden, Norway, New Zealand, above 60 percent in UK and Australia, and above 40 percent in several European countries, and more than 20 percent in many developed countries and also in several developing countries such as Mexico, Malaysia, Thailand, Chile and Brazil.”

4.14 The following bar graph shows the Gross Enrolment Ratio in higher education of low, lower middle, upper middle and high income countries:-



(Source : World Development Indicators 2003)

6-8 denotes Low Income Countries

9-15 denotes Lower Middle Income Countries

15-26 denotes Upper Middle income Countries

35-62 denotes High Income Countries

4.15 CABE Committee has also further stated in its report that country-wise evidence shows that no country could become an economically advanced country, if the enrolment ratio in higher education is less than 20 percent. We find actually no country in the group of the developed countries whose enrolment ratio in higher education is less than 20 percent, and conversely we find very few countries with an enrolment ration of above 20 percent among the developing countries with very few exceptions of some countries in Latin America and Philippines. Thus a level of 20 percent of enrolment ratio seems to be the threshold level of higher education to contribute to rapid and sustainable economic progress. However, it has to be noted that a 20 percent enrolment ratio in higher education may not necessarily and automatically lead to high economic growth, but such a ratio in high quality higher education can be expected to contribute to high economic growth, subject to other conditions.

CHAPTER-V

Standard of Higher Education

A. Importance of Higher Education

5.1 CABE Committee on financing of Higher and Technical Education in its report has dealt with the importance of higher education such as: creation and dissemination of knowledge; supply of manpower, specifically knowledge workers; attitudinal changes for modernization and social transformation; formation of strong nation-state, and promotion of higher quality of individual and social life. It is widely recognized that these traditional functions of higher education are ever relevant for all societies- modern as well as traditional, and developed as well as developing. These functions are performed through teaching, research and extension activities, and all the three are important facets of a sound higher education system and all the three need to be well-nurtured and strengthened.

5.2 In CABE Report, it has further been stated that the strong wave of globalization and trends of internationalization of higher education further reinforce the need to develop a strong and vibrant higher education system for the following reason, “our institutions of higher education have to become centers of excellence and be internationally competitive. Global competition in higher education put additional emphasis on the need for serious efforts to improve the quality of higher education. After all, only those societies could reap gains of globalisation that have strong and widespread higher education systems, while the countries that have not made much progress in higher education suffered severely.”

B. Ranking of Indian Universities

5.3 Indian Universities are poorly ranked in the globally recognized ranking systems. In this regard, the Secretary, Higher Education stated as under during the hearing :-

“On the ranking of various higher educational institutions, there are two globally recognized ranking systems. One is the Times Higher Education

Supplement Rankings. In 2007, they have come out with a ranking which my colleague Shri Deepak Pental has mentioned. Delhi University is ranked 254th in that ranking. IIT, Mumbai is ranked 269th. IIT, Delhi is ranked 307th. Then, they have also given a List of Universities and institutions which fall in the List between 401 and 500. That consist the names of University of Calcutta, IIT, Kanpur, IIT, Madras, IIT Roorkee, University of Mumbai and the University of Pune. These are the ones which have been mentioned in the Times Higher Education Supplement Rankings. Of course, they have changed their system of ranking last year. In the previous year, 2006, the IITs were ranked 57th, the IIMs were ranked 68th. The JNU was ranked 183rd. It had figured in the last year's Times Higher Education Supplement Rankings. So, they have made some changes. We were told that some details were not given in time. But an attempt would be made to see that we give all the details in time. The Universities concerned should give the details in time. The other ranking system is by the Shanghai Jiao Tong University. It ranked the various Universities. In that, we have got only the Indian Institute of Science, Bangallore, the IIT, Kharagpur which were listed in the range between 305 and 402. So, on the whole, I must submit to the Committee that these rankings are not very satisfactory. An attempt is being made to see that we have as many Universities as possible in the top 50 or 100 of these rankings. So, keeping that in mind, the Government of India and the Planning Commission are also envisaging setting up of 14 additional new Central Universities with world-class infrastructure with a view to aim at reaching the world standards. Of course, world-class standards in our Universities cannot be created overnight. It takes time. So, one of the efforts would be to see that our institutions of excellence – like Delhi University, JNU, IITs, Indian Institutes of Management, Indian Institutes of Science, Universities of Calcutta, Pune, Mumbai - are given further assistance so that they can compete at the world level. They have already come to a certain standard”.

C. Role of UGC

5.4 UGC was established in 1956 for the coordination, determination and maintenance of standards of university education. Even after its existence of 50 years only 30% of the universities and 10% of the colleges are of high quality. When asked for comments whether UGC has failed in its responsibilities to maintain standards in university education, the Ministry in their written note furnished to the Committee stated that more than 90 percent of the Universities and Colleges funded by the UGC are under the administrative control of the concerned State Governments. The administrative structure of universities and

Colleges varies from state to state. The state universities are solely dependent on the concerned state government for funds, which are always very limited. The UGC provides development grants and some other plan grants to the Universities and colleges. The basic responsibility of providing maintenance grants to the State Universities lies with the concerned State Government. The inadequacy in maintenance grants leads to deterioration in standards which cannot be set right by the UGC's development grants only. Hence the quality issue needs to be collectively addressed by the Central Government, UGC and State Governments. Even so, it is admitted that quality of higher education institutions is a matter of concern and the present situation has been brought about due to years of under-funding. Inadequate funding of institutions by both Centre and States Governments is sought to be rectified and since 2005-06, there has been increase in outlays in higher education through UGC. It may also be submitted that higher level of funding of university by itself would not improve quality unless several other complimentary measures are taken. It is in this regard that the UGC has introduced several schemes such as (i) Scheme of Universities with Potential for Excellence (UPE), Scheme of Centres with Potential for Excellence, Scheme of Colleges for Excellence (CPE), National Education Testing for Teaching and Research, Major/Minor Research Projects, Junior Research Fellowships (JRFs) and Research Associateships (RAs) for Foreign Nationals, Junior Research Fellowships for Indian Nationals, Rajiv Gandhi National Fellowships for SC/ST, Post-doctoral Scholarships for SC/ST, Post-Graduate Scholarships for SC/ST students in Professional Courses, Research Scientists, Research Awards and Emeritus Fellowships.

5.5 The Ministry also informed the Committee that there are substantial number of vacancies of teachers in universities and colleges, which is a matter of concern. While the concerned authorities in the State Governments and Central Universities have been urged to take expeditious action for filling up these vacancies, the Government has recently enhanced the age of superannuation of universities and colleges teachers from 62 years to 65 years in centrally funded higher and technical educational institutions under the purview of the Ministry of

Human Resource Development. A Pay Review Committee has also been constituted by the University Grants Commission to review the pay structure and service conditions of teachers with a view to attracting and retaining talents in teaching profession.

5.6 During evidence, the Committee pointed out the poor quality of education. In this regard, the Chairman, UGC, replied as under :-

“Let me take the first question about the quality. There are a number of issues, which have been raised with respect to quality of higher education. The Ministry of Human Resource Development and the UGC do recognize that there has been a significant improvement in the number of colleges and even in the quality of the education system. But at the same time, there are inter-institutional disparities. Some universities are good, some universities are mediocre and some universities are of relatively lower quality. We have recognized these issues. The UGC has undertaken studies based on the data of National Assessment and Accreditation Council and under the 11th Five Year Plan, we have made specific proposals, which have not been made earlier to bridge the quality gap. Therefore, one of the schemes that is proposed is that all those colleges and universities, which are of C and D grades, will be given special grant in addition to the regular normal development grant. Over and above, this special grant will be given on a matching contribution by the State. There would be equal contribution by the States to bring these universities and colleges on par with A grade colleges and universities. The related issue is about the non-12B colleges which at present do not get grant. I must say that the colleges which do not get grant from UGC are not essentially or necessarily the colleges of low quality. Our condition is that any college which gets permanent affiliation from the university becomes entitled for a grant. There are a large number of colleges, close to 7,000 or 8,000, which are given affiliation on an annual basis. They do not meet some of the conditions. Under the Eleventh Five Year Plan, we have again made a very bold suggestion and proposition to the State Governments and proposed a scheme. The requirement of all those universities and colleges, about 8,000 colleges and about 57 to 60 universities, will be assessed by the State Government as to how much fund they do require to make them eligible for 12 B and it is proposed that requirement will be equally shared by the Centre and the State Governments in the case of university and in the case of colleges, by the institutions as well. This is our proposal to bring these non-12 B colleges in the fold of UGC grant-making process. It will require a considerable amount of support from the States because, about 60 percent of the universities and most of the colleges are under the domain of the States. In this regard, we had a

discussion with some of the States. We had discussed it with Education Minister of Maharashtra and they are willing to come forward and contribute their share. This is with regard to quality.”

D. Regulations of UGC

5.7 In regard to the question of failure of UGC to maintain standards and norms in Indian Universities, the Ministry in their written reply has further stated that UGC has been instrumental in maintaining standard of teaching, research and examination in Higher Education in the country by way of notifying regulations on different subjects under the relevant provisions of the UGC Act. These regulations are reviewed, modified and updated at regular intervals and new regulations are notified as and when required. The Ministry further stated that it would not be appropriate to say that the University Grants Commission failed to maintain standards and norms and universities and colleges. The Commission has prescribed various norms and standards for bringing qualitative change in higher education. These norms include establishment and maintenance of institutions, regulations, minimum standard for instructions for grants of degree, minimum qualification for appointment of teachers, minimum workload for teachers, minimum teaching days and establishment and maintenance of standard of education in private universities etc. The Commission has brought qualitative improvement through accreditation by NAAC and by initiating quality-based schemes such as Potential for Excellence for Universities and Colleges. Our Higher Education system has managed to meet the demand of the economy in various fields both within and abroad. This system has produced many able noble laureates such as Dr. C.V. Raman, Dr. Hargovind Khurana, Prof. Amartya Sen etc.

E. Assessment by National Accreditation and Assessment Council

5.8 The assessment of quality of institutions is done by NAAC. In this regard, the Ministry in their written note furnished that the assessment covers only about 16-17% of the total number of about 18,000 colleges and 378 universities. Out of

378 universities and 18,064 colleges (2007), only 140 universities (including 10 re-accredited universities) and 3492 colleges (including 111 re-accredited colleges) have been accredited by NAAC. It is also submitted that assessment by NAAC being voluntary at present, all eligible institutions have not submitted themselves for assessment by the Council.

The Ministry then informed the Committee that NAAC through its various reports had thrown light on various areas of deficiencies. A proposal for giving NAAC legislative status and to make assessments by NAAC mandatory in nature, is under consideration. NAAC's assessments have indicated the following weaknesses in our universities and colleges :-

Narrow Programme options	Absence of Research Culture
Lack of ICT facilities	Lack of library resources
Lack of Career Guidance services	Absence of linkages and collaboration
Inadequate infrastructure and lack of any master plan	Faculty Development Programmes needed
Need for modern teaching methods and curriculum upgrade	Remedial measures needed

5.9 The National Assessment Accreditation Council, Bangalore was established in 1994 by UGC as an Inter University Center for accreditation and assessment of University and Colleges. Approval for setting up of NAAC was given by the Ministry of Human Resources Development under section 12(ccc) of the UGC Act. NAAC is an autonomous body. NAAC has been registered as a society under the Societies Registration Act at Bangalore. UGC provides 100% financial assistance to NAAC. The procedure for accreditation and other related issues are decided by NAAC itself. The NAAC has so far evaluated 140 Universities and 3496 Colleges.

5.10 NAAC functions through its General Council (GC) and the Executive Council (EC) and Finance Committee (FC). The Chairman of UGC shall be President of the General Council. The Chairperson of Executive Committee shall be an eminent academician in the area of relevance to the NAAC and he/she will be nominated by the President of the Governing Council. The composition of these committee's are as under:

General Council

1. President of the General Council (Chairperson of UGC)
2. All the Members of the Executive Council, Ex-officio Members
3. The Secretary, Deptt. of Education, MHRD, Govt. of India
4. The Secretary General, Association of Indian Universities
Nominated Member
5. Four Vice Chancellors (2 from State University, 1 from Central University & Deemed University)
6. Four Principals (Affiliated/Autonomous Colleges)
7. Director of the NAAC as Member-Secretary

The Members other than the members of the Executive Committee (ex-officio members) will be nominated by the Chairman, UGC. The nominated members shall have a term of three years and not permitted to attend the GC meetings. Meetings of the Council shall be called by the Member-Secretary under the direction of the President.

Executive Council

1. Chairperson, EC Shall be appointed by the President of the Council
2. Vice-Chairman, UGC
3. Secretary, MHRD, Deptt. of Education
4. Chairperson of other specialty Councils (AICTE, DEC, NCTE, AIU)
by rotation on reciprocal basis
5. Secretary, UGC, Nominated Members
6. One Academic Teacher
7. One member nominated the Chairman, UGC
8. Three Vice-Chancellors of University & Director of Institutes of Higher Learning and Research to be nominated by UGC
9. Four eminent academicians (two from universities, one from colleges and one from the NAAC)

10. One Academician/Teacher nominated by Deptt. of Education, MHRD, Govt. of India
11. Director of NAAC as Member-Secretary

Every meeting of the EC shall be presided over by the Chairperson of the EC. Normally two meetings of the Executive Committee shall be held in each year.

5.11 The objectives of NAAC is to asses and accredit institutions of higher learning, universities and colleges or one or more of their units, i.e. departments, schools, institutions, programmes, etc. The main objectives of assessment and accreditation are to:-

- a) grade institution of higher education and their programmes;
- b) stimulate the academic environment and quality of teaching and research in these institutions;
- c) help institutions realize their academic objectives;
- d) promote necessary changes, innovations and reforms in all aspects of the institutions working for the above purpose;
- e) encourage innovations, self-evaluation and accountability in higher education.

5.12 As part of its academic activities NAAC is in constant collaboration with the State Governments by establishing Quality Assurance Cell (QAC) and State Level Quality Assurance Coordination Committee (SLQACC) in each state. It is stated that many quality improvement programmes have been organized jointly by NAAC and QAC of States for Colleges.

5.13 The Committee were informed that the New Methodology of Institutional Assessment and Accreditation of NAAC, has been designed with a view to overcome some of the limitations of its earlier methodology and to enhance its rigour, reliability and validity. Besides envisaging significant reduction in inter-team variations, the New Methodology, which is user-friendly is also expected to

enable NAAC to conduct the assessment of large number of institutions effectively.

5.14 The NAAC has adopted the New Methodology of Assessment and Accreditation from 1st April, 2007. While there are diverse types of Higher Education Institutions in the country, some coming under the provision of alternate Regulatory Bodies, with their own Quality Assurance Agencies. The review and accreditation by NAAC is for the whole institutions. NBA is functioning under AICTE and accreditation is for subject/discipline. NAAC Assessment and Accreditation shall cover the following institutions as per the eligibility criteria mentioned below:-

1. Universities recognized under Section 2(f) and 12 (B) of the UGC Act, 1956 or established under Section 3 which have completed 5 years since establishment or with a record of at least 2 batches of students having completed their degree programme.
2. If any University under Section 2 (f) or 3 of the UGC Act has not completed 5 years of operation, but has Affiliated/Constituent Colleges under its jurisdiction which on their own standing have completed 5 years since establishment, then, such Colleges shall be eligible for Assessment and Accreditation by NAAC, on their own independent standing i.e. the College alone and NOT the University to which it is affiliated, shall be eligible for Assessment and Accreditation.
3. Institutions coming under the jurisdiction of Professional Regulatory Council and their Accreditation Bodies can be considered for Assessment and Accreditation by NAAC, if such Councils desire to enter into appropriate MoUs with NAAC for their Assessment and Accreditation requirements. The process/methodology/modus operandi in these cases, shall be as per the provisions of the said MoU.

5.15 There is an option available for the accredited institution to see re-assessment for accreditation, if required, after one year of its 5 years accreditation period. The New Methodology of Assessment and Accreditation is also applicable for such cases. After the completion of a five-year tenure for accreditation, an institution may seek re-accreditation by NAAC. The re-accreditation procedure is also based on pre-determined criteria for assessment and includes the submission of SSR by an institution, Peer Team visit for validation and final decision by NAAC.

5.16 Secretary, Higher Education briefed the Committee about NAAC as follows:-

“National Accreditation and Assessment Council which accredits and assesses the educational institutions about their quality. They visit these institutions, inspect them through an expert committee and then they come out with grading, like A,B, C and D. As I had submitted, only about 10 percent of our colleges and 30 percent of our universities come and achieve that top grade of A, which is, say around 80 percent or above marks, while the rest of them have lower ratings. This is not mandatory in our country. Universities and colleges can choose to apply for NAAC or NBA (National Board of Accreditation), which accredits courses in technical education institutions. Course by course, they will say this course is okay. Until 31st of March, 2004 only 1,034 colleges and 104 universities had got themselves assessed, but in the last six to seven months or one year, a lot of impetus was given to this. Now, in 2007, 2780 colleges and 128 universities have got themselves accredited. I would also like to submit that it is not mandatory, but at the same time, wherever UGC can motivate the universities and colleges to go for accreditation, they have started doing this. Recently, in the UGC meeting, they have decided that if any university or any institution wants to become a deemed university, it must have a NAAC assessment and accreditation before they apply for such a deemed university status. Earlier, it was not so. The decision would also help in motivating various institutions to go for NAA accreditation. Another good thing is that the UGC meets the entire cost of inspection through NAAC, that means, an institution which wants to go for NAAC accreditation does not have to spend money. The entire thing, the entire bill for inspection is picked up by UGC. The is also to encourage quality.”

5.17 During the hearing of Vice-Chancellors of Delhi University and Jawaharlal Nehru University, the Secretary further informed the Committee regarding NAAC as below:-

“NAAC today is formed by UGC. It was set up by UGC in 1994. This is based on the National Education Policy 1986 and Programme of Action 1992. Today, NAAC does not have a statutory basis because it was created by UGC. It is under the consideration of Government to give a statutory basis to NAAC. We also had a Vice-Chancellors Conference recently where this point was debated as to whether NAAC accreditation should be made compulsory and mandatory for all educational institutions. There is no unanimity on this yet whether it should be made mandatory. What is being planned and discussed is that at least for such educational institutions which receive grant from UGC, UGC can put some kind of a precondition. But there are reservations including, you would perhaps hear, from my colleague from JNU. There is resistance to NAAC accreditation being made compulsory because some of our institutions of higher learning feel that the Peer Team or the team sent by the NAAC would not be able to do justice because they are already at a much higher level of education and their quality of education is very good. So, one of the ways of getting over this would be to bring credibility to NAAC accreditation by, I think, improving Peer Team group which goes for inspection and involving our best of institutions like JNU, IIT, Delhi University, IIMs and IISc and Bangalore, etc., in the NAAC Peer Team itself so that they feel that it is doing its job well. On making it mandatory a final view has still not been taken while efforts are on to see that at least any institution which wants to become a deemed university must have NAAC accreditation. Also, UGC is considering whether for giving financial assistance they can make NAAC accreditation a precondition”.

5.18 In regard to assessment of quality by NAAC, the Vice-Chancellor of Jawaharlal Nehru University expressed his opinion as under:-

“NAAC could be a good idea for UGC to improve quality of education in less endowed universities but we believe universities like JNU and Delhi University have already attained a certain standard and we maintain ourselves through our in-house periodic review on a continuous basis. So, there is no need immediately for a national level committee coming and judging it every year. We believe until the time an atmosphere is created, the peers would be coming to review us even higher standard than us so that we can take their views with utmost respect. ”

5.19 When the Committee enquired whether Jawaharlal Nehru University has the highest standards, the Vice-Chancellor replied, “Sir, we are not saying that

we are the highest but we are among the top few institutions in the country. Therefore, until the time there is a situation in which peer review would also be even higher level of standard of persons. There is otherwise a danger of experts coming and not fully appreciating the way we design our curricula, priority of the subjects and things like that. So, we thought till that time we would like to do it in our own way. In any case in every centre of our university, special assistance programme is being reviewed by the UGC, which has given us very high ranks for that. We have already been granted by the UGC the status of University with potential of excellence.”

5.20 The Committee asked about the reasons for not fixing a grade ‘A’ accreditation for recognition as deemed university. In this regard, the Ministry in a written reply stated, “the matter relating to accreditation by NAAC was considered by the Commission and the Commission decided that (a) NAAC accreditation with B Grade shall remain one of the essential eligibility criteria for general institutions seeking deemed to be university status, (b) in respect of Engineering and Management Institutions accreditation with B or equivalent grade by NAAC or NBA for at least 75% of the total eligible courses, which are eligible, (c) NAAC should have a MoU with other statutory bodies viz. MCI, DCI, INC, PCI, NCTE, etc. to assess their institutions (d) the condition of accreditation by NAAC or NBA in respect of institutions applying for deemed to be university status under de-novo category, under (a), (b) & (c) above, will not apply.” When the Committee further asked, whether UGC will make it conditional for all the existing deemed universities to have minimum B Grade accreditation by NAAC; the Ministry in a written reply stated that UGC has already instructed all existing deemed universities vide its letter No. 6-1(7)/2006 (CPP-1) dated 12th March, 2007.

F. Programme for Promotion of Quality and Excellence

5.21 The Ministry in a written reply, to a question on promotion of quality, stated that UGC is implementing a scheme called Universities with Potential for Excellence (UPE) and Colleges with Potential of Excellence (CPE). Grant of

Rs.30.00 crore is given under this scheme to each university during the plan period and grant to the colleges ranges from Rs. 35.00 lakh to Rs. 1.00 crore per college on the basis of the category to which it belongs. If it is just an affiliated college, it shall receive only Rs.35.00 lakhs. If it is Autonomous or Accredited, it shall receive Rs.60.00 lakhs. It shall receive Rs.1.00 crore if it is both Autonomous and Accredited. In the annual report 2005-06 of the Ministry of Human Resource Development it was stated that the target for identifying universities and colleges would be 5-15 universities and 100-150 colleges respectively during Tenth Plan period by giving weightage to factors like geographic region, urban and rural areas, backward region, women colleges and SC/ST.

5.22 The objectives of the scheme are as under :-

- (i) To strengthen the academic and physical infrastructure for achieving excellence in teaching, research and outreach programmes.
- (iii) To promote flexible and effective governance.
- (iv) To enhance the quality of the learning process and teaching at the undergraduate and postgraduate level with the help of a flexible credit based modular system, and a whole range of innovations currently accepted across the world.
- (v) To promote academic programmes relevant to the social and economic needs of the nation
- (vi) To improve undergraduate education in colleges by the interfacing of the PG programme.
- (vii) To promote networking with other Centres/Departments and laboratories in the country.
- (viii) To achieve excellence in education, training and research to race the challenge of globalisation.

5.23 The eligibility criteria for identification of universities is as follows :-

- (i) Accreditation by NAAC
- (ii) Should have had at least 25% of the existing post-graduate departments identified by the UGC under SAP/COSIST programme/National Facility/innovative programmes.
- (iii) Proven evidence of successful academic, administrative and financial reforms during the last decade.
- (iv) Substantial research and development activity initiated through projects from external funding during the last decade.
- (v) Potential for evolving an effective academic and management system that can serve, in general, as a model for reorganizing the university system in the country.

5.24 Eligibility criteria for identification of colleges is as under: -

Colleges should be minimum 10 years old or more. Autonomous Colleges are given preference. Every College must have NAAC accreditation or must have applied for accreditation.

5.25 During the IX Plan period the five universities were selected based on the presentations made by the Vice-Chancellors of the universities before the Expert Committees. During the Xth Plan Period, 4 more universities had been selected. In addition, 12 Centres in specialized areas have also been identified in different universities under the scheme called Centre with Potential for Excellence.

5.26 The details of the amount released under UPE scheme are given below :-

(Rs. in Crores)

S. No.	Name of University	Total Amount approved	Total amount released as on date
1.	Madras University	30.00	30.00
2.	Jadavpur University	30.00	30.00
3.	Pune University	30.00	30.00
4.	University of Hyderabad	30.00	30.00
5.	Jawaharlal Nehru University	30.00	30.00
6.	Madurai Kamraj University	30.00	10.00
7.	North Eastern Hill University	30.00	10.00
8.	Calcutta University	30.00	10.00
9.	Mumbai University	30.00	10.00

The details of the amount released under the scheme of Centre with Potential for Excellence in a Specialized Area :-

S. No.	Name of University	Total amount released as on date (Rs. in crores)
1.	Punjab University	5.00
2.	Guru Nanak Dev University	5.00
3.	Cochin University of Science & Technology	5.00
4.	Madurai Kamraj University	5.00
5.	Himachal Pradesh University	5.00
6.	Sardar Patel University	5.00
7.	Karnataka University	5.00
8.	Anna University	5.00
9.	Rajiv Gandhi University	3.00
10.	Allahabad University	5.00
11.	Rashtriya Sanskrit Vidyapeeth	3.00
12.	Devi Ahilya University	3.00

5.27 In addition to above, total number of 97 colleges were selected by UGC under the scheme Colleges with Potential for Excellence during Xth Plan period. The grant released to these colleges till date is Rs.52.15 crores. When asked what steps are proposed to be taken by UGC to raise the standards of all the other universities and colleges in the country to that of the universities/colleges already identified, no specific reply was furnished by UGC.

G. Model Curriculum

5.28 During briefing, the Secretary, Higher Education informed the Committee, “Similarly, UGC has got model curriculum designed and circulated for 32 subjects. That has been circulated to all the universities. But in our system universities have been given autonomy. They are at liberty to adopt them based on their own democratic systems they follow. Some of them can even say that we are maintaining a standard higher than this syllabus. So, perhaps they would not adopt that. But by and large, this model curriculum which has been given, has been very useful and its is being adopted by many of them.”

5.29 In regard to procedure being adopted by UGC to design model curriculum, the Ministry in a written reply stated that the UGC prepared model curriculum

with the help of experts at national level and the same was circulated to the Universities for consideration, for adoption or modification by the respective Board of Studies of the universities. The most of the universities have done the above exercise.

5.30 When it was enquired by the Committee whether the model curriculum is periodically updated in consonance with the new developments in the subject at international level, the Ministry in a written reply stated that the curriculum revision and updating is a continuous process and all universities are expected to do it on regular basis. The Committee was further informed that this was also emphasized in the Vice-Chancellors' Conference held on 10th and 11th October, 2007. But the Ministry did not furnish any reply whether it updates the model curriculum periodically.

5.31 In regard to curriculum updation, National Knowledge Commission has stated in its report as follows:

“The syllabi of course in universities, which remain unchanged for decades, need to be upgraded constantly and revised frequently. The laws of inertia reinforced by resistance to change must be overcome. Universities should be required to revise or restructure curricula at least once in three years. These revisions must be subjected to outside peer review before implementation. The process for such revision should be streamlined and decentralized, with more autonomy for teachers, through a change in statutes wherever necessary. For existing systems often act as major impediments to a timely or speedy revision of curricula. There should be some mode of censure for departments or universities that do not upgrade their courses regularly. It needs to be recognized that it is very difficult to introduce new courses or innovative courses in universities because of departmental divides. Appropriate institutional mechanisms should be put in place to resolve this problem.”

H. Vocationalisation of higher education

5.32 The University Grants Commission had introduced and implemented vocational education programme, way back in the year 1994-95 having an objective to provide vocational education to the students pursuing graduate

programme at the University as well as college level right across the country and across all the three disciplines of the study i.e Arts, Science and Commerce. It was envisaged that the vocational course may be introduced by the University/Colleges at the undergraduate level by way of restructuring the existing course combination across all the three disciplines of study at graduate level. The Committee were informed that the purpose of this programme was to provide the students hand on training besides an in depth theoretical knowledge of the vocational course to be opted by them. The vocational education programme was also conceived as a platform to provide the students an opportunity in gaining meaningful employments as such hands on training component was to be carried out in collaboration with the relevant agencies as a part of the programme. In addition, the degree obtained by the student does not get used as a large number of students often after graduation are not able to opt vertical mobility in higher education either due to poor/ average performance or due to financial constraints or both. As such, the vocational education would prepare and provide them an opportunity to be job worthy.

5.33 In order to ensure that the vocationalisation of higher education does not loose its rhythm as a result of changing need of the job market owing to the globalization of education and opening up the economy causing changes and approach adopted towards the job market leading to demand in terms of more and more trained man power, the vocational courses has since been redesigned in the year 2003-04 and this modified scheme is termed as career orientation to education/ career oriented programme. The objective of the scheme is to ensure that the graduates who pass out after completing these courses, have knowledge, skills and aptitude for gainful employment in wage sector in general and self employment in particular so as to reduce the pressure on institutions of higher learning for Master Degree. These courses run parallel to the conventional B.A., B.Com and B.Sc degree. The successful students are awarded certificate/diploma/advanced diploma under this programme. The courses offered are in the form of Certificate/Diploma/Advance Diploma which

students may opt parallel to their conventional B.A/ B.Com/ B.Sc degrees. The courses offered are inter-disciplinary in nature. The students shall have the freedom to diversify into various fields, not necessarily related with their core discipline, e.g. a science student could side by side pursue course in Event Management and student of Arts background have the option to pursue a course in Science Journalism. In this regard, the Chairman, UGC further informed the Committee during evidence as under:-

“The UGC has a special scheme under which it give grant to all the colleges to start career development course which run parallel to the regular courses so that students doing BA/B.Com and other Bachelor degrees can also do a certificate course in vocational or a one-year diploma and turn out with two degrees- one regular degree and a short duration diploma which is skill-oriented- so that they become employable.”

5.34 The Ministry in a written reply stated that the schemes of Vocationalisation of Education (Career Oriented courses) is being implemented since 1994-95. An amount of Rs. 286.78 crore was provided to 3383 colleges and 43 universities. It was further stated that keeping in view the availability of funds, the UGC would extend the scheme of vocationalisation of education to cover more universities and colleges and enlarge introducing a number of courses to meet the requirements of the country in the wake of globalization and liberalization of economy.

CHAPTER-VI

Regional disparities and Gender and Social Equity

A. Regional disparities in development of higher education

6.1 CABE Committee on Financing of Higher and Technical Education has inter-alia stated in its report that inter-state variations in the development of higher education are glaring in India. Some States have expanded their higher education systems fast, but many are lagging behind. For example, the enrolment ratio is as high as 29 percent in Chandigarh, but less than five percent in Jammu and Kashmir and Nagaland in 2002-03. In as many as 15 out of 31 States/Union Territories on which estimates are presented in the Table given below, the enrolment ratio is below the national average, less than nine percent.

6.2 Policies of development of higher education vary from State to State, particularly in terms of emphasis on provision of access to higher education, improvement in quality, funding, etc., though most States follow broadly the national policies and in conformity with the policy guidelines periodically formulated by the apex education organizations such as the University Grants Commission, All India Council of Technical Education and other similar bodies. There are, however, several other factors responsible for inter-State variations in the development of higher education. The following table shows these inter-State variations :-

Gross Enrolment Ratio in Higher Education, 2002-03(%)			
State/Union Territory	Ratio	State/Union Territory	Ratio
Andhra Pradesh	9.51	Meghalaya	10.94
Arunachal Pradesh	6.37	Mizoram	9.51
Assam	8.67	Nagaland	4.33
Bihar	7.30	Orissa	8.71
Chattisgarh	7.27	Punjab	8.53
Goa	13.47	Rajasthan	8.77
Gujarat	9.65	Sikkim	6.29
Haryana	10.56	Tamil Nadu	10.91
Himachal Pradesh	12.76	Tripura	5.84
Jammu & Kashmir	4.95	Uttar Pradesh	7.03
Jharkhand	8.12	Uttaranchal	12.25
Karnataka	9.92	West Bengal	8.21
Kerala	7.66	Chandigarh	28.68
Madhya Pradesh	7.77	Delhi	10.94

Maharashtra	12.30	Pondicherry	17.88
Manipur	13.19	<i>All India</i>	897

6.3 During briefing, the Chairman, UGC briefed the Committee regarding rural urban difference in development of higher education as under :-

“There are one or two issues that I would like to mention. One is the rural urban difference in the development of higher education. We recognize that, if you look at the enrollment ratio in higher education, there is disparity between rural and urban. About 7 to 8 per cent enrollment ratio is there in rural areas and it is almost 27 per cent in urban areas and we are conscious about that. In this Plan, we have taken a decision to make available funds to these universities and colleges which are primarily located in rural areas and they will get an additional grant in addition to the regular development grant that we give. We will define what is rural college. If a college is located in Gram Panchayat jurisdiction or any settlement having less than 5000 population is described as village by the census. So, we are going to have some focus on the rural colleges and universities.”

6.4 During the oral evidence of the representatives of the Ministry of Human Resources Development and UGC, the Committee pointed out the regional and urban-rural disparities in development of higher education. In this regard, the Chairman, UGC stated as follows:

“Number of Members from Orissa, UP and West Bengal have made reference to regional disparities in education. Sir, there are regional disparities and also there are urban-rural disparities. For the first time, we have estimated rural-urban disparities. We have also measured the disparities between districts and we recognized that hilly, remote, tribal, border districts have much lower enrolment ratio as compared to other regions. Therefore, we developed a policy of reducing regional imbalances. You will recall that we identified about 370 districts with a enrolment ratio lower than the national average and the Hon. Prime Minister has announced one college in each of these districts on a matching contribution from the State. These colleges will be model colleges.

Then, we have also taken a number of other steps. We proposed an additional grant to those colleges and institutions which are located in hilly, tribal, remote, border, small town areas – these are precisely the areas where the enrolment rate is lower – so that we try to bring them on par with other colleges. Some of the districts to which reference has been made, like Kalahandi and others, these are also essentially districts with relatively high tribal population. We proposed a special policy for removing imbalances between social groups. So, the colleges having a relatively

larger population of SC, ST, OBC, and Muslims will get an additional grant. These are precisely the colleges which fall in districts like Kalahandi and others. So, in brief, we have a policy under the Eleventh Five Year Plan under which we develop a strategy to try to reduce the inter-regional imbalances and inter-social group imbalances as also the urban-rural disparities. We will have some special development grant for rural areas and also smaller towns. Strictly speaking there are very few colleges, in rural areas. Rural areas is defined as a settlement with population of 5,000 and 75 per cent agriculture workforce. There are very few colleges located in these settlements but bulk of these colleges are in small towns. We proposed some special grant for them.”

6.5 The Additional Secretary in the Ministry of Human Resource Development supplemented on the issue of regional disparities as under:

“There was an issue raised about what is being done to bring up the north more or less on par with the south in terms of educational facilities. This is an important issue, it is not just a question of north and south, it is a question of regional disparities in general. It applies equally to the east and north-east, Jammu & Kashmir, and other hilly States like Uttarakhand, as was mentioned about hilly districts of West Bengal and so on and so forth. These also happen to be the districts and areas and regions and the States where Gross Enrolment Ratio in higher education is lower. Therefore, for example, when we implement the scheme of establishment of 370 degree colleges in the 11th Plan to be set up in States having low GERs, the very large majority of those colleges in fact will go to precisely districts and the regions of those States, including KBK, which were mentioned as being deficient.”

6.6 When asked during the oral evidence how the State Governments are going to finance these 370 colleges which will be established with the Central Government’s help, the Secretary, Higher Education stated as follows:-

“Hon. Member has raised a very important issue about State finances not permitting running some of these institutions.... But for these 370 colleges, basically degree colleges are to be run by the State Governments. In fact, till now, there have been no schemes where the Government of India funds the new colleges which are to be started anywhere. This is for the first time a scheme is being worked out where Central Government would give some assistance for the buildings and other infrastructure to be created. Our experience is that while of course some States may lag behind but generally in most of the States, if some Central Government assistance is coming, and if they have to match resources, most of the

States to come forward and make use of that Central resources. Otherwise, that would go elsewhere. But the tendency of most of the States is to tap those resources of the Central Government which are available for starting of these new institutions. These 370 colleges are also to be started in educationally backward areas, also where the gross enrolment ratio is low. Even politically, in all the States there would be a pressure on them also to come forward and take care of those areas or the regional balance and regional development point of view. While there could be some difficulty, the Planning Commission has also assured us that at the time of approval of annual plans that they will also make use of that exercise to see that States bring forward the required finances for taking care of these educational institutions which are primarily in their domain. So, while we do appreciate the concern of the Hon. Member but we would try to persuade the State Government. In fact, the Hon. Minister of HRD had a meeting with all the State Education Ministers wherein again he had emphasized that there is a need for the State Governments to do their part of the duty in taking care of these institutions of higher learning for which they are primarily responsible for running and the Central Government is only basically meant to take care of coordination and maintenance of standards”.

6.7 Regarding setting up of new Central Universities to reduce the regional disparities and to improve the standard of higher education, the Secretary, Ministry of Human Resource Development further informed the Committee during evidence as below:

“Also, at the same time, I would like to mention about the new Central Universities which are expected to be set up. There would be altogether 30, out of which 16 Central Universities would go to States which do not at all have any Central Universities at the moment. Out of the total 28 States, 16 States have no Central universities at the moment. Each one of them will get consultation with the State Government concerned. The remaining 14 Central Universities would aim to eventually attain world class standards. There was a mention made about what we are doing to improve our universities to bring them on par with world standards. Of course, at the moment a university like Jawaharlal Nehru University already figure in the list of world’s leading universities. But our attempt would be to have more and more such universities to attain those standards. The Government has decided to give a grant to the tune of Rs.100 crore to each of the three universities which are completing 150 years namely Kolkata, Chennai and Mumbai for development of centers of higher education and so on. Likewise, these 14 other universities will *ab initio* aim at world class standards. Their location will not necessarily be confined to States which have Central universities or do not have Central

Universities at the moment. The overriding concern would be to establish universities which can compete at the global level in a short span of time.”

6.8 Ministry of Human Resource Development in their written reply furnished to the Committee stated that in the meeting of the Planning Commission on 13.9.2007, the Prime Minister had, among other things, remarked as under regarding promotion of higher education: -

“The Higher Education System has been relatively neglected in the past decades. It was the investment made in this system in the 50s and 60s which has given us a strong knowledge base in many fields. We are committed to rapidly expanding this sector as well. There is now general agreement on setting up 16 Central Universities in States which do not have a university, 14 Central Universities in other States, 8 IITs, 7 IIMs and 5 Indian Institute of Science, Education & Researches. I am already getting requests from a large number of States for locating these institutions in their States. I am sure that with the large number of institutions we are considering, we would be able to satisfy every State to some extent. Some of these universities/institutions should ab initio, be targeted to achieve world class standards. For the Central Universities aimed at world class standards it will be necessary to be more ambitious in terms of infrastructure, especially if they are to include departments of science, medicine and engineering. This involves higher costs. The scope for private participation in these universities should therefore be systematically explored. The location of these institutions should be determined in a manner which balances the desire for achieving a greater geographical spread with the potential synergies arising from co-location. Location decisions should not be purely based on land availability. We should encourage States to compete for the location of these prized Central institutions. These are decisions which would define the educational growth trajectory of State for many decades to come and must be taken with utmost care. The details and the roll-out of this high visibility programme should be worked out by an Inter-Ministerial Group consisting of the Ministry of HRD, the University Grants Commission and the Planning Commission and outside experts which the Planning Commission can appoint within a fortnight. Location decisions should be taken within the next two months. Once the broad policy framework is clear, we should make a start with detailed planning for the proposed Central Universities aiming at world class standards. The proposal in the Planning Commission note to set up distinct teams, to go into details of the structure and operationally relevant issues for each university is a good idea. We should have a creative approach to the design of these new centers of learning. Ideas such as common entrance tests, the semester system, flexible syllabi, student body diversity, inter-institutional students transferability, faculty recruitment and transferability, autonomy

and governance reform should all be well thought out in this design. The final approval of funding for these universities should be given on the basis of the reports of these teams...”

6.9 In regard to setting up of Inter Ministerial Group, the Ministry has stated that no such group has been constituted so far. However, a draft Central Legislation or setting up of 16 Central Universities in uncovered States is under process. When asked what role has been assigned to UGC in the implementation of the proposed scheme, the Ministry in a written reply stated that the UGC will continue to play its role for coordination and maintenance of standards of the Universities/Colleges in terms of the provisions of the UGC Act, 1956, and a proposal to constitute a UGC Review Committee is also under consideration.

6.10 The Secretary, Higher Education further informed the Committee during the oral evidence, “As far as 16 Central universities and 370 colleges are concerned, there are two Committees which have been set up and both the Committees are working out a proposal as to what the structure of the 16 Central universities and 370 colleges would be. That will lay down the whole framework for the setting up of these institutions”.

6.11 As regards number and size of universities, National Knowledge Commission has also stated in its Report as follows: -

“India has about 350 Universities. This number is simply not enough with reference to our needs in higher education, or in comparison with China which has authorized the creation of 1250 new universities in the last three years. Yet, some of our universities are much too large, for ensuring academic standards and providing good governance. We need to create more appropriately scaled and more nimble universities. The moral of the story is not only that we need a much larger number of universities, say 1500 nationwide by 2015, but also that we need smaller universities which are responsive to change and easier to manage.”

B. Gender and Social Equity

6.12 The following table has been given in the report of the CABE Committee on Financing of Higher and Technical Education regarding enrolment of SCs, STs and women in higher education: -

Enrolment of Scheduled Castes, Scheduled Tribes and Women in Selected Areas in Higher Education in India (% of total enrolment)						
	Total	PG and Ph.D.	Degree Level	Engg*	B.Ed/BT	Medicine*
Scheduled Castes						
1990-91	8.6	8.7	8.7	5.7	8.4	8.6
2002-03	11.3	11.4	12.0	6.7	13.9	13.2
Scheduled Tribes						
1990-91	2.1	1.8	2.2	1.1	2.3	0.7
2002-03	3.6	2.7	3.7	3.2	5.0	5.0
Women Students						
1990-91	33.8	32.2	34.7	10.9	44.2	34.3
2002-03	40.1	42.3	42.0	22.6	52.0	41.6

*are related areas

6.13 CABE Committee have further stated in its report that the social hierarchy by social groups that we find in enrolment in higher education institutions can be found with more intensity in the distribution of population by social groups as shown in the following table :-

Percentage of Population (7+) with Higher Education, by Social Group, 1999-2000						
	Rural			Urban		
	Male	Female	All	Male	Female	All
Scheduled Tribes	1.2	0.2	0.7	9.1	4.7	7.0
Scheduled Castes	1.3	0.3	0.8	4.1	2.0	3.1
Other Backward Castes	2.1	0.6	1.4	1.1	3.7	5.5
Others	4.4	1.4	3.0	18.2	12.7	15.6
All	2.6	0.8	1.7	12.7	8.2	10.5

6.14 On gender equity, the Secretary, higher education briefed the Committee as follows :-

“On the gender equity side, I am happy to submit that the enrolment ratio of girls is about 40 percent in higher education system, though in the management and engineering side, it may be only about 30 per cent. The UGC has encouraged the girls and women hostels in a very big way. It was thought that if we provide hostel facility for women, they will find it much easier to take part in higher education studies. So, last year, they have spent almost Rs.150 crore on construction of women hostel buildings and they are providing about Rs.2 crore of assistance in metropolitan areas and Rs.1 crore in non-metropolitan areas for creation of hostels. Then, they have got special schemes for preparing women for taking up managerial positions. They have set up 42 women study centers. They have day care centers; they have got “Women in Technology courses” etc. Women-related courses are supported by UGC specifically. Then, there is a special scheme under which they provide infrastructural facilities like toilets, crèche rooms and things like that in the universities. Knowing that perhaps some of the women may find it difficult to take up a full-time research work etc., they have a very special scheme under which part-time research associateship for women is encouraged and 100 slots are there, under which they are given this special associateship where they get Rs.6,000 to Rs.10,000 per month depending on what kind of research associateship they are taking up. Then, for women-specific amenities, they spent Rs.57 lakh on infrastructural facilities last year and a cell has been created in each university to look into the cases of sexual harassment etc.

UGC is also giving Rs.2000 per month to a single girl child who take up post-graduate studies. In various Committees, UGC ensures that women members are nominated by them. These are some of the things which I would like to submit that UGC has taken up, to give help to the women candidates.”

6.15 On social equity, the Secretary, higher education stated as under during briefing :-

“Similarly for encouraging minorities, they have constituted a Committee under the Chairmanship of Prof. Chaddha which will come up with a diversity index. The idea is that this diversity index would give an indication as to which of the universities or colleges are representing our rainbow of population more strongly. If a university or college is having a widespread representation of our various social groups, then it will get higher entitlement for UGC grant. Also, they will be giving additional help to the colleges and universities which are located in minority concentrated districts. Centres for Multi-cultural and Minority Studies in AMU, Maulana Azad National University, Jamia Milia Islamia University etc. have been

proposed to focus on the rich traditions of Indian multi-culturism and study of minority related issues. Our SC/ST category of friends need special attention. Now Centres for Studies on Exclusion and Discrimination both by ethnicity, caste, religion etc. have been supported by UGC. A number of scholarships, details of which are also given in the replies given to the hon. Committee, have been started basically by the Ministry of Social Justice and Empowerment but they are being disbursed through UGC. There are a number of coaching centers, and remedial courses are being undertaken through UGC to encourage ST/SC students to come up to those levels so that they can move with their other colleagues while taking instructions in the higher educational institutions. UGC also coaches students for taking up civil services and other competitive examinations. These are some of the things that are being done.

6.16 In regard to establishment of National Tribal University, the Additional Secretary stated, "I would like to mention in this connection that National Tribal University is proposed to be established at Amarkantak. That is meant specifically for the education of scheduled tribes and for tribal studies. That Bill has been introduced and it is now being examined. Amarkantak is on the Madhya Pradesh Chattisgarh Border."

CHAPTER-VII FACULTY AND RESEARCH

A. Faculty

(a) Faculty Vacancies

7.1 During briefing, the Secretary Higher Education informed the Committee regarding faculty vacancies as follows:-

“One more thing which I would like to submit is that our problem has been that there are a large number of vacancies in the faculty. Unfortunately, some of the States also had put a ban on recruitment of teachers in the higher education system. Our hon. Human Resource Development Minister had a meeting with the State Education Ministers where he has appealed to all of them to see that such a ban, if any, is lifted, and these positions are filled up because without there being teachers, the quality gets affected. As far as the Central Government is concerned, knowing that there is an acute shortage of teachers, we have raised the age of retirement of faculty members from 62 to 65 years. There could be some criticism that this perhaps stops or adversely affects the youngsters or the younger generation who want to take on the teaching profession. Our submission is that ours is now an expanding education system with this 54 percent increase under Moily Committee recommendations and also the fact there is, on an average, 25 percent vacancies in various educational institutions, we feel this measure would help in reducing this critical shortage of faculty and would help us in improving quality.”

7.2 When asked as to what extent the State Governments have been persuaded to fill up faculty vacancies, the Chairman, UGC stated during evidence as under:-

“Sir, we have consistently been requesting State Governments not merely through letters but in the month of April this year a conference was held of all the State Education Ministers where this was one of the main things which was impressed upon by the Minister of HRD that, above all, (a) there should be no vacancy and (b) that the profession of teaching in colleges and universities should not be casualised. It is not proper to appoint short term contract teachers as many States are unfortunately doing; that it is necessary to have proper full time regularly appointed professional teachers. Higher education is far too serious a business to be left to casual contract teachers. We are continuing to pursue with them.”

7.3 In regard to vacancies in faculty position in various universities, the Ministry in a written reply furnished to the Committee stated that the University Grants Commission, as also the Ministry of Human Resource Development had written to the State Governments reiterating the need for regular appointment of teachers in universities/colleges. However, barring a few States no response has been received. The Ministry further stated that the State Governments were also requested to furnish the number of vacant faculty positions but no response has been received from the State Governments. Based on the available information, the Ministry submitted a statement showing the vacancies of teachers in State Universities/Colleges as on 01.5.2007. Average percentage of vacancies filled up in all the 69 universities was about 64% only. In some universities more than 50% of vacancies were vacant viz. University of Mumbai – 38.4% of posts, Punjab University – 46.6% of posts, University of North Bengal – 94.7% of posts, RTM Nagpur University – 71.6%, Bharatiyar University, Tamilnadu – 53.3%, University of Rajasthan – 69.8% of posts were vacant.

7.4 In so far as Central Universities are concerned the Ministry informed that each Central University is governed by its individual Act of Parliament and the Statutes made thereunder. In terms of the relevant Statutes, the appointments to the teaching posts in a University are made by its Executive Council on the recommendation of a Selection Committee constituted in accordance with the provision of these Statutes. The Selection Committee for the posts of Professor, Reader and Lecturer, amongst others, includes, inter-alia, a nominee of the President, as the Visitor of the University. In view of the foregoing, while this Ministry's role is limited to providing the Visitor nominees to the Selection Committees for the posts of Professor, Reader, Lecturer and certain other specified posts, the Government, through the University Grants Commission (UGC), keeps reminding the Central Universities to fill the vacant posts. This is, thus, a continuous process.

7.5 The Ministry provided the following information on central university-wise sanctioned teaching strength and vacant posts as on 31st March, 2007.

S. No.	Name of the University	Sanctioned Strength	Vacant Posts	Percentage
1	Aligarh Muslim University	1396	280	20.06
2	Banaras Hindu University	1832	527	28.77
3	University of Delhi	1251	408	32.61
4	University of Hyderabad	366	47	12.84
5	Jamia Millia Islamia	732	132	18.03
6	Jawaharlal Nehru University	569	119	20.91
7	North-Eastern Hill University	339	48	14.16
8	Pondicherry University	217	36	16.59
9	Visva Bharti	655	101	15.42
10	Tezpur University	148	43	29.05
11	Nagaland University	201	83	41.29
12	Mizoram University	237	24	10.13
13	Babasaheb Bhimrao Ambedkar University	86	48	55.81
14	MGA Hindi Vishvidyalaya	44	12	27.27
15	Maulana Azad National Urdu University	126	13	10.32
16	University of Allahabad	538	229	42.57
17	Manipur University	193	74	38.34
18	Rajiv Gandhi University	124	47	37.90
	Total	9054	2271	25.08

(b) Retention of meritorious faculty

7.6 In regard to the problem of retention of meritorious faculty by Indian Universities, the Committee enquired whether UGC considered any arrangements like joint appointments whereby faculty of Indian Universities can work six months in a foreign university and six months in India. In this regard, the Ministry in a written reply stated “pay scales of the university and college teachers have been increased much more substantially as compared to other services keeping this in mind. At present there is no provision of Joint Appointments of faculty in Indian and foreign universities. However, Indian universities are free to appoint a teacher on contract from a university as Visiting Professor/Visiting Fellow.”

7.7 During Study tour of the Committee to Kolkata and Jadavpur Universities were asked whether there is any proposal to offer joint appointments to eminent

scholars by a foreign universities/ institute. In this regard, the reply of the Kolkata University is as follows:-

“We have noticed that many of our colleagues are not only opting to take up permanent/short-term assignments in foreign universities and institutions, but also in central universities and institutes because of better service conditions and infrastructure facilities. This trend is visible in all State Universities and is gradually eroding the presence of high quality faculty members in such institutions.

Our University is considering a proposal to create Adjunct Professorships to arrest the threat of migration of eminent colleagues. Such a system will not only enable such colleagues of our to maintain their links with the University, but will also enable the University to provide attachments to foreign scholars of eminence. We are also creating opportunities of consultancy work, better research facilities, and greater scope for national and international interactions under the UGC’s University with Potential For Excellence, the World Bank’s TEQIP and other related schemes to retain our Colleagues.

One possible way of ensuring bright post-graduate students to continue their higher studies in Calcutta University is to provide them with good Fellowships and adequate facilities for undertaking research and developing national and international networks. We may also think of offering Teaching Assistantships or Tutorships to doctoral students as incentives to develop a sense of attachment to the institution. At the same time facilities available to the faculty of central universities should be made available to their colleagues in state universities so that the state universities will be able to retain high quality faculty.”

7.8 Reply of the Jadavpur University is as under:-

“It is true that bright Post Graduate (PG) students of Jadavpur University and some faculty members go to reputed foreign Universities for the pursuit of doctoral degrees and / or higher studies. Provision for doctoral/ Post-doctoral fellowship of higher values to bright students/ faculty members to pursue higher studies may be made by UGC. There is no proposal to have joint appointment of teachers from foreign Universities in Jadavpur University, but there is Visiting Professor (either foreign/national) scheme of the UGC which is in operation in some subjects. The University is also interested to have positions of Adjunct Professors.”

7.9 In regard to autonomy to universities in the case of hiring of faculties, the Vice-Chancellor, Delhi University stated as below:-

”As my colleague, Prof. Bhattacharya mentioned, we need to strengthen our autonomy further. In that direction, we would like five percent to ten

percent faculty positions to be made floating faculty positions. If today we want to hire scientists in the area of nuclear physics or materials, which are thrust areas of the Government of India in the Department of Science, then we should be able to hire them immediately. If there is a bright scholar, we should be able to hire him/her. Now the jobs are assigned to the Department. Let us say the Physics Department can have only 40 positions but let us say we want to strengthen our Physics Department. We are getting five brilliant scientists who are sitting abroad but we want to get them back. But we cannot do that. Getting them back, it is a very long-winded process. We have to go to UGC with a request that in the next Plan give us five more positions in the Physics Department. So, I think we have to more mobility and flexibility”.

7.10 In regard to migration of Indian faculty to abroad, the Vice-Chancellor, Delhi University stated as under:-

“In fact, sometimes it is difficult to keep them here because the necessity of Indian Faculty Member is increasing. Our good scholars in History and Political Science are very much in demand because some American or European University wants to start Indian centric course and so they take an Indian Professor, give him a reasonable amount of money and get him there. Because it is prestigious to go there, our teachers are willing to abandon their own students’ teaching session and go there. I am sorry to say so. Right now I think we will have to be very-very smart, clever and open to make sure that we maintain levels of standards in our universities.”.

7.11 Delhi University in a written reply has stated that joint appointments are good idea to get talent from abroad for areas where there are major weaknesses. The joint appointees may be required to put in a specified number of man hours in the Indian universities. Jawaharlal Nehru University has also welcomed the provision of joint appointments for meritorious teachers by the Universities in India and any reputed University abroad. UGC/Govt. should also make a provision in the regulation that would enable Universities to appoint foreign scholars as regular faculty members. This will certainly ensure induction of highly talented faculty members.

7.12 When asked whether the Government has considered joint appointment of faculty by universities in India and universities abroad, the Secretary, Higher Education stated during the hearing as follows:-

“Joint appointments of teachers may be difficult between foreign universities and Indian universities, but what we have today is a system of faculty where people from the industry who are knowledgeable in certain subjects can come and teach in universities in our country. Similarly, professors who are very renowned in foreign university can come and teach in India and our professors can go and teach abroad. There is also a provision that all those persons of Indian origin can be invited and can be given regular appointments also in India, but for foreign citizens they can be given only a contract appointment in India. These are the provisions today”.

7.13 The Secretary, Higher Education further stated during evidence as follows:-

“While the idea looks to be novel and good but in our system, today, we have already a system of visiting faculty, a system of a adjunct faculty, which is generally anybody from the industry, coming and teaching in the universities not full-time employees of any universities or educational institutions but they are doing something else but they do come and they are on the rolls of the university for teaching a few subjects or few courses, etc. So, we have this system of adjunct faculty and visiting faculty but this idea of joint appointment is yet to be seen. There are apprehensions that this may also mean that, if they are appointed by two universities in the country itself, there are possibilities and apprehensions that they may not do justice to either of the two universities. So, keeping that in mind, UGC has set up a Committee under Prof. Govardhan Mehta, who is supposed to go into details and give some guidelines as to under what circumstances and so what kind of emoluments can be given to visiting faculty, adjunct faculty or casual faculty, etc. We are awaiting the report of this Committee. Once we get the report, we would take action on that. While both the Universities of Delhi and JNU have said that it is good idea to think of joint appointments but, I think, joint appointments, to our mind with all humility, in today’s context perhaps we can think of some kind of contract appointments where a foreign faculty member, who has some links with India and wants to visit India every year or sometime, he can be given give a contract of two or six months, and it could even be on a basis where he fixes or has a contract for serving on this kind of a basis for five or 10 years, that kind of thing perhaps looks more feasible as on date but exact joint appointments where the professor or the teacher is jointly appointed by two universities looks to be something where we have

apprehensions today”.

(c) **Involvement of faculty in designing curriculum and decision making**

7.14 When asked whether an individual faculty member or a department of the universities enjoy sufficient freedom to design his own course for teaching in a subject with the given syllabus or does he/she feel constrained by the system or approvals required from Head of Deptt./Committees of Academic Council/UGC. Kolkata University in a Written reply, during the study tour of the Committee, Stated as follows:-

“Every post-graduate Department has complete academic autonomy to design its course and teaching-learning process. Each Department has a Departmental Committee and a Board of Studies attached to it. The teaching programme of the Department is prepared by these bodies, which is, of course, ratified by the Faculty Council and the Syndicate to ensure that it is in conformity with the UGC guidelines. The Vice-Chancellor with the help of the concerned Faculty Councils monitors the post-graduate teaching programmes.

The Undergraduate Boards of Studies, subject to ratification by the Undergraduate Council and the Syndicate, formulate the under-graduate courses. The teaching programme and the functioning of the colleges are monitored by the Undergraduate Council, which is chaired by the Pro Vice-Chancellor for Academic Affairs.”

7.15 In this regard Jadavpur University stated that “there is sufficient freedom of faculty members to revise course curriculum periodically – such proposals are generated in Boards of Studies of departments, and approved by Faculty Councils of Arts, Science and Engineering & Technology respectively at Jadavpur University before being executed through the Executive Council and the University Court-the entire process does not take more than one month.”

7.16 Delhi University in its reply to the question relating to involvement of faculty in designing curriculum has stated as follows:-

“Teachers at undergraduate level have very little incentive to innovate. Courses are made by the Courses Committees which include college teachers and the faculty in the postgraduate departments. Courses are cleared by the Academic Council and then reported to the Executive Council. The Academic Council is the custodian of Academic standards. In many cases there is a huge reluctance to change as teachers are not ready to cope with the latest advances in the subject. In subject areas like Commerce, where the number of teachers is very large, revisions and improvement become very difficult as everyone has a viewpoint”.

7.17 In this regard JNU has inter-alia stated, as under:-

“The structure of a programme, viz. B.A., M.A., M.Sc. etc. is prepared and proposed by the Centre and then it is recommended by the board of studies of the School and then is approved by the Academic Council. Within the overall frame work of the approved structure, the Individual teacher in-charge of the course is free to conduct the course as per his methods and imagination. JNU faculty member doesn't feel constrained by the system in developing his/her own courses”.

7.18 When asked whether decisions are taken in a collegiate manner in the university, Kolkata University replied during study tour of the Committee that “all academic decisions are made in a collaborative manner. Revision of curricula, formulation of rules and regulations of examinations etc. are carried out by the teachers collectively and discussed by the Under Graduate and Postgraduate Faculty Councils before being sent to the Syndicate for approval. So far as administrative decisions are concerned, these are made in (in accordance with the overall policy guidelines laid down by the Senate and the Syndicate) by the Vice-Chancellor in consultation with Pro Vice-Chancellors and implemented by the office of the Registrar. In this regard, Jadavpur University stated that “all policy decisions at Jadavpur University are taken by Executive Council and the Vice-Chancellor, and at the Faculty level by the Deans of respective faculties and decisions of UGC and State Governments are routed and circulated through the Executive Council and issued by the Office of Registrar. Certain decentralized decisions are taken by the Deptt./Faculties at Jadavpur University.

7.19 In this regard, Delhi University has stated that decisions with regard to academic and other policy matters are processed through Academic Council and Executive Council. JNU has stated that at JNU decisions are taken in a democratic and collegiate manner and generally unilateral decisions are not taken by Vice-Chancellor.

(d) Pay scales of Faculty

7.20 When asked whether all central universities adopt the pay commission awards or does the existing legislation allow them to decide their own pay scales, the Ministry in a written reply stated that “the Executive Council of each Central University is empowered, inter-alia, to determine the emoluments of teaching and academic posts in the University. The UGC Act also vests powers in the Commission to make regulations consistent with the Act and the rules made there under aimed, inter-alia, at regulating the maintenance of standards and co-ordination of the work or facilities in Universities. As a measure for the maintenance of the standards in higher education, the UGC, in exercise of the said power, notifies the revision of pay-scales, minimum qualifications for the appointments of teachers in the universities and colleges and other measures for the maintenance of standards, periodically in pursuance of the recommendations in this behalf made by the Pay Review Committee constituted by the Commission from time to time on the advice of the Central Government. UGC being the funding agency, the Executive Councils/Boards of Management of Central Universities have invariably been adopting the UGC’s regulation on the subject .

7.21 The Ministry further informed the Committee that UGC in consultation with the Government of India has constituted a Pay Review Committee on 8th August, 2007. The Committee has been given one year’s time to finalise its recommendations. The terms of the reference of the Committee are as follows:

- (a) To review the implementation of the previous decision of the Government/UGC under the Scheme of Revision of Pay scales approved of University and College Teachers, Librarians, Physical Education Personnel and other academic staff in Universities and Colleges, and in the process, to evaluate the extent to which the earlier recommendations in relation to qualifications, service conditions and pay-scales etc. have been implemented.
- (b) To examine the present structure of emoluments and conditions of service of University and College Teachers, Librarians, Physical Education Personnel and other academic staff in Universities and Colleges and to suggest revision in the structure, taking into account the minimum qualifications, career advancement opportunities, and total packet of benefits available to them (such as superannuation benefits, medical, housing facilities, etc.)
- (c) To make recommendations on the ways and means of attracting and retaining talented persons in the teaching profession, as well as for the furtherance of research in the University System and also for their career advancement in teaching and equivalent positions in order to improve the quality of higher education.
- (d) To look into the cases of anomalies, if any, in the matter of pay structure and/or career advancement opportunities for any categories of academic staff, consequent on revision of pay scales based on the recommendations of the preceding Pay Review Committee and to suggest remedial measures.

7.22 In this regard, the Secretary, Higher Education also briefed the Committee, “of course, we have the problem of low salary of the teachers because in the private sector they find that with the same qualification they can get much higher salary. So, with a view to look into these issues a Pay Review Committee has also been constituted by UGC which is going into the details of

the salary structure of the university education system. After that Report is received, it will be considered suitably by both UGC and Government”.

7.23 In regard to the problem of payment of less salaries than due to faculty in private educational institutions, the Secretary, Higher Education informed the Committee as under:-

“Sir, we are painfully aware of the fact that in some of the educational institutions, they do not pay their teachers the salaries that should be paid. Unfortunately, this is more in the nature of cheating because they do take signatures at times for the amount which they should be paying, but give them less. This is a typical case of cheating. If any specific cases come to our notice, we can ensure that such an institution does not get any grant or their recognition and other things could be looked into. But unfortunately what happens is that even the teachers do not complain. There is no evidence to the fact that less amount has been paid. Because of that I think this unfortunate situation is continuing. We have written to the State Government to look into this issue. Because this is a concurrent subject, basically the State Governments have to look into it”.

7.24 When asked whether UGC propose to fix any responsibility on faculty to impart quality education alongwith the pay hike, the Ministry in a written reply stated as below:

“While the primary responsibilities lies with universities for ensuring that faculty impart quality education, the Pay Review Committees notified by the UGC make recommendations in this regard. The recommendations of the Pay Review Committee generally include enhancement in the salary on the one hand and the accountability of teaches on the other. For example, in its Report submitted in May, 1997, the last UGC Pay Review Committee headed by Shri R.P. Rastogi, had made many recommendations including those regarding minimum qualifications for Teachers, period of probation for Teachers, their pay-scales, Career Advancement Scheme, teaching days, and workload of teachers. The universities are expected to follow the policy decision on the recommendations of the Pay Review Committee, which ensures accountability and quality alongwith the pay revision. To improve the quality of teaching the Pay Review Committee recently constituted by the UGC is expected to recommend many steps which may include students and peer evaluation, continuous updatation of knowledge etc. At present also the UGC has framed regulations giving the minimum qualification of teachers to ensure quality. In addition, the teachers are required to attend

orientation and refresher courses to update their knowledge on a continuous basis.

7.25 In regard to student's evaluation of faculties, Delhi University in a written reply stated, "Students' evaluation of teaching of courses is must. It takes place in IITs and IIMs. It should be done in a constructive manner and used to improve the classroom performance of the teachers". JNU has also welcomed students' anonymous evaluation of teachers. In this regard, UGC in a written reply stated that some of the universities are adopting students evaluation as a mode of assessing the faculty members. However, no formal guidelines on this subject have been issued by UGC. It has, however, been debated whether the student evaluation should be used as mode of evaluating teachers, only at PG level or even at UG level.

(e) Academic Staff Colleges

7.26 In the annual report 2006-07 of the Ministry of Human Resources Development, it was stated that "the UGC has established 57 Staff Colleges during the Tenth Plan for conducting specially designed Orientation Programmes of 4 weeks duration for newly appointed teachers and Refresher Courses of 3 weeks duration for in-service teachers. The Orientation Programmes are intended to inculcate in young lecturers, the quality of self-reliance through awareness of the social, intellectual and moral environment as well as to discover self-potential and confidence. The Refresher Course provides opportunities for serving teachers to exchange experiences with their peers and learn from each other. It is a forum for keeping abreast with the latest advances in their subjects. It is also mentioned in the Annual Report that the UGC has also identified 31 universities and specialized institutions as UGC-Refresher Course Centres (UGC-RCC). During the academic year 2006-07, 222 programmes (182 Orientation Programmes & 40 Workshops) and 671 Refresher Courses have been approved and allocated to the ASCs and Refresher Course Centres

(RCCs) and Rs. 15.02 crores has been made available upto 28th February 2007 to these Academic Staff Colleges/RCCs for Programmes and Courses.

7.27 During the hearing of Vice-Chancellors of Delhi University and Jawaharlal Nehru University, the Secretary, Higher Education stated, "There are academic staff colleges. As I mentioned, 55 of them are being revamped and we intend to have summer schools starting with this summer where we would like to upgrade the knowledge of our teachers. There is a World Bank Project also. We are entering Phase 2 of that Project. It will provide 7000 crores of rupees. Under it, we will have some mentor institutions which, in turn, will upgrade the colleges of education in their attached units".

B. Research

(a) Research in universities

7.28 Regarding quality and quantity of research, the Secretary, Higher Education stated during briefing as follows:-

"On the quality side, we are also conscious of the fact that the number of PhDs produced by us in the country is slightly less than what we should be having. We seem to be producing only about 5000 PhDs in a year. Today we had a Joint Working Group from Brazil. They have informed us that they produce about 10,000 PhDs in a year; in China, though we do not have exact figures, it is likely to be somewhere around 35,000 to 40,000 PhDs; and in USA, the figure would be around 25,000 PhDs. Similarly, on the patents, in India, in the year 2005, we had only about 648 patents; China had 2,452, USA had 45,111 patents, and Japan had 25,145 patents. Similarly, in the number of research papers which are published by us, I think we have only a share of about 2.5 percent in the total number of research papers which are published in the world, whereas the share of our friends, like China, would be somewhere around 3.5 percent to 5 percent, while in USA, it may be of the order of 38 percent. This give us an impression that on the quality side, we have to further improve."

7.29 UGC implements certain programmes for the development of research by universities and colleges viz. Faculty Improvement Programme, Major and Minor Research projects, Research Awards, part time Research Associateship for

Women, etc. Inter-Universities Centres and National Facilities Centres provides universities common facilities and also serve as resource centres.

(b) Faculty Improvement Programme (FIP)

7.30 In the Annual Report 2006-07, it was stated that Teacher Fellowships under FIP provide an opportunity to teachers of universities/colleges to pursue their academic/research activities leading to the award of M.Phil/PhD degree. Permanent teachers with at least 3 years of teaching experience and not more than 45 years of age (relaxable by 5 years in the case of women and SC/ST) are eligible for Teacher Fellowship. Out of Fellowships allocated to university/colleges, 15% of fellowships are reserved for SC and 7.5% of fellowships for the ST teachers. The tenure of fellowship for Ph.D Programme is two years and for M.Phil Programme is one year. Under this scheme reimbursement of actual contingency expenditure subject to a maximum of Rs. 10,000/- per year, actual train or bus fare for joining the research centre and return to the parent institution and the salary of the substitute teacher, is provided. In the annual report it is mentioned that for 2006-07, an amount of Rs. 13.76 crores has been reimbursed upto 28th February, 2007 to universities/colleges.

(c) Junior Research Fellowships (JRFs)

7.31 Under this scheme, students/research scholars who qualify national level tests conducted by the UGC-CSIR, SLET are awarded fellowships to pursue research leading to M.Phil/Ph.D. degrees in various disciplines. The fellowship is tenable for a period of four years initially and it is extendable by one more year subject to the prior approval of the Commission. The fellowship amount for the first two years is Rs. 8,000/- p.m. and Rs. 9,000/- for the remaining three years. The contingency for the first two years is Rs. 10,000/- p.a. and Rs. 20,500/- p.a. for subsequent years. However, in the case of Sciences, the contingency is Rs. 12,000/- p.a. for the first two years and Rs. 25,000/- p.a. for subsequent three

years. Admissible HRA and Department Assistance of Rs. 3,000/- p.a. are also provided to these fellows. During 2006-07, an expenditure of Rs. 2.3.28 crores has been incurred upto 28th February, 2007 towards the payment of these Junior Research Fellowships.

7.32 In regard to research fellowship, the Secretary, Higher Education informed the Committee during oral evidence that the research grant also was mentioned by hon. Members besides JRF, i.e., Junior Research Fellowship and Senior Research Fellowship. Roughly, 50% increase has been made in the research fellowship a few months back. The idea was that those who want to go in for research will have to forego the remuneration as is payable to a teacher during that period and they could have the choice to become a teacher during the same period. As we also need teachers, we have tried to see that by having 50% increase in JRF for the NET-qualified students, their remuneration would be almost on par with the entry-level of a lecturer. That also should facilitate attracting good students for research/PhDs.

7.33 When the Committee enquired about the amount of scholarship being given to JRF at present, the Secretary further informed the Committee as under:-

“As I say, junior research fellows get Rs. 12,000 p.m. If they are not getting facilities, they get HRA also. In metropolitan areas, it could be 30% of Rs. 12,000. Along with that they are getting contingency amount of Rs. 20,000 per year. For those candidates who do not qualify NET, UGC gives Rs. 5,000 to all such candidates who are doing Ph.D. in Central educational institutions. This scheme is under revision now because we want to fix some parameters so that there is a criterion for those who get admitted. There is no point in somebody with a third class degree doing research. I think, we will have to have some minimum standards for those who are getting into research. Similarly, we have a programme for teachers where existing teachers are sent to training and they can get Ph.Ds., etc. During that period, they get their salary and also separately some stipend. These are the measures which can help us remove faculty shortages. There are two more schemes which I would like to mention. There is Ramanujam Fellowship. Under this scheme, some of our bright teachers who are of Indian origin and are working abroad are invited to come to India and take up research here. During this period, they are paid Rs. 50,000 per month in the first two years and this

amount becomes Rs. 60,000 after the first two years. Its duration is 5 years. In addition to this, they are given Rs. 5,00,000 as contingency grant and for other expense to take up research. This is one scheme. Similarly, for those who are very bright and who are teachers or faculty members and are undertaking research and who have contributed significantly to their research areas, there is the Bose fellowship. Under this, Rs. 20,000 per month is given and also Rs. 5,00,000 towards contingency and research grant per year for a total period of 5 years. Under Ramanujam fellowship, the enrolment is only 8-10, while in Bose fellowship, it is 40 to 50. That is my recollection.

7.34 When asked whether University of Delhi and JNU would consider raising the amount of scholarship for Ph.D students to atleast Rs. 18,000 or so for a period of three years from the date of registration, Delhi University in a written reply stated that in certain areas like management and economics, very few bright students are interested in working for doctoral degrees. There are two ways they can be encouraged:-

- (a) Higher levels of scholarship;
- (b) Incentives like co-supervisor abroad (in some key areas) and joint degrees with western universities.

7.35 JNU welcomed the proposal for raising the amount of scholarship for Ph.D. students to Rs. 18,000 per month. However, it has further stated that it would be difficult for a student to complete the Ph.D. in three years. The fellowship need to be provided for at least 4 years period from the date of their registration/confirmation to the Ph.D. programme with a provision to be extended to 5th Year.

7.36 In this regard, the Secretary, Higher Education explained to the Committee as under:-

“Sir, our submission would be that we have Junior Research Fellowship Scheme, under which there are two types of schemes. One is those who have passed the National Eligibility Test, that is, NET examination. For those students who have passed NET and are entering Ph.D., under our UGC Scheme we give Rs. 12,000/- per month by way of Junior Research Fellowship along with whatever HRA is applicable in that city. So, in Delhi, they get Rs. 12,000/- plus 30% HRA if they are not given hostel

accommodation. There is also another Scheme because NET qualified candidates are comparatively limited and they are about 1100 in a year. Keeping that in mind we need to increase the number of Ph.D. UGC has also another Scheme under which they give Rs. 5,000/- of this research fellowship to those who are non-NET qualified Ph.D. students. This number, of course, is much larger. We are trying to revamp this Scheme by prescribing some criteria as to who will be eligible for this Scheme in future. But, as of now, all those who are registered in Ph.D. with the Central Universities are getting this amount. Mainly this is being utilized by BHU, Delhi University and JNU. These three are utilizing it to a great extent. Of course, if we are able to give further incentive for doing Ph.D., it would obviously be good. We have also to encourage our students to do Ph.D. but at the same time the same students can either take Ph.D. courses or some of them can also go for teaching. So, we have to also strike a balance because there is a faculty shortage also in many institutions. Keeping that in mind, keeping in mind the resources available and also the budgetary constraints, it was felt that this amount of Rs. 12,000/- per month plus 30 percent HRA is a reasonable amount. Delhi University has started teaching assistantships for doctoral students on an experimental basis. The Vice Chancellor of Delhi University is here and he can give us more details. I understand that four to five teaching such assistantships had been granted where the students along with doing Ph.D., they will also be taking classes. They have prescribed some guidelines and they will be getting Rs. 18,000/- per month. The idea is that while taking up their Ph.D. programme, they will also be able to teach. So, they will also be able to help in teaching. This is limited to very bright students. So, on an experimental basis, on a pilot basis, they have started it this year only. These are my submissions. Of course, both Delhi University and JNU have said that increasing the fellowship is a good proposal but as I submitted the budgetary constraints will come in the way”.

7.37 During evidence the Vice-Chancellors of University of Delhi and Jawaharlal Nehru University raised the issue of dropout of students who are registered for Ph.D. In this regard, the Chairman, UGC informed the Committee as follows:-

“Since we are discussing the fellowship issue, I would like to add to what my esteemed colleague has said. I think, the issue of fellowship is very important. In fact, it is the UGC which brought to the notice that of the total students that registered for Ph.D. by 2004, little less than 3 percent of them are given fellowships. So, we can see that the financial coverage and assistance given to the Ph.D. student is very low. As has been rightly pointed out by VC, Delhi University, at the Ph.D. level, we cannot expect a

student, after having completed post-graduation, to undertake education through self-financing mode. If we want him/her to take teaching and a researcher as carrier, we need to support him/her for Ph.D. The situation is such that only 3 percent of them get financial assistance. As a result, we have discovered that those who registered for Ph.D. at all India level, approximately 70 percent of them drop out before completing their Ph.D. This is a situation we had brought out to the notice of the Ministry as well as in a presentation to the Hon. Prime Minister and Hon. Prime Minister has taken a major initiative on this issue. The other issue, which Prof. Bhattacharya has rightly referred to, is that unfortunately many States in the country till recently had put a ban on recruitment of faculty in the universities and colleges. On the one hand, we put a ban on the recruitment of teachers; and on the other, we do not have a substantial fellowship program. Hence, there was no motivation for the students to go for PhD. Because they say no future for them in terms of getting job in the universities. The Ministry of Human Resource Development and UGC had written to different states to remove this ban and many of the State Governments such as Tamil Nadu, Bihar, Maharashtra, Andhra Pradesh – have removed the ban and now resumed faculty recruitment. So, our effort is to improve the situation on the demand side. On the supply side, we are introducing fellowship initiative whereby we provide incentive to the students to go for PhD.

7.38 In this regard, the Secretary, Higher Education further stated as under:-

“But still, on the whole, the problem does remain that in the society, the respect for the teachers and the professors has to go up, and their emoluments have to go up. Then only there would be interest for many for doing PhDs and taking up the teaching jobs. If I remember correctly, 18,000 to 19,000 students get PhDs every year in the country. We have to increase this number much more, if we have to keep our rate of GDP and remain a knowledge-based economy. Even out of 18,000 or 19,000 PhDs who pass out every year, the number of students doing PhDs on the Science and Technology side is comparatively very low. That figure is only about 4,500 to 5,000 and that has to go up. Of course, we are aware of some of these problems and we are trying to see, within the budgetary constraints, how best to get over them”.

(d) National Eligibility Test

7.39 The University Grants Commission conducts National Level Tests for Lectureship Eligibility and Junior Research Fellowships (JRFs) to ensure minimum standards for the entrants in the teaching profession and research in

Universities and Colleges. The test for Science subjects is conducted by the CSIR jointly with the UGC. These tests are conducted twice a year, generally, in the months of June and December. The UGC has allocated a number of Fellowships to the Universities for the candidates who qualify the test for the JRF. Presently, these tests are being conducted in 82 subjects at 66 Centres spread across the country and six centres abroad. The UGC also grants accreditation to various States to conduct State Level Eligibility Test for lectureship. At present 15 States are conducting SET. In the UGC-NET examination held in December, 2005 1.10 lakhs candidates appeared. Out of which , 8363 (7.61%) candidates were declared eligible for lectureship and 1081 candidates (UGC-JRF:300, CSIR-JRF-781) eligible for Junior Research Fellowship.

7.40 In regard to NET, the Secretary, Higher Education briefed the Committee and stated that “There was also a problem that we were not able to get National Eligibility Test qualified candidates in the faculty. So, a small relaxation has been given based on Dr. Mungekar Committee Report that for those who have done Ph.D., NET qualification would be waived and they can teach in the Post-Graduate level. For under-graduate level, for M.Phil., candidates this NET qualification was waived with a view to improve the teacher availability in the higher education system”.

(e) Digital Repository of Research and Teaching Material

7.41 The University Grants Commission provides electronic access to scholarly literature through internet in all areas of learning to the University Sector in India. The programme is fully funded by the UGC. All Universities which come under the UGC’s purview are members of the programmes, and it is being gradually extended to all eligible colleges as well. The programme is coordinated and executed by Information and Library Network (INFLIBNET) Centre, Ahmedabad.

The Programme covers all fields of learning of relevance to Universities including Arts, Humanities and Social Sciences, Physical and Chemical Sciences, Life Sciences, Computer Sciences, Mathematics and Statistics. During 2006-07, an amount of Rs. 11.00 crores has been made available upto 28th February, 2007 under the programme to the INFLIBNET Centre.

7.42 Information and Library Network (INFLIBNET) is an autonomous inter-university center of the University Grants Commission (UGC) located at Gujarat University Campus, Ahmedabad. It is engaged in modernization of libraries and information centres for information transfer and access, to support scholarship, learning and academic pursuits by establishing a national network of libraries and information centres in Universities, deemed-to-be Universities, Colleges, institutions of higher learning and R&D institutions in India. The automation of University Libraries is an important activity of the Centre, since it is also a pre-requisite of libraries and resource sharing under the INFLIBNET Programme. INFLIBNET through University Grants Commission has been providing grants (initial and recurring) to the universities identified under the programme. Every year 15-30 libraries are identified and initial grant to the tune of Rs. 6.5 lakhs is provided. This enables the university libraries to purchase computers, modem, telephone, printer, air-conditioner, softwares (OS) etc. These selected universities are also provided with recurring grant for the first five years after the installation of systems. Till September 2007, 142 universities have been given grants for the automation purpose. The Centre has provided technical guidance, including configuration of the systems, modality, execution and retrospective conversion of the data, common standards etc. The Centre has developed many databases to support libraries and academic community. The Centre has designed and developed a state-of-the-art comprehensive Library Management Software called SOUL (Software for University Libraries) through its R&D pursuits. It is aimed at accelerating the library automation movement in the country, which has gained lots of popularity in past few years and the installation base has reached to 1242 as on 31st Jan. 2007 across the country. INFLIBNET

has been conducting various training courses/workshops of short and long duration; International Conventions like International CALIBER and PLANNER are regular feature too. So far about 22000 professionals/academicians in various disciplines got benefited out of 336 activities and majority of them are from library, information and computers science disciplines. The Centre has been able to realize its one of the objectives by setting up a major communication network of universities and it has successfully interlinked 149 universities through UGC-Infonet which has been planned, implemented and monitored by INFLIBNET using ERNET India, New Delhi (a Govt. of India society under Ministry of Information Technology) backbone with state-of-art technology. The academic community in India is effectively using UGC-Infonet infrastructure for accessing international scholarly e-journals, Internet and Intranet services. This program was dedicated to the Nation by the Hon'ble Prime Minister in 2002.

7.43 The Scheme of INFONET covers three scheme.

1. Broad Band connectivity to the Universities

Upto 31.05-2007, 149 Universities have been covered

2. E-Journals scheme for Universities

Under this scheme 4450 (approx.) e-journals are available through internet to the teachers, researcher and students in the university system. This facility has been provided to 100 Universities. This initiative is called as UGC-Infonet: E-Journals consortium. INFLIBNET informed the Committee during its visit to the centre that 58 lakhs articles were downloaded during three years of its operation.

3. Network Resource Center for colleges

Under the scheme UGC provides financial assistance to the colleges for purchase of computers and internet connectivity. Under this scheme 3486 colleges have been covered upto Xth Plan period.

7.44 The Committee during their visit to INFLIBNET were informed that out of 42 sanctioned posts, 21 posts were vacant including the post of Director. During the Committee's visit, the centre was headed by a scientist as acting Director. In this regard, the Committee were subsequently informed that in order to cope with the increase in number of universities/colleges, a proposal has already been included in the XIth Plan projections showing the activity-wise requirement of additional manpower, in addition to the existing sanctioned posts. The Committee found that the centre is functioning from a residential flat in the Gujarat University campus. In this regard, the Committee were informed that the Government of Gujarat has offered land to INFLIBNET Centre in INFOCITY, Gandhinagar free of cost. However, the documents of title and possession is awaited. The centre is constantly in touch with Government of Gujarat to speed up the process. The land of 10,000 sq. mtrs. (equivalent to 2.5 acres) is allotted to the Centre and the demarcation of the same has already been done.

(f) M.M. Sharma Committee

7.45 The Ministry had appointed a Task Force under the Chairmanship of Prof. M.M. Sharma, to

- (a) Make an assessment of the present status of scientific research and training in Universities in the area of scientific research and training
- (b) Make an assessment of the resources required both in physical and financial terms to implement the solutions and its modalities.

7.46 The recommendations of the Task Force have been accepted by the Government for implementation through the University Grants Commission.

The following are the recommendations of the task force:-

1. There are a large number of sanctioned faculty position in Universities that have been lying vacant for a prolonged period. These positions should be

- expeditiously filled in by inducting talented faculty with a view to strengthening the research base.
2. 1000 positions of Research Scientists at various levels equivalent to that of Lecturer, Reader and Professor need to be created. These positions may be filled in through a rigorous selection procedure in a phased manner over a period of five years. Performance of these scientists be reviewed after every five years by a duly constituted Expert Committee. In order to ensure enabling environment on a continuous basis for these prospective scientists, an MOU should be signed between the State Universities and the implementing agency.
 3. There is a need to create 10 networking centres in Basic Sciences (two centers each in Physical Sciences, Chemical Sciences, Life Sciences, Material Sciences and mathematical Sciences) in leading Departments of Universities in different parts of the country to promote collaborative research, access to advanced facilities and imparting training in frontier areas. These centers should be supported on a long term basis in a substantial manner to enable them to realize internationally competitive status.
 4. Formal linkage between the Universities and national level institutions including CSIR laboratories be promoted through joint research projects and training. Linkages of Universities and their faculty with industries and user organizations should be encouraged. There should be provision for joint appointments/visiting professorship to stimulate collaborative research.
 5. The system of both Winter and Summer Schools must be supported. Each subject area of Basic Sciences may offer upto ten programmes a year. There should be a provision for visiting Fellowships for faculty within the country.

6. In order to promote quality scientific research in universities, infrastructural facilities ought to be upgraded by providing development grants for modern laboratories, physical infrastructure including uninterrupted power supply, water safety requirements of international standards, high level equipment with built-in maintenance mechanism, exclusive research student's hostel and a research starter fund etc.
7. The number of Ph.Ds from Indian Universities should increase five-fold within a span of ten years with proper standards. This should be seen in the context of extremely low India in relation to M.sc./B.Tech., as compared to what it is in USA, UK, Germany, Japan, etc. The emphasis for research will eagerly emerge if we have universities with only Departments and separately Universities having affiliated colleges.
8. A new autonomous body headed by an eminent scientist/academician with an Advisory Board comprising scientists and engineers shall be set up by the UGC for the purpose of implementing the aforesaid initiatives.
9. The Ministry of Human Resource Development should provide earmarked grants of Rs. 600 crores per annum for implementation of the programme of improving scientific research in universities.

7.47 Facilitating Recommendations

- (a) The eligibility qualification for a Lecturer in the University Science Departments should be Ph.D. However, in the departments of engineering and medicine, initially a lecturer may be appointed with M.Tech./M.D. or MS qualifications respectively with the stipulation of acquiring Ph.D. within 7 years of appointment.

- (b) Teachers guiding research scholars should be given credit in terms of their work load. For every research scholar, the teacher should be credited 2 hours per week in the prescribed work load.
- (c) The age of retirement of University teachers must be uniform all over the country.
- (d) Women participation in basic science research should be enhanced by way of removing age bar and introducing flexi-time approach.
- (e) Five-year integrated M.Sc. Programmes for higher secondary students and Integrated Ph.D. programmes for graduates should be introduced in select central and state universities.
- (f) All post-graduate programme pertaining to science and technology should have an inbuilt component of research.
- (g) The present system of National Eligibility Test (NET) for determining the eligibility for Lecturer and for award of Research Fellowship ought to be revisited with a view to bringing about qualitative improvement in the selection procedure.
- (h) In addition to Research Fellowship awarded by different National Funding Agencies, every university shall be provided, for pursuing Doctoral Research 50 fellowships in Basic Sciences based on past performance of Departments. Post-doctoral Fellowships should be introduced for a maximum period of two years on a highly selective basis.
- (i) All UGC-SAP Departments, DST-FIST Departments and the research centres funded by national agencies should be conferred complete autonomy with academic, administrative and financial powers. The Acts

of the States Universities may have to be revisited to bring about necessary amendments to this effect.

- (j) Every Institutions of higher learning should earmark 5% of its non-plan budget for the furtherance of research in basic sciences. 10% of the capital grant allocated to each University should be provided as annual maintenance grants towards spare parts, annual maintenance contracts, some add-on facilities and repairs etc. The overhead charges provided to the Universities should be made uniform at 15%.

7.48 In regard to M.M Sharma Committee, the Secretary, Higher Education briefed the Committee as below:-

“As far as science research is concerned, it was also felt that this is one of the weak areas and there was a need to give more impetus because it was felt that not enough research is being done as is evident from the number of patents and research papers and PhDs etc., which I had earlier submitted. The Government and the UGC together constituted one M.M. Sharma Committee, which had gone into the entire details of the science education system. They have given their recommendations and it is one of those rare cases that the Committee which gave the recommendations had itself been converted into a Task Force. So, the same Committee which gave recommendations is now overseeing and monitoring the implementation of their recommendations. They have suggested that about Rs. 600 crore should be spent every year exclusively for science education. We are trying our best to allocate those kind of resources, but this year because of the resource constraints, we have been able to allocate about Rs. 205 crore specifically earmarking for taking care of the recommendations of the M.M. Sharma Committee.

Chapter-VIII Fee Structure and facilities to students

A. Fee Structure

8.1 Fee structure of various courses offered by higher educational institutions varies from institution to institution. Some institutions charge exorbitant fee from students/parents. When asked, what is role of UGC in regard to fee structure, the Ministry in a written reply stated that “the Commission under its Act has been empowered to specify the matters in respect of which fee may be charged and the scale of fee in accordance with fee shall be charged. The Commission is also empowered to make regulations. The relevant provisions in the UGC Act are reproduced below:

8.2 “12 (2) (c) the minimum standards which a person possessing such qualification should be able to maintain in his work relating to such activities and the consequent need for ensuring. So far as may be that no candidate secures admission to such course of study by reason of economic power and thereby prevents a more meritorious candidate from securing admission to such course of study, and

(d) all other relevant factors, the Commission is satisfied that it is necessary so to do in the public interest, it may, after consultation, with the university or universities concerned specify by regulations the matters in respect of which fees may be charged, and the scale of fees in accordance with which fees shall be charged in respect of those matters on and from such date as may be specified in the regulations in this behalf, by any college providing for such course of study from, or in relation to, any student in connection with his admission to, and prosecution of, such course of study.

Provided that different matters and different scales of fees may be so specified in relation to different universities or different classes of colleges or different areas”.

8.3 The Committee enquired whether UGC has issued any guidelines/regulations on fee structure for various courses offered by higher educational institutions in the country. In this regard, the Ministry in a written reply furnished that “under the UGC Act, 1956, the UGC is empowered to make regulations for Admissions and Fee Structure in Universities and Colleges with prior approval of the Central Government. UGC had issued regulations in October, 1997, to regulate admission and levy of fees in private unaided professional educational institutions; self-financing deemed universities and joint venture universities in public interest. It has issued regulations in December, 2003 namely, UGC (Admission to Specified Professional Programmes) Interim Regulations, 2003. This Regulation provided for admission to specified professional programmes in the country for the years 2004-05, on the basis of merit determined through common entrance examinations. The Committee were further informed that UGC in its meeting held in June, 2004 approved draft Regulations for Admission and Fee Structure in Private Aided and Unaided Professional Educational Institutions, 2004 and had referred the same to the Ministry. The UGC has been asked to make consultations with the universities as required under the UGC Act, and thereafter refer it to the Central Government. At present UGC has constituted a Committee in August, 2007 to formulate-

- (i) Regulations with regard to admission and fee for self-financing, private professional institutions, including deemed to be universities.
- (ii) Regulations for admission and fee for self-financing courses in aided Universities/Colleges.
- (iii) Regulations for admission and fee for aided courses in aided Universities and Colleges.

8.4 In this regard, the Chairman, UGC, apprised the Committee during evidence, “I may mention that the UGC has set up a Committee to decide the structure of the fee of the self-financing colleges, private universities as well as

public universities and State and Central Universities. There will be a review of the fee structure and the UGC, in consultation with the Ministry, will develop a policy on the fee structure”.

8.5 When asked whether UGC propose to consider increase in fee levels, UGC in a written reply stated that it is a fact that fee paid for different courses of studies in Govt. funded universities is very low. A number of committees have been constituted by the UGC in the past to rationalize the fee structure in Central Universities. These include Ponniah Committee, Pylee Committee, Powar Committee and Kaw Committee. However, till now the unit cost approach suggested by various committees for devising the fees structure has not been adopted in the universities.

8.6 In this regard, University of Delhi stated that the fees paid by the students have remained virtually static since the University was established. The average charges to student at the Colleges of the University of Delhi are in the range of Rs. 5,000-Rs. 6,000. This includes some resources raised as ‘Development Charges’. The fee system needs to be reformed. Further, UGC should consider a system in which resources raised by the University as fees etc. are not deducted from the grants-in-aid awarded to it. There has to be a system of charging fees from the students who can afford and helping students who come from economically weaker sections of the society. All the students who have studied in Government, MCD schools should get fee concessions.

8.7 JNU was of the view that the fee increase may be done in phased manner so that the students coming from under privileged background and poor families are not adversely affected. Further, it has further stated that universities may be allowed to expend the fees so collected on the academic and development activities of the University and shall not be deducted from the overall budget allocation of the Universities”.

8.8 In regard to fee hike the Ministry informed the Committee that at the recent meeting of the Planning Commission, the Prime Minister had advocated that “we should also seriously look at the proposal for fee increases to reasonable levels in a graduated manner accompanied by a scheme of extensive scholarships and loans which would ensure that no student is denied education because of his or her financial constraints. This is a reasonable approach and the Planning Commission should work out these proposals in greater details. In this regard, the Ministry further submitted that the matter was, among other things, discussed in the Conference of the Vice-Chancellors of Universities organized by the UGC on 10-11 October, 2007. The general view of Vice-Chancellors was in favour of the CABE Committee recommendations that fee should not exceed 20% of university revenues.

B. Loans for pursuing higher education

8.9 Central Advisory Board of Education Committee on Financing of Higher and Technical Education in its report has stated that rates of cost recovery in higher education are already fairly high in many universities, and the scope for any further increase in cost recovery is extremely limited. Further increase in the same, particularly through student fees, will be highly regressive in effect.

- (a) Earlier committees have recommended raising of resources through fees and other sources to the extent of about 20 percent of the recurring requirements of the universities. This may be considered as a desirable upper level. Revenue generation through student fees beyond 20 percent may seriously affect access to higher education.
- (b) There cannot also be a uniform ratio for all universities and institutions of higher education. It has to be different for central and

state universities, general and professional institutions, under graduate and post graduate colleges, etc.

- (c) Fees, for this purpose, include tuition fee, examination fees, and all other types of fees paid by the students.

8.10 Given the practical difficulties in having a sound differential fee system in higher education, based on the principle of 'ability to pay' though desirable, the best option left is progressive taxation system, where the affluent are taxed more to benefit the middle and lower income groups. One may have to search for ways and methods of improving the progressiveness in the taxation system, looking beyond the income tax.

8.11 CABE Committee in its report has further stated that extensive reliance on student loan programmes may be counter productive in the long run, creating a view that higher education is not a public good, but a highly individualized private good, as the responsibility of funding shifts from state to households (through introduction of fees) and within families from parents to the children themselves (through loans).

- (a) Careful monitoring mechanisms have to be developed so that the loans are available mainly to the economically needy and educationally deserving students to pursue higher education and to protect social and educational values. Educational loan programmes have to be designed keeping educational considerations, and they cannot be run solely on commercial lines by commercial banks.
- (b) A body like Higher Education Finance Corporation (HEFC) may be set up with contributions from the government and corporate sector, to coordinate the student loan schemes being operated by several banks and to provide on its own scholarships and soft loans to

students. Scholarships need to be an important area of focus. Both scholarships and loans are to be designed in such a way that economically needy and meritorious students feel assured of the financial assistance.

8.12 When asked what is the amount of loan offered by banks to pursue higher education at present, the Ministry stated that under the revised Model Educational Loan Scheme of the Indian Banks' Association, need based finance subject to repaying capacity of the parents/students with margin and is provided with the following ceilings:-

Studies in India - Maximum Rs. 7.50 lakh

Studies Abroad – Maximum Rs. 15 lakh

Margin

(a) Upto Rs. 4 lakh: Nil

(b) Above Rs. 4 lakh: Studies in India: 5%

Studies abroad: 15%

8.13 When it was further enquired whether most public sector banks demand collateral security to be shown by the candidate or his/her guardians seeking loans, the Ministry stated that under the aforesaid scheme, the requirement of collateral security is as under:

(a) Upto Rs. 4 lakh : No security

(b) Above Rs. 4 lakh and upto Rs. 7.5 lakh : Collateral in the form of a suitable third party guarantee. The bank may, at its discretion, waive third party guarantee if satisfied with the net-worth/means of the parent who would be executing the document as "joint borrower".

(c) Above Rs. 7.5 lakh : Collateral security of suitable value or suitable third party guarantee along with the assignment of future income of the student for payment of installments.

8.14 The Committee also asked whether the Ministry has ascertained from bankers (through the Ministry of Finance) regarding insistence of mortgages or property for educational loan in violation of guidelines. The Ministry in this regard replied that no such reference has been made by this Ministry since the scheme is administrated by the Ministry of Finance. There may be stray cases of violation of norms prescribed in the Scheme of the Indian Banks' Association. In this regard, the Additional Secretary in the Ministry of Human Resource Development further stated during evidence as under:-

“On the issue of loan, you wanted to know as to whose scheme it is whether it is our or that of the Ministry of Finance. It is, in fact, belongs to the Ministry of Finance because the banks are under them. You have mentioned that there have been instances where banks have not carried out the directive of the Finance Ministry. From time to time, we have taken it up with the Ministry of Finance ourselves and we will continue to do so and in particular if any specific instances are brought to our notice then we would be able to take it up in an even more effective manner.”

8.15 The Committee enquired the Ministry about the action taken on the above recommendation on the CABE Committee that Higher Education Finance Corporation may be set up. In this regard, the Ministry in a written reply stated that one of the commitments under the National Common Minimum Programme is to ensure that nobody is denied professional education because he or she is poor. There is, therefore, a need for providing financial assistance to the economically weaker sections, as such students are unable to access it due to market/commercial rate of interest being charged by banks, the insistence on collateral, early commencement of repayment, and that there is no specific means based targeting. Accordingly, it has been proposed to introduce a scheme, named as “Scheme of Subsidy on Students Loan for Professional Education” to provide total interest subsidy to the needy students, availing loan from Banks and Financial institutions under the existing Educational Loan Scheme of IBA, for pursuing professional education. Under the proposed Scheme, the entire interest for the moratorium period on the loan provided by the Bank shall be borne by the Government in order to ensure that no poor but

deserving student is denied an opportunity to pursue professional education in India, for want of financial support.

8.16 The Secretary, Higher Education also informed the Committee during the hearing as follows:-

“I would just like to touch upon one or two small issues. There is also a commitment to see that no student is denied higher education, especially in professional courses, merely because he or she is poor. For this, the Government have a plan to introduce a subsidy for the interest on the loans that are taken for professional courses and this scheme is under consideration. Of course, it has not yet been finalized, but the idea is to see that especially those whose parental income is less than Rs. 2.5 lakh per annum get interest subsidy during the moratorium period, that is, during the period when they are undergoing the courses”.

8.17 In regard to setting of Higher Education Finance Corporation, the Ministry Stated, there is a proposal for setting up of Higher Education Finance Corporation. However, the proposal has been kept in abeyance in view of the proposed scheme for Interest Subsidy on Loan Taken by Students under the Educational Loan Scheme of the Indian Bank’s Association for pursuing education in India.”

8.18 When the Committee further asked, what efforts have been made by the Government and UGC to make the students aware of the loan scheme under which loans are given by banks without any demands such as collateral security, the Ministry replied that the details of the educational loan scheme have been put on the University Grants Commission’s website.

8.19 During the evidence, the Committee brought to notice of the representatives of the Ministry that in top universities abroad, be it in America or England, no student pays for his higher education. They are all funded by scholarships or by research. They have tie-ups with various industries and management consultants. The Committee observed that the Ministry of Human Resource Development and UGC should facilitate this kind of interaction with

the industry and with consultancy services and financial services so that the students would have free education. In this regard, the Additional Secretary in the Ministry of Human Resource Development replied, “..... organizing financial assistance from various sources, if fact, even now it is happening to a certain extent. IIMs for example and even many of the IITs do have such schemes. We could certainly expand the scheme.”

Chapter-IX Consideration among various professional councils

A. Regulatory overlappings

9.1 Various statutory professional councils such as AICTE, MCI, CAR etc. are responsible for recognition of courses, promotion of professional institutions and to provide grants to undergraduate programmes. In this regard, when asked, what is the role of UGC with respect to educational institutions recognized by various professional councils including jurisdiction of UGC regulations over those institutions, the Ministry in a written reply stated that the UGC is the apex body for coordination of standards of teaching, Research and examinations in universities. The Commission carries out these functions in coordination and consultation with other Statutory Bodies wherever and whenever, required. However, the other Statutory Bodies are not under the administrative control of the UGC. Each statutory body is responsible for carrying out its own mandate.

9.2 When further enquired, whether UGC provides funds/grants to the educational institutions/universities/colleges which are under the purview of various statutory professional council, the Ministry in a written reply furnished to the Committee stated that the Commission provides funds to the Engineering, Medical and other professional institutions affiliated to Universities or constitutions of universities under several schemes. The Committee also enquired whether there is any coordination between UGC and the statutory professional councils in regard to promotion of various professional courses in the country. In this regard, the Ministry stated that there is coordination between UGC and other professional councils and prima facie there is no conflict between the Regulations made by the UGC and that of the other councils for maintaining minimum standards.

9.3 In regard to interrelationship between various professional councils, the Additional Secretary, Ministry of Human Resources Development stated as under during oral evidence:

“Likewise you had raised a question about the interrelationship of these various bodies like AICTE, MCI, UGC, etc. As things stand, it is the Parliament which has by law defined the jurisdiction of each of these institutions. But, as a general rule, when it comes to a technical issue, whether it pertains to technical education, medical education, nursing education, pharmacy education, those issues which are content specific to that area are regulated by the specialized statutory regulatory body. And issues which pertain to functioning of a university as a whole are the ones which are looked by the UGC. I can say with some degree of satisfaction that by and large, there have not been major instances of conflict. If at all there are some issues on which two statutory bodies do not see eye to eye, they sit together and resolve it. There is also a considerable amount of cross-representation, for example, as between UGC and AICTE. The Chairman UGC is on the AICTE board and vice versa. There are also mechanisms which help in resolving inter-council issues. But we do not have any major instances of conflict or problems in coordination. Such as there are, we have by and large managed to resolve”.

9.4 On this subject, the Secretary, Higher Education, briefed the Committee as follows:-

“We also have a proposal to have a National Commission on Higher Education. The idea is that UGC is one regulatory body and similarly we have AICTE, we have MCI, we have Dental Council of India. So there are several regulatory bodies and there should be one body which will coordinate the working of the various regulatory bodies. But the idea is not that it should be another mammoth organization. In fact, it would be a very skeleton kind of an organization, a very lean organization. In fact, may be Chairman of the National Commission on Higher Education. But this is under various stages of consideration. It is not yet finalized. I just thought I will submit that”.

9.5 When asked to comment whether it is conducive to have multiplicity of regulatory and coordinative bodies in the field of higher education particularly when a number of countries are moving towards a single regulatory body in each specific field, the University of Delhi in its reply stated, “we must decide what to regulate and what not to regulate. The separation of technology education

(AICTE) from natural sciences education (UGC) has been the most retrogressive decision. In most of the universities in advanced countries, technical education coexists with liberal education in sciences. We should therefore merge AICTE and UGC or create a new body". In this regard, Jawaharlal Nehru University commented, "One should try to reduce the multiplicity of regulatory bodies. However, due to diversified areas within the sector one may need to bear with different coordinating bodies in the field of higher education".

B. National Knowledge Commission

9.6 National Knowledge Commission in its first report to the nation has inter-alia stated that the higher education system needs a massive expansion of opportunities, to around 1500 universities nationwide, that would enable India to attain a gross enrolment ratio of at least 15 percent by 2015. The focus would have to be on new universities. But some clusters of affiliated colleges could also become universities. Such expansion would require major changes in the structure of regulation.

9.7 In regard to change in the system of regulation for higher education, NKC has stated that the present regulatory system in higher education is flawed in some important respects. The barriers to entry are too high. The system of authorizing entry is cumbersome. There is a multiplicity of regulatory agencies where mandates are both confusing and overlapping. The system, as a whole, is over-regulated but under-governed. NKC perceives a clear need to establish an Independent Regulatory Authority for Higher Education (IRAHE). The IRAHE must be at an arm's length from the Government and independent of all stakeholders including the concerned Ministries of the Government. The following are the NKC's recommendations:-

- Ø The IRAHE would have to be established by an Act of Parliament, and would be responsible for setting the criteria and deciding on entry.

- Ø It would be the only agency that would be authorized to accord degree-granting power to higher education institutions
- Ø It would be responsible for monitoring standards and settling disputes
- Ø It would apply exactly the same norms to public and private institutions, just as it would apply the same norms to domestic and international institutions.
- Ø It would be the authority for licensing accreditation agencies
- Ø The role of the University Grants Commission would be redefined to focus on the disbursement of grants to and maintenance of public institutions in higher education. The entry regulatory functions of the All India Council for Technical Education (AICTE), the Medical Council of India (MCI) and the BCI would be performed by the IRAHE, so that their role would be limited to that of professional associations.

9.8 NKC in its report has further stated that the proposed IRAHE will rationalize the principles on which entry is regulated. There are two aspects to this rationalization: what is to be regulated and what are the principles used for regulation. In higher education regulators perform five functions:

- (i) Entry: license to grant degrees
- (ii) Accreditation: quality benchmarking
- (iii) Disbursement of public funds
- (iv) Access: fees or affirmative action
- (v) License: to practice profession

9.9 India is perhaps the only country in the world where regulation in 4 of the 5 function is carried out by one entity, that is, the UGC. The purpose of creating an IRAHE is to separate these functions. The proposed IRAHE shall be responsible for setting the criteria and deciding on entry. It would, in addition, license agencies to take care of accreditation. The role of the UGC will be limited to

disbursing public funds. Issues of access will be governed by state legislation on reservations land other forms of affirmative action. And, professional associations may, in some institutions, set requirements to determine eligibility for conducting a profession. All other regulatory agencies such as the AICTE will need to be abolished while the MCI and the BCI will be limited to their role as professional associations. These professional associations could conduct nationwide examinations to provide licenses for those wishing to enter the profession.

9.10 In regard to the suggestion of NKC, the Secretary, Higher Education, Stated during briefing as follows:-

“As regards National Knowledge Commission, it was mentioned that they have suggested that an independent regulatory authority should be established for higher education. Our hon. Prime Minister has gone on record that National Knowledge Commission report is worthy of debate and there is a need for evolving a wider consensus on the recommendations of the NKC before it can be implemented. So we are in the process of having various consultations and in fact as I submitted the National Commission on Higher Education would be in the nature of a body which will be coordinating the work of various regulatory bodies.”

9.11 Jadavpur University’s views on the IRAHE are as follows:-

“There should not be contradictory positions taken by the UGC or the proposed Integrated Regulatory Authority, as such contradictory stances hamper growth and maintenance of higher education in the country and delays implementation of programmes resulting from administrative bottlenecks. It will not be proper to replace UGC at this moment”.

9.12 Kolkata University’s views on the issue are as under:-

“The University of Calcutta does not accept the Knowledge Commission’s idea of an Integrated Regulatory Authority. It rests on the notion of centralization of the higher education system through the assumption of all powers of the central government, state governments, the UGC, Universities, Statutory Professional Councils and the NAAC. In the process the very basis of our federal polity will be threatened, especially when education falls within the concurrent list of the Indian Constitution. The proposed body is out of tune with the present stress on

decentralization in the decision making process. The creation of an independent regulatory authority will be a boon for a free market based approach to higher education, leading to the decontrol of the state. But in a pluralistic society state intervention and commitment is called for. In fact, the international trend today is not the state's abdication of its role in higher education, but retention of its role and responsibility in a market-powered higher education scenario. The creation of an overarching centralized and undemocratic body goes against this trend."

9.13 In this regard University of Hyderabad stated during the Committee's study visit to Hyderabad that, "The entire proposal of the National Knowledge Commission overlooks the fact that there is an interplay between regulatory and funding roles that is presently exercised by the UGC as well as the States. These roles of interconnectivity are interdependent and therefore what is needed is to reinforce the powers given to the UGC to regulate the standards of higher education and quality assessments and quality control of the same".

9.14 When asked whether the faculties of the University of Delhi and Jawaharlal Nehru University think that Integrated Regulatory Authority for Higher Education should replace UGC as suggested by NKC, the faculty of University of Delhi replied, "We can reform existing bodies or create new ones. What makes us believe that new bodies will not get stagnant? If we refuse to evolve, ossification is bound to occur" and the faculty of JNU, inter-alia, stated, "UGC can continue to handle higher education with a mandate of functioning as a facilitator for teaching and research with improved efficiency without having a regulatory and control function. The faculty of JNU do not recommend setting up of an integrated regulatory authority for higher education".

RECOMMENDATIONS/OBSERVATIONS

- 1. University Grants Commission (UGC) was established in November, 1956 as a statutory body of the Government of India by the University Grants Commission Act, 1956. The Act mandated UGC to take all such steps for the promotion and coordination of university education and for the determination and maintenance of standards of teaching, examination and research in universities. The commission also provides financial support in the form of grants to universities and colleges for their development. In the present day world, knowledge economy has brought into focus the strong linkages between higher education, knowledge and wealth creation. As such, higher education occupies a special place in a knowledge society which in turn creates a strong economy. Unfortunately our university standards are not upto the level of internationally renowned universities and our universities do not figure in the lists of globally popular ratings. In this context, functioning of UGC which is the national level nodal organization engaged in promotion of higher education, is very significant. Hence, the Committee selected this subject for examination. After the examination of various activities of UGC, the Committee feel that by its own admission regarding very poor facilities and standards in colleges and universities, there is immense scope for improvement in various**

areas of its functioning. These aspects are dealt with in greater details by the Committee in succeeding paragraphs.

2. The Committee regret to note that majority of universities lack high standards even after the existence of UGC for fifty years. It is disheartening to note that only 30% of the universities and 10% of the colleges are of high quality. Rest of the universities and colleges are of mediocre standards which churn out large number of graduates and post graduates every year who also possess mediocre academic standards. This kind of poor quality higher education will not serve to achieve the country's goal of becoming a strong knowledge power. The Committee view the situation as a failure on the part of UGC to fulfill its responsibilities to maintain standards in university education. The reasons cited by the Ministry for the situation are that more than 90 percent of the universities and colleges funded by UGC are under the administrative control of the concerned state Governments. The administrative structure of universities and colleges varies from state to state. UGC only provides development grants to State Universities while providing maintenance grants is the sole responsibility of the state Governments. The inadequacy of maintenance grants is one of the factors which leads to deterioration in standards. National Accreditation and Assessment Council based on its assessment has indicated some weaknesses in our universities and colleges. They

are : narrow programme options, lack of master plan, absence of research culture, lack of modern teaching methods and curriculum upgrade, ICT facilities, infrastructure, library resources and faculty development programmes. The Committee, while noting the resource crunch as the major reason for poor standards, are of the firm view that bureaucratization has also contributed to this state of affairs. Greater regard for the autonomy of universities, enabling improved administration by universities, better servicing and coordination by UGC, optimum utilization of the available resources by the universities, and dedication of the faculty are equally important to effectively overcome most of the above mentioned weaknesses in our university system and to boost the standards of higher education in the country. The Committee, therefore, recommend the following measures to address the issue:-

- (i) The Ministry of Human Resources Development and UGC should impress upon the State Governments about the necessity and importance of their providing maintenance grants to universities as per their actual requirements. This should be a conditionality for giving any grants to State Universities;
- (ii) UGC Should provide incentives to State Governments so that they provide adequate level of maintenance grants to its universities and colleges by way of enhanced development grants to universities and colleges to create world class infrastructural faculties;

- (iii) In case of State Governments which are in financial difficulties, the UGC should provide maintenance grants for a certain period to enable universities and colleges to come to the mainstream;**
- (iv) All those colleges and state universities which are of C and D grades should be given a special one time grant in addition to the regular development grants to bring them on par with A grade universities and colleges.**
- (v) The Ministry should appoint an independent, renowned and suitable agency to conduct a thorough and in-depth study of UGC's functioning with reference to its functions on maintenance of standards of universities and colleges funded by it, including its rules and regulations, regarding incentive schemes for improving standards in universities. Based on the outcome of the study, which may be completed within two years, suitable reforms should be implemented in the functioning of UGC in this regard.**
- (vi) The model amendments in the Acts of the State Universities should be framed to enable the State Universities to discharge their responsibilities of management and for faculty members to improve the standard of a state university and the State Governments should be persuaded by the Ministry to make suitable amendments accordingly.**
- (vii) Special development grants should also be given to State Universities to set up well equipped laboratories, to introduce**

- modern teaching methods, to introduce ICT facilities and to strengthen library resources to meet international standards.
- (viii) An exclusive university centre should also be launched by UGC to take care of the needs of faculty development programmes.
- (ix) A definite time frame should be fixed for NAAC accreditation of all the State universities to a minimum standard.
3. The Committee are concerned to note the inadequate level of quality and quantity of research in universities funded by UGC. It is disheartening to note that only about 5000 PhDs are produced in a year in this country whereas in China they produce more than 35000 PhDs in a year and in USA the figure is about 25000 PhDs. On the patents side also we are far below the other countries. In 2005, we had about 648 patents, China had 2452 patents, USA had 45,111 patents and Japan had 25,145 patents. At present the country's share in number of research papers in the world is about 2.5 percent while the USA publishes 32 percent of the research papers in the world. The Committee note that UGC implements certain programmes for the development of research initiatives in universities such as Faculty Improvement Programme, Major and Minor Research Projects, Research Awards, Junior Research Fellowships etc. But these programmes have not delivered the desired results and these research initiatives in the universities are

still below the international standards. The Committee note that recommendations of the MM Sharma Committee have been accepted by the Government. The Committee were informed that only Rs205 crore instead of Rs600 crore has been earmarked for the current financial year to take care of the recommendations of the said Committee. The Committee are unable to understand how, in the absence of infrastructural and human resource facilities, UGC will be able to improve scientific research at various levels. The Committee, therefore, strongly recommend that the Government should definitely earmark Rs. 600 crore for improving scientific research in universities from the next financial year onwards. They should also take into consideration the cost overrun due to administrative delays in implementation of the recommendations and the allocation for the purpose should be increased accordingly. The Committee should be informed about the implementation status of the recommendations of M.M. Sharma Committee on the subject.

4. The Committee note that the Commission consists of the Chairperson, Vice-Chairperson and ten other members which include Secretary (Education) and Secretary (Expenditure). The Secretary, Higher Education, informed the Committee that the availability of these two officers from the Government in the Commission facilitates coordination with the Commission and leads to its smooth

and better understanding between the Commission and the Government. However, the information provided by the Ministry shows that the Secretary (Expenditure) attended none of the meetings of the Commission during the period of three years from 2005 to 2007. The secretary (Higher Education) did not attend the meetings on five occasions. This is very unfortunate and symptomatic of bureaucratic indifference. The Secretaries' membership in the Commission is by virtue of their position as Secretary in the Departments of Higher Education and Expenditure. The Committee, therefore, recommend that the prior permission of Cabinet Secretary be invariably obtained after adducing detailed reasons in writing by the Departmental Secretaries concerned, to excuse themselves from any meeting of the Commission.

5. The Committee note with concern that there are 223 vacancies out of the sanctioned strength of 806 posts in the Secretariat of UGC at present i.e. about 28% of the posts are vacant in UGC. There are 20 vacancies in Group 'A' posts out of the sanctioned strength of 92 Group 'A' posts. As the higher education is poised for large scale expansion in near future and present organizational set up of UGC with its present weaknesses and short comings may not be able to handle the work load of the future. As per Ninth Report of the

Expenditure Reforms Commission 2001, UGC had to reduce its number of schemes and thus it was required to abolish 264 posts. In 2003, UGC had to abolish 55 posts as 146 posts were lying vacant for more than one year. In view of the depleting staff support, UGC requested for revival of 65 vacant posts in 2004. However, as per the Expenditure Reforms Commission Report, UGC is entitled to fill up only 36 additional posts and that too only if the Ministry of Finance gives approval for revival of posts which are lying vacant for more than one year. In this regard, the Ministry of Finance generally insist for recommendations of Staff Inspection Unit. Eventhough UGC has requested the Government for inspection by Staff Inspection Unit, inspection has so far not been carried out. The Committee take a serious view of such lapses on the part of the Government. The Committee, recommend that immediate steps should be taken by the Ministry of Human Resource Development and the Ministry of Finance to carry out a comprehensive inspection regarding staff strength of UGC. The Committee also note that UGC has requested the Administrative Staff College of India, Hyderabad to conduct a study of the functioning of UGC and to suggest necessary modifications and changes in its structure. In this regard, the Committee recommend that a comprehensive study should be conducted on the present organisational/administrative structure of UGC particularly on its suitability to the present and future

requirements of higher education and thereafter, prompt steps should be taken to re-structure the organisational set up of UGC accordingly.

6. The Committee note that there are six regional offices of UGC at Hyderabad, Pune, Bhopal, Kolkata, Guwahati and Bangalore. The Northern Regional College Bureau of UGC Head Office works as Northern Regional Office. These regional offices were set up so that they improve the delivery system, working improves and the grants are released on time. The regional offices primarily deal with the college sector because there are about six thousand colleges that are supported by UGC for various purposes like development grants, travel grants and other grants. During the Eleventh Plan it is proposed to open two more regional offices. At present, there are only two regional offices at New Delhi and Bhopal for entire northern region, two regional offices at Bangalore and Hyderabad for southern region, one for entire Eastern region at Kolkata, one at Guwahati for North-Eastern region and one regional office at Pune for entire Western region. The Committee are of the firm view that the present number of regional offices is not sufficient to handle the work load particularly in view of the multifarious functions of UGC and growing number of colleges. Regional offices may play a vital role to monitor the performance of universities and colleges under

their purview including the utilization of funds for intended purposes. The Committee, therefore, recommend that UGC should open offices in every state to coordinate the functions of UGC at state level and develop a sophisticated web-based computerized system to discharge functions of the Regional Centres.

7. The Committee note that there are six inter-university centres of UGC for providing common facilities to university and collegiate system. These centres comprise, National Accreditation and Assessment Council which accredits universities and colleges, the Centre for Educational Communication which generates software for use in higher education, INFLIBNET which networks university and college libraries and provide them facilities to access to e-journals etc. Only three centres are meant for scientific research viz. Accelerator Centre, the second one is for availing facilities from Deptt. of Atomic Energy and the third one is for astronomy. The Committee feel that many areas of new and frontier technologies such as nano-technology, electronics, bio-technology, etc. are not covered by existing inter-university centres. Inter-university centres can play a very vital role in scientific research initiatives of universities in various fields of science and technology such as physical sciences, chemical science, bio-science and mathematical science by offering them common facilities in research work, equipment and

technologies. This may also reduce the cost of research of individual universities. The Committee, therefore, recommend that existing inter-university centres should be strengthened by UGC to offer common facilities in various fields of scientific research. These centres may facilitate scholars by offering board and lodging and arrangements for face-to-face interactions among scholars from all disciplines, providing internet access to all international academic journals, arranging seminars and conferences on specialized subjects, documenting and disseminating the results of such interactions. These centres may also pool facilities of various universities together for common research in various disciplines of science and technology.

8. The Committee regret to note that GDP spending on higher education sector is very low and the sector has been relatively neglected in the past decades. As stated by the Prime Minister recently, it was the investment made in this sector in the 50s and 60s which has given us a strong knowledge base in many fields and after that the sector has been sidelined for decades as a non-priority sector as far as resource allocation is concerned. Only 0.37 or 0.4 percent of GDP is currently spent on higher education, whereas in developed countries about 1.5 percent of GDP is spent on higher education. The Committee take a very serious view of such low spending on higher education which may affect the country's

competitive potential. Unfortunately, till now, we have been able to spend only about 3.5 percent of GDP on education. As a result, allocation to higher education has also suffered. It is high time that the Ministry of Human Resource Development takes serious and detailed discussions with Ministry of Finance and the Planning Commission to take immediate and concrete steps to ensure that Government allocate at least 2% of GDP for higher education i.e. at least 25% of total allocation for the education sector.

9. The Committee regret to note that the Union Government's share in total GDP spending on higher education is merely 0.17 percent. Private educational institutions spend almost 50 percent of the country's total requirement of higher education. Remaining 50 percent of the funding for higher education in the country is met by the State Governments and the Union Government in the ratio of 80:20. This shows that a very small amount is being allocated by the Union Government for the development of higher education in the country. So, there is an urgent need to increase centre's budgetary allocations for higher education. Higher Education being critical to the country's economy, both the Union and State Governments should act in tandem with each other and ensure that standard and quantum of higher education are up to the international level and according to the specific needs of the country. In this regard, the Committee also note that the responsibility of raising GDP spending

on education to six percent, and in turn to two percent on higher education, rests both with the Union Government and State Governments. It is unfortunate that, many a time when the Union Government increases its budgetary allocation for education, the State Governments tend to decrease their share. Education sector as a whole does not gain in such a situation. This is the reason why the higher education which is receiving a relatively less allocation suffers the most. The Committee, therefore, recommend the following:

- (i) to convene a meeting of State Education Ministers to discuss and arrive at a definite fund allocation formula for education sector
- (ii) Planning Commission should prevail over the states at the time of approval of their five year plans and annual plans to allocate a definite proportion of their resources for higher education
- (iii) the Union Government should share the burden of those states which are at the bottom of the rankings based on incidence of poverty and which may find it difficult to increase their share of funds for higher education commensurate with Union Government's increase. The Union Government may even offer incentives to the State Governments which come forward to increase their allocation on higher education.

10. The Committee note that the Government has levied a Basic Education Cess of two percent since 2004-05. It is exclusively meant for funding programmes pertaining to basic education like Sarva Shiksha Abhiyan and Mid Day Meals scheme. One percent cess is being separately levied from this year for secondary and higher education. With the help of this cess the Government was able to increase substantially its outlay for secondary and higher education this year (2007-08). In this regard, the Committee are of the view that secondary education and higher education should also be separated for cess purpose. If one percent cess is separately levied for secondary education and higher education, it would pave the way for separate and higher mobilization of resources for higher education and at the same time it will also facilitate development of secondary education. The Committee, therefore, recommend that separate cess should be levied for secondary and higher education sectors to enable the Government to meet the large scale investment needed for the expansion of higher education.
11. The Committee note that the University Grants Commission provides financial assistance to eligible universities/colleges which are included under section 2(f) and declared fit to receive central assistance under section 12 (B) of UGC Act, 1956. Central

Universities are eligible to receive both the development and maintenance grants whereas state universities are eligible only for development grants as their maintenance expenses are taken care of by the State Governments. In this regard, the Committee are concerned to note that even central universities which have been set up by the Central Acts and find a mention in the Union List (item no. 63) of Seventh Schedule of the Constitution of India are not receiving adequate funds from UGC. The Committee held discussions with three central universities, viz. Hyderabad University, Delhi University and Jawaharlal Nehru University. All of them have stated that the present level of grants being provided by UGC is not just grossly inadequate but it is completely out of tune with the realities at the ground level as well as global developments in the area of higher education. The Committee take a serious view of such apathy on the part of the Government which leads to undermining of the importance of higher education, and they, therefore, recommend that the Government should take immediate steps to conduct in-depth study of the fund requirements of each central university and increase budgetary allocation (both plan and non-plan) accordingly to make them world class universities and to serve as models for State universities.

12. The Committee regret to note that even those state universities/colleges which are eligible under 12 (B) of the UGC Act

are not given grants by UGC. The reasons put forth by the Ministry for this sorry-state-of-affairs was scarcity of resources. Out of 6,500 colleges which are eligible under 12 (B) of the UGC Act, only 5,661 colleges are receiving development assistance from UGC. The Committee further learnt from Calcutta University which is a State University that only 10% of the UGC's annual budget is presently spent as development grants on State Universities. In Calcutta University's budget, the share of UGC grants does not exceed even 5%. In this regard it had suggested that UGC's financial support to state universities is extremely inadequate to meet the present challenges in the realm of higher education and the UGC should consider the possibility of providing both development and maintenance grants to state universities. The Committee recommend that a comprehensive review should be conducted on the financial needs of all the state universities and they should be given enhanced level of funding by UGC according to their size, as well as present and future needs. Importance should be accorded to performance of individual universities. The universities which perform better should be rewarded with more funds.

13. The Committee note that financial targets fixed for several schemes were not achieved by UGC during the Tenth Five Year Plan. A financial target of Rs. 789 crore was fixed for development grants to

central universities but only Rs. 720.88 crore was actually disbursed, out of a target of Rs. 465 crore, only Rs. 129 crore was given to colleges as development grants, a target of Rs. 20 crore was fixed for providing development grants to universities in backward areas but only Rs. 12.30 crore was actually disbursed. For Inter University Centres only Rs. 13.45 crore were spent against a target of Rs. 125 crore. For Special Assistance Programme, a target of Rs. 205 crore was fixed but only Rs. 134 crore was spent. With such slow pace of spending of plan allocation by UGC, the development of higher education and raising its standards to that of international level will remain a distant dream. The Committee is not satisfied with the excuses put forth by the Government i.e. the failure on the part of universities and colleges to submit the documents required for obtaining the approval of building proposals in time and delay by the State Universities in creation of teaching and non-teaching posts sanctioned by UGC. The Committee feel that such an unfortunate situation arises only when the implementing agencies fail to service grants in a spirit of dedication to development. The Committee, therefore, recommend that the Ministry and UGC should finalise the estimates of physical and financial targets of various schemes only after duly examining the requirements and the feasibility of achieving the same. Once targets have been fixed, UGC should take proactive steps to achieve the same. Any lacunae on the part of UGC in this

regard will lead to unnecessary locking of several crores of rupees and at the same time intended benefits not reaching the beneficiaries viz. universities, colleges, faculty and ultimately the students and higher education as a whole.

14. The Committee note that UGC proposes to depute its Committees to each university to evaluate its performance during the Xth Plan and assess the financial requirements for XIth Plan Period. In this regard, UGC also proposes to request the State Governments to depute their nominee in those Committees to take on-the-spot-decisions about the state's share in various developmental projects. The Committee are skeptical of success of this proposal as it would be very difficult to take on-the-spot decisions by the state representatives without consulting the State Government concerned. Moreover, this approach may not yield result in every scheme as UGC would have to be very considerate towards some state universities due to their financial constraint. The Committee, therefore, recommend that while making on-the-spot assessment of the performance of state universities, UGC should simultaneously embark on high level discussion with State Governments on allocation of development funds to state universities including matching grants by State Governments.
15. The Committee note that plan allocations for UGC were raised from Rs. 383 crore in 1997-98 to Rs. 2374 crore for 2007-08. This is an

increase of more than six times. However, alongwith increase in fund allocation, the number of universities has also grown several folds. At present there are 386 universities and 20,676 colleges. Higher Education, owing to its importance in the present world of knowledge economies, is poised for further expansion in future. UGC has also demanded more funds to cater to the increased requirements owing to the proposed expansion of higher education sector in the XIth Plan period. UGC has projected its financial requirements for XIth Plan as Rs. 56,326 crore. But the share of UGC in the recently approved XIth Plan outlay of Rs. 84,943 crore for higher education is only Rs. 45,471 crore which is less than the UGC's demand by Rs. 10.855 crore. As Prime Minister stated in his address at the meeting of Planning Commission recently, the Union Government propose to set up 16 new central universities in those States which do not have a university and 14 new central universities in other states which would eventually aim to attain world-class standards. Moreover, the universities already in existence have to be strengthened as most of them are of mediocre standards. In view of the above, the Committee are of the view that plan allocations made for UGC for Eleventh Plan may not be adequate to meet the multifarious necessities of the universities at this crucial juncture of development and higher plan allocation is required and they, therefore, recommend that the Ministry of Human Resources

Development, University Grants Commission and Planning Commission sit together to examine threadbare the requirements of UGC for the Eleventh Plan and increase the plan allocation to UGC accordingly.

16. The Committee are concerned to note that Indian Higher Education Institutions are very poorly ranked in two globally recognized ranking systems. Apart from IITs, Delhi University (254th), University of Calcutta, University of Pune are the only universities which find their names in Times Higher Education Supplement Rankings. None of other higher education institution find its place from 1st to 253rd rankings. Even IITs are lagging far behind in the rankings. In 2006, in Times' rankings IITs were ranked 57th, IIMs were ranked 68th and JNU was at 183rd but in 2007 rankings IIMs and JNU could not find any place in the rankings. The Committee note that the organization which administers the Times rankings has changed its system of ranking last year and subsequently IIMs and JNU could not find a place in the ranking and IITs had low ranking. The other global ranking system is administered by Shanghai Jiao Tong University. Only IIS, Bangalore (305th rank) and IIT, Kharagpur (402nd rank) are the Indian higher educational institutions which find a place in this ranking. The Committee in this regard were informed that Planning Commission is envisaging setting up of 14 new central universities with world-class infrastructure so as to achieve world standards.

- The Committee recommend that a mission mode be adopted to cut through bureaucratic red tape to ensure that these universities are set up within the Eleventh Plan Period. The Committee also recommend that needs of our existing institutions of excellence like Delhi, Kolkatta, Mumbai, Madurai, Aligarh, Banaras and Pune universities, JNU IITs, IIMs, IISs etc. should be studied and high levels of assistance should be provided to them to make them world-class institutions and to improve their rankings in the globally recognized ranking systems.
17. The Committee note that UGC notifies regulations on different subjects under the relevant provisions of the UGC Act to maintain standards of teaching, research and examination in higher education in the country. These regulations are reviewed, modified, updated at regular intervals and new regulations are notified as and when required. The Commission has prescribed various norms and standards for bringing qualitative changes in higher education. These norms pertain to establishment and maintenance of institutions, minimum standards for instruction and grants of degrees, minimum qualification for appointment of teachers, minimum workload for teachers, minimum teaching days and establishment and maintenance of standard of education in private universities etc. In Committee's view these regulations and norms of

UGC have not yielded the desired result as our universities are way behind foreign universities in quality and standards. The Committee, therefore, recommend that standards and norms prescribed by parallel bodies in other countries, whose universities excel in standards, should be studied by UGC and appropriate steps should be taken by UGC to bridge the gap in standards of Indian universities and those of world-class universities. The Committee further appreciate that mere prescription of standards, norms and regulations will not yield the desired results. The Members of UGC should demonstrate leadership abilities to inspire confidence and elicit cooperation of distinguished faculty members in universities towards these efforts. The Inter-university centres should be geared up to activate working with universities towards a common cause.

18. The Committee note that National Accreditation and Assessment Council (NAAC) assess the quality of educational institutions and grants accreditation accordingly. NAAC, after making assessment of a university/college, comes out with grading like A, B, C and D. Accreditation is not mandatory in our country. Universities and colleges can choose to apply for NAAC or NBA (National Board of Accreditation) accreditation which accredits courses in technical education institutions. Only 128 universities and 2780 colleges have come forward for accreditation upto 2007 eventhough the entire

expenditure on accreditation is met by UGC. In this regard, the Committee note that universities like Jawaharlal Nehru University feel themselves above such accreditation necessity because of their already proven records. The Committee is of the view that for improving quality of higher educational institutions, it is necessary that all the institutions, irrespective of their past records, should be accredited by a designated accreditation agency and they, therefore, recommend that all the central and state universities should get themselves accredited by a designated accreditation agency for being eligible to receive grants from UGC. Development grants to state universities should also be based on their accreditation status. In regard to state universities and colleges which are of 'C' and 'D' grade, the Committee note that UGC propose to implement a specific scheme of providing special grant in addition to the regular development grant. This special grant will be given on a matching contribution by the State Government. The Committee feel that this scheme should be implemented in letter and spirit so as to improve the standards of state universities and colleges which are of 'C' and 'D' grade. In this regard the Committee recommend that a definite time frame should be fixed for the implementation of the scheme viz. 3 years and UGC should initiate steps accordingly. The Committee further recommend that UGC should give recognition only to such educational institutions and deemed universities which obtain 'A'

grade accreditation from the designated accreditation agency. It should also be made compulsory for all the existing deemed universities to obtain 'A' grade accreditation within a definite time period.

19. The Committee note that National Accreditation and Assessment Council is a registered society under the Societies Registration Act, Karnataka. It is one of the inter-university centres of UGC and functioning as an autonomous body under UGC. As such, NAAC does not have any statutory basis. In Committee's view NAAC should function independently without any influence of any super agency over it. Moreover, statutory status can bring more credibility to NAAC accreditation. The Committee, therefore, recommend that the Ministry should take immediate steps to introduce a Bill in Parliament to accord statutory status to NAAC. In this regard, the Committee further recommend that entire functioning of NAAC including its new methodology of assessment and accreditation process should be reviewed and the standard of methodology of the proposed statutory body should be equivalent to that of the similar bodies in developed countries or that of international organizations engaged in assessment and accreditation process. Moreover, the proposed statutory body should be independent of UGC in every respect.

20. The Committee note that UGC is implementing a scheme called Universities with Potential for Excellence (UPE) and Colleges with Potential of Excellence. Under this scheme, a grant of Rs. 30 crore is given to the identified university during the Plan Period and the grant to colleges ranges from Rs. 35 lakh to Rs. 1 crore per college on the basis of the category to which it belongs. The scheme is under implementation since IXth Plan. During Ninth Plan only five universities were selected and during Tenth Plan four more universities were selected. As such, only nine universities have been benefited under the scheme. Apart from this, 12 centres in specialized areas have also been identified in different universities under the scheme called Centre with Potential for Excellence. 97 colleges were also selected by UGC during Tenth Plan under this scheme. Considering the number of universities and colleges in the country, the number of universities and colleges benefited, so far, are very miniscule in number eventhough the scheme is under implementation since last ten years. Only two reasons may be adduced in this regard, either the standard of vast majority of universities in the country is very poor or the criteria stipulated by UGC for selection under the scheme are of very high standards. The Committee, therefore, recommend that the scheme should be revamped so as to benefit more universities and colleges during the

XIth Plan. Quantum of assistance given to selected universities and colleges should be reviewed and the amount of assistance should accordingly be raised for further development of universities and colleges which have potential for excellence.

- 21. The Committee note that UGC designed model curriculum on 32 subjects and circulated the same for adoption by universities in the country. UGC proposed model curriculum with the help of experts at national level. Model curriculum is not compulsory. Universities have been given autonomy to adopt the model curriculum based on their own democratic systems they follow. Most of the universities have done this exercise. Some of the universities have informed UGC that they maintain a standard higher than this syllabus. National Knowledge Commission (NKC) has stated in its report that the syllabi of course in universities, which remain unchanged for decades, need to be upgraded constantly and revised frequently. NKC has suggested that the universities be required to revise or restructure curricula at least once in three years and this provision must be subjected to outside peer review before implementation. The Committee, however, would like to reiterate the well known principle that in the context of higher education it is the autonomy of faculty members rather than standardization that is the vital element in quality education. Therefore, instead of a routinised drill in division of syllabi, it would be more appropriate to hold a series of seminars**

and conferences every year where scholars gather to appreciate the advances in their fields of study and are in addition facilitated by UGC to devote one session to curriculum development.

22. The Committee note that a scheme called Career Oriented Programme is being implemented by UGC to impart vocational training to undergraduates. These courses run parallel to the conventional BA, B.Com and B.Sc degrees. This scheme is being implemented since 1995-96 but only 43 universities and 3383 colleges have been covered so far. In this regard, the Ministry stated that keeping in view the availability of funds, UGC would extend the scheme to cover more universities and colleges and also would introduce more vocational courses to suit the requirements of the country in the wake of globalisation and liberalization of economy. In Committee's view this programme is very important as a large number of students, after completing their graduation, are unable to opt for vertical mobility in higher education either due to average performance or due to financial constraints. This programme would ensure providing gainful employment after graduation and thus would reduce educated unemployment. The Committee, therefore, recommend that steps should be taken by the Ministry of Human Resources Development and UGC to extend this programme to all the colleges and universities in the country within a definite time frame. Non-availability of funds should not be a problem for the

expansion of this programme and hence, the Ministry of Human Resource Development should hold talks with the Ministry of Finance, the Planning Commission and leaders of industry for the allocation of required funds and the expansion of the programme with industry links throughout the country.

23. The Committee are constrained to note the imbalances in development of higher education among various social groups. Out of the total enrolments in degree courses and above, only 3.6% were that of STs and 11.3% of SCs in the year 2002-03. The Committee note that Government propose to set up a National Tribal University at Amarkantak which is situated in the Madhya Pradesh – Chattisgrah border. In this regard, the Committee recommend that concrete steps should be initiated for the setting up of the National Tribal University within a year. Similar Tribal universities or the campuses of the National Tribal University should be opened in other parts of the country where the concentration of tribals is more. The Committee also note that UGC propose to provide additional grant to universities and colleges which are either having relatively larger strength of SCs, STs, OBCs and minorities or located in minority concentrated districts. At the same time, UGC also constituted a Committee under the Chairmanship of Prof. Chaddha which will come up with a diversity index. Based on the index, the universities and colleges having widespread representation of

various social groups will be eligible for higher entitlement to UGC grants. The Committee are happy that atleast now UGC propose to address the issue of inequalities among various social groups in getting higher education. In this regard, they recommend that additional grants should be provided from 2008-09 onwards and quantum of additional grants should be more so as to really serve any useful purpose for the development of the particular university or college. However, the Committee are of the view that diversity of student body in any university or college will enable the students to respect the value of equality. The Committee, therefore, recommend that based on the diversity index which will be recommended by Prof. Chaddha Committee, university and colleges should be provided enhanced level of UGC grants for catering to widespread representation of various social groups. The Committee also recommend that special classes to learn better English be started in all universities to enable students from less privileged sections to cope with their basic difficulty in relating to higher education in any field.

24. The Committee take a serious view of large scale faculty vacancies in universities. Perusal of information provided by the Ministry regarding vacancies of teachers in 69 state universities as on 01.05.2007 shows that average percentage of vacancies in all the 69 universities was 36%. In some universities, more than 50% of the

faculty positions were vacant. Reasons put forward by the Ministry for this sorry-state-affairs is the ban imposed by state Governments on recruitment of teachers in the higher education system. The Committee are constrained to note that many states resort to appointment of short term contract teachers. In this regard, the Committee are of the view that appointment of regular professional teachers is necessary for the development of higher education in the country. Large scale faculty vacancies and subsequent resorting to contract teachers has compromised the quality of education in many universities. The Ministry of Human Resource Development has taken up the matter with states and in the conference of State Education Ministers. The Committee hold UGC responsible for this situation. UGC's assistance to State Universities for filling up of vacancies is only for a specific plan period. To be eligible to receive assistance in the next plan period, state universities have to maintain the posts and many of them are unable to do so hence, they become ineligible to receive assistance from UGC. The plan allocation made for this purpose also remains unutilized. The Committee, therefore, recommend that UGC should take this matter as of national importance and treat state universities on par with central universities in regard to sanctioning of faculty positions. The faculty positions should be permanent and not lapse with plan periods. The Ministry may prepare a detailed note on operationalising such a

recommendation, including considerations such as involvement of UGC in selection process for appointment to be made by State universities under such a dispensation, and submit it for consideration at the next meeting of Central Advisory Board on Education for its decision.

25. The Committee take a serious view of large number of vacancies in faculty positions in Central Universities as well. As on 31st March, 2007, out of the total sanctioned strength of 9054 faculty positions, 2271 were vacant in 18 central universities i.e. about 25.08% of the total faculty vacancies remained vacant. On the one hand the Ministry of Human Resource Development tries hard to impress upon the State Governments to fill up faculty positions vacant in their universities on the other hand large number of vacancies exist in central universities which are under its direct purview. In this regard, the Ministry taken the plea that it plays only a limited role of providing visitor nominees to the selection committees of central universities as all of them are governed by individual Acts of Parliament. Ministry just keeps on reminding the central universities through UGC to fill up vacancies. The Committee are not satisfied with the steps taken by the Government and UGC to fill up faculty positions in central universities. The problem needs to be addressed with reference to redtapism at the offices of Registrars in universities and the need for incentives to attract meritorious faculty to join these

universities. The Committee recommend that UGC should direct all the central universities to fill up vacancies forthwith. The Committee also recommend that ad-hoc appointment of faculty members upto fifty percent of the existing vacancies be resorted to immediately, if any university finds after reviewing the facts, department-wise, that sufficiently meritorious candidates are not available for the posts to be appointed on a permanent basis.

26. The Committee note that faculty of universities are increasingly opting to take up permanent/short-term assignments in foreign universities and institutions. Such a trend is gradually ending the presence of high quality faculty members in the universities. Even a central university like Delhi University expressed the same opinion that its faculty members join foreign universities because of the better facilities, pay and prospects offered there. As of now, the UGC guidelines permit only a visiting faculty, an adjunct faculty or a casual faculty to take up these assignments on contract basis. These are aimed at providing permission to bright teachers to gain exposure and experience abroad and on a reciprocal basis to permit some scholars to teach temporarily at Indian universities. However, these are still reviewed within an insular framework of discouraging brain drain rather than in a more contemporary perspective of recognizing the power of brain gain. The Committee recommend that the Ministry of Human Resource Development and UGC should

explore the possibility of permitting highly meritorious faculty members of our universities to take up joint appointment in a foreign university to spend half the year there and half here as well as allow foreign scholars to teach in our universities. This may also pave the way for further development of our faculty when they have an opportunity to deal with a different set of curriculum and teaching methods in foreign universities. Such appointees may be required to put in a specified number of man hours in the Indian universities. UGC should workout a scheme and incorporate suitable provision in its regulation in this regard to operationalise this recommendation at an early date.

27. The Committee note that UGC in consultation with the Government of India has constituted a Pay Review Committee on 8th August, 2007 to review and make recommendations regarding pay scales of university and college teachers, librarians, physical education, personal and other academic staff in universities and colleges. The Committee has been given one year's time to finalise its recommendations. Pay scales of university teachers should be enhanced and pegged at a level higher than class 'A' Civil Services since the qualifications required for appointment at universities is much higher than the simple graduation required for Civil Services. It is high time the country recognizes this basic change required in pay structure. Along with higher pay package, they should also be

offered proper medical facilities, housing facilities on campus etc. Career advancement should be built in by providing greater freedom to interact with faculties abroad. The Committee recommend that UGC should refer the above aspects to the Pay Review Committee and ensures attractive benefits to the faculty.

28. The Committee feel that quality of teaching is as important as the facilities offered to faculty. Quality of teaching in many universities and colleges is not up to the mark and this is one of the reasons for poor standard of universities and colleges. As such, college teachers should be made accountable for imparting quality education to students. In Committee's view teachers' classroom performance and their effective laboratory demonstration are essential for proper understanding of the subject matter by students. Any lacunae in this regard may lead to the poor quality of college education. Students' anonymous evaluation of teachers and peer evaluation are important inputs for ensuring quality of teaching by teachers. The Committee, therefore, recommend that UGC should come up with formal guidelines in regard to anonymous student evaluation and peer evaluation of teachers. UGC should also reward best teachers so as to encourage other teachers to excel in teaching.

29. The Committee note that 57 academic staff colleges were opened during the Tenth Plan for conducting specially designed orientation

programmes of 4 weeks duration for newly appointed teachers and refresher courses of 3 weeks duration for in-service teachers. UGC has also identified 31 universities and specialized institutions as UGC- Refresher Courses centres. In Committee's view, orientation course should inculcate moral and ethical responsibilities in young teachers and should teach them the practical nuances of preparing for classes, classroom teaching skills and use of different pedagogues to teach. Refresher courses should ensure that in-service teachers are acquainted well with the latest advances in their subjects. The Committee note that 55 academic staff colleges are going to be revamped, summer schools are intended to be started to upgrade the knowledge of teachers and there will be a World Bank project under which some mentor institutions will upgrade the colleges of education in their attached units. World Bank will provide Rs. 7000 crore for the project. The Committee recommend that revamping of academic staff colleges should be completed within a year and teachers from both the central and state universities should be trained there. The Committee recommend that such efforts should be guided more by the relevance of teaching and research interest in India rather than by mere elegance in conducting classes or preparing learning materials. The Committee also desire that information should be furnished to the Committee annually on the implementation of World Bank project, the pattern

and amount spent each year and the qualitative achievements as a result of the implementation of the World Bank project.

30. The Committee note that under Junior Research Fellowships (JRFs) Scheme students/research scholars who qualify National Eligibility Tests (NET) conducted by UGC are awarded fellowships to pursue research leading to M.Phil/Ph.D degrees in various disciplines. At present Junior Research Fellows are getting Rs. 12,000 per month and 30% of Rs. 12,000/- as H.R.A. The Committee are constrained to note that only three per cent of those who are registered for Ph.D get this assistance and rest of them get Rs. 5000 as they are not NET qualified. As a result, approximately 70 per cent of them dropout before completing their Ph.D. In 2005, only 300 candidates, were selected for Junior Research Fellowship of UGC. The Committee are not convinced with the reasons put forth by UGC for large scale drop-out that the financial assistance given to the Ph.D students is very low and there is bleak future for the students in terms of job in universities. The Committee view the situation seriously and recommend that the amount of scholarship to JRFs should be increased to Rs. 18,000/- plus 30% for HRA so as to attract many prospective Ph.D candidates. Moreover, same amount of scholarship should be offered to Non-NET candidates who had outstanding scores in their university examination and come forward

for Ph.D. and a strong computerized system should be created for payment of scholarships in time. The Committee also urge the Ministry to take immediate steps to attract more Ph.D candidates, particularly in science and technology fields by offering special incentives to them.

31. The Committee note that Information and Library Network (INFLIBNET) is one of the inter-university centres of UGC engaged in modernization of libraries and in establishing a national network of libraries and information centres in universities. INFLIBNET is providing Rs. 6.5 lakh to each university library to purchase computers and hardware for the computerization of libraries. Upto February, 2007 142 universities were given assistance under this scheme. A major communication network of universities called UGC-INFONET was set up by INFLIBNET. Broad band connectivity is provided to universities and under this scheme, 149 universities were networked upto May 31, 2007. Under the E-journals Scheme for universities, approximately 4450 e-journals are available. The Committee note that academic community in the country can effectively use INFONET infrastructure for accessing international scholarly e-journals, databases, internet and intranet services. Further augmentation of this network will strengthen research initiatives of faculty and students in universities. But networking

through INFONET and assistance to purchase computers has not been granted to half of the universities in the country so far. Moreover, faculty members have not been provided with computers and net facilities at their residences. The Committee recommend that all the universities in the country should be networked during the Eleventh Plan Period and the scheme of providing assistance to universities to purchase computers etc. should be discontinued and replaced by the requirement that computer and net facilities be provided at the residence of every faculty member. The Committee see no reason why this cannot be done when the same is being provided to members of the Civil Services. All the college libraries in the country should also be computerized and networked through INFONET. A time frame should also be fixed by the Government in this regard.

32. INFLIBNET is an Inter-university Centre of UGC engaged in networking of university libraries and providing allied services to the universities. However, out of 42 sanctioned posts, 21 posts including the post of director are vacant. Moreover, the centre is functioning from a residential flat in the Gujarat University campus. The Committee are of the view that staff strength of INFLIBNET especially of scientists and other allied staff should be reviewed according to the increase in the network of INFONET and e-journals etc. and staff strength should be augmented suitably and vacant

- posts should be filled up. The Committee also note that land has been allotted free-of-cost by the Government of Gujarat for the construction of a permanent building for the centre. The Committee desire that expeditious steps should be taken by the Ministry of Human Resource Development and UGC for the construction of permanent building for INFLIBNET.
33. The Committee note that UGC has constituted a Committee in August, 2007 to formulate its regulations with regard to admission and fee for self-financing, private professional institutions, including deemed to be universities and for self-financing and aided courses in aided universities and colleges. In Committee's view regulations on admission and fee structure in self financing private professional colleges and deemed universities should be immediately formulated by UGC as these colleges and universities often indulge in collection of huge fees at the time of admission. After the due formulation of regulations, UGC should ensure that the regulations are implemented by these institutions in letter and spirit. UGC should also have an effective monitoring mechanism over these institutions. If any university/college is found to be violating UGC regulations, stringent action should be taken against them. UGC regulations should also address the above views of the Committee. The Committee also note that the fee paid for different courses of study

in Govt. funded universities is very low. University representatives who appeared before the Committee have suggested that the fee system needs to be reformed. The Prime Minister had also recently advocated that we should take a serious look at the proposal for fee increases to reasonable levels in a graduated manner accompanied by a scheme of extensive scholarships and loans which would ensure that no student is denied education because of financial constraints. In this regard, the Government should take into account CAGE Committee's observation in its report that revenue generation through student fees beyond 20 percent may seriously affect access to higher education. Fees, for this purpose, include tuition fee, examination fees and all other types of fees paid by the students. The Committee weighed the considerations of efficiency on the one hand and access for poorer sections on the other and regard the recommendation of the CAGE Committee 2005 as a very balanced view. The Committee, therefore, recommend that revision of fees to raise it to 20% should be done forthwith. This should be coupled with grant of scholarships to students from weaker sections.

34. The Committee note that there is a need for providing financial assistance by way of soft loans to the meritorious students to pursue higher education as such students are unable to access it due to market/commercial rate of interest being charged by banks,

the insistence on collateral and early commencement of repayment, etc. Under the Education Loan Scheme of the Indian Banks' Association, a need based finance of Rs. 7.5 lakh is provided for studies in India and Rs. 15 lakh for studies abroad subject to repaying capacity of the parents/students with margin. Under the aforesaid scheme there is no need for any collateral security upto Rs. 4 lakh. Unfortunately, there are instances of insistence on mortgages or property by banks for educational loan in violation of the above guideline. To address all the issues relating to educational loan to students, CABE Committee on Financing of Higher and Technical Education in its Report has made a valid recommendation that a body like Higher Education Finance Corporation (HEFC) may be set up with contributions from the Government and corporate sector, to coordinate the student loan schemes being operated by several banks and to provide its own scholarships and soft loans to students. The Committee are unhappy to learn that this proposal has been kept in abeyance by the Government in view of the proposed "Scheme of subsidy on students Loan for Professional Education." Under this Scheme, the entire interest, especially of those whose parental income is less than Rs. 2.5 lakh per annum, for the moratorium period on the loan provided by the banks shall be borne by the Government. The Committee urge the Government to also consider the feasibility of

bearing interest on loan during the moratorium period of parents whose annual income is less than Rs. 5 lakh as the middle class families are also equally burdened by the higher cost of professional education of their children. The Committee, while appreciating the proposed scheme of subsidy and recommending a wider scope for its operation, is of the firm view that it is necessary that an independent body may be set up to coordinate, to ameliorate the grievances of students in getting loans from banks and to provide scholarships and soft loans on its own. The Committee, therefore, strongly recommend that the government should set up the Higher Education Finance Corporation immediately as earlier recommended by CAGE Committee. The Committee also recommend that the government should immediately launch the proposed subsidy scheme with the modification suggested by the Estimates Committee regarding educational loan and implementation of this scheme may also be coordinated by the proposed HEFC.

35. The Committee note that another important aspect of CAGE Committee Report is scholarship to meritorious students. The Prime Minister has also recently proposed extensive scholarships for the development of higher education. In this regard it is pertinent to note that in top foreign universities student fees are either funded by scholarships or borne by sponsors from industry etc. The Committee are also of the view that scholarships and sponsorships

will be of great help to ensure that no student is denied higher education especially professional education because of his or her financial constraints. The Committee, therefore, recommend that the Ministry of Human Resource Development and UGC should take immediate steps for the creation and operation of various enabling and attractive scholarships and sponsorships for meritorious students to pursue higher and professional education irrespective of their economic backgrounds.

36. The Committee note that a number of Professional Councils such as All India Council of Technical Education, Medical Council of India etc. are responsible for recognition of courses, promotion of professional institutions and to provide grants to undergraduate programmes etc. UGC is the apex body for coordination of standards of teaching, research and examination in universities besides giving grants to them. The Commission carries out these functions in coordination and consultation with other statutory bodies wherever and whenever required. There is a proposal with the Government to establish a National Commission on Higher Education which will coordinate the working of various regulatory bodies. However, National Knowledge Commission (NKC) in its Report has suggested that there is a multiplicity of regulatory agencies where mandates are both confusing and overlapping. The system is over-regulated and

undergoverned. NKC has suggested that an Independent Regulatory Authority of Higher Education (IRAHE) should be established. This authority will perform the regulatory functions of AICTE, MCI and BCI so that their role would be limited to that of professional associations. The role of UGC will be limited to disbursing grants to universities. On this suggestion of NKC, the Committee obtained the comments of universities of Calcutta, Jadavpur, Delhi, Hyderabad and Jawaharlal Nehru University. None of them support the idea of establishment of IRAHE. University of Hyderabad even stated that the entire proposal of the National Knowledge Commission overlooks the fact that there is an interplay between regulatory and funding roles presently exercised by UGC. The Committee, in this regard, recommend that the Government first set up the National Commission on Higher Education to coordinate the activities of various regulatory bodies in Higher Education such as UGC, AICTE and MCI etc. and simultaneously hold wider consultations on the recommendations of NKC including that of IRAHE, setting up of 1500 universities by 2015 etc. and take concrete and appropriate steps in the matter.

37. The Committee note that the Secretariat of UGC operates through many Bureaux and Divisions. There are 14 divisions in the Secretariat to deal with various areas of functioning of UGC. The

Committee are unable to understand the rationale behind the allocation of work to these divisions. For example, the subject of Basic Scientific Research in Universities is looked after by Policy and Planning Bureau whereas monitoring of Research Projects is assigned to the Bureau dealing with regional languages. The Division dealing with State Universities is also entrusted with monitoring and evaluation, publication and website. Assignment of work to various divisions in the Secretariat presents a grim scenario of quality consciousness in UGC. When un-related subjects are clubbed together, the divisions of the Secretariat cannot be expected to show the desired results. Information and Statistics and library, publication and website would be a natural mix. Likewise, legal matters and Right to Information should be given to one Bureau to deal with. There should be a separate division to deal with central universities, state universities and inter-university centres. Monitoring, evaluation and malpractices should be clubbed together. The Committee, therefore, recommend that a study should be conducted on the present organization of the Secretariat of UGC and work allocation among various divisions should be rationalized accordingly.

38. The Committee are constrained to note that there are a large number of colleges, close to 7000 or 8000 which are given affiliation in a year

by universities, do not meet some of the conditions set by UGC to receive grants. However, UGC has stated that any college which gets permanent affiliation from a university becomes entitled for a grant. The Committee are of the firm view in this regard that universities should grant affiliation to any college only after a thorough examination of the standards of the college. The Committee, therefore recommend that UGC should impose a minimum standard for affiliation of any college by universities through its regulations.

NEW DELHI
March 11, 2008
Phalguna 21, 1929(S)

C. KUPPUSAMI,
Chairman,
Committee on Estimates.

Statement showing the grants paid by University Grants Commission to the Universities and colleges (State-wise) during the period from 1997-98 to 2006-07.

(Rs. in Lakhs)

Sl. No.	STATE	1997-98	1998-99	1999-2000	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07
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1.	ANDHRA PRADESH										
(a)	Universities	4429.33	6174.97	6609.23	7955.26	7502.59	8235.53	9255.25	9465.53	10204.43	18509.52
(b)	Colleges	886.21	1036.24	554.73	855.43	825.01	946.50	876.11	1306.94	1149.28	2054.79

2. **ARUNACHAL PRADESH**

(a)	Universities	57.09	59.09	84.64	130.18	349.04	199.56	19.34	1082.86	180.61	164.50
(a)	Colleges	8.77	5.27	5.01	9.49	7.51	8.04	25.46	12.43	27.32	70.44

3. **ASSAM**

(a)	Universities	1310.73	2045.50	4178.48	1849.46	1521.68	3973.17	4588.79	6260.53	2165.17	3429.73
(b)	Colleges	466.26	445.73	529.78	629.87	531.43	572.58	671.31	720.28	2043.23	2283.65

4. **BIHAR**

(a)	Universities	464.37	406.57	502.55	390.28	243.55	530.73	96.42	506.36	714.49	966.91
(b)	Colleges	373.19	707.67	565.37	699.72	706.81	761.42	663.58	1070.82	1043.91	2453.93

Sl. No.	STATE	1997-98	1998-99	1999-2000	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07
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5. **CHATTISGARH**

(a)	Universities	177.91	126.00	238.83	158.59	100.98	234.33	205.19	369.95	95.27	670.63
(b)	Colleges	235.34	243.48	293.11	354.38	325.90	276.26	43.41	223.73	446.96	1059.66

6. **DELHI**

(a)	Universities	12700.19	21216.03	20713.71	27974.90	21073.37	27419.07	27163.44	32634.86	35852.40	41127.90
(b)	Colleges	12018.61	25257.92	25710.52	24428.67	28206.09	26901.99	27230.35	29368.87	32044.83	36005.41

7. **GUJARAT**

(a)	Universities	1376.35	1868.54	1616.89	4446.39	2087.35	1987.36	2089.44	2029.26	1355.39	2400.25
(b)	Colleges	515.07	475.63	473.60	3025.49	434.80	404.60	451.65	798.88	552.57	808.65

8. **GOA**

(a)	Universities	87.36	122.58	123.90	86.36	186.16	177.30	56.01	174.17	23.70	277.04
(b)	Colleges	33.75	53.44	43.87	34.83	44.78	29.33	52.37	119.34	60.58	126.20

Sl. No.	STATE	1997-98	1998-99	1999-2000	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07
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9. HARYANA

(a)	Universities	322.61	260.58	310.71	354.32	369.16	422.36	217.90	438.03	462.89	750.32
(b)	Colleges	344.27	320.03	345.78	210.52	657.71	264.54	679.50	536.49	408.95	517.78

10. HIMACHAL PRADESH

(a)	Universities	155.11	113.74	142.88	170.15	614.47	203.19	150.41	316.91	814.51	142.59
(b)	Colleges	101.49	78.53	52.43	21.60	67.26	47.49	165.37	56.83	56.42	58.33

11. JAMMU & KASHMIR

(a)	Universities	303.04	289.04	229.02	268.55	211.47	2336.34	2277.97	574.30	417.25	601.28
(b)	Colleges	85.73	76.88	67.81	52.76	134.82	37.93	247.47	148.15	166.08	47.19

12. JHARKHAND

(a)	Universities	1314.65	203.67	215.84	265.98	344.55	486.72	429.88	528.15	251.68	445.74
(b)	Colleges	124.92	207.97	124.60	130.19	143.30	162.46	165.56	159.79	228.23	207.02

13. KARNATAKA

(a)	Universities	991.82	1354.35	1689.10	937.27	1766.88	1242.57	1283.23	1774.77	1569.66	2365.19
(b)	Colleges	859.68	914.50	588.25	861.67	997.91	975.55	1173.55	1567.53	1521.79	2909.10

Sl. No.	STATE	1997-98	1998-99	1999-2000	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07
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14. KERALA

(a)	Universities	517.12	650.89	625.59	678.82	1044.38	787.99	706.15	1130.80	878.02	2413.74
(b)	Colleges	563.54	612.21	524.38	908.54	953.79	1017.24	1132.34	1237.51	1409.14	2470.88

15. MANIPUR

(a)	Universities	165.50	140.59	142.32	95.48	123.25	165.92	228.76	1082.36	1759.68	4733.75
(b)	Colleges	113.90	180.25	182.10	108.97	121.66	166.31	134.49	160.07	330.56	309.14

16. MADHYA PRADESH

(a)	Universities	915.87	783.05	1251.80	951.15	1034.22	1110.59	877.30	1064.00	1277.21	1440.57
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(b)	Colleges	693.83	952.06	1014.9 4	967.56	1082.29	874.01	270.39	1028.14	1100.51	2360.6 3
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17. MAHARASHTRA

(a)	Universities	2238.73	2863.90	2535.2 4	3131.04	4042.29	3606.99	2571.69	5822.55	6855.44	5615.7 7
(b)	Colleges	1733.78	1892.14	1706.0 5	1996.77	2020.89	1750.19	1953.68	2977.97	3363.64	7339.8 2

Sl. No.	STATE	1997-98	1998-99	1999-2000	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07
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18. MEGHALYA

(a)	Universities	2338.74	3571.24	4095.1 9	3840.83	3369.31	4035.21	5683.15	7217.36	5082.79	7353.3 6
(b)	Colleges	45.48	51.89	93.34	86.97	58.60	55.33	56.56	66.79	114.45	221.07

19. MIZORAM

(a)	Universities	0.00	0.00	0.00	0.00	1320.27	2127.98	743.60	2851.03	2547.96	2566.5 7
(b)	Colleges	0.00	0.00	0.00	0.00	0.00	19.30	35.47	15.41	53.52	16.53

20. NAGALAND

(a)	Universities	840.49	1707.41	1755.5 7	1669.15	1249.02	2010.34	6422.85	2441.43	2089.06	2134.6 1
(b)	Colleges	14.74	12.00	18.53	12.20	11.22	12.00	18.13	21.31	51.72	103.42

21. ORISSA

(a)	Universities	420.33	379.13	802.54	514.32	362.98	622.07	269.49	442.14	516.74	1320.1 3
(b)	Colleges	494.19	730.70	752.99	895.28	919.96	972.96	673.88	1028.39	1174.26	2559.4 1

Sl. No.	STATE	1997-98	1998-99	1999-2000	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07
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22. PUNJAB

(a)	Universities	743.06	588.49	756.08	853.37	2017.87	1172.01	1432.42	1121.77	1377.87	1235.3 4
(b)	Colleges	589.11	743.05	672.08	390.72	1161.62	492.79	1013.25	777.05	802.56	1419.0 4

23. PONDICHERRY

(a)	Universities	998.42	1708.02	1710.9 9	1043.62	1507.35	1683.83	1507.42	1682.70	2494.52	5562.6 8
(b)	Colleges	25.86	10.20	4.08	4.41	8.71	15.53	11.02	34.69	29.32	25.92

24.

RAJASTHAN

(a)	Universities	832.16	1081.39	887.73	1134.28	1570.53	1418.00	1970.87	1391.55	1611.97	2452.59
(b)	Colleges	414.13	515.55	653.50	651.11	632.35	478.55	238.84	498.19	959.90	2254.25

25.

TAMILNADU

(a)	Universities	2332.55	3063.08	2791.59	3558.46	4681.05	3784.28	5179.28	4552.06	9461.95	5477.22
(b)	Colleges	1194.24	1006.37	914.42	1340.58	1154.23	1274.33	1472.27	2426.09	2108.31	2770.25

26.

TRIPURA

(a)	Universities	98.62	61.29	69.05	56.70	37.57	81.26	7.72	1001.74	235.02	63.03
(b)	Colleges	18.73	19.37	9.70	31.43	13.79	22.13	14.42	13.77	0.00	58.69
Sl. No.	STATE	1997-98	1998-99	1999-2000	2000-01	2001-02	2002-03	2003-04	2004-05	2005-06	2006-07

27.

UTTAR PRADESH

(a)	Universities	22818.93	35777.85	34016.38	33568.29	33512.61	37787.91	38679.27	38234.38	52061.56	67184.76
(b)	Colleges	1089.23	1116.49	1080.21	876.67	1401.52	965.93	2749.46	1882.72	1748.12	2440.41

28.

UTTARANCHAL

(a)	Universities	975.29	1226.38	1144.43	1363.03	1024.98	903.99	791.26	880.42	959.90	1425.42
(b)	Colleges	74.54	93.00	70.23	23.93	93.03	80.78	229.22	81.79	44.68	155.32

29.

WEST BENGAL

(a)	Universities	4373.22	5681.20	5541.31	6258.73	5934.70	6700.74	7264.46	7078.56	10409.98	12356.77
(b)	Colleges	863.71	931.34	1055.06	1345.21	848.83	978.07	1434.16	1092.52	1392.46	2888.87

MINUTES OF SITTING OF THE ESTIMATES COMMITTEE
(2007-08)

SECOND SITTING

The Committee sat on Tuesday, the 29th May, 2007 from 1500 hours to 1725 hours.

Present

Shri C. Kuppusami - Chairman

Members

2. Shri Lal Muni Choubey
3. Shri Vijoy Krishna
4. Shri B. Vinod Kumar
5. Shri Samik Lahiri
6. Shri Sanat Kumar Mandal
7. Shri Prabodh Panda
8. Shri Sukdeo Paswan
9. Shri R. Prabhu
10. Shri Tufani Saroj
11. Smt. Tejaswini Seeramesh
12. Shri Brijbhushan Sharan Singh
13. Kunwar Manvendra Singh
14. Dr. Ramlakhan Singh

Secretariat

1. Shri A. Mukhopadhyay - Joint Secretary
2. Shri Rajeev Sharma - Director
3. Smt. Manju Chaudhary - Deputy Secretary II

Witnesses

**Ministry of Human Resource Development
(Department of Higher Education)**

1. Shri R.P. Aggarwal - Secretary
2. Shri Sunil Kumar - Joint Secretary

University Grants Commission

1. Prof. Sukhdeo Thorat - Chairman
 2. Dr. R.K. Chauhan - Addl. Secretary & FA
2. The Committee took a briefing from the representatives of Ministry of Human Resource Development (Department of Higher Education) and University Grants Commission on the subject 'University Grants Commission'.
3. A verbatim record of the proceedings has been kept.

The Committee then adjourned.

APPENDIX II

MINUTES OF SITTING OF THE ESTIMATES COMMITTEE
(2007-08)

EIGHTH SITTING

The Committee sat on Tuesday, the 23rd October, 2007 from 1500 hours to 1740 hours.

PRESENT

1. Shri C. Kuppusami, MP - Chairman

MEMBERS

2. Shri Lal Muni Choubey
3. Shri Bikram Keshari Deo
4. Shri Anant Gudhe
5. Shri P. Karunakaran
6. Shri Vijoy Krishna
7. Shri B. Vinod Kumar
8. Shri Sanat Kumar Mandal
9. Shri D. Narbula
10. Shri Prabodh Panda
11. Shri R. Prabhu
12. Shri Tufani Saroj
13. Smt. Tejasvini Gowda
14. Shri Brijbhushan Sharan Singh
15. Shri Lakshman Singh
16. Dr. Ramlakhan Singh
17. Shri Rewati Raman Singh
18. Shri Madhu Goud Yaskhi

SECRETARIAT

1. Shri A. Mukhopadhyay - Joint Secretary
2. Shri C.V. Gadgil - Director
3. Smt. Manju Chaudhary - Deputy Secretary II

WITNESSES

DEPARTMENT OF HIGHER EDUCATION

1. Shri K.M. Acharya - Additional Secretary
2. Shri Sunil Kumar - Joint Secretary
3. Shri SK Ray - Joint Secretary and Financial Advisor

UNIVERSITY GRANTS COMMISSION

1. Shri Sukhdeo Thorat - Chairman
2. Dr. TR Kem - Secretary

DEPARTMENT OF SCHOOL EDUCATION & LITERACY

1. Ms. Vrinda Sarup - Joint Secretary

DEPARTMENT OF HEALTH

1. Shri K Ramamurthy - Joint Secretary

ALL INDIA COUNCIL FOR TECHNICAL EDUCATION

1. Shri RA Yadav - Vice Chairman

2. At the outset Hon'ble Chairman welcomed the representatives of the Ministry of Human Resources Development, University Grants Commission and Department of Health and AICTE. The Committee then took their oral evidence on the subject University Grants Commission.

3. Since the Hon'ble Chairman had to attend to some urgent work at Chennai, he left the meeting after initiating the discussions. As per Rule 258(3) of the Rules of Procedure and Conduct of Business in Lok Sabha, Shri R. Prabhu, MP and Member of the Committee acted as the Chairman for the rest of the sitting.

4. The discussions centred around the issues such as insufficiency of grants given by University Grants Commission to universities, regional imbalances in development of higher education, enhancement of enrolment ratio in higher education, vocationalisation of higher education, fee structure, granting adequate quantum of loans by banks to students, making Indian universities globally competitive etc.
5. The representatives of the Ministry were asked to send written replies to the questions to which oral answers were not readily available with them.
6. A verbatim record of the proceedings was kept.

The Committee then adjourned.

APPENDIX III

MINUTES OF SITTING OF THE ESTIMATES COMMITTEE
(2007-08)

ELEVENTH SITTING

The Committee sat on Monday, the 7th January, 2008 from 1100 hours to 1335 hours.

PRESENT

1. Shri C. Kuppusami, MP - Chairman

MEMBERS

2. Shri Lal Muni Choubey
3. Shri Bikram Keshari Deo
4. Shri Anant Gudhe
5. Shri P. Karunakaran
6. Shri Jaswant Singh Bishnoi
7. Shri Vijoy Krishna
8. Shri Samik Lahiri
9. Shri Sanat Kumar Mandal
10. Shri Zora Singh Mann
11. Shri Mahendra Prasad Nishad
12. Shri Sachin Pilot
13. Shri Tufani Saroj
14. Shri Lakshman Singh
15. Kunwar Manvendra Singh
16. Dr. Ramlakhan Singh
17. Shri Rewati Raman Singh
18. Shri Madhu Goud Yaskhi

SECRETARIAT

1. Shri A. Mukhopadhyay - Joint Secretary
2. Shri C.V. Gadgil - Director
3. Smt. Manju Chaudhary - Deputy Secretary II

WITNESSES

DEPARTMENT OF HIGHER EDUCATION

- (i) Shri R.P. Agarwal, Secretary, Higher Education
- (ii) Shri Ravi Mathur, Joint Secretary, Higher Education
- (iii) Shri R.D. Sahay, Director
- (iv) Shri R. Chakraborty, Deputy Secretary

UNIVERSITY GRANTS COMMISSION

- (i) Shri Moolchand Sharma, Vice-Chairman
- (ii) Shri R.K. Chauhan, Officiating Secretary
- (iii) Dr. (Mrs.) Renu Batra, Joint Secretary

UNIVERSITY OF DELHI

- (i) Prof. Deepak Pental, Vice-Chancellor
- (ii) Prof. S.K. Tandon, Pro-Vice Chancellor
- (iii) Dr. A.K. Dubey, Registrar

JAWAHARLAL NEHRU UNIVERSITY

- (i) Prof. B.B. Bhattacharya, Vice-Chancellor
- (ii) Prof. Rajendra Prasad, Rector
- (iii) Shri Avais Ahmad, Registrar
- (iv) Dr. S. Chandrasekaran, Co-coordinator

2. At the outset Hon'ble Chairman welcomed the representatives of the Ministry of Human Resources Development, University Grants Commission, University of Delhi and Jawaharlal Nehru University. The Committee first heard the presentation of the Secretary, Higher Education 'University Grants Commission' and then heard the views of the Vice-Chancellors of University of Delhi and Jawaharlal Nehru University on the subject. The representatives of the Ministry, UGC and the Vice-Chancellors answered the questions raised by the Members of the Committee. The discussion centered around the issues pertaining to higher education such as low-standards of universities, less GDP allocation for higher education, enrollment ratio in higher education, less

budgetary allocation for research, accreditation of universities by NAAC, faculty vacancies in universities, joint appointment of faculty, etc.

3. The representatives of the Ministry were asked to send written replies to the points raised by the Members to which replies were not given by them during the hearing.
4. A verbatim record of the proceedings was kept.

The Committee then adjourned.

APPENDIX IV

MINUTES OF SITTING OF THE ESTIMATES COMMITTEE
(2007-08)

TWELFTH SITTING

The Committee sat on Friday, the 25th January, 2008 from 1030 hours to 1145 hours.

PRESENT

1. Shri Anwar Hussain - Chairman

MEMBERS

2. Shri Lal Muni Choubey
3. Shri Bikram Keshari Deo
4. Shri Anant Gudhe
5. Shri P. Karunakaran
6. Shri Vijoy Krishna
7. Shri B. Vinod Kumar
8. Shri Samik Lahiri
9. Shri Hemlal Murmu
10. Shri Arjuncharan Sethi
11. Dr. Ramlakhan Singh
12. Shri Madhu Goud Yaskhi

SECRETARIAT

1. Shri A. Mukhopadhyay - Joint Secretary
2. Shri C.V. Gadgil - Director
3. Smt. Manju Chaudhary - Deputy Secretary II

WITNESSES

DEPARTMENT OF HIGHER EDUCATION

1. Shri R.P. Agrawal - Secretary
2. Shri Ravi Mathur - Joint Secretary
3. Shri R.D. Sahay - Director

4. Shri Anil Kapoor - Director
5. Shri R. Chakravarty - Deputy Secretary

UNIVERSITY GRANTS COMMISSION

1. Prof. Sukhadeo Thorat - Chairman
2. Prof. Moolchand Sharma - Vice-Chairman
3. Dr. R.K. Chauhan - Officiating Secretary
4. Dr. (Mrs.) Renu Batra - Joint Secretary
5. Ms. Pankaj Mittal - Joint Secretary

UNIVERSITY OF DELHI

1. Prof. Deepak Pental - Vice-Chancellor
2. Prof. S.K. Tandon - Pro-Vice Chancellor
3. Dr. A.K. Dubey - Registrar

JAWAHARLAL NEHRU UNIVERSITY

1. Prof. B.B. Bhattacharya - Vice-Chancellor
2. Prof. Rajendra Prasad - Rector
3. Prof. Ramadhikari Kumar - Rector
4. Shri Avais Ahmad - Registrar

2. As the Hon'ble Chairman could not attend the sitting, the Committee chose Shri Anwar Hussain to act as Chairman for the sitting under rule 258(3) of the Rules of Procedure and Conduct of Business in Lok Sabha.

3. At the outset Hon'ble Chairman welcomed the representatives of the Ministry of Human Resources Development, University Grants Commission, University of Delhi and Jawaharlal Nehru University. The Committee first heard the elaborate replies given by the Secretary, Higher Education on the points sent by the Committee for discussion. Then the representatives of the Ministry, UGC and the Vice-Chancellors answered the questions raised by the Members of the Committee. The discussion centered around the issues pertaining to higher education such as the reasons for dropping out of Ph.D students before completion of their research, raising the amount of scholarship for Ph.D. students, faculty vacancies in universities, joint appointment of faculty, establishment of 370 colleges in backward area districts, XIth Plan allocation for higher education. etc.

4. A verbatim record of the proceedings was kept.

The Committee then adjourned.

APPENDIX V

MINUTES OF SITTING OF THE ESTIMATES COMMITTEE (2007- 08)

THIRTEENTH SITTING

The Committee sat on Tuesday, the 11th March, 2008 from 1500 hours to 1530 hours.

PRESENT

1. Shri C. Kuppusami, MP - Chairman

MEMBERS

2. Shri Bikram Keshari Deo
3. Shri Sanat Kumar Mandal
4. Shri D. Narbula
5. Shri Prabodh Panda
6. Shri R. Prabhu
7. Shri Tufani Saroj
8. Shri Lakshman Singh
9. Kunwar Manvendra Singh
10. Shri Madhu Goud Yaskhi

SECRETARIAT

1. Shri A. Mukhopadhyay - Joint Secretary
2. Shri C.V. Gadgil - Director
3. Smt. Manju Chaudhary - Deputy Secretary-II

2. The Committee considered the draft Report on Ministry of Human Resource Development (Department of Higher Education) on the subject, 'University Grants Commission' and adopted the same with the following modifications:

Recommendation No. 6 (Page Number-119)

- (i) Line 6: delete – ‘either’
- (ii) Line 7: for ‘or’ substitute ‘and’

3. The Committee authorized the Chairman to finalise the Report in the light of the above modifications and also to make verbal and other consequential changes, if any, and present the same to the House.

The Committee then adjourned.