

UNIVERSITIES  
IN  
ANDHRA PRADESH

REPORT OF THE

COMMITTEE FOR EVALUATION OF ADMINISTRATION &  
PROGRAMMES OF THE UNIVERSITIES IN ANDHRA PRADESH

SUBMITTED TO

GOVERNMENT OF ANDHRA PRADESH  
HYDERABAD

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## MEMBERS OF THE COMMITTEE

<b>Prof Amrik Singh</b> 2/26, Sarva Priya Vihar New Delhi-110016	<b>Chairman</b>
<b>Prof M V Pylee</b> H M T colony Kalamassery - 683503 Cochin	<b>Member</b>
<b>Prof M S Agwani</b> Member National Commission for Minorities Government of India Lok Nayak Bhavan, Khan Market, New Delhi-110003	"
<b>Prof P V Indiresan</b> V-8, NIEPA Quarters New Delhi-110016	"
<b>Prof P N Srivastava</b> Nuclear Science Centre P O Box 10502, J N U campus New Delhi-110067	"
<b>Secretary to Government</b> Finance & Planning (Fin Wing) Government of A P, Hyderabad-500004	"
<b>Principal Secretary to Government</b> Department of Higher Education Government of A P, Hyderabad-500004	"
<b>Chairman</b> A P State Council of Higher Education PO Box 34, Saifabad Hyderabad-500004	"
<b>Prof J Satyanarayana</b> Department of Commerce Osmania University Hyderabad-500007	<b>Member Secretary</b> (28 April 1994 - 18 August 1994)
<b>Prof C H Raghu Ram</b> Department of Economics Osmania University Hyderabad - 500 007.	<b>Member Secretary</b>
<b>Prof P S N Reddy</b> Department of Chemistry Osmania University Hyderabad 500007.	<b>Joint Secretary</b>

## ACKNOWLEDGEMENTS

When a venture like this terminates at the end of one long year, one cannot but recall with gratitude, the help and cooperation extended by a large number of people in the course of our work. What follows is only a formal expression of our thanks and no more. The truth of the matter is that but for the active involvement of scores of people, it would have been impossible to complete this job.

Our thanks go to Sri K Vijayabhaskar Reddy who, at the suggestion of the late Prof G Ram Reddy, decided to appoint this Committee. Thanks are as much due to Sri N T Rama Rao, the present Chief Minister, and Sri G Muddukrishnama Naidu, the Minister for Higher Education, who soon after taking up office decided to endorse the initiative taken by the earlier government, and took steps to revalidate the appointment of the Committee. Prof K Ramakrishna Rao, Vice-Chairman of State Planning Board, also played a helpful role at various stages.

Sri P K Doraiswamy, who was the Chairman of the AP State Council of Higher Education when the Committee was appointed, took considerable pains to sort out details. After his retirement, his successors, Prof N Balakrishna Reddy and Prof G J V J Raju, continued that tradition. Prof C Subba Rao and Prof Ramamurthy Naidu, Vice-Chairman and Secretary of the State Council, respectively, have been equally helpful.

On behalf of the Government, Dr C S Rangachari, Mrs A Vanajakshi, and Sri Ambarish have extended valuable help and cooperation at various stages.

While the Vice-Chancellors of Andhra, Sri Venkateswara, Kakatiya, Nagarjuna, Telugu, BR Ambedkar Open, JNT Universities and Sri Padmavati Mahila Viwavidyalayam have been uniformly cordial and helpful, special thanks are due to the Vice-Chancellor of Osmania University for having provided space and other facilities to the Secretariat of the Committee. This is equally true of the Registrars, Principals and other officers of the 9 universities that we visited. But once again, we are particularly obliged to the Registrar, Osmania University, for the numerous courtesies extended.

During the course of our visits, we met a large number of teachers, Heads of Departments, other senior academics, representatives of non-teaching employees and students. Interaction with them was particularly useful, and we are deeply obliged to them.

The Directors of CCMB and the Vice-Chancellor of CIEFL, Hyderabad, were helpful in providing guest house and conference facilities.

Another set of people, but for whose cooperation we would not have made much progress, were the contact persons in the 9 universities. To the extent they could help it, we were able to get access to a good deal of information which was otherwise getting delayed in transmission. Similarly, almost a dozen people, whose names are given in one of the appendices prepared several studies at the request of the Committee. Much of the information used in the text of the report comes from what they provided in the first instance.

Last of all, our debt and gratitude to Prof C H Raghu Ram, Member Secretary, and Prof P S N Reddy, Joint Secretary, is much too intimate to be expressed in words. But for their close cooperation and frequent interaction, the job could have remained undone. We must also mention Prof J Satyanarayana who started as the Member Secretary of the Committee but had to withdraw within a couple of months owing to health problems. We, however, involved him in various consultations and he was a source of wise counsel and good help.

Unlike several other such bodies, this Committee functioned with a very small office. Amongst the persons that require to be mentioned are Dr. Rahul Sastry, Ms. Sara Varki, Ms. R Gouri, Mr. P V Somayajulu and the staff of the SRC-ICCSR, Osmania University. Last, but not the least, we are deeply obliged to Mrs Vasundara Bhalla who edited the report at short notice and with minute attention to details. It was a very valuable piece of help.

Amrik Singh  
Chairman

## LETTER OF TRANSMITTAL

Amrik Singh  
2/26, Sarva priya vihar  
New Delhi - 110 016.

Camp: Hyderabad  
July 21, 1995

Dear Mr Naidu,

1. On behalf of the Committee appointed by the State government on 28.4.94 whose tenure was reconfirmed and extended by your government on 8.3.95 up to 30.6.95, I have the privilege to herewith forward a copy of the report as approved by the Members on 20.7.1995 at its 9th meeting held in the Committee Room of the CCMB, Hyderabad. While doing so, I express our gratitude to you and your government for all the help and assistance received in the course of our work, the various universities, their Vice-Chancellors and numerous other persons but for whose cooperation it would not have been possible to complete the job on time. In particular, we wish to express our deep sense of appreciation for the manner in which the Chief Minister received the Committee on 31.1.95 and encouraged it in its work.
2. If the term had to be extended by one month after the second notification, this happened because of the delay in issuing the relevant order. Till such time as that order had been issued, the Committee had no option except to suspend its work. This meant a loss of almost two months. But for this fact, the report would have been submitted even before the last date of the extended term.
3. Looking at the terms of reference, we may say that two items have not been dealt with. One (review of projects sanctioned by the UGC) would have involved excessive paper work and this job in our opinion is better handled by the State Council. The same may be said about another item - uniform rates for valuation and setting of papers etc. Here, too, the appropriate body which should go into this question is the State Council. For the rest, it needs to be affirmed that all other terms of reference have been suitably dealt with.
4. We very much hope and trust that the analysis given and the recommendations made here would be considered by your government with all the seriousness that they deserve. To what extent these recommendations would be found acceptable or not (and then eventually implemented) are issues which both interest and concern us deeply. Even though the work of the Committee terminates when the report is made, we would appreciate being informed of the decisions taken from time to time. This is, however, entirely up to the government.
5. Apart from those of us who spent a good deal of time and effort in visiting the various universities, talking to hundreds of people, studying masses of documents and writing out the report, a large number of people around the country, we are inclined to believe, would be interested in the fate of these recommendations. What this report says has a specific focus on the State of Andhra Pradesh. At the same time, a large number of suggestions made here are of equal by application to other States. In order to facilitate the publication

of the report, we have got it printed in such a way that it can be brought out within a matter of days. Indeed, we look forward to its publication and circulation throughout the country within a month or two of its formal submission.

6. The problems of implementation are specifically referred to in the chapter entitled **Implementation and After**. There is little that need to be added to it except to reiterate our point of view that, unless the State government taking considerable initiative, others who have to be inevitably involved in the process of implementation would not swing into action. They would look up to the State government expectantly to make the first move though, it hardly needs to be restated, the bulk of the job would have to be done by agencies and individuals other than the government. The role of the State government, however, is crucial; for the initial impetus has to be given by it.
7. In conclusion, we venture to suggest that though, as required, the State Council would be submitting a report to the government every year, it would be advisable to conduct a mid-term review at the end of 5 years and a full-scale review, like this one, at the end of 10 years. The mid-term review need not be a prolonged affair. A committee of 3 persons, interacting with the State Council, should be able to scrutinise the data, talk to a few connected persons and submit a report in a week or two. In the case of the full-scale review, the job would have to be done in a detailed and an intensive manner. Meanwhile, it is presumed that the State Council would be submitting a report every 3 months with reference to certain issues specified in the text of the report.

With regards,

Yours Sincerely,

Amrik Singh  
Chairman

Shri G Muddukrishnama Naidu  
Hon'ble Minister for Higher Education  
Government of Andhra Pradesh  
Hyderabad



## **MAJOR RECOMMENDATIONS**

The recommendations given below deserve the immediate attention of the government, the universities and the academics. Accordingly, the recommendations have been divided into three parts.

Two things need to be underlined here. Unless the government takes the initiative, the other two parties are likely to remain passive. In order to activate them, it is incumbent upon the government to do its part of the job. Secondly, it is difficult to differentiate between the role of the universities and the academics. For the sake of convenience, however, the academics have been specifically asked to concentrate on only one issue.

### **I. Government:**

1. (7.4.1 to 7.4.3) The AP State Council of Higher Education functions like a fifth wheel in the coach today. This was not the model which was visualised when the Commissionerate was set up in 1986. When, in the wake of the Supreme Court judgement, the Council Act was amended in 1988, the UGC guidelines were disregarded and the State Council was reduced to the position of a satellite. This must change. The State Council should be made a counterpart of the UGC at the State level, as originally envisaged.
2. (7.4.4.iii) One function vested in the Commissionerate and deleted in the 1988 amendment was the right to accredit institutions. This right should again be vested in the State Council which might coordinate its working with the norms and guidelines of the National Accreditation and Assessment Council.
3. (3.1.1 & 3.1.2) Admission to postgraduate courses depends upon the entrance test organised by each university. Instead, the test should be conducted by the State Council on a State-wide basis so as to avoid any clash of dates.
4. (3.10.1 to 3.10.4 & 3.12.2) The State government should scrupulously adhere to the provisions of the various GOs governing the payments of scholarships to ensure that there is no violation of rules. Further, as in Maharashtra, there should be no necessary linkage between the value of the scholarship and stay in a university hostel. This provision has led to serious overcrowding and mounting arrears.
5. (3.15.1 & 3.15.2) Student services are seriously neglected. Organised student activities like NCC, NSS and sports need much greater attention than is being given and also some additional outlay.
6. (3.20.1.viii) Instead of a university-managed system, the possibility of student-managed or privately-managed hostels should be explored.

7. (3.21.4, 3.21.5 & 3.22.3) Election to Students' Unions may be permitted provided no one above the age of 25 is allowed to contest. Anyone who has been punished should be debarred from holding office. It is for each individual student to enrol himself as a member of the Union; the existing system of automatic membership needs to be discontinued.
8. (3.22.3) A Students' Union would not have the right to bring up grievances of individual students. Instead, a grievance redressal machinery be must established forthwith.
9. (4.3.5) Rules of moderation have been misused so extensively that it calls for a probe by a High Court judge (with the assistance of two academics) to investigate the working of this system during the last 5 years. This committee should also examine how and when these rules were introduced and what their impact has been.
10. (4.3.7) The Committee is not in favour of moderation at the PG level because the script at this level is valued twice over whereas there is some justification for it at the undergraduate level. As in Tamil Nadu, both examiners should be from outside the State so as to obviate the possibility of internal examiners being pressurised.
11. (4.10.1) The overall score at the Master's level in science courses should be based on awards made separately for theory and practicals. These should not be combined so as to give a misleading picture.
12. (4.19.1 to 4.19.4) Rules of Ph D evaluation need to be revised so as to a) make them uniform in AP universities b) bring them in line with UGC requirements. This would also ensure uniformity of academic standards.
13. (4.20.1 & 4.20.3) This Committee was seriously handicapped by the lack of data on various administrative and academic matters and the reluctance of universities to provide it. So as to ensure a proper system of data collection, every university should be required to establish a Research Cell in consultation with the State Council.
14. (5.4.1 & 5.4.2) Teaching work within the university needs to be organised in the form of a system wherein responsibilities are fixed, everyone's responsibility is specific and all concerned eventually conform to the rules laid down. At the end of the academic year on 30th April, the Vice-Chancellor should submit a consolidated report (both statistical and analytical) to the State Council and the Council in turn prepare a report in respect of all universities and should submit the same to the Department of Education by the 30th of June before it is made public.
15. (5.9.10 & 5.9.14) The Merit Promotion Scheme has not been implemented in the spirit in which it was envisaged. The State government would do well to take a holistic view of the problem and examine whether these promotions are a) in order and b) have raised the stature of AP universities.
16. (5.11.2, 5.11.3 & 5.11.4) No academic appointment should be based only on an interview. Every candidate should be invited to talk for 10 minutes on any topic of

his choice and this should be tape-recorded. Similarly, in the second round, when interviews are actually conducted, the proceedings should also be tape-recorded.

17. (5.14.1, 5.14.2 & 5.14.3) As in German universities, no one should be made a Professor in the university where he is working. It is only when someone is selected as a Professor elsewhere that the Vice-Chancellor may (or may not) project his case for favourable consideration in his own university. Even when it is projected, the person concerned would have to go through the process of selection by a Selection Committee as per the normal practice.
18. (5.11.9) Confirmation in service must be based on confidential reports, whose parameters are worked out in advance, as well as the self-appraisal form submitted by the teacher himself.
19. (5.13.3 to 5.13.6) Inbreeding is a serious academic problem and is hurting the AP universities. New talent has to be inducted regularly and systematically. A series of inter-linked proposals to that effect have been worked out.
20. (5.15.9) In addition to NET, a Diploma in Higher Education should also be made a compulsory requirement at the time of the selection of a teacher. The Open University should enter into an arrangement with IGNOU and introduce this Diploma at 20-30 centres in the State.
21. (5.17.3, 5.17.8 & 5.17.3) PG Centres are poorly equipped and lack good teachers. Nor do those towns (where they are located) benefit from their location in that town. Therefore, steps require to be taken to either strengthen them or, wherever possible, to create additional seats at the university headquarters and wind up these centres.
22. (6.1.6) We favour a non-renewable term of 5 years for a Vice-Chancellor as in Maharashtra. The mode of appointment should be changed by vesting this power either in the State government or in the Chancellor. The existing system of having a committee of 3 persons to advise the government is not working satisfactorily.
23. (6.7.1) A code of conduct is as important in the case of a Vice-Chancellor as in the case of other categories of a university's population.
24. (6.11.3) Off and on, university campuses are held to ransom by groups of rowdy students. This problem can be tackled by having a mobile corps of well-trained but unarmed police personnel equipped with motor cycles and jeeps and an appropriate communication system under the command of a senior police officer.
25. (6.11.5) Magisterial powers may be vested in a senior university official so that he can guide and control the Rapid Action Force referred to.
26. (6.14.4) In order to cut down expenses on litigation, the State Council must keep an eye on the number of cases pending in each university as well as the expenditure being incurred on them.

27. (6.4.1) University administrations are generally over-centralised, and teachers are not involved in the management of things as they ought to be. A detailed system of the devolution of powers has been proposed.
28. (7.12.4) The system of nominations to university bodies should be changed in such a way as to enable serving academics to be on these bodies in an ex-officio capacity. The few nominations that would have to be made may be shared between the State government and the Vice-Chancellor.
29. (7.13.2, 7.13.3 & 7.13.6) The right to affiliate should continue to vest in the universities, only it should be exercised more rigorously and according to the rules laid down. The State Council should have a decisive role to play in this regard.
30. (7.17.1) Most universities do not have an adequate system of sharing information with students and others. This deficiency needs to be made good at once.
31. (8.1.3) Dr B R Ambedkar Open University needs to adhere closely to the objectives laid down for it in the Act. Currently, it functions like any conventional university with the difference that it does more or less the same things which those universities can do more cheaply because of the infrastructure which they possess.
32. (8.13.1) Should the enrollment operations of the other universities in the State tend to undercut the policies of the AP Open University, those may be permitted to operate in the State.
33. (8.17.6) Financial aid should be extended to students in the Open University on the same basis as to students in other universities.
34. (8.4.1.iv) Once the Open University assumes full responsibility for students in the non-formal sector and increases the vocational content, the conventional universities may not be interested in continuing with this part of their own activity. At present, they earn considerable revenue from it. In the changed situation, the State government would, therefore, have to compensate these universities for the revenue foregone.
35. (9.8.2) Each university library should be given one crore as an additional grant for the next 5 years.
36. (10.12.1) In view of the heavy backlog of daily wages, there should be a total ban on the engagement of any new non-teaching staff members for a period of ten years.
37. (10.15.1 to 10.15.4) Bank reconciliation and audit objections should be taken care of every year and not be allowed to accumulate for decades.
38. (10.11.3 & 10.20.8) A clear-cut decision in regard to the introduction of the unit cost formula must be taken within 3-6 months so that appropriate adjustments can be made. There is a feeling that many universities are over-staffed. Whether this is correct or not needs to be ascertained with the help of the State Council and an appropriate workload audit for all cadres carried out.

39. (10.16.2) There must be a special audit before a Vice-Chancellor completes his term so that audit objections, if any, are answered by the person who sanctioned the expenditure.
40. (12.1.2) It is desirable that the text of this Report is published by the government soon so that the findings become available to academics and members of the public both, in the State and elsewhere.
41. There should be a mid-term review of the performance of the universities every five years, and a full-fledged review every ten years.

## **II. Universities:**

42. (3.1.1, 3.2.1, 4.3.2 and 4.4.6) Admission to PG courses is rigorous. Both instruction and evaluation, however, are far from rigorous. According to the evidence available, inflation of marks to the extent of 20 per cent or so at the time of evaluation takes place. Therefore, we recommend a) systematised scheduling of instruction in the classroom b) strict compliance with the attendance requirements and c) the introduction of the percentile system which indicates both individual scores and the relative ranking of students.
43. (3.10.2) Admission into hostels has to be regulated according to the accommodation available as per UGC norms.
44. (3.21.1.ii) A five year plan for adding to hostel accommodation needs to be drawn up. It may be noted that some of the existing space at the disposal of the older universities is being used in a wasteful manner.
45. (4.6.1) With the intervention of the State Council, a uniform system of punishment of examination offenses requires to be evolved.
46. (4.11.1) A plan of action in regard to the use of computers in examination work requires to be drawn up.
47. (4.12.3 to 4.12.7) There should be no postponement of examinations except when there are natural calamities and so on. A additional dates might be provided by the Executive Council and no one else.
48. (4.21.10) In case of any leakage of question papers or any such unforeseen development, the enquiry should never be delayed. This gives rise to misunderstandings.
49. (5.5.1, 5.5.3 & 5.5.4) Student assessment of teachers should be introduced on a systematic basis. The pattern must be different from the American pattern where both increments and promotions depend upon such a report. In our situation, this will not work. The report must remain with the teacher and no one else should have any access to it. Whether he wishes to share it with anyone or not, is for him to decide.

50. (5.6.1 & 5.6.2) At the end of each academic year, every college must organise an exit poll. Every student must be asked to indicate his opinion of each one of the teachers who taught him. The information so received must be passed on to teachers and a copy kept in the office.
51. (6.1.3) The use of emergency powers by the Vice-Chancellor, while imperative in certain situations, has to be regulated in the manner suggested.
52. (8.4.1.iv, 8.7.1, 8.8.2.vii, 8.9.1) The Open University needs to focus on a) more vocationalised courses b) attracting a higher proportion of students into science courses c) a larger number of diploma and certificate courses d) better and more professional management of study centres e) more equitable distribution of study centres all over the State f) compulsory return of response-sheets so as to improve the quality of instruction and g) diversify its courses in such a way as to be able to contribute to the burgeoning needs of trade and industry.
53. (8.11.1 & 8.11.2) Unless the open learning system gets stabilised at the undergraduate level, it would not be advisable to venture into the area of PG courses.
54. (9.8.1, 9.8.2) Enrollment at the Ph D level requires to be rationalised in relation to the resources available, library and laboratory facilities and the availability of competent and qualified guides.
55. (9.5.1) Enrollment in M Phil courses is helpful but not imperative. Here also facilities matter a great deal.
56. (9.6.2) The most important input is quality which is in short supply. The AP universities need many more talented scholars and scientists who can formulate good proposals, attract funding from outside and train a large number of PhD students.
57. (9.7.2 & 9.7.3) Using the IIT model, the cost of research should be determined separately from the cost of instruction.
58. (9.8.7) Computerisation of libraries should be accorded high priority.
59. (9.8.3) The working of the UGC-sponsored scheme entrusted to Bangalore /Bombay/Baroda for supply of information about articles published in foreign journals requires to be reviewed by University Librarians under the auspices of the State Council.
60. (9.15.2 & 9.15.3) A scheme of awards for outstanding researchers should be instituted with the help of the State Council.
61. (9.15.4) Funding for research proposals from outside the State is at a nascent stage of development. This requires planned and systematic encouragement.

62. (9.12.1) Every scientist who gets a project from outside should be immediately vested with the powers of a Head of the Department as far as that particular scheme is concerned.
63. (9.17.1 & 9.17.2) Universities should develop Research Centres with the help of funding from outside.
64. (9.18.1) A Research Board in each university should be set up in addition to an Inter University Research Board.
65. (9.20.2 & 9.20.3) All funds obtained by universities for research purposes should be put into a separate Research Promotion Fund. Any help received from any other source should also be put there.
66. (10.2.3) The financial situation of universities can be improved by a) meaningful increase in fees b) generating resources from within c) a more scientific mechanism for the determination and release of grants d) a systematic attempt to cut down on wastage.
67. (10.9.1 10.9.2) Any additional resources raised by universities should not be deducted from its grant. On the contrary, universities should be encouraged to generate resources. From this point of view, the unit cost formula as recommended by the Punnaiah Committee is much more appropriate than the existing meet-the-deficit formula. It also has various other uses. It is even an effective managerial instrument of control and monitoring.
68. (10.10.1, 10.10.3 & 10.10.4) All major facilities such as building space, laboratories, libraries, playgrounds and costly instruments must be used intensively and a record of their use maintained.
69. (10.13.1) A grievance redressal machinery for the non-teaching staff is as important as it is for students and teachers.
70. (10.22.3.v) University funds need to be managed and invested more professionally than has been the practice so far.

### III. Academics:

71. (4.3.5) A representative committee of academics drawn up from all universities should be asked to propose an alternative system of examinations within a period of 6 months so that it can be enforced with effect from 1996. The minimum that this committee should do is to work out a plan of action in regard to the remodelling of question papers.

## ANDHRA PRADESH : A SOCIO-ECONOMIC OUTLINE

- 1.1 Introduction
- 1.2 Relative Backwardness
- 1.3 Poverty
- 1.4 Agriculture
- 1.5 Labour Force
- 1.6 Education in Andhra Pradesh
- 1.7 Long Term Trends in Education
- 1.8 Sectoral Allocations in AP's Educational Budget
- 1.9 Higher Education in AP
- 1.10 Degree Courses
- 1.11 University Education

### 1.1 INTRODUCTION

- 1.1.1 Andhra Pradesh was the first State to be formed on linguistic grounds. It was formed on November 1, 1956 by combining the Telugu speaking regions of the erstwhile State of Hyderabad and Madras Presidency. It has a population of 66.5 million, and a territory of 2.75 lakh sq. km. Over 70 per cent of its population is rural, inhabiting 26,613 villages. The urban population is 17.9 million distributed in 264 towns and cities. Nearly 45 per cent of its population belongs to the labour force. This includes 18.7 million men and 11.2 million women. It also has a large SC and ST population (16 per cent and 6.3 per cent, respectively).
- 1.1.2 The State produced a net domestic product of Rs. 30,168 crores in 1990-91, which amounted to about 7.2 per cent of the net national domestic product in that year. The services sector was responsible for 41.5 per cent of the net state domestic product while agriculture was a close second with 40.8 per cent. Industry and mining accounted for only 17.7 per cent of the State's product (1988-89).
- 1.1.3 There were 24.5 million literates in the State in 1991, of whom 15.5 million were male and 9 million were female. The overall literacy rate was 44.1, with male literacy being 55.1 per cent and female literacy 32.7 per cent. The State had about 62,800 educational institutions in 1992. Of these, 55,270 catered to Primary education, 7037 to Secondary and Higher Secondary Education, and over 500 to Collegiate Education. The student population of the State was estimated to be 1.18 crores in the same year (source: CMIE).



1.1.4 These figures along with the corresponding all India data are presented in Table 1.

Table 1 : Salient Statistics of AP and All India

		Andhra Pradesh	India	
(1)	Area (lakh sq. Km)	2.77		
(2)	Population (millions) (1991 census)	Total	66.5	846.3
		Rural	48.6	628.7
		Urban	17.9	217.6
	ST	10.6	138.2	
	SC	4.2	67.8	
(3)	Net Domestic Product at factor cost (1990-91) Rs. (crores)	30,168	420,776	
(4)	Share of sectors % 1988-89	Agriculture and Allied	40.7	34.4
		Industry & Mining	17.7	26.1
		Services	41.5	39.5
(5)	Literates (1991) (million)	Total	24.5	359.3
		Male	15.5	229.5
		Female	9.0	129.8
(6)	Educational Institutions (number) (1992-92)	Primary	56,531	726,462
		Sec. & H.S.	7,331	84,086
		Degree	489	6,323
	Total Student Enrollment (million)	11.8	180.1	

Source: CMIE 1994-95

1.1.5 Absolute figures can throw only a diffused light on the State's profile. The statistical profile of Andhra Pradesh comes under a sharper focus on comparison with the all India averages. Hence, in the following sections, we will attempt to put together a comparative profile of Andhra Pradesh in relation to all India averages.

1.1.6 Andhra Pradesh is a large and populous State. It ranks fifth in population, and is inhabited by 7.9 per cent of India's population. In relation to its population, it has a larger share in India's territory and the agricultural land area available is 9 per cent. Although the share of Andhra Pradesh in India's agricultural land and irrigation facilities exceeds its share in India's population, AP's contribution to the Indian economy falls short of its share in the population as Table 2 shows. This indicates that AP is economically a relatively backward State.

Table 2 : Share of Andhra Pradesh in Some Indian Economic Parameters (1988-89)

(1)	Population	7.9 %	(6)	Public Utility Generating cap.	6.2 %
(2)	NSDP at Factor cost	7.4 %	(7)	Services	6.7 %
(3)	Agriculture & Allied activity	7.5 %	(8)	Agricultural land	8.7 %
(4)	Mineral Production	5.4 %	(9)	Gross Irrigated area	8.7 %
(5)	Industrial Production	4.3 %			

Source: CMIE 1994-95

## 1.2 RELATIVE BACKWARDNESS

1.2.1 The relative backwardness of Andhra Pradesh is reflected in the value of certain critical parameters. For instance, we find that AP's share in India's poor, illiterate and homeless is larger than its share in India's population. On the other hand, its share in student enrollment, State government expenditure on education, and health facilities are far below its share in India's population. These facts are brought out in Table 3.

Table 3 : AP in relation to India's Select Poverty Indicators

(1)	Poor	(1987-88)	8.2 %
(2)	Houseless households	1981	10.7 %
(3)	Illiterates	1991	8.6 %
(4)	Student enrollment	1992	6.9 %
(5)	State Government expenditure on education	1992	6.7 %
(6)	PHCs	1992	5.0 %
(7)	No. of Beds in Hospitals	1991	6.7 %

Source: CMIE 1994-95

1.2.2 Not surprisingly, the per capita income of Andhra Pradesh is lower than the all India average. In 1991-92, it was estimated to be Rs. 5,570 p.a. compared to the all India average of Rs. 5,780.

## 1.3 POVERTY

1.3.1 Not only is AP poorer, poverty is somewhat more extensive in Andhra Pradesh when compared to the entire country. This is revealed by Table 4.

Table 4 : Poverty and Houselessness

		Andhra Pradesh	All India	
(1)	Percentage of people below Poverty Line (1987-88)	Rural	33.8	33.4
		Urban	26.1	20.1
		Total	31.7	29.9
(2)	Houseless households (1981) Per Thousand	Rural	5.2	4.6
		Urban	10.3	7.2
		Total	6.3	5.3

Source: CMIE 1994-95

1.3.2 Table 4 shows that impoverishment is somewhat more extensive in AP. It also shows that the difference in the incidence of poverty is more substantial in urban areas. Thus urban poverty in AP is more extensive than in the rest of the country.

1.3.3 The higher urban poverty in AP goes along with a higher rate of urbanisation. Whereas the urbanisation rate of AP equalled the all India average in 1981, by 1991 it had outstripped the all India average of 25.7 per cent to stand at 26.9 per cent. Moreover the density of urban population in AP is also 7.6 per cent higher than the rest of the country (see Table 5). The higher urbanisation of AP, combined with the lag in its industrial and tertiary sectors may explain the larger incidence of urban poverty in Andhra Pradesh.

Table 5: Urbanisation Rates and Density

		Andhra Pradesh	All India
Urbanisation Rate (%)	1981	23.3	23.3
	1991	26.9	25.7
Urban Density (persons/sq. km.)	1981	3,086	3,009
	1991	4,421	4,106

Source: CMIE 1994-95

1.3.4 AP shares a common characteristic with the country in terms of unreliability of data on unemployment, specially in the organised sector, which is of importance to the products of higher education. The only source of information (however unreliable it might be) is the data from Employment Exchanges. In AP, there were 174,000 new registrations in the Employment Exchanges in 1960-61, out of which 19,000 were given placements. The backlog in the Live Register in that year was 106,000. By 1994, the figures were much more depressing. The number registered that year was 399,000, while a mere 22,000 were placed. Altogether, the backlog went up to 3,303,000. All this suggests a mismatch between the plan objective of creating additional employment opportunities and the actual strategy.

## 1.4 AGRICULTURE

1.4.1 Agriculture plays a larger role in Andhra Pradesh than in the country as a whole. Agriculture and allied activities contribute more to the State's NDP and employ a larger part of its work force than in the rest of the country. This is shown by Table 6.

Table 6 : Agriculture & Allied Activities

			Andhra Pradesh	All India
(1)	Contribution to NDP (%)	1988-89	40.7	34.4
(2)	% of main workers employed		70.0	66.9
(3)	Per capita income from agriculture	1970-73	Rs. 424	Rs. 384
(4)	Per capita income from agriculture	1987-90	Rs. 1240	Rs. 1522
(5)	Per Cent of labour in agricultural work force	1991	59.6	40.3

Source: CMIE 1994-95

1.4.2 However, in spite of the importance of agriculture, the per capita income from agriculture in AP seems to have fallen considerably below the all India average over the last two decades. This is shown by rows (3) and (4). Low agricultural productivity appears to be combined with high rate of landlessness. Landlessness and low agricultural productivity may have possibly combined with other factors to push up the rate of urbanisation in Andhra Pradesh.

## 1.5 LABOUR FORCE

1.5.1 On the positive side, Andhra Pradesh possesses a large work force. Moreover, as Table 7 shows, a much larger proportion of the State's population works when compared to the rest of the country (col.1).

Table 7 : Working Population

		Andhra Pradesh	All India	Difference
(1)	Total WP as % of Total Population	45.1	37.5	7.6
(2)	Total Population (15-59 years)	54.8	52.4	2.4
(3)	Male WP as % of Male Population	55.6	51.2	4.4
(4)	Per Cent of Population (15-59 years) Male	55.0	52.6	2.4
(5)	Female WP as % of F Population	34.4	22.2	12.2
(6)	% of population between 15-59 Years - Female	54.6	52.2	2.4

Source: *ibid.*

This better "work culture" is not simply a result of demographic factors. As we see, the population in the working age (15-59 years) is only marginally greater (2.4 per cent) in AP when compared to the all India average, whereas the share of the working population is much higher in AP (7.6 per cent). This higher proportion of workers in Andhra Pradesh is mainly because of the very high rate of female participation in the work force in Andhra Pradesh. This seems to be due to historical, cultural and economic factors.

- 1.5.2 Even though a fairly large part of the State's income (NDP) is spent by the State government, poverty is relatively higher in AP. For instance, in 1992-93, the State government expenditure amounted to about 22 per cent of the State's net domestic product. Although high, this level of State intervention is comparable to the all India average.

## 1.6 EDUCATION IN ANDHRA PRADESH

- 1.6.1 Andhra Pradesh is relatively backward in education. It lags substantially behind the country in literacy rates as Table 8 shows. This is true for all the categories - male, female, rural and urban. The low rates of literacy are indicative of the state of primary education in AP.

Table 8 : Literacy rates

		Andhra Pradesh	All India
(1)	Total	44.1	52.1
(2)	Male	55.1	64.1
(3)	Female	32.1	39.3
(4)	Rural	35.7	44.5
(5)	Urban	66.4	73.0

Source: CMIE 1994-95

- 1.6.2 Table 9 compares the state of primary education in AP with the Indian average. It is evident from (1) that the proportion of primary schools in AP is almost equal to its share in the Indian population. The remaining columns tell the rest of the story. The average number of teachers and students enrolled per school is significantly less than the rest of the country. Moreover, the student teacher ratio is higher than the rest of the country as are the drop out rates. This state of primary education is quite alarming in view of the high rate of illiteracy in the State.

Table 9 : Primary Education

		Andhra Pradesh	All India
(1)	Schools as % of all India	7.8	100.0
(2)	Teachers per school	2.7	3.8
(3)	Student enrollment per school	179	198
(4)	Student / Teacher ratio	64.7	52.1
(5)	Teachers as % of All India	5.7	100.0
(6)	Students as % of All India	7.0	100.0
Drop out rate (Class I - VIII) (1989-90)		Total	64.1
		Boys	68.8
		Girls	61.0

Source: CMIE 1994-95

1.6.3 The picture improves slightly when we look at secondary and higher secondary education. This is shown in Table 10. We find that AP's share in institutions catering to secondary and higher secondary education is much higher than its share in the population (col.1). However, once again, we find a much lower rate of student enrollment per institution (col.3) than the rest of the country.

Table 10 : Secondary and Higher Secondary Education (1992-93)\*

		Andhra Pradesh	All India
(1)	Schools as % of All India	8.7	100.0
(2)	Teachers per school	12.1	16.0
(3)	Students per school	195	270
(4)	Student / Teacher ratio	16.1	16.8
(5)	Teachers as % of All India	6.6	100.0
(6)	Students as % of All India	6.3	100.0

# includes Jr.colleges

Source : CMIE 1994-95

Although the number of teachers per school is also lower than the all India average (col.2), the difference is not all that much, so that the student/teacher ratio in AP compares favourably with the all India average (col.4).

1.6.4 Lower enrollment also characterises collegiate education in AP. The average student enrollment per college (Degree, Oriental and Professional) in AP was 543 in 1992-93, as against 694 for the entire country (source: CMIE). However, the number of higher educational institutions in AP appears to be proportionate to its population size. Thus, AP's share in higher education institutions in India is about 7.8 per cent.

## 1.7 LONG TERM TRENDS IN EDUCATION

1.7.1 Some of the long term trends in education in Andhra Pradesh are shown in Table 11. These trends indicate a much faster growth of secondary and degree education when compared to primary education over the last three decades. In part, this may be due to the lower base of expansion of secondary and higher education. However, the slow growth of primary education combined with the analysis of the preceding paragraphs indicates that the lag in primary education in AP has long term roots.

Table 11: Average Annual Growth Rates of Education in Andhra Pradesh

			(1960-1992) in percentage	
			Institutions	Enrollment
(1)	Primary			2.3
		Lower	1.2	
		Upper	6.0	
(2)	Secondary & Jr . College		5.9	5.8
(3)	Degree Colleges		6.8	6.9
	Overall		2.1	3.4

calculated on an end to end basis

Source: AP Year Book, 1994, DNF

## 1.8 SECTORAL ALLOCATIONS IN AP'S EDUCATIONAL BUDGET

1.8.1 It is relevant to examine the budgetary provisions of the State government in this light. The State government spends about 15 per cent of its annual budget on general education. This includes both plan and non-plan expenditure. Table 12 gives the expenditure of AP and all State governments on education and their student enrollments. It is evident from Table 12 that the per student expenditure of the AP State government is comparable to the all States average. This came to about Rs. 1181 per annum in 1992-93.

Table 12 : State Government Expenditure on Education (1992-93)

			Andhra Pradesh	All States *
(1)	Total Expenditure	( Rs. crores )	1398	20000
(2)	No. Of students	( Rs. lakhs )	118.35	1687.35
(3)	Per student expenditure	( Rs. )	1181	1185

# figures exclude Union Territories

Source: CMIE, 1994-95

1.8.2 AP's budgetary outlays give greater emphasis to primary education than to other sectors, as is to be expected. However, if we look at the per student expenditure in the different sectors, a different picture emerges. This is shown in Table 13.

Table 13 : Sector-wise outlay on Education (1992-93)

		Elementary education	Secondary Education	Aided Govt. College	University <sup>o</sup>
(1)	Share of	44.0 %	28.0 %	17.0 %	6.0 %
(2)	No. of Students (lakhs)	101.35	12.24 <sup>+</sup>	4.53 <sup>*</sup>	0.34 <sup>**</sup>
(3)	Per student State Govt. Outlay	Rs. 582	Rs. 3057	Rs. 4675	Rs. 22,900
(4)	Ratio to per student expenditure in Elementary Education	1.0	5.3	8.0	39.3

@ excludes BRAOU

+ has been estimated by deducting 2.21 lakh Jr college enrollments (1990) from Secondary/Higher education enrollments given by CMIE (1992-93)

\* has been computed by adding to H E enrollment (CMIE) the Jr college enrollments (1990) and subtracting University enrollment of 34,000.

\*\* Student enrollment in 8 conventional universities receiving grants in aid from the State government was estimated to be 34,600 in 1994.

Source : CMIE 1994-95 and APSCHE :  
Profiles & Perspectives of H E in AP  
AP Budget Estimates (1994-95), Edn.Dept.

1.8.3 Table 13 shows that although the share of primary education in the education budget is large, the per student government outlay is quite low. We find that the per student government outlay increases with the level of education. At the university level the expenditure per student is about 40 times that of primary education level.

## 1.9 HIGHER EDUCATION IN AP

1.9.1 There were about 858 junior colleges in AP in 1989, having an enrollment of 2,21,400, with boys outnumbering girls in the ratio of 2:1. There are about 9,500 teachers in these colleges making for a student / teacher ratio of about 1:23.

1.9.2 The availability of intermediate seats in Andhra Pradesh appears to have been about 4 per 1,000 (1988-1989). This is shown by Table 14. The availability of seats was the lowest in Telangana (excluding Hyderabad) at 3.67, and the highest in Coastal Andhra (4.17). Table 14 gives the district wise availability of intermediate seats. From Table 14 it is evident that the imbalances are not uniformly spread between regions.



Table 14 : Availability of Intermediate Seats in AP

	Region/District	Population (000)	No. of Seats	No. of seats per thousand S A = 4.02
(1)	Coastal Andhra	21406	89254	4.17
(2)	Rayalaseema	7772	29480	3.79
(3)	Hyderabad	2261	28861	12.77
(4)	Telangana	17914	65651	3.67

Source: APSCHE, Profile & Perspective of H E in AP

It would appear that Telangana lags behind Rayalseema, which in turn, lags behind Coastal Andhra, in intermediate education.

### 1.10 DEGREE COURSES

1.10.1 There were 565 colleges offering degree courses in Andhra Pradesh in 1989-90. Of these, 365 offered Arts, Science and Commerce courses, and employed a total teaching staff of about 12,100. Student enrollment in all these colleges was reported to be 3.2 lakhs, with boys outnumbering girls in the ratio of 2:1. The student/teacher ratio was approximately 1:26.

1.10.2 Table 15 analyses the trends in Arts, Science and Commerce colleges in the last decade. It shows that institutional growth has outstripped the growth of the physical inputs in education. Thus we find that while the number of colleges grew at the annual rate of 4.6 per cent (row. 1), the teaching staff and student enrollment lagged behind at 1.7 per cent and 2.9 per cent respectively (rows. 7 and 4). This led to a decrease in the student/college and teacher/college ratios (rows. 9 and 10). In general, the 80's have witnessed a decline in the average size of the college.

Table 15: Trends in Undergraduate General Education in Andhra Pradesh#

		1980-81	1989-90	Annual growth rate (%)
(1)	Colleges	230	365	4.5
(2)	Government	84	165	7.0
(3)	Private	164	200	2.2
(4)	Students	241100	320000	2.9
(5)	Boys	173400	218000	2.3
(6)	Girls	66700	102000	4.3
(7)	Teachers	10200	12100	1.7
(8)	Student/Teacher ratio	23.6	26.4	-
(9)	Students per college	1048	888	-
(10)	Teachers per college	44	34	-

#figures relate to Arts, Science and Commerce Colleges only

Source: APSCHE Report on Higher Education

- 1.10.3 The high rate of growth of the number of degree colleges in the 80's was due to rapid expansion in the number of government colleges (7 per cent , row 2). In contrast, private degree colleges grew only by about 2 per cent (row 3). Clearly, the accent during the 80's was on State initiative as against "privatisation", which was to come later in the 90's.
- 1.10.4 One encouraging feature of the 80's was the rapid growth of the enrollment of girl students in degree colleges. The number of girl students grew nearly twice as fast as the number of boy students (rows. 5 and 6). However, the growth of student enrollment outstripped the growth of teaching staff (row 7), leading to a worsening of the student / teacher ratio (row 8).
- 1.10.5 The high rate of growth of degree education has accelerated in the 90's. This is indicated by Table 16 (row.1).

Table 16: Trends in Arts, Science, and Commerce Education in the Nineties

		1989-90	1990-94	Annual growth rate (%)
(1)	Colleges (number)	365	715	14.7
(2)	Government (number)	165	170	0.6
(3)	Total	530	885	21.8
(4)	Private Aided (number)	200	188	-
(5)	Private Unaided (number)	-	357	-

However, this acceleration in the 90's is almost entirely due to the explosive growth of private education (row 3). This seems to have been mainly due to a mushrooming of unaided institutions. In contrast, the expansion of government degree colleges has ground to a halt in the last five years (row 2). Thus, the 90's have witnessed a reversal of the State initiative noticed during the 80's.

- 1.10.6 The rapid growth of private and unaided educational institutions in the early 90's gives cause for concern. It is doubtful if the quality of education has managed to cope with the sheer pace of expansion. In this context, it would be useful to examine whether the criteria for affiliation and accreditation methods are being strictly adhered to.

## 1.11 UNIVERSITY EDUCATION

- 1.11.1 University education has expanded fairly rapidly in Andhra Pradesh. There are 16 universities in Andhra Pradesh, of which 2 are deemed universities, one is a Central university, 3 are technical universities (Health, Technology and Agriculture), 2 are language-based State universities (Telugu and Sanskrit). Of the remaining 8 universities, two universities - Padmavati and Dr. B.R. Ambedkar Open, are unitary universities; while the remaining six, viz., Osmania, Kakatiya, Nagarjuna, Andhra, Sri Venkateswara, and Sri Krishnadevaraya are affiliating universities. The six affiliating

universities are governed by a common Act. A profile of eight of these universities, as on 1990, is offered in Table 17.

Table 17: AP Universities: A Profile #

University	Andhra	Nag	SVU	SKD#	KU	Osm
Affiliated colleges (No)						
Degree	80	78	50	36	37	79
B. Ed.	10	9	3	7	3	15
Law	6	4	2	2	1	5
Engineering	3	5	2	1	1	5
Oriental	12	13	5	3	7	17
Physical Education	1	-	2	-	-	1
Total	112	109	64	49	49	122

# figures pertain to 1989-90, source: APSCHE op.cit

@ Based on Budget Estimates (1994-95) (Education Department)

University	Andhra	Nag	SVU	SKD#	KU	Osm	Padma	Tel	BRAOU
University Students (1994-95) (No.)	6361	1680	3026	1357	4060	16,600	800	265	33000
Teachers (1994-95) (No.)	928	165	515	187	323	1050	85	59	89
Non teaching staff	3275	704	1626	-	1137	4277	293	341	551
State govt grants in aid towards salaries (lakhs) @ (1994-95)	2255	382	1130	343	605	2885	196	253	158
Student/teacher ratio	6.9	10.2	5.9	6.9	12.6	15.8	9.4	4.5	371
Teacher/ Non-teacher ratio	1:3.5	1:4.3	1:3.2	1:NA	1:3.5	1:4.1	1:3.4	1:5.8	1:6.2
Govt. Grants per student (000 Rs.)	35.5	22.7	37.3	25.3	14.9	17.4	24.5	95.5	0.5

# figures pertain to 1989-90, source: APSCHE op.cit

@ Based on Budget Estimates (1994-95) (Education Department)

1.11.2 It is evident from Table 17 that universities vary considerably in size. This is true whether we consider the number of affiliated colleges, students enrolled or the teachers employed. By the staff and enrollment criteria, Osmania is the largest, followed by Andhra, whereas Sri Venkateswara is about half the size of Andhra University. Nagarjuna and Sri Krishnadevaraya are much smaller (about 1/5th the size of Andhra University). The smallest are the Padmavati and Telugu Universities.

1.11.3 The student / teacher ratios are generally concentrated around 10:1. The highest ratio in the conventional universities is 15:1 (in Osmania). On the other hand, Telugu, Sri Venkateswara, and Andhra Universities have less than 7 students per teacher. The BRAOU has a predictably high ratio of 371:1. The average student-teacher ratio in conventional universities is about 10:1.

1.11.4 The average State government grant per student in conventional universities is around Rs. 25,000 per annum. However, the government grant per student is very high in

the Telugu University, where it is more than Rs. 90,000 per annum. Similarly, Andhra and Sri Venkateswara Universities also seem to have received a much higher outlay per student when compared to the state average. On the other hand, Osmania and Kakatiya Universities seem to have received a much smaller grant per student of about Rs. 17,000. This difference is partly due to the high undergraduate enrollment in these two universities.

- 1.11.5 The state average ratio of teachers to non-teaching staff is 1:3.8. By this standard, it would seem that the Telugu and Open Universities have an adverse ratio of teachers to non-teachers, which is around 1:6. In contrast, Padmavati, Sri Venkateswara, Andhra and Kakatiya Universities compare favourably with the state average. In general, the proportion of non-teachers in AP universities would seem to be higher than suggested by all India norms.
- 1.11.6 In the succeeding chapters, we shall examine the current state of the universities in greater detail.

### PROFILES OF AP UNIVERSITIES

1. In terms of the mandate given to us, we were expected to visit each campus. Except for the Sri Krishnadevaraya University, we were able to visit each one of them and spend, generally speaking, two days at each university. In the course of our visit, we made it a point to meet each sector of the university's population, students, teachers as well as the non-teaching staff. This was, of course, in addition to a series of meetings with the Vice-Chancellor and his principal colleagues.
2. The University at Anantapur could not be visited for a somewhat odd reason. It was not visited in the first round of visits mainly because the Vice-Chancellor was due to retire and it was felt that the University should be visited when the person who is going to look after it during the next few years is in office. That was not to be. The University has been headless since the middle of December 1994 and a new person is yet to be appointed.
3. Even information in regard to that University was not made available. A number of attempts were made to secure the requisite information even though it was not possible to actually visit it. Even those attempts did not succeed.
4. These details have been provided to make the point that not all universities have been entirely cooperative in providing information. In a few cases, we made attempts on our own to procure information which could be obtained from published sources. For one thing, most of them do not have any cell in the office which would collect and classify this information. For another, there has been evidence of even some reluctance to supply the information asked for, especially with regard to financial matters. In a large number of cases, information received was both patchy and inadequate. Sometimes, it was even inconsistent. In one or two cases, it was supplied in such a way that, in the end, it became inconsistent.
5. The only inference that can be drawn from these details is that, based on the questionnaire issued by us as well as the experience that we gathered, the State Council should draw up a questionnaire which must be filled up and supplied to it every year, say, by 30th June. While drawing up this questionnaire (hopefully, this job would be done within the next 3 months), it may be advisable to also coordinate with the UGC and the National Assessment and Accreditation Council. Their requirements would not be particularly different. As a matter of routine, this information should be kept ready so that, whenever asked for, it can be supplied within a couple of days.
6. In the profiles which are given in the following pages, an attempt has been made to be as factual as possible. Data in regard to basic items is necessarily included. Since universities differ from one another in many respects, in a few cases even exclusive information characteristic of a particular university is also provided.

7. The profiles are presented in the chronological order. The oldest university in the State is Osmania. It is taken up first and then others follow according to their year of establishment.
8. Having given some basic description of each university, an attempt has also been made - though it is not a very detailed one - to refer to some of the critical issues that face each individual university. Problems which affect all of them are dealt with in the chapters that follow after the profiles have been presented.
9. And now the profiles.

## **2.1 OSMANIA UNIVERSITY**

### **2.1.1 Genesis**

Of all the universities in the State, Osmania is the oldest. It was established in 1918 at Hyderabad by the seventh Nizam of the erstwhile Hyderabad State. Once the state of AP was formed in 1956, Osmania University emerged as the biggest university in the State.

Osmania was the first university in India to adopt an Indian language, Urdu, as the medium of instruction. Until 1948, Urdu was the sole medium of instruction. This meant that books had to be written or translated into Urdu, not just in one or two subjects, but in the entire range of university disciplines.

This was a herculean task, but let it be said to the credit of the Nizam's government that it went about this job with a certain degree of thoroughness and determination. For this purpose, a Bureau of Translations was established in 1917 itself. It had financial support from the State. An army of writers and translators carried out the job with a certain measure of moderate success.

Till 1976, Osmania University served the needs of higher education in the nine Telengana districts viz Adilabad, Khammam, Warangal, Karimnagar, Nizamabad, Mahboobnagar, Medak, Nalgonda and Hyderabad (consisting of the twin cities of Hyderabad and Secunderabad) in the State. With the establishment of Kakatiya University in 1976 at Warangal, the jurisdiction of Osmania University is now restricted to five districts - Ranga Reddy, Nalgonda, Mahboobnagar, Medak and Nizamabad, and the twin cities of Hyderabad and Secunderabad.

### **2.1.2 Growth and Development**

Osmania University was started originally in a modest building in a section of the city. The present campus comprising an area of 1627 acres of land was demarcated in the 20's. Only a few buildings, including the famous Arts college, built in Indo-Saracenic architectural style, had come up by the early 40's. Since then, a number of buildings, notable for their functional qualities and aesthetic attributes, have come up. The Osmania campus now is one of the most beautiful campuses in India.

In 1918, the University offered only Intermediate courses (equivalent to the plus 2 level today) with an intake of 140 students in the first year of the course. There were only 2 faculties - Arts and Theology, with 16 Departments viz Mathematics, Physics, Chemistry, Economics, Logic, English, History, Ancient History, Indian History, Islamic History, Urdu, Persian, Arabic, Sanskrit, Marathi, Telugu and Kanarese, and a faculty of 2 Professors and 17 Assistant Professors. By 1923, BA and MA degree courses had been started in History, Mathematics, Arabic, Persian and Urdu. In the same year, courses in Muslim Theology and Law were started.

After the merger of the Hyderabad State with Indian Union in 1948, the character of the University underwent a phenomenal change, the most important being that the

medium of instruction, which was exclusively Urdu, was changed to English at the postgraduate, and English plus the other languages of the State at the undergraduate level.

With the passage of time, Osmania University has bloomed into a full grown institution of higher learning in terms of its size and range of academic activities. At present, there are 7 campus colleges (University Colleges of Arts and Social Sciences, Science, Engineering, Commerce and Business Management, Education, Technology and Law) and 15 Research and Extension Centres in the campus.

In addition, there are 6 constituent colleges (Nizam College, University College for Women, PG College of Science, PG College of Law, PG College in Secunderabad, PG College of Physical Education) and 8 off-campus PG Centres located at Bhiknoor, Mirzapur, Mahboobnagar, Nalgonda, Medak, Vikarabad, Siddipet and Gadwal. These PG Centres were started in the districts so as to provide access to higher education to rural students, and to reduce pressure on the main campus at Hyderabad.

Teaching and research at Osmania is, at present, organised into 9 faculties (Arts, Social Sciences, Science, Commerce, Education, Law, Engineering, Technology and Oriental Languages) and 52 departments. The University also started a Centre for Distance Education in the year 1977, and offers undergraduate and postgraduate courses under the non-formal scheme of education. All the above details indicate the remarkable physical expansion of the University since its inception in 1918.

### **2.1.3 Administration**

The administrative structure in the University is formally in accordance with the provisions of the Act which governs all mainstream universities in the State. The Governor is the Chancellor of the University and the Vice-Chancellor is its executive and academic head. The Vice-Chancellor is assisted by the Rector, the Registrar, the Controller of Examinations, the Finance Officer and several other officers dealing with various aspects of university administration and finance.

As far as academic administration is concerned, each faculty is headed by a Dean. Usually, the senior most Professor in that faculty is appointed as the Dean for a period of two years. All academic matters concerning the faculty are processed by the concerned Dean. The Deans are also ex-officio members of the Standing Committee of the Academic Senate, thus ensuring that the teaching faculty is involved in all decisions pertaining to academic matters.

At the college level, each college is headed by a Principal. Recently, Osmania University formulated a very innovative scheme of making all campus and constituent colleges autonomous, in terms of academic, administrative and financial matters. Under this scheme, each college is to be managed by a governing council. The Principal is to be appointed by a Search Committee, and given all the necessary freedom to introduce any innovative programmes which contribute to the academic and administrative excellence of the college. As and when Osmania implements this scheme



in its true spirit, it can serve as a model for the rest of the universities in the State and country.

Departmental Committees are constituted for each department to assist the Head in dealing with all the administrative, academic and financial matters concerning the department. While this arrangement was introduced to bring in democratic functioning, it robbed the departments of mature leadership.

One other notable convention in Osmania, which is distinctly different from other universities, is that for many of the important administrative positions such as the Registrar, the Dean (Development and UGC Affairs), the Director (Academic Audit Cell), the Controller of Examinations, the Additional Controller of Examinations, the Chief Warden and the Wardens, teachers are appointed. About 22 teachers are assisting the University administration either on a full-time or part-time basis, and the arrangement is working fairly efficiently.

### **Non-teaching Staff**

The strength of the non-teaching staff of the University is 3527, and the ratio of teaching and non-teaching staff works out to be 1:3.5. This is when the number of employees working on NMR/daily wage basis is not included. If they too (683 in number) were to be included, the ratio would become even more adverse. Without exaggeration, Osmania University has created for itself a gigantic human and administrative problem by recruiting, so far, 683 daily wage employees at the level of junior assistants (107), attenders (478) and NMR workers (94), without any formal test and in the absence of a well-formulated administrative policy.

The Committee was given to understand that nearly half these appointments were made during the period 1991-92, when the University was without a regularly appointed chief executive. Whether all these appointments were need-based, or were made, by those in authority at that time, for reasons that do not bear too close a scrutiny, is a matter of concern. Some of these daily wage employees have put in more than 10 years of service. The University can neither get rid of them, nor can they be absorbed in a permanent capacity without the approval of the State government.

A major consequence of these inexplicable appointments is that for the next 10 to 15 years, the University has denied itself proper recruitment at the lower level of administration. Though this problem exists, to some extent or the other, in all other universities in the State, Osmania is in deep trouble on this score because, amongst other things, this University has reached the very limits of its capacity for expansion.

### **Hostels**

At present there are 19 hostels attached to the campus and constituent colleges with a permitted strength of about 3000. But the actual number of boarders, it appears, exceeds 4700 in hostels on campus. Another 10 per cent or so, are said to be

unauthorised occupants. There is thus severe over-crowding in the hostels. Conditions of living are certainly inimical to academic pursuits to put it no more strongly.

A majority of the boarders enjoy social welfare scholarships of one kind or another. They tend to postpone payment of room rent and mess bills until they have received the scholarship amount from the Social Welfare Department. This sometimes gets delayed by ten or twelve months. Meanwhile, the University is forced into a situation of feeding the boarders first and waiting for reimbursement. This uncoordinated policy has led the University to advance nearly Rs.130 lakhs to hostels during the period 1989-94. Of this, Rs.88.55 lakhs are still to be recovered. Clearly, the procedures adopted for admission of students to hostels, billing, recovery of dues and verification of accounts are far from satisfactory and need an overhaul.

### **Teaching Staff**

The strength of the teaching staff in the University is 1050, the biggest in any university of AP. The teaching faculty consists of 389 Professors, 371 Readers and 290 Lecturers. It may be added here that out of 389 Professors, only about 90 were selected in open competition and the rest were promoted under the Merit Promotion Scheme. It was noticed by the Committee that the liberal way in which the scheme of merit promotions was implemented by Osmania University with retrospective effect and appointment orders, pre-dated in certain cases, has few parallels in other universities of the State or elsewhere in the country.

Recruitment to all teaching posts of Lecturers, Readers and Professors is through open advertisement. During the period 1948-1968, Osmania University invited eminent academics from all over the world to join its faculty. They helped to establish new departments which, in due course of time, came to enjoy national reputation for quality and innovativeness. It appears that this practice was discontinued after 1969. This has led to inbreeding, so much so that unless some one was educated at Osmania, the chances of his becoming a teacher in the University are not particularly bright.

The student teacher ratio varies from department to department in each faculty. On the whole, the faculty of Science enjoys a very favourable ratio, ranging from 1:1 (Astronomy) to 1:6 (Botany and Zoology). Only in Statistics, it is 1:15. In the faculty of Social Sciences, the average is 1:10. In Arts, subjects like Tamil (with 2 teachers) have no students at PG level. The optimum student/teacher ratio (1:15) is found in the department of Commerce. These figures pertain to campus colleges. In constituent colleges, the ratios are slightly higher, but still favourable. All this leads to the conclusion that either the intake of students is less or the faculty is disproportionately large, or both. The University must take steps to bring these ratios to a realistic level over a period of time.

During the past decade or so, the University issued 24 advertisements for recruiting teachers, and the posts of 512 Lecturers and 338 Readers were filled. During this period, 117 court cases relating to selections were instituted.

## **Library**

The Osmania University Library is the oldest amongst university libraries. The library has 4,46,356 books, 56,046 back volumes of serials, 3,423 government documents, 5,057 theses/dissertations, 6,428 manuscripts and 445 films and microfilms. The Library is one of the Depository Centres for United Nations documents. It has a good collection of Arabic and Urdu books which are not used very much these days.

In recent years, there has been a considerable decline in the purchase of foreign books. The serials subscribed to for the year 1984-85 was 920 and the same have gradually come down during the last ten years. By the year 1993-94, the figure had come down to 429.

The Library is at the initial stages of computerisation. It is one of the nodal centres under INFLIBNET project. During the year 1993-94, the Library had a non-plan grant of about 60 lakhs, which is 4 to 5 per cent of the total university expenditure. On the whole, the Library is under considerable pressure. In spite of that fact, its performance needs to be stepped up in terms of service as well as its impact on the academic life of the University.

### **2.1.5 Academic Profile**

The University offers a variety of courses at the undergraduate, postgraduate, M Phil and Ph D levels, and also a number of diplomas. There are about 1,00,000 students at the UG level and 10,000 students in PG and professional courses, enrolled in constituent and affiliated colleges. Osmania University was the first in the State to introduce an entrance test for admission to PG courses. It was introduced in 1974, and has now become a model for other universities of the State in the matter. The University also introduced the semester system in all its campus and constituent colleges with effect from the academic year 1994-95, but could not enforce the implementation of the scheme in its entirety in that year.

Osmania was again the first to have promoted restructured courses like Dairy Farming, Forestry, Electronics, Computer Science, Rural Banking, Rural Development, Rural Marketing, Applied Nutrition, Child Psychology, Micro-Biology and Genetics, in the constituent and some affiliated colleges. Recently, it started vocational courses in a few colleges at the undergraduate level with UGC funding.

#### **Affiliated Colleges**

Out of 283 colleges which are affiliated to Osmania, only 81 are located in the districts. The remaining 202 are located in the twin cities. This is not all that surprising because it, more or less, conforms to the all India pattern. College and university education is patronised largely in urban areas.

What is more notable, however, is the fact that it is in the period since 1991 that the number of colleges has multiplied at a fast rate. The tables given below explain the position clearly.

	Period when affiliation was granted	Number of colleges	
	Year	CITY	DISTRICTS
(1)	Upto 1970	37	19
(2)	1971 - 80	20	8
(3)	1981 - 90	32	17
(4)	1991 - 94	113	37
	Total	202	81

One thing that does not come through from the table given above is that there is gross disproportion in the distribution of colleges across the districts. The following table clarifies this point.

	District	Number of Colleges
(1)	Ranga Reddy	2
(2)	Mahboobnagar	19
(3)	Medak	9
(4)	Nalgonda	39
(5)	Nizamabad	12

This is one part of the story. The other more disquieting part is that in the period between 1991 and 1994, a large number of already existing colleges were sanctioned many additional courses without any specific reference to the availability of facilities. This is specially true of MCA courses which were sanctioned to 34 colleges. A similar situation prevails as regards the Law colleges; there are more than two dozen.

In the twin cities, the number of colleges under the charge of Osmania is 202. In the five districts which come under its jurisdiction, the number of colleges is 81. This being so, it is for consideration whether the jurisdiction of Osmania needs to be redefined.

One viable solution can be that the University sheds undergraduate teaching altogether and, secondly, redistributes PG teaching in a manner so as to keep some of the departments (or Schools) at the campus and locates a few others in the constituent colleges. In other words, the University would have more than one campus in the same city.

This is happening in Delhi. With the city of Hyderabad having a number of universities and the growing size of the city and its increasing population, some kind of reorganisation is called for. What has been stated above is only meant to stimulate a debate and no more.

### **Enrollment**

Both in terms of standing and enrollment, Osmania is not only a major university in the State, but in the entire country. Some figures given below provide the details.

### Enrollment in the University Colleges - 1994

(1)	UG in Constituent Colleges	7048
(2)	PG in Campus and Constituent Colleges, and District Centres	5350
	Total	12,398

### Enrollment in the University and Affiliated Colleges (UG and PG) - 1993

(1)	BA	22,103
(2)	BSc	34,202
(3)	BCom	30,105
(4)	MA	2,807
(5)	MSc	2,105
(6)	MCom	832
(7)	MBA MCA	3,394
	Total	95,548

A number of developments in the nature of trends stand out but at least one of them needs to be analysed.

The number of science students at the undergraduate level is fairly high; almost one third of the total enrollment. Indeed the figure in respect of science is higher than BA and BCom individually though if these two faculties are combined, those who are enrolled at the B.Sc. level would certainly be outnumbered. While we have not investigated the performance of colleges in any manner, the issue of how science education is being imparted needs special investigation. Such a large number of students in science courses suggests that either laboratory training is not all that good or it is so good that it has attracted a large number of students to science. In either case, this is a matter which requires to be investigated further.

#### Research & Ph D Degree

The number of Ph D students enrolled each year in Osmania University is much too high in relation to the research and infrastructural facilities that the University can provide. For example, the enrollment of students to Ph D course, faculty-wise, in 1993, was as follows:

(1)	Arts & Social Sciences	163
(2)	Science	439
(3)	Commerce	20

It means that about 6 per cent of the MA students that passed out in that year opted for joining Ph D course in the faculty of Arts and Social Sciences. The corresponding figures in Science and Commerce faculties are 20.81 and 2.4 per cent, respectively.

The disturbing part of the story is that more than 90 per cent of these students have no scholarships worth mentioning, and the entire burden of providing research facilities falls on departments which are themselves starved of funds. The Faculty of Science in particular is the worst sufferer in terms of declining facilities and resources. The Committee was informed that the University had formulated a plan to have an entrance test for Ph D admission, but had deferred it.

In terms of the number of students qualifying for the award of fellowships in the NET examination conducted by CSIR/UGC, Osmania University, not long ago, was among the first four universities in the country. The department of Chemistry alone could net more than 200 scholarships. But, in recent times, there has been a sharp decline in the number of students qualifying in the NET examination. This is a matter that calls for a probe by the University.

Rules followed by the University for evaluating the Ph D theses are uncommonly liberal and do not conform to the UGC guidelines on the subject. During the years 1984-92, 1581 students were awarded the degree of Ph D of this university.

Considering the size of its faculty, the record of the University in respect of research output, is not very good. However, the University has been receiving UGC assistance for various research programmes. These include Centres for Advanced Studies (CAS), Special Assistance Programme (SAP), Departmental Research Support Programmes (DRS) and COSIST. The details of assistance under these programmes are as follows:

**CAS:** Linguistics

**SAP:** Urdu, Economics, Political Science, Botany, Chemistry, Genetics and Geography.

The Regional Centre for Urban and Environmental Studies is the only research and training Centre to get the SAP programmes. The departments of Communication and Journalism, Sociology and Astronomy had completed the five year programmes and since then these programmes have not been renewed.

**DRS:** Telugu, History, Physics, Mathematics, Physics and Micro-biology.

The departments of Geology and Geophysics which were under this programme did not get an extension.

**COSIST:** Astronomy.

The departments of Biochemistry, Chemistry, Genetics and Physics have completed the five year programme and have not been given extension.

It may be noted that out of 52 departments, only 11 (six from the Faculty of Science, 3 from the Faculty of Social Sciences, 2 from the Faculty of Arts) have been able to get UGC support. For a University of the size of Osmania, the picture in terms of the number of departments in the above categories is not all that good.

The University should look into the reasons why these programmes have not been renewed in respect of a number of departments.

### PG Centres

Osmania University started a number of PG Centres in the districts. However, the academic and infrastructural facilities at these PG Centres are not adequate, with the result that a few of them went into disrepute.

Perhaps no dimension of the functioning of the University has remained neglected for such a long time as the performance and functioning of PG centres. They are both understaffed and neglected in every possible way. The second dimension is however more basic. Have these Centres done any real good to the town/region in which they are located? It is doubtful. Some enterprising politician might have got them established in those towns. Once established, they were left to their own devices.

One solution which is not under consideration may be referred to here. It is to increase the number of seats at the University headquarters and shift the students out. Therefore, if a few of these centres have to be wound up, as may be unavoidable, the subject should not be regarded as unmentionable. The biggest constraint is the availability of qualified people to teach at these PG Centres. This constraint cannot be overcome so easily as some people might like to believe.

### 2.1.6 Finances

The following details given year-wise speak for themselves.

#### Receipts

	ITEM	Years				(Rs. in lakhs)
		89/90	90/91	91/92	92/93	
(1)	Block Grant	2828.51	1937.18	2282.60	2777.39	
(2)	Tuition Fee	23.29	20.56	17.67	14.29	
(3)	Examination Fee	235.72	231.72	313.32	299.27	
(4)	Other Receipts	6.65	8.81	15.84	14.32	
(5)	Total Fee	265.66	260.82	346.83	327.88	
	Total Receipts	3131.90	2269.74	2665.79	3191.43	

As with all universities in AP, in Osmania also, Block Grant constitutes the bulk of its receipts. For the year 1992-93, Block Grant was about 87 per cent of the total receipts. In spite of initiating innovative courses and starting a number of self-financing courses, the receipts from fees is not substantial as can be seen from the following figures:

## Fee Receipts

(Percentage)

Years		1989/90	1990/91	1991/92	1992/93
(1)	Total Fee/Total Receipts	8.50	11.50	13.00	10.30
(2)	Tuition fee/Total Receipts	0.70	0.90	0.66	0.45
(3)	Tuition Fee/Total Fee	8.80	7.90	5.10	4.40

The figures above clearly point to the inadequacy of efforts by the University to raise financial resources through enhancing the tuition fee which at present is less than 10 per cent of the **total fee income**. Furthermore, fluctuating figures suggest lack of stability in regard to various matters which have a bearing on fee income.

As with other universities, salaries account for a bulk of the expenditure. The particulars of salaries are as follows:

Years		1989/90	1990/91	1991/92	1992/93
(1)	Salaries of teaching staff (Rs. lakhs)	596.85	722.17	809.41	930.00
(2)	Salaries of non-teaching staff (Rs.lakhs)	648.18	736.80	830.65	983.18
(3)	Total Salaries (Rs. lakhs)	1245.03	1458.97	1640.60	1913.18
(4)	Teacher/non-teacher Salary (per cent)	92.1	98.01	97.40	94.59
(5)	Total Salary/Block Grant (per cent)	44.01	75.31	71.85	68.9

There appears to be no professional management of finances in the University. The University has not appointed a Finance Officer in accordance with the provisions of the AP Universities Act, 1991. An officer of the rank of a Joint Registrar performs those duties.

The Committee learnt that an amount of 19 crores was spent as unforeseen expenditure in the past 10 years. The amount involved in the audit objections raised by the Auditor-General in the inspection reports for the years 1986-87 to 1991-92 aggregates to nearly 52 crores. The Committee could not obtain information with regard to the follow-up action taken for each of the objections raised. The University is now contemplating the computerisation of its accounting procedures, which must be done at the earliest, if the University has to evolve a scientific and quick method of reconciliation of accounts which, the Committee understands, has been pending for the past several years.

### 2.1.7 Some Critical Issues

- (i) If teaching could go on despite such a large proportion of vacancies in teaching posts without causing any breakdown or upset, does it not indicate that there is a certain amount of padding in these teaching departments?



- (ii) Out of 8 PG Centres, hardly one of them is properly staffed. The situation is in need of urgent correction. The University should decide not to open any more PG Centres till it has an adequate number of experienced teachers as per the accepted academic norms.
- (iii) Four of the 8 PG Centres (Gadwal, Medak, Siddipet and Vikarabad) are run on self-financing basis and offer courses like MCA and MBA for which there is a demand. High fees are charged for such courses. But in terms of teaching staff and other facilities, the situation is shockingly poor.
- (iv) Opening of PG Centres in districts should have been accompanied by a proper admission policy. At present, students are allotted to these Centres from the pool of those who qualify in the PG Entrance test for the relevant course. Most of those admitted are likely to hail from places other than the one where the PG Centre is located. Such a student is faced with two handicaps. One, hostel arrangements are either non-existent or nominal. If he has to earn his full scholarship, he must become a boarder. Since that is not possible, some kind of a fictitious arrangement is made and this leads to other negative consequences. Secondly, teaching arrangements at all these centres, as already described, are unsatisfactory.
- (v) Since most of those enrolled come from outside the place of location of the PG Centres, the impact and the spread-effects of these Centres are not significant. In effect, these Centres are merely located there. They do not really contribute to the human resource development of the place where they are located.
- (vi) What are called constituent colleges present a strangely puzzling spectacle. On the one hand, some of them are doing well. On the other hand, everything about them is unsettled and over-centralised. For instance, their budget is controlled and operated by the University and so are the postings of teachers. This handicaps the college in planning for innovations; teachers who can play a leading role in that process may, and sometimes do, get transferred.
- (vii) To circumvent the problems involved in managing a large university with its constituent colleges and PG Centres, the present administration in the University decided in favour of granting autonomy to departments and colleges. However, it is too early to say whether the Osmania experiment is an ideal arrangement or not. We would, therefore, propose that, before this year is out, a group of senior academics, middle level academics and those who are just beginning their career should be asked to debate this issue and come up with a viable solution which would be by and large acceptable to the academic community as a whole.
- (viii) The University found that the number of colleges affiliated to it has become rather large, and that not all of them have been working well. By way of stock-taking, the University has recently introduced a system of accreditation which is a step in the right direction. But would it not have been more advisable not to have allowed such a situation to arise? Appropriate vigilance at the preliminary stage would have taken care of the problem. In short, we welcome this attempt

to regulate things but wish it to be ensured that such situations do not arise in future.

- (ix) The University has an Academic Audit Cell headed by a senior academic. It can be legitimately asked why did this office not swing into action at the right time. If it did so, was it overruled or were its recommendations rejected? In plain words, what is the justification for such a body if, some time later, a new body has to be set up to cover the same ground that had been already covered?
- (x) There is another dimension to it also. At one time all PG teaching was concentrated at the campus. In course of time constituent colleges came to be established. Some of these colleges also admit undergraduate students. The whole thing has become a hotchpotch, to put it no more strongly. A certain amount of reorganisation is clearly called for. We would not venture to make any definite proposal because, in a matter like this, the teaching community must be consulted as well as involved.
- (xi) Something has been said about the teaching staff and no more needs to be said about it. In the case of the non-teaching staff, however, the situation is highly adverse. This is so for the reason that the number of daily wagers is around 750. This is not a small number. To adjust them into permanent positions would take time. Meanwhile there are all kinds of financial as well as non-financial problems.

For our part, we have no specific formula to recommend except that the University would have to live with the situation for a couple of decades at least. Meanwhile, as recommended in the body of this report, there should be a total ban on further recruitment. It is necessary to legislate in this regard so that the kind of situation which arose some time ago, when a transitory Vice-Chancellor appointed a large number of people at this level and there was no way to stop him from doing so, does not arise again.

## **2.2 ANDHRA UNIVERSITY**

### **2.2.1 Genesis**

Andhra University was founded in 1926, and was formally inaugurated at Bezwada (now known as Vijayawada) on the 30th August of the same year, by Lord Goschen, its first Chancellor. In September 1930, the University was moved to the Waltair Uplands in Visakhapatnam. After Independence in 1947, the University entered a phase of rapid development. During this period, three new Government colleges of Agriculture, Engineering and Medicine were affiliated to the University. The present campus is spread over an area of 200 hectares and comprises of over 100 buildings.

The University had a modest start with four departments, six teachers and less than 20 scholars. By 1992, however, it had assumed the dimensions of a large centre of higher education with 5400 students, 1135 research scholars and over 1100 teachers.

In July 1967, a Postgraduate Centre was started at Guntur which later became the Nagarjuna University. By an amendment of the Acts of the Andhra and Nagarjuna Universities, the colleges in the Krishna, Guntur and Prakasam districts were transferred to Nagarjuna University in 1985, making it an affiliated University.

### **2.2.2 Growth and Development**

By the year 1978, when the Golden Jubilee of the University was celebrated, several developments had taken place. These included the expansion of the scope of the School of Correspondence Courses and the establishment of the Department of Adult and Continuing Education; granting of affiliation to 21 colleges including 2 colleges for women; and the commencement of several new courses. Bachelor's courses were introduced in Fine Arts and Applied Arts and a Master's level course was introduced in Library and Information Science. Other new courses introduced were an ME course in Marine Engineering (the only one of its kind in the country); Post Graduate Diploma courses in Space Sciences, Environmental Sciences, Electronics and Strategic Studies.

Since the 1980s, the University has witnessed considerable expansion in professional education. Five Law Colleges, ten Colleges of Education and two Colleges of Engineering have been established. A College of Nursing was also started offering a Bachelor's Course in Nursing. Twenty seven degree colleges and two music colleges were started during this period and autonomous status was accorded to seven affiliated colleges.

The campus of the Andhra University was chosen by the Government of India as the location of the Agro-Economic Research Centre. The University started, soon after, three Post Graduate Extension Centres at Srikakulam, Kakinada and Nuzvid respectively.

The University acquired an IBM Computer at a cost of Rs. 12.00 lakhs and a computer course was started.

The University has a Press and Publications Section and an Employment Information and Guidance Bureau.

The University Library has a collection of over 3 lakh volumes and over 3000 rare manuscripts. It subscribes to nearly 2000 periodicals.

### 2.2.3 Administration

The administrative machinery of the University is headed by the Vice-Chancellor, who is assisted by the Rector, Principals of University Colleges, Special Officers (at PG Centres in the district headquarters), the Registrar, Coordinators, a Joint Registrar (Controller of Examinations), a Finance Officer, Additional Controllers of Examinations, several Deputy Registrars, a Public Relations Officer, a number of Assistant Registrars, and other cadre employees like Superintendents, Senior Assistants etc.

Some notable features of the administrative staff of the University are that (a) all the budgeted posts are filled up, and there is absolutely no vacancy shown in *any cadre*; (b) the ratio of non-teaching to teaching staff is about 2:1; and (c) even in the non-teaching cadre, certain categories of employees are particularly numerous. For example, there are 411 Attenders, (14.1 per cent) 214 Watchmen, ( 7.3 per cent) 207 Record Assistants (7.1 per cent) and 212 Junior Assistants (7.2 per cent).

The above pattern is clearly reflected in the disposition of non-teaching staff in the University College of Arts and Commerce. The data supplied by the University shows that there are 56 Attenders out of a total of 146 (including 7 on daily wages) working in that college. In addition, there are 48 Junior Assistants/Typists, and 29 others. Of these, the office of the Principal has the largest contingent with 40 non-teaching staff members. Among the departments, Commerce and Management Studies has the largest work force with **12 Typists** and **6 Attenders**.

This pattern is evident in the College of Science and Technology also. Out of a total non-teaching staff of 351 working in this College, there are 161 non-technical employees like Senior Assistants, Junior Assistants, Record Assistants, Attenders etc., accounting for nearly 45 per cent of the total non-teaching work force in that college. In the College of Engineering too, out of a total non-teaching staff of 272, the non-technical staff comprising of Superintendents, Senior Assistants, Junior Assistants, Record Assistants, and Attenders account for 108, which is nearly 40 per cent of the total.

In addition to the above, the University has appointed 30 Junior Assistants, and 46 Attenders on a daily wage basis. This is indeed surprising considering that the offices are already overstaffed with them. Together with the daily wage appointments, the total non-teaching staff of the University goes up to 3011, excluding 51 who are in the officer cadre.

The unduly large presence of the non-teaching staff is reflected in the salary component vis-a-vis salaries of teaching staff. The ratio of non-teaching to teaching

staff salaries has been around 1:2 over the past five years, and as a result, the salaries of the non-teaching staff account for more than 50 per cent of the Block Grant (58.8 per cent in 1993) to the University.

#### 2.2.4 Teaching Staff

Andhra University consists of four campus colleges, and two PG Centres located in Srikakulam and Kakinada. The University has a total teaching staff of 901 distributed among different Colleges in the following manner:

	College	Professors	Readers	Lecturers	Total
(1)	Arts and Commerce	98	105	108	311
(2)	Law	8	5	7	20
(3)	Science & Technology	118	93	64	275
(4)	Engineering	108	82	66	256
(5)	P G Centre, Srikakulam	5	11	13	29
(6)	P G Centre, Kakinada	2	2	2	6
	Total	339	298	260	897
	Percentage	37.6	33.1	29.3	100

Staff-wise, the three campus colleges account for nearly 94 per cent of the total teaching staff. Of these three, Arts and Commerce college has the largest contingent of all.

In any hierarchical organisation, it is expected that the apex will be narrower than the base. In the case of this University, the academic pyramid appears to be inverted. This may be mainly due to the liberal implementation of the UGC scheme of Merit Promotion.

#### 2.2.5 Academic Profile

As mentioned earlier, the University has 6 Colleges, of which two are off campus. These are:

1. A U College of Arts and Commerce
2. A U College of Law
3. A U College of Science and Technology
4. A U College of Engineering
5. A U P G Centre, Srikakulam
6. A U P G Centre, Kakinada

The following is a brief profile of each of these colleges:

### **College of Arts and Commerce**

There are 28 departments in this College, offering instruction leading to PG and Research degrees.

The various courses offered by these departments are:

- (a) MA course in History and Archaeology, Politics and Public Administration, Economics, Sociology, Social Work, Philosophy, Telugu, Sanskrit, English, Cooperation and Applied Economics, Anthropology, Hindi, Psychology and Para Psychology and Music.
- (b) MCom and MBA in the Department of Management Studies.
- (c) BLISc and MLISc in the Department of Library Science.
- (d) BPEd and MPEd in the Department of Physical Education.
- (e) BJMC and MJMC in the Department of Journalism.
- (f) BEd, MEd, and Special Education BEd in the Department of Education.
- (g) BFA in the Department of Fine Arts.
- (h) MPhil and PhD in the Departments of Anthropology, Commerce and Management Studies, Sociology, Social Work, History and Archaeology, Politics and Public Administration, Philosophy, English, Telugu, Sanskrit, Hindi, Library and Information Science, Economics, Psychology and Parapsychology, Adult and Continuing Education, and Education.
- (i) Ph D in the Departments of Journalism, and Music.

In addition to the above, the College offers 22 Diploma Courses. These are mostly confined to languages (both Indian and Foreign), Theatre, Yoga, Linguistics, Adult Education, and Taxation. These Diplomas are offered at two levels, Junior and Senior.

The University also allows for private appearance at the PG level, besides offering some PG courses through the School of Correspondence Courses.

If the size of a department is decided on the basis of the numerical strength of its staff, then, the Commerce and Management Department is the largest (40), followed by Politics and Public Administration (19), Economics (18), Anthropology, History and Archaeology, and Philosophy (15). These departments are also amongst those characterised by "top heavy" academic composition, with a significantly large contingent of Professors. Notable among such departments are Commerce and Management (14 out of a total teaching staff of 40), Cooperation and Applied Economics (10 out of

14), Economics (10 out of 18), History (8 out of 15), Philosophy (6 out of 15), Sanskrit (4 out of 9), and Sociology (4 out of 7).

When the teacher/student ratios were compared on the basis of teacher and student strength department-wise, it was found that the ratio varied between 1:3.2 and 1:8.6 except in Library Science, and Journalism where the ratio was 1:10 and 1:15 respectively. Thus, the A U College of Arts and Commerce is favourably placed as far as the teacher/student ratio is concerned. For the college, as a whole, the ratio works out to 1:6.2, which is very conducive for teaching and research.

Of the various departments in the College, Commerce and Management, Cooperation and Applied Economics, Economics, Hindi, Philosophy, and Social Work are the recipients of SAP, CSA, and DRS funds from the UGC. Teachers in most of these departments are active in research as evidenced by the large number of publications.

If the *number* of books and articles published is taken as an index, the Department of Commerce and Management leads the rest. It is not possible to comment on their *quality* in the absence of professional evaluation. **As is well known, most of the books published by faculty members in universities in recent times generally have been their successful Ph D theses. Therefore, ignoring books, and assuming that all the articles are published in standard journals,** the per capita publication of the staff members, department-wise, shows that the favourable teacher/student ratio is put to productive use.

The per capita figures for publications indicate that except for the Departments of Telugu, Philosophy, Sanskrit, Cooperation and Applied Economics, Commerce and Business Management, and Anthropology, the record is not encouraging. Among the major departments, the record of Economics, English, Psychology, Politics and Public Administration, and Social Work are particularly unsatisfactory. This state of affairs has to be evaluated in relation to the extremely favourable teacher/student ratio in these departments. The Departments of History, and Commerce have a better record than the major Departments mentioned above in regard to publications.

### **Andhra University College of Science and Technology**

There are 19 departments in this college. These include some disciplines which are not found in other major State universities. These are Environmental Sciences, Human Genetics, Marine Living Sources, Meteorology, Nuclear Physics, and Nuclear Chemistry. All these departments offer MSc, M Phil and Ph D courses.

### **Workload**

These 19 departments offer 34 full-time Postgraduate courses (MSc/MTech/MA) and 4 Postgraduate Diploma courses. As per the figures given, the teacher/student ratio varies from 1:3 to 1:8, with as many as 11 out of 19 departments falling within the range of 1:3 to 1:5.

So far, the students of this college have won 50 CSIR and 21 UGC fellowships for doing their Ph D. The largest number is from Zoology (14) followed by Geology (13) and Botany (13). No clear connection was observed between the departments with a favourable teacher/student ratio and the performance of their students in matters of fellowships.

So far, 522 Ph D theses have been submitted in the science faculty. Of these, only 7 were recommended for revision and only one was rejected. Presumably the other 521 were awarded the degree.

Almost all departments feel the lack of adequate accommodation. Most equipment is in working order, except in the departments of Physics, Chemistry and Nuclear Physics.

Six of the 19 departments are under SAP of UGC, another 5 are under COSIST and one department gets funds from DOD.

### **Off Campus Postgraduate Centres**

Andhra University maintains two off campus Postgraduate Centres at Kakinada and Srikakulam. The academic infrastructure in these centres is not as it should be.

#### **Kakinada Postgraduate Centre**

This Centre, which was started, in 1977 organises three MA courses in English, Politics, and Public Administration. In 1993, MBA was also started here. The total intake in all these courses put together is 123, which means that the total student strength is less than 250. As is the case with the University, the Centre is also overstaffed at the non-teaching level. One of the surprising features of this Centre is its relatively high rate of drop-outs for postgraduate courses. Thus from 1989-93, the annual drop-out rate has been around 15-20 per cent of the intake. The number of working days has been less than 180 for 1992-93. In spite of this, the academic calendar is not what it should be. Thus, the examinations for 1990 were held in January/February 1991, which implies that the Centre is, at least, one academic year behind schedule.

The Centre's Department of Politics and Public Administration is severely understaffed as can be seen by the fact that 6 teachers (1 Reader and 5 Lecturers) are engaged in handling 2 MA courses. The research output of the teachers is nil. In the case of MBA, no data was supplied. It appears that this course is being run with 1 Reader and 3 Lecturers.

#### **Etcherla Centre**

Here the Centre runs an MA course in Economics with 2 Professors, 3 Readers and 1 Lecturer. The drop-out rate over the last 3 years has been around 10-15 per cent out of an annual intake of 40. In addition to MA Economics, it also runs MCom and



MBA courses for which only 5 teachers are assigned. For BLISc course it has 2 Lecturers. For MSc Maths, it has 3 teachers. For Law (BL and ML), there are 7 teachers including 1 Professor and 2 Readers. For MA (Rural Development) there are 6 teachers. In short, this Centre also suffers from severe understaffing in some departments.

While the campus is overstaffed, the Postgraduate Centres have less qualified teachers and are seriously understaffed.

## 2.2.6 Finances

The major source of receipts for this University is the Block Grant, which accounted for 62.7 per cent of the total receipts in 1984 and 79.8 per cent in 1993. This relative increase in the Block Grant also meant that the share of UGC grants fell (from 9.45 per cent to 6.04 per cent) between 1984 and 1993.

During the period 1984-1993, the Block Grant grew at an average compound rate of 15.5 per cent. Actually between 1984 and 1987, the growth rate was 4.8 per cent, while for 1988-93, it went up to 15.2 per cent, presumably because of the introduction of the Revised Scale of Pay for teaching and non-teaching staff from 1.1.86. On the other hand, the total receipts rose only at 12.4 per cent, which meant that the University's finances barely kept pace with the rate of inflation.

On the other hand, expenditure out of the Block Grants during 1984-93 period grew by 15.6 per cent per annum, while the total expenditure itself grew by 13.2 per cent. It is not surprising, therefore, that the differences in the growth rates of receipts and expenditure had resulted in a marginal deficit of Rs.105.51 lakhs by 1993. Actually, deficits started appearing from 1988 itself. Considering that Andhra University has hardly any schemes/courses of a self-financing kind, it is faced with the prospect of a financial break-down unless the Block Grant is enhanced substantially or the University generates resources on its own. Actually, it is the sizeable UGC assistance which is delaying this contingency.

The University has a well-established School of Correspondence Courses, though it does not seem to be earning any surplus. Another problem which forces the University to look to sources other than the State government for funding is the large percentage of Block Grants going to salaries, with the percentage figures ranging from 86.7 per cent (1989) to 117.5 per cent (1990). In 1993, the percentage was 90.4 which meant that hardly anything was left for other activities.

Another notable feature, already referred to, is the high percentage of salaries to non-teaching staff. Thus the salary ratio for teachers to non-teachers was 1 : 1.22 in 1989, and rose to become 1 : 1.8 by 1993. By any standards, it is excessively on the high side. A comparison with a major University like Osmania would be illustrative. The salary ratio (teaching to non-teaching) varied between 1 : 1.08 to 1 : 1.02 during 1989-93 period which itself is on the higher side considering that a university should spend as much as possible on teaching activities.

The University has not cared to increase its fee income, which was the second largest item of its receipts years ago. Over the period 1984-93, the fee income grew at a compound rate of 4.8 per cent per annum which meant that the rates of fees were not even indexed. In spite of such financial constraints, the University has not taken any steps to introduce a measure of elasticity in its revenues.

The School of Correspondence Courses could have yielded some surplus. However, the figures supplied by the University show that the expenditure of the School almost matches its receipts, except in 1989 (when the surplus was around 31 lakhs). During 1990-93, the surplus was either negligible or negative.

### Some Observations

On the basis of the Committee's visit, the filled-in questionnaire, and the documents supplied by the University, it is evident that corrective steps are needed to make good the lacunae (listed below) in several areas of its functioning. This is not to undervalue the achievements of the University. Every one is aware of the reputation which the University has, and the pioneering role it has played in the past, and the role still being played by it. These include a wide range of distinctive disciplines offered by different faculties like Para Psychology, Yoga, Music, Criminal Justice, Nuclear Physics, Meteorology and Oceanography, Management Science, Marine Sciences including Marine Living Resources, Environmental Sciences, Marine Engineering etc. The Faculty of Science has integrated Marine Studies in a number of major disciplines like Botany, Zoology, Geology etc.

Some of the departments and some individual teachers are pursuing research, though there is significant unevenness in this regard. For example, during 1987-94, some departments (like Economics, Education and Politics and Public Administration) have guided a large number of students for Ph D, though the personal research output of the teachers concerned has been on the low side. On the other hand, there are some others (like Anthropology, Cooperative and Applied Economics, History and Archaeology, Philosophy and Sanskrit) where publications are on the higher side but not the number of Ph Ds. The rest belong to the category of low publications and small numbers of Ph Ds. This is in spite of an extremely favourable teacher/student ratio and the simultaneous presence of a large number of Professors.

In the Faculty of Science, the teacher/student ratio which is highly favourable has an equally uneven impact on research. The number of Ph Ds varied from 83 (Botany) to 6 (Biochemistry). The number of papers reported to have been published over the past five years is about 400, which is less than the number reported by the College of Arts and Commerce. Even on the Junior Research Fellowship front, the record could have been better.

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### 2.2.7 Critical Issues

The following are some of the issues that need the attention of the University.

- (1) The University does not appear to have a perspective plan of development.
- (2) The distribution of teaching staff between the three cadres is lop-sided with Professors outnumbering Readers who in turn outnumber Lecturers. However, this is the case with most universities in the State.
- (3) Among the non-teaching staff, there is an excessive presence of employees in some cadres. In spite of such overstaffing, the University has been appointing even more staff on daily wage basis.
- (4) The ratio of non-teaching to teaching staff is decidedly on the high side. This has resulted in salaries for the non-teaching staff being nearly twice the salaries for the teaching staff, and accounts for nearly 60 per cent of the Block Grant. The University must make efforts to bring down the percentage.
- (5) There has been no systematic evaluation of the work done by the School of Correspondence so far.
- (6) Even after allowing for inter-departmental unevenness, no particular norm seems to have been followed as regards the teacher/student ratio, even after allowing for inter-departmental unevenness.
- (7) There is a strong case for the separation of Business Management from the Department of Commerce.
- (8) As is the case with other conventional universities in the State, the incidence of inbreeding is extremely high in Andhra University.
- (9) The University's Postgraduate Centres located in the districts experience a relatively high rate of drop-outs. The number of working days has been much less than 180.
- (10) There is evidence of fairly severe understaffing on the teaching side in these Centres. This is to be contrasted with the evidence of overstaffing (even on the teaching side) in the main campus.
- (11) While the University is making every effort to normalise its academic schedule, the situation is still in a state of great fragility, and cannot take on any more dislocation. The University should try to see that the schedule is protected.
- (12) The admission to hostels is not according to accommodation, but according to the number of students getting scholarships. As a consequence, there is visible overcrowding in the hostels. To be fair to Andhra University, a similar situation prevails in all the other universities except Nagarjuna where efforts were made (successfully) to limit the hostel intake to the existing capacity. One consequence

of overcrowding is the problem of mounting hostel dues, which is also a common feature among all the major universities in the State.

- (13) On the financial front, the entire Block Grant is accounted for by salaries, leaving very little for development purposes. The internal resources generated have not shown any great buoyancy with the result that the University is likely to experience serious financial problems in the near future.
- (14) The audit objections of the University have been pending since 1965. The reconciliation of accounts has also been pending since 1984.
- (15) The University has not made any effort to increase fee income both under tuition and examination heads. However, this is, by and large, true of all conventional universities in the State.
- (16) Support from the UGC for durable growth depends on the willingness of the State government to take over the expenditure after 5 years. In case the AP government chooses not to concur, the Andhra University would be heading towards stagnation unless it can find a way to cut down on overstaffing.
- (17) A test for admission to Ph D needs to be introduced.
- (18) The Library facilities of the University when compared to universities are fairly good, but they are inadequate. At present, there is no regularly appointed Librarian and the Library does not have any worthwhile computer facilities for data storage and retrieval.

## **2.3 SRI VENKATESWARA UNIVERSITY**

### **2.3.1 Genesis**

Sri Venkateswara University (SVU) is the third oldest university in Andhra Pradesh after Osmania and Andhra. It was established in 1954 at Tirupati as an offshoot of Madras University and was mainly intended to serve the needs of higher education of the four Rayalaseema districts of Chittoor, Cuddapah, Kurnool and Anantapur, and the adjoining Nellore district in the Coastal Andhra region of the State. With the advent of Sri Krishnadevaraya University in 1976 at Anantapur, the jurisdiction of S V University is now restricted to the area comprising the districts of Chittoor, Cuddapah and Nellore..

### **2.3.2 Growth & Development**

The campus is located at the foothills of Tirumala in a 1000 acre plot donated by the Tirumala-Tirupati Devasthanam. The present spread of the University buildings and facilities covers only 300 acres and the rest is used, at the moment, for social forestation. The building construction activity in the campus started in the 50's and continued through the 60's and the 70's.

There are two campus colleges - (i) University College of Arts and Sciences; and (ii) University College of Engineering - housing 36 departments in all the faculties put together. In addition, 21 Research and Extension centres are also located in the campus. The University College of Arts and Sciences houses four Schools which includes all the departments belonging to various faculties, except Engineering. These Schools, with the number of departments, shown in parentheses, are:

- (a) School of Mathematics and Physical Sciences (4)
- (b) School of Biological and Earth Sciences (8)
- (c) School of Humanities and Extension Studies (12)
- (d) School of Social and Behavioural Sciences (12)

While a large number of departments are in the traditional areas, there are some which attempt to be different. To name a few, Virology, Adult Education, Population Studies, Performing Arts, and Centre for Studies on Indo-China.

Of the 36 departments mentioned, 26 were established by the year 1974. During the years 1974-84, 5 more were added. In the past 10 years (1985-94), the Departments of Virology (1987), Performing Arts (1989), Linguistics (1990) and Ancient Indian History, Culture & Archaeology (1993) were created. The University offers a number of Diploma Courses in some thrust areas, but surprisingly none of these subjects has been elevated to the status of a specialisation in the respective departments.

The University College of Engineering is a single-faculty college with departments of Civil Engineering, Computer Science and Engineering, Electrical and Electronics Engineering and Mechanical Engineering.

Besides the Departments in the respective faculties, the following Centres have been established in the campus:

- S V U Oriental Research Institute
- University Service Instrumentation Centre
- Centre for Studies in Peace and Non-violence
- Centre for Human and Social Development
- Academic Staff College
- Institute of Correspondence Courses

The Institute of Correspondence Courses was started in 1972 and offers undergraduate/postgraduate courses apart from diplomas. The University also started some self-supporting courses in aquaculture and sericulture, rural development, and marketing during the years 1994-95. However, these courses are run with the existing staff.

### **PG Centres**

SV University has two off-campus Postgraduate Centres, one at Cuddapah and the other at Kavali, each with four disciplines. Each Centre is headed by a Special Officer who is normally a senior Professor from amongst the teachers posted at that Centre. The specialisations offered at the PG Centres are of an applied nature and appear to have relevance to the local industrial requirements.

### **2.3.3 Administration**

The administrative structure in the University is defined by the Act which governs the six conventional universities in the State. While the Governor is the Chancellor, the Vice-Chancellor is the executive and academic head of the University. He is assisted by the Rector, the Registrar, the Controller of Examinations, and other officers dealing with various aspects of University administration, including academic and financial activities. Each college is headed by a Principal, and each School by an Administrative Dean. Again, the departments are grouped into different faculties viz. Arts, Sciences, Commerce & Management, Education, Law and Engineering. Each faculty has a Dean. The administrative functions and responsibilities of the Deans are not clearly defined.

At various tiers of the administrative pyramid teaching and non-teaching staff of different cadres are posted. About 140 teachers hold administrative positions, full-time and part-time, at departmental, college and university levels. This means that 27 per cent of the teachers are involved in running the University administration.

### **Non-teaching Staff**

The strength of the non-teaching staff in the University is 1511, and the ratio of teaching/non-teaching staff works out to be 1:2.93, without including the number of NMR/daily wage employees. There are 77 persons working as office attenders and assistants on temporary basis, and 127 "hostel paid" staff working in hostels on daily

wages. The latter were employed initially to meet the increasing work load in the hostels and were paid from the hostel funds. Now that the hostels are in the "red", salaries are paid to them from other sources. The proposal to regularise the services of these temporary staff has become a contentious issue as far as the government is concerned.

At present, there is no direct recruitment for any posts of the non-teaching staff or the ministerial staff except for the post of attenders. The non-teaching staff are recruited generally to the post of Attenders, and promoted to the post of Record Assistant/Junior Assistant. This is done on the recommendations of a committee constituted for the purpose. From Record Assistants to the Deputy Registrar (non-technical), promotions are given on the basis of seniority. In SV University, the posts of the Controller of Examinations and the Finance Officer are of the non-technical Deputy Registrar cadre. There is no performance-based incentive system for the non-teaching staff in the University.

### **Hostels**

The catchment area for the University being the rural districts of Rayalaseema, a majority of the students seek residence in the hostels. At present, 1600 students including research scholars, are residing in hostels spread over eight blocks. The scholarship policy of the State government is contributing to the increased demand for hostel admission. As in other universities in the State, SV University also faces the problem of recovering hostel dues from students, which run to several lakhs of rupees.

### **2.3.4 Teaching Staff**

The total number of teaching staff in the University is 515 consisting of 155 Professors, 166 Readers and 194 Lecturers. As in the case of other conventional universities in the State, here also, the hierarchical pyramid in the teaching cadre is in the process of being inverted, essentially due to the liberal way in which the scheme of Merit Promotions was implemented. Nearly half the number of Professors belong to this category.

Recruitment to all the teaching posts - Lecturer, Reader and Professor - is through open advertisement, but seldom is a person who has acquired his qualification outside the University selected. Almost every selection made during recent years has led to litigation in the High Court.

The distribution of teaching faculty in different Schools and Colleges is as follows: School of Biological & Earth Sciences (82), School of Humanities & Extension Studies (99), School of Mathematical & Physical Sciences (78), School of Social and Behavioural Sciences (113), SVU PG Centre, Cuddapah (19), SVU PG Centre, Kavali (19) and SVU College of Engineering (97). The figures relating to the strength of the faculty and PG students are given in parenthesis, in that order, for each department for the academic year 1993-94, to give an idea of the teacher/student ratios.

Zoology (18/90), Botany (12/76), Geology (13/44), Home Science (11/62), Geography (6/36), Biochemistry (6/19), Virology (2/23); Anthropology (14/52), Philosophy (12/59), English (12/82), Sanskrit (8/8), Telugu Studies (17/80), Hindi (6/49), Urdu, Arabic & Persian (4/3), Tamil (6/5), Education (5/15), Adult Education (6/30), Population Studies (12/26), A I H C & A (9/45), Mathematics (22/113), Physics (23/93), Chemistry (22/84), Statistics (11/64), Economics (18/85), History (10/40), Psychology (13/23), Commerce (11/105), Political Science & Public Administration (8/79), Sociology (10/51), Library Science (6/42), Econometrics (5/17), Law (3/19), Studies on Indo-China (5/19), and Business Management (15/64);

The average teacher/student ratio in the University colleges (excluding SVU College of Engineering) is very favourable at 1:4.7. In the School of Biological Sciences where the ratio is 1:4.9, the Departments of Geology and Biochemistry enjoy the lowest ratios at 1:3.5 and 1:3 respectively. The Department of Virology has the highest ratio of 1:12. In the School of Humanities and Extension studies (1:4.14), the Departments of Sanskrit, Tamil and Urdu/Arabic/Persian have more teachers than students. In the School of Social & Behavioural Sciences (average 1:5.23), the lowest ratios are associated with the departments of Psychology (1:2) and Econometrics (1:3.5). Commerce has the highest ratio at 1:10.

When compared to the campus colleges, SVU PG Centres at Cuddapah and Kavali suffer from unfavourable teacher/student ratios. At Cuddapah it is 1:9.6 and at Kavali it is 1:15.

Though all departments claimed that the work load was as per the UGC norms, it is observed that the work load of different departments varies from a minimum of 8 hours per week to a maximum of 21 hours per week.

### **2.3.5 Academic Profile**

The University offers PG degrees and diplomas in the various courses it has under different faculties. In addition, the following diploma courses offered by the University are generally of an applied nature:

- Diploma in Epigraphy
- PG Diploma in Aquaculture and Fishery Science
- PG Diploma in Sericulture
- Diploma in Statistics
- Diploma in Mathematics
- Diploma in Applied Nutrition
- Diploma in Gerontology
- Diploma in Vacuum Technology and Related Applications

In addition, the University offers a number of Certificate and Diploma courses in Fine Arts and Oriental Studies. However, these courses do not seem to enjoy much demand. The annual student strength in all these courses put together is 30 or so. The State government established a separate University (Telugu University) with State-wide jurisdiction to promote formal education and award degrees in Oriental Languages and Fine Arts. In that context, such diploma and certificate courses (some of which are pre-degree) in SV University amount to duplication and can be discontinued.



## Ph D & M Phil

SV University admits students to Ph D programmes through an entrance test. It is the first University in the State to have introduced a test for enrollment to the Ph D degree. This step was taken to regulate the number of Ph D students in the campus. In the academic year 1992-93, the number of Ph D students on rolls were 614 and in 1993-94 the number came down to 580. Surprisingly, departments having the lowest student intake have a considerable number of Ph D students on rolls. For example, the Department of Tamil has 19 Ph D students. So do some of the departments in the School of Humanities & Extension studies.

During the past ten years (1984-94), 1158 students were awarded the degree of Ph D and the faculty-wise break-up is as follows:

(1)	Faculty of Science	553
(2)	Faculty of Engineering	14
(3)	Faculty of Arts	494
(4)	Faculty of Education	19
(5)	Faculty of Business Mgt	3
(6)	Faculty of Law	6
(7)	Faculty of Commerce	69

In the Science faculty, the Department of Zoology contributed the maximum number (151) of Ph D students, followed by Chemistry (111). In the Arts, Telugu (133) and Economics (88) take these positions, respectively.

There are about 149 M Phil students in all the faculties put together, and the admission is based on merit at the qualifying examination.

### Other Research Activities

The details of research grants received from the UGC in the last five years are as follows:

	SCHEME	DEPARTMENT
(1)	Special Assistance Programme (SAP)	Economics Psychology Telugu (II Phase) Philosophy Civil Engineering
(2)	Departmental Research Support (DRS)	Botany Zoology Physics Anthropology

The total assistance received from the UGC since 1991 for the above schemes is 69.28 lakhs, out of which 24.2 lakhs were received by the Civil Engineering Department in SVU College of Engineering in 1994. The interesting point here is that none of the Science Departments have received SAP though the output in research, statistically speaking, is quite impressive.

The University also received the following grants from the UGC during the period March 1991 - July 1994 :

		Rs. in lakhs
(1)	Research Projects	111.71
(2)	7th plan & out-side plan schemes	69.37
(3)	8th plan schemes	158.92
(4)	New Courses	13.75
	Total	353.75

Including the grants received for SAP and DRS, the grand total of the UGC support comes to Rs.469.61 lakhs, with an average of 137.4 lakhs per annum.

In addition to the above, the University also received grants from funding agencies other than the UGC, amounting to 344 lakhs of rupees during the period Mar 1991 - July 1994. About 66.4 lakhs were received under the fellowship account and the remaining 277.6 lakhs for projects and schemes in various departments, mainly in the faculty of Science.

### Affiliated Colleges

Sri Venkateswara University is an affiliating university. By the year 1994, there were 103 private and government-run degree and postgraduate colleges affiliated to it. The discipline-wise break-up of these colleges and the rate of their proliferation is as follows:

#### GROWTH OF AFFILIATED COLLEGES

	Period	Colleges						
		ASC	EC	LC	Ed.C	PEd.C	OC	PG
(1)	upto 1980	27	2	1	1	-	3	-
(2)	1981 - 90	24	-	3	2	2	-	-
(3)	1991 - 94	33	-	2	-	2	-	2
	Total	84	2	6	2	4	3	2

ASC : Arts & Science Colleges  
 LC : Law Colleges  
 PEd C : Physical Education Colleges  
 PG : Postgraduate Colleges

EC : Engineering Colleges  
 Ed C : Educational Colleges  
 OC : Oriental Colleges

The above data indicates that there has been a quantum jump in the number of undergraduate colleges affiliated to the University since 1990. In four years, as many as 33 of these colleges were started in the Rayalaseema region, the maximum number being in Cuddapah district (15) followed by Nellore (12) and Chittoor (6) districts. Overall, the spread of the colleges in the three districts of Cuddapah, Nellore and Chittoor is 34, 27 and 23, respectively. There is not a single case where affiliation was withdrawn or cancelled for non-compliance with the affiliation rules by a college, nor is there any system of accrediting the colleges.

At the undergraduate level, the affiliated colleges offer some vocational courses such as horticulture, sericulture, dairy science, computer science, rural banking, agricultural marketing, adult education and rural industrialisation, as optionals along with the conventional subjects.

### **Enrollment**

Admissions to all postgraduate courses in the University are through an entrance test conducted by the University, and are governed by the provisions of the 1972 Presidential Act whereby 85 per cent of the seats in each course are reserved for "local candidates" and the remaining 15 per cent are "open" to 'local' and 'non-local' candidates. The total intake of students in PG courses is around 1100 and admissions are done as per statutory reservations.

MA degree in Economics, English and Telugu, MCom, MCA and MSc in Mathematics have been offered in private affiliated colleges also. Perhaps, SV University is the only University in the State offering a PG degree in Telugu medium. VRS degree college, Veerapunayunipalli, offers M.Sc (Mathematics) in Telugu medium with an intake of 30 students.

The total student enrollment in all colleges under the jurisdiction of SV University is about 45000, supported by 3000 teaching staff. The number of students on rolls in all the departments put together in the University is around 2100, and the ratio of men/women students is 3:1. For the academic year 1993-94, for example, the total number of students in SVU colleges including PG Centres was 2093, of which 1593 were boys and 493 were girls. Among the boys, 42 belonged to ST category (2.63 per cent), 275 to SC category (17.26 per cent), 540 to BC category (33.89 per cent) and 736 to other categories (46.2 per cent). The corresponding figures among girl students were: ST 3 (0.6 per cent); SC 61 (12.37 per cent); BC 123 (24.94 per cent) and others (62.06 per cent).

### **Library**

The University Library has a total collection of 3,00,000 books and 30,000 back volumes of 295 journals. Subscription to journals is coming down every year. The University has so far not initiated efforts to computerise and modernise the information retrieval system.

The Oriental Research Institute is a unique centre wherein thousands of ancient palm leaf and metal foil manuscripts are preserved. The Centre has nearly 26,000 volumes

on Indology and related issues and has so far published 26 books. The Library, however, has no air-conditioning or laminating facilities. In the audit inspection report on the accounts of SVU for the year 1993-94, the following observations are made about the Oriental Research Institute:

"... Targets and the time schedule for achieving them by Readers and Research Scholars of the Institute were not prescribed even 37 years after taking over the Institute from TTD. Even though there were about 15,000 manuscripts for preparation of descriptive catalogues only for a few hundred, the descriptive catalogues prepared. It could publish only 26 publications as against 14,000 original scripts in Telugu, Sanskrit and Tamil in 37 years. Dislocation of the Institute for over six years from 1956, disregard for filling up the vacancies, absence of proper research programmes, transfer of the printed sections of the Institute Library to SVU Library in 1961 and retransferring the same to Oriental Research Institute to the SVU College Principal when the post of Director of Oriental Research Institute fell vacant and absence of firm programmes and decisions on the programmes for the scheme were stated to be the factors contributing to the dismal performance of the Institute. At present, there are Director-cum-Professor, two readers, curator-cum-librarian, seven research Assistants, are in position while one post of lecturer is vacant.

To end of 1989-90 an expenditure of Rs.35.53 lakhs was incurred (1984-85 to 1989-90) on the salaries and other charges of the ORI. No provision was made for developmental activities such as enriching the library of the ancient literature and scripts of the Institute"

Altogether, the library is in need of considerable attention.

### 2.3.6 Finances

For 1993-94, SV University received a total grant of Rs. 1382 lakhs, and the particulars are as follows:

		Rupees in lakhs
(1)	State Government Grant	1182.25
(2)	UGC Grants	107.46
(3)	Grants from other sources	92.29

The grant from the State government constitutes 85 per cent of the total receipts, those from the UGC 8 per cent and from other sources 7 per cent. The Block Grant part of the government funds is 11.67 lakhs. The fee income - tuition fee, examination fee and others - amounts to nearly Rs. 2 crores. The university's investments in deposits, securities, etc exceed 778 lakhs.

On the expenditure side, the University incurs an amount of 1050 lakhs towards salaries for teaching and non-teaching employees. Thus 90 per cent of the Block Grant is spent on salaries.

The University has not appointed a Finance Officer in terms of the provisions in the AP Universities Act, 1991. At present, one of the senior Deputy Registrars of the University is discharging these duties.

The University accounts are audited upto the financial year 1990-91, and about 650 audit objections are pending with the University for clarification. The amount involved is nearly Rs. 5.22 crores. The reconciliation of accounts in the University has not been done for the last 15 years. The computerisation and periodical reconciliation of accounts should be taken up on a priority basis.

### **2.3.7 Critical Issues**

- (1) The student/teacher ratio in the campus colleges works out to an average of 5:1. For an Indian University, this must be a real luxury. This indicates a scope for increasing the intake so that the available academic resources can be better utilised.
- (2) In some of the departments (for instance Geology, Biochemistry, Psychology, Econometrics, Sanskrit, Urdu, Arabic and Persian), it is even less than 1:5. Reasons for variation would differ from department to department. We have noted the fact and brought it to the notice of the University. It is for the University and the State Council to work in coordination with each other and devise a way of dealing with the problem.
- (3) Approximately 20 per cent of the total enrollment in the University is at the M Phil and Ph D level. The University should look into the reasons why it does not have a significant all-India presence in the UGC NET/JRF examinations, inspite of such a high proportion of enrollment in research courses.
- (4) The University did well to introduce an Entrance Test for admission to Ph D course. This is a step in the right direction. Indeed, we have in the body of the report referred to this initiative as a model for other universities in the State.

However, this does not answer the question as to why the number was allowed to become large in the first place. Whatever be the explanation, one thing can be inferred. What is called scholarly or scientific rigour is possibly absent from the various transactions that take place. Though we do not expect the Vice-Chancellor to be able to deal with each single discipline (indeed no one can), it would be highly beneficial to have a University Research Board.

Each faculty may be generally represented by the Dean on this Board and all the Deans should sit together to both devise a general policy and examine as well as scrutinise the proposals submitted by various BOS. In case this is not done, either the quality of those who are given the M Phil or Ph D degree would be watered down, or the departments would continue to remain clogged with a large number of unmotivated research students who either fail to deliver or whose output is questionable in terms of quality. Neither of the two outcomes can be regarded as satisfactory.

- (5) During the last decade or so, there has hardly been much by way of academic expansion. Expansion is not necessarily a good thing. But in the Indian context, it is regarded as a sign of activity. What we have noted is that Zoology and Virology have attracted a good deal of funding from the concerned national bodies but the rest of the departments have not been equally enterprising. This needs to be gone into.
- (6) The above would point to the need for every department to have an academic profile and to also prepare a perspective plan for the next ten years. Once these plans have been worked out, they can be combined together and reworked as the perspective plan of the University.
- (7) Both faculties of Arts and Social Sciences seem to be lagging behind not only in respect of funding but even otherwise. When the perspective plan in respect of each department is prepared, this matter should be gone into.
- (8) The performance of Centres like the Oriental Research Institute and the Centre for Peace and Non-violence is highly unsatisfactory. The matter needs to be examined thoroughly and a perspective plan prepared in respect of these Centres also.
- (9) Almost 700 acres of prime land remains unutilised. Considering the general scarcity of resources to put up new buildings, the question to be asked is: how is this land to be utilised? A study group can go into this question. It may also seek the help of the government or any other concerned agency, including one or two national agencies which are interested in this problem.

For our part, we would suggest a teak plantation which, when it matures in about 12 to 15 years, would yield a handsome dividend to the University. The amount so realised can be put into a separate development fund or be utilised for a second round of plantation or any other use which may be devised for it.

Incidentally 224 temporary employees and NMRs are on the University staff. The University does not know how to put them to good use. We would say, let them be used to develop this plantation.

- (10) Funds received from the State government account for 85 per cent of the University budget. Something like 4 per cent (Rs. 62.16 lakhs) is contributed by tuition fee and other levies and approximately 14.5 per cent (Rs. 225.84 lakhs) is obtained by way of help from outside agencies. In line with our suggestions made elsewhere these proportions need to be changed. We do not wish to repeat what has been said elsewhere but we do wish to call attention to another important weakness in the management of funding.

The University does not have a properly appointed Finance Officer as provided for in the Act. Nor is there any meaningful evidence of professional management of funds. The accounts are not up-to-date and reconciliation of bank accounts has not been done for the past 15 years or so. This aspect of the University functioning requires immediate attention.

## 2.4 KAKATIYA UNIVERSITY

### 2.4.1 Genesis, Growth and Development

Kakatiya University was established in 1976, when the then PG Centre of Osmania University at Warangal was elevated to the status of an independent university. Though its jurisdiction was initially restricted to the twin cities of Kazipet and Warangal, it was later on extended to cover Warangal, Khammam, Karimnagar and Adilabad districts in 1988. In 1992, the government PG Centres in Khammam and Nirmal were taken over by the University. In 1994, the PG Centres at Karimnagar, Kothagudem, and Godavarikhani were also transferred to this University from Osmania University.

### 2.4.2 Administration

- (a) **Teaching Staff** : The University has a total teaching staff of 323, comprising of 96 Professors, 103 Readers and 124 Lecturers. The fact that the hierarchical pyramid has not been totally inverted is due to there being not enough teachers with service of 8 years or more in the Lecturer's or the Reader's cadres. But the signs of inversion are unmistakable from the figures mentioned above.

The cadre-wise distribution of staff is not uniform across the departments. Some departments like Zoology, Chemistry, Physics and Commerce are obviously 'top-heavy', as per the data supplied by the University. Since some more selections under the Merit Promotion Scheme were made after the data asked for in the questionnaire was compiled, it is obvious that the imbalances must have deepened further by now.

Another aspect of imbalance in staff distribution is that departments which should be of almost equal size are in fact not so. This is the case with Botany and Zoology, Mathematics and Physics, Political Science and Public Administration etc. The reasons for this are not obvious. However, this indicates the absence of proper academic planning.

The total student intake (for all the years and of all the different courses put together) for the University is nearly 4000. The teacher/student ratio works out to about 1:13. The situation regarding teacher/non-teacher ratio is better at 1:3.6 than quite a few other universities in the State. In respect of both these ratios, the University is not yet grossly overstaffed either in the teaching or in the non-teaching cadres. However, in terms of having a top heavy teaching cadre, this University, along with others in the State, is a victim of the fall-out of the merit promotion scheme.

- (b) **Non-Teaching Staff**: There is a total of 820 regular non-teaching employees comprising of 51 officers, 473 non-gazetted officers and 296 Class IV employees. The numerically strong cadres are: Assistant Registrars (21), Laboratory Assistants (30), Superintendents (45), Senior Assistants (57); Junior Assistants (43), Clerk-cum-Typists (52), Book Keepers (30), Laboratory Attendants (48), Office Attenders (35), Kamatis (65) and Watchmen (45).

In addition to the above, there are 317 daily wage employees. Of these, 115 are in the NGO cadre and 202 in the Class IV cadre. The largest number (55) is found in the Examination branch, followed by the School of Distance Learning and Correspondence Education (SDLEC) (43).

Together with daily wage workers, the total non-teaching employees number 1137, of which the daily wagers account for nearly 28 per cent. By any count, this is on the high side. Whether the reasons for employing such a large number were justifiable or not, it is clear that they will turn out to be a burden on the University, since all of them would have to be regularised some time or the other.

### 2.4.3 Academic Profile

The University consists of 2 Campus colleges, 4 Constituent colleges and 5 PG Centres. These are organised under eight faculties. The Faculty-wise details of the courses offered are:

(1)	Faculty of Arts:	BA, MA, M Phil, Ph D.
(2)	Faculty of Science:	BSc, MSc, MCA, PhD, PG Diplomas in Sericulture, and Computer Applications
(3)	Faculty of Commerce and Management:	BCom, BBM, MCom, M Phil, PhD, MBA, MFA, and PG Diploma in Business Management.
(4)	Faculty of Social Sciences:	BA, MA, M Phil, Ph D, BLISc, and PG Diplomas in IRPM, Rural Banking and Coop, and Certificate Course in Library and Information Sciences.
(5)	Faculty of Education:	B Ed, M Ed, M Phil, Ph D.
(6)	Faculty of Law:	LL B, LL M, BGL, Ph D.
(7)	Faculty of Pharmaceutical Sciences:	B Pharm, M Pharm, Ph D.
(8)	Faculty of Engineering:	B Tech, B E (Mining), M E.

The courses are organised in 18 departments with a total teaching staff of 323, as mentioned earlier. Of these, 84 teachers hold administrative and academic/administrative posts like Deans, Heads of Departments, Chairman, Board of Studies, Principals, Controller of Examinations etc.

**Faculties and Departments:** As mentioned earlier, the University has 8 faculties which have 18 departments between them. Besides these, the University has recently acquired (through transfer) the Kothagudem School of Mines which offers a B E (Mining Engineering) course. The Faculty of Science has 7 departments (Zoology, Botany, Geology, Mathematics, Chemistry, Physics and Computer Science), followed by Social Sciences with 5 departments (Political Science, Public Administration, History, Economics, and Sociology), and Arts with 2 departments (English and Telugu). The Faculties of Education, Law, Pharmaceutical Sciences, and Commerce and Business Management have one department each, though the last named one organises MCom and MBA courses.



The University has two campus colleges, four constituent colleges, and five PG Centres. As in Osmania University, one of its constituent colleges (the University Arts and Science College) offers both postgraduate and undergraduate courses. This college offers 9 combinations at the BA level, 5 combinations at the BSc level, besides BCom. Further, the University PG college (located at the same off-campus location as the University Arts and Science College) offers five PG courses. The teachers are transferable from the constituent to campus colleges and vice versa, and there appears to be no rigid distinction between undergraduate and postgraduate teachers, which is the case with Osmania University also.

The courses offered, college-wise, along with the annual intake and the total strength, both course-wise, are given below:

	College	Courses	Annual Intake	Total student strength
	1	2	3	4
(1)	University College of Arts & Social Sciences, Warangal	BA	160	480
		BSC	280	820
		BCom	160	480
(2)	University P G College, Warangal	MA(Eng, Eco)	40	80
(3)	Univ College of Law, Warangal	LL B	200	40
		LL M	30	60
(4)	K.S.M. (1995 only)	BE (Mining)	109	109
(5)	Univ College of Pharmacy	BPharm	50	100
		MPharm	10	10
(6)	Univ College (Campus)	MA	210	420
		MCom	40	80
		MBA	30	50
		MSc	187	362
		MEd	20	20
		MSc (Micro bio)	10	20
		MCA	30	60
		PGDCA	42	42
(7)		Nirmal PG Centre	MA	60
(8)	Khammam, PG Centre	MA/MCom	50	100
(9)	Karimnagar, PG Centre	MA	20	40
		MCom	20	40
		MBA	20	40
(10)	PG Centre, Kothagudem	MSc	12	24
(11)	PG Centre, Godavarikhani	MSc	15	30

It can be seen that about 35 per cent of the total student strength is accounted for by undergraduate students. Further, the strength in the campus is less than 1600, which is about 40 per cent of the total student strength in the University. It is a very small percentage of this component which largely decides the state of tranquillity (or lack of it) in the campus.

A perusal of courses in the University shows that the University has not made any effort to introduce any innovative courses, or even those suggested by the UGC. Thus, the efforts in curriculum development appear to be largely absent. The existing courses, by and large, are mostly those which have been taught in every university. This is specially true of the Faculty of Science which offers MSc courses in Mathematics, Physics, Chemistry, Botany, Zoology and Geology. Even the last named is taught only in the Kothagudem PG Centre. It was only in 1993 that the University started a MSc course in Microbiology. A similar conformity with traditional courses can be seen in other faculties as well.

Even in the matter of PG Centres in the districts falling in its catchment, the University has not shown any initiative in starting new courses. Except for centres transferred from Osmania University, in Nirmal (Adilabad district) and Khammam (Khammam district) the University has courses in MA (Public Administration, English, and Sociology), and MA (Eco) and MCom respectively. If only the University had followed a policy of starting courses after a survey of the needs of the districts was done, this type of replication could have been avoided and resources could have been put to more productive use.

Some awareness of the problem is beginning to be evident and it is now proposed to start courses which are more in tune with the local needs and resource endowments. It is hoped that the University would emerge from the outmoded cocoon in which it finds itself, and ventures out into more purposeful areas. It may be re-emphasised that the University needs the right kind of academic perspective and planning.

The Department of Pharmaceutical Sciences is one of the few bright spots in the university. In fact, Kakatiya University is the second university in the State (the first being Andhra University) to offer courses in Pharmacy. Even in Osmania University, there is no department of Pharmaceutical Sciences. Some of the faculty members in this Department enjoy a good reputation both at the national and international levels. The admission to BPharm is through merit (subject to statutory reservations) in the State-wide EAMCET examination. The students coming out of the courses are assured of good placement, and quite a few go abroad for furthering their prospects.

The fee charged is the same as for free seats in Engineering courses, though for NRIs it is \$3,000 p.a. and, for those sponsored by industry, it is Rs. 75,000 p.a. The department was initially funded by a Plan grant of Rs. 1.2 crores and has no financial problems because of the income from fees. Actually, the University is fortunate in having a working model in this department for the introduction of relevant courses, which are at the same time income-yielding.

The performance of the University in matters of UGC/CSIR fellowships for Ph D is indifferent except for the Departments of Chemistry, and Pharmaceutical Sciences. The

figures for these two departments are 10 and 4 respectively. In the case of as many as 10 departments, the number is nil. Another area needing University's attention is syllabi upgradation!

**Ph D Programmes:** Rules regarding evaluation of Ph D are similar to those obtaining in Osmania University in as much as the decision regarding the final outcome depends on the opinion of the majority among the three examiners appointed for evaluation. In many cases, the adverse opinion (if any) of an examiner is ignored under this rule. It is not surprising that there are no rejections among the Ph D (and M Phil) theses submitted. Even the number of cases where revision was suggested is extremely small. Revision is asked for only if all the three examiners recommend it, or if two recommend revision with the third rejecting it, or if one accepts, the second asks for revision, and third rejects it, or if two ask for revision with the third accepting it.

On the other hand, for a thesis to be rejected, at least two out of the three examiners have to reject it. Thus the dice is loaded in favour of the research students. Thanks to such liberal rules, a Ph D student seldom faces uncertainty. This results in an increasing number of students seeking admission, and the departments also get sucked into this whirl of activity at the expense of other research activities. The following Table may be seen in this regard:

**Faculty-wise Submission of PhD Theses during 1984-93**

	Faculty	Number submitted	Number rejected	Number revised
(1)	Arts	60	nil	1
(2)	Social Sciences	91	nil	2
(3)	Science	235	nil	2
(4)	Pharmacy	16	nil	-
(5)	Commerce	42	nil	-
	<b>Total</b>	<b>444</b>	<b>nil</b>	<b>5</b>

It is up to the University to decide whether its Ph D programme is maintaining high standards or getting debased.

**Recruitment of teachers:** The time lag between the advertisement for and the recruitment of teachers of various cadres, which was as large as 15 to 16 months in 1990, came down to 8 to 9 months by 1994. Some of the salient features of recruitment in Kakatiya University during 1990-1994 are:

- (i) For some subjects, the number of applications received is very large. In such a situation, a screening test would have been a great help. Given the accent on research leading to Ph D, it is not surprising that the University is busy producing eligible candidates for teaching posts. The following selective data would illustrate this:

	Department	Post	No. of vacancies	No. of application	Year
(1)	Telugu	Lecturer	1	62	1990
(2)	Education	Lecturer	2	88	1990
(3)	English	Lecturer	2	64	1990
(4)	History	Lecturer	1	56	1990
(5)	Law	Lecturer	2	62	1990
(6)	Economics	Lecturer	2	115	1990
(7)	Phy.Education	Lecturer	5	104	1990
(8)	Geology	Lecturer	2	66	1990
(9)	Social Science	Lecturer	2	81	1991
(10)	Public Admn	Lecturer	2	80	1992
(11)	Political Science	Lecturer	1	62	1992
(12)	Commerce	Lecturer	2	69	1992
(13)	Zoology	Lecturer	2	94	1992
(14)	Pharmacy	Lecturer	2	32	1992
(15)	Business Management	Lecturer	3	98	1992
(16)	Physics	Lecturer	5	102	1992

It may be noted that the number of applications is large only for Lecturers' posts. For higher cadre posts, the number of applications is not at all large. This tells its own story.

- (ii) The second feature is that very few among those applicants who are not from Kakatiya University are selected. During 1990-94, the number of applications was 955 out of which only 18 were selected at the Lecturer's level. At higher levels, none were selected. Considering that the number of vacancies notified during that period was 163, the incidence of inbreeding works out to nearly 89 per cent which is very high by any standard. However, such a phenomenon is not restricted to Kakatiya University alone. All universities in the State suffer from this malady to a great extent. This calls for rethinking on the recruitment policy at the entry stage.

### **Affiliated Colleges**

There are 99 affiliated colleges (including Oriental colleges) attached to Kakatiya University. While most of them are undergraduate colleges, some also deal with Ph D courses. The total undergraduate enrollment in these colleges was 29383 in 1993.

What should be a matter of concern is the uneven distribution of colleges across the 4 districts which are under its jurisdiction. Of the 4 districts, Warangal accounts for 35 colleges, Khammam for 29, Karimnagar for 27 (including Oriental colleges) and

Adilabad (which is one of the most backward districts in Telangana) for only 8. The University should take steps to redress this imbalance. In the matter of granting affiliation to colleges, the record of the University during 1984-93 has been modest, except for some sudden spurts in 1987 (24 colleges) and in 1991 (15 colleges). A total of 60 colleges were affiliated during this period with 1985, 1986 and 1989 not recording any affiliation. Out of these 60 colleges, 47 (more than 75 per cent) were for degree courses, 6 for Law, 3 for Education, two for Engineering, and two were PG Colleges.

#### 2.4.4 Finances

As with other universities, there is a great lag between finalisation of accounts and auditing. For example, the University stated that :

- (i) Accounts are audited up to 1992-93, but "Reports furnished by Local Fund are only upto 1983-84";
- (ii) Audit objections are pending "from the inception of the University i.e. 1976";
- (iii) Reconciliation of accounts are "pending from 1980-81 onwards".

It may be that insufficient pressure from the government (which is the major funding agency) is responsible for allowing the University administration to be complacent in this regard.

The major source of receipts for the University is obviously the Block Grant, which accounted for nearly 82 per cent of the total receipts in 1984-85 and rose to about 88 per cent by 1993-94. As is usual with the traditional universities, salaries account for a major portion of the Block Grant. The following Table shows the various components of receipts (in lakhs) for the period 1989-94.

	Head	1989-90	1990-91	1991-92	1992-93	1993-94
(1)	Block Grant	466.66 (86.5)	320.34 (75.4)	411.28 (80.3)	438.00 (84.5)	629.82 (88.3)
(2)	Maintenance & Dev. Grant (Plan)	-	4.15	14.47	2.5	-
(3)	Fee Income	70.95 (13.1)	64.65 (15.2)	82.50 (16.1)	74.00 (14.3)	78.50 (11.1)
(4)	Any other	2.32 (0.4)	35.86 (8.4)	3.86 (0.7)	3.86 (0.7)	4.36 (0.6)
	Total	539.93	425.00	512.11	518.36	712.68

The Block Grant, obviously, is the most important source of receipts. The University has not cared to supply the expenditure details as per the heads mentioned in the questionnaire. However, even if we take the expenditure figures as given by the University to be correct, a deficit can be seen to emerge from 1991-92 onwards. This

is primarily because of the pressure of salaries on the Block Grant as the following Table shows:

	Year	Salaries as percentage of	
		Block Grant	Total Expenditure
(1)	1989-90	75.2	65.0
(2)	1990-91	91.2	69.1
(3)	1991-92	89.7	72.0
(4)	1992-93	88.9	75.1
(5)	1993-94	70.0	61.7

Except for 1993-94, salaries have been a major part of the total expenditure. Obviously, this leaves little for the University to invest in infrastructure, unless it derives income from the Distance Education Centres about which the University did not choose to provide information, even though the questionnaire had called for it. In this regard also, Kakatiya University has followed the example set by some of its bigger sister universities.

As regards hostel dues also, the University has not provided any information. All this gives the impression that its finance wing is in need of an overhaul.

#### 2.4.5 Some Critical Issues

- (i) The University needs a thorough work load audit, since there is an imbalance in the staff strength in departments which are comparable with each other.
- (ii) A similar work load audit is needed in the case of non-teaching employees also, since there is overstaffing through daily wage employment.
- (iii) The University must make efforts to start new types of courses, specially in its off-campus postgraduate centres. These courses can be finalised after a survey of the needs of the place where the centres are located. The University must also ensure that experienced teachers are posted at these centres.
- (iv) In the case of recruitment at the Lecturers' level, a screening test should be thought of, since in some subjects the number of applications received is very large. This would go a long way in making the selection through interviews more objective, and performance-based.
- (v) The incidence of inbreeding is extremely high. However, to be fair to this University, it is so in other universities of the State also. But this should not be an excuse for this University not to do anything about it.
- (vi) The University should take steps to realise a better regional balance in the distribution of affiliated colleges. Further, it should aim at a gradual increase in

the number of affiliated colleges rather than attempt sudden and discontinuous jumps.

- (vii) The department of management should be started for organising MBA programmes since it is not desirable for the Commerce Department to handle this course as is being presently done.
- (viii) The University must organise remedial classes to enable the students to do better in the CSIR/UGC examinations, after properly diagnosing the reasons for the indifferent performance in this area.
- (ix) The University must make efforts to see if their Ph D rules are on par with some of the reputed universities in the country. The fact that there are practically no rejections should worry the authorities. The reputation of the University is not well served if its doctoral alumni do not fare well elsewhere.
- (x) There is acute pressure on the available hostel facilities. This is in spite of fairly huge accumulated arrears from the students. As is the case with the other universities of the State, here also hostel admission is given in violation of GOs. The University should realise that, the hostel dues are likely to be in direct proportion to the hostel intake, and hence, one way of reducing the problem of dues is to reduce the intake.
- (xi) Financial rectitude consists in managing finances properly, and answering audit objections. The accounts must also be reconciled in time. The record of this University in this regard is extremely unflattering.
- (xii) The University is on the verge of a serious financial crisis, if one goes by the data supplied by it. It is, therefore, necessary for the University to explore the possibilities of raising finances on its own or with the help of different funding agencies. The record of the University in this regard, however, is not encouraging.
- (xiii) The department of Pharmaceutical Sciences is obviously the flag-ship of the University. This department must be encouraged to do even better by providing all facilities to it which should include generous performance-based incentives.

## **2.5 NAGARJUNA UNIVERSITY**

### **2.5.1 Genesis**

In 1976, three University Centres located at Warangal, Guntur and Anantapur, respectively, were raised to the status of Universities. Nagarjuna was one of them. In this case, a Post Graduate Centre had been set up at Guntur in 1967 under the auspices of Andhra University. A number of teachers from Andhra University had been posted at Guntur. Quite a few of them stayed on when the Centre was raised to the status of a university. Initially, the jurisdiction of the University was confined to a radius of 25 miles of the headquarters. In 1985, the jurisdiction was extended to the three districts of Krishna, Guntur, and Prakasam.

### **2.5.2 Growth and Development**

The campus of the University is spread over an area of approximately 300 acres of land. There are 23 departments which offer 30 courses leading to the Master's degree. In addition, M Phil and Ph D degrees are also awarded. So far the University has awarded 250 M Phil and 180 Ph D degrees. Apart from traditional courses, the University has also ventured into areas like Aquaculture, Environmental Science, Application-oriented Mathematics, Microbiology, Biotechnology, Buddhist Studies, Rural Development etc.

In addition, the University also has a number of Centres such as Adult and Continuing Education Centre, Centre for Scientific Socialism, Centre for Women's Studies, Disaster Mitigation Centre, Computer Centre, University Science Instrumentation Centre, Prof Satchidananda Murthy Centre for Asian and African Studies, Centre for Energy Studies, Centre for Liquid Crystal Research etc.

### **2.5.3 Administration**

Nagarjuna University is covered by the same Act which governs the working of the other five conventional universities in the State. It has also the same management structure as the other five viz. Osmania, Andhra, Sri Venkateswara, Kakativa, and Sri Krishnadevaraya Universities.

### **2.5.4 Teaching and Non-teaching Staff**

The administrative staff of the University consists of the Vice-Chancellor at the apex, followed by the Registrar, Joint Registrar, Finance Officer, Deputy Registrars, Assistant Registrars, and other secretarial staff. As against 605 posts which are budgeted in the administrative category, the University has a total work force of 579. The remaining posts are presumably not filled up. However, this did not prevent the University from appointing 99 people on daily wages in different cadres. Compared to other major universities in the State, the incidence of daily wage employment at 17 per cent does not appear to be too large.



As against this, the total teaching staff in the University number 165, of which 79 are Professors, 42 are Readers, and 44 are Lecturers. Notwithstanding the fact that Nagarjuna is one of the "younger" universities in the State, it did not take much time for the hierarchical pyramid to be inverted to the extent that the number of Professors is almost equal to the number of Readers and Lecturers **put together** which means that the ratio of Professors, Readers, and Lecturers is nearly 2:1:1 in favour of Professors.

One of the features of the staffing pattern is that the ratio of non-teaching staff to teaching staff is 4:1, which is high for a conventional university like Nagarjuna. Added to this is the presence of 99 non-teaching staff members on daily wages.

### 2.5.5 Academic Profile

As mentioned earlier, there are 23 departments in the University which together offer 30 courses at the PG level. However, one thing to be noted is the imbalance in the distribution of staff across departments, which are expected to have nearly the same work load like Botany and Zoology. Mathematics, which has no laboratory work has 10 teachers, whereas Physics has only nine. There are some departments like Scientific Socialism, Physical Education, and Buddhist Studies with two or three teachers. Even assuming that these do not have any teaching work, the number of teachers is too few to make them into efficient research departments. It may be noted here that in the Department of Scientific Socialism, there was no enrollment for Ph D and M Phil during 1990 and 1991. There was no enrollment for Ph D in the University in any department during 1992 and 1993

#### Enrollment

The following are the enrollment figures for the period 1990-94 for all the courses:

	Year	No. Admitted	No. Dropped Out
(1)	1990	716	Nil
(2)	1991	721	Nil
(3)	1992	718	Nil
(4)	1993	865	Nil
(5)	1994	792	99

The University could not give any reason for the large number of drop-outs in 1994.

As against the norm of 180 working days, the University worked for 162 days in 1994.

## **Examination Schedule**

The University had a problem in this regard in 1991. It was solved by having a supplementary batch in that year. Thus, in 1991, the regular PG examinations were held in July, and the supplementary in October. Since then, the University has been able to regularise its examination schedules.

## **Research Degrees**

As is the case with the other universities in the State, here, too, no Ph D thesis was rejected during the past ten years.

## **LIBRARY**

The University Library is reasonably strong when it comes to subscription of current journals. As much as Rs.20 lakhs is being spent under this head. When it comes to the purchase of books, however, the situation is very unsatisfactory as the University started with 19000 volumes of the then PG Centre. In the last two decades only 15,000 additional volumes have been acquired, including a large number of multiple copies.

The over all acquisition policy needs to be reconsidered. At present, the outlay on books includes an annual grant of Rs. 1.00 lakh from the University, Rs. 2.00 lakhs from the UGC, and Rs. 1.00 lakh from the surpluses of the self-financing courses. This situation implies that there is a need for additional grants to the Library. In regard to the staff, the matter needs urgent attention, since there is a considerable backlog in respect of the classification of books. The building gifted by the UGC is reasonably good and can be further extended as and when necessary. What is required is better service and greater professionalism.

## **Affiliations**

As per the latest count, the University has 171 colleges affiliated to it. Of these, 136 are Degree colleges, 2 are autonomous in nature, 6 are Law colleges, 12 are colleges of Oriental Languages, 5 are Engineering colleges, 9 are colleges of Education and there is one college of Physical Education.

It is interesting to study the number of colleges affiliated to the University over the period 1984-93. The following Table shows the number of colleges affiliated to the University during the time periods shown:

### Affiliations sanctioned by the University: 1984-93

	Nature of College	Total No.	1984-90	1991-93
(1)	Degree	138	9	38
(2)	Law	6	1	3
(3)	Education	9	4	1
(4)	Engineering	5	1	-

It is obvious that the University has been liberal in granting affiliation from 1991 onwards for reasons best known to it.

#### University PG Centres

The University has two PG Centres, one at Nuzvid, Krishna district and another at Ongole, Prakasam district. The Committee could not visit either of them but was given information with regard to their working and programmes. It also had occasion to meet the Director of the Ongole PG Centre.

The Nuzvid PG Centre offers 3 MSc courses in Physics, Chemistry, and Applied Mathematics. The Ongole PG Centre, which was started in 1993, runs PG Courses on a self-financing basis. The courses are MCom, MBA, MA (History), MA (Economics), and MSc (Mathematics). The fee charged varies from Rs. 5,000 for MA and MCom to Rs. 10,000 for MBA and MSc (Mathematics).

The University is aware of the drawbacks in infrastructure at the off-campus PG Centres. In the write-up supplied by the University to the Committee, it had the following to say on the state of these Centres:

#### On the Nuzvid Centre:

It is very sad that this centre which was in existence for nearly two decades now is in the same old situation as it was started, without any improvements in the physical infrastructure or strengthening of the academic programmes, not to talk of their expansion or diversification.

#### On the Ongole Centre:

The Centre at presently (*sic*) is functioning in a temporary accommodation and attempts are being made to acquire land ... . There is also a need to strengthen the centre on the academic front.

In addition to the Ongole PG Centre, the University is also running some self-financing courses on the campus itself. In one sense, the Nagarjuna University has been a pioneer in organising such courses, even those which are traditional.

## **Problems facing Self-financing Courses**

The most serious problem facing these courses has been the inability of the University to provide adequate staff. This is specially true of certain "high-tech" courses and all the courses in the Ongole PG Centre. When the University asks for and gets high fees from the students for some of these courses, it becomes incumbent upon it, to arrange for equally high quality teaching. But, unfortunately, the University has been managing the Centres with Teaching Assistants instead of senior teachers.

There is no State support for the self-financing courses. For example, for the MSc course in the high profile area of Biotechnology, there is no regularly appointed teacher, and the University draws its teaching staff from various departments. In other departments too, the situation is no better. In the Department of Aquaculture, there is only one Professor, and one Reader. In the off-campus Nuzvid Centre, where facilities for drawing upon faculty from other departments exist, there are two teachers for each of the three PG courses run by it. In the Ongole PG Centre, where the courses are self-financing, there is no regular staff member, barring the Special Officer of the Centre.

Thus, it is clear that the University is depending on Teaching Assistants, who are appointed on an *ad hoc* basis by the University. These are mostly drawn from fresh postgraduates, and Ph D degree holders, who are paid about Rs. 2500 per month. There cannot be a surer way of bringing the self-financing courses into disrepute than to man them with inexperienced teachers in return for the high fees paid by the students.

Those self-financing courses which are in the high-tech area have generated quite some surplus. A small part of this surplus has been used for the development of the library, only some part for scientific equipment and the rest for buildings and infrastructure in general. This is somewhat unfortunate. Lack of funding for new construction has obliged the University to divert the fee income for this purpose.

Properly speaking, funds are needed to meet the basic requirements of the University. The correct thing to do would be to put the surplus in a separate fund. In terms of accounting, this has not been done so far. Most decisions are being taken on an *ad hoc* basis. In a few cases, even the Block Grant has been cut because the University had some surplus. This is deplorable. Since the matter is discussed elsewhere in some detail, nothing more is said here.

One other feature of the self-financing courses also deserves mention. The P G Centre at Ongole has been charging a sum of Rs.5000/- per year even for courses like Sociology, Social Work, Rural Development and History. Some candidates have come forward to pay this amount. On analysis, it was found that 40 per cent of them belonged to protected categories. In other words, their fee would be paid by the State government. However, around 60 per cent belong to other categories who were prepared to pay such a high figure, even in respect of courses which do not have a high employment potential. What policy implications this fact has is something that requires to be gone into.

In any case, one thing is clear in regard to the working of the off-campus University PG Centres. They are not working satisfactorily. According to the University, each one of them needs building space of 25000 sq.ft in addition to appropriate scientific equipment, library support and additional teaching staff. The rationale behind the establishment of these PG Centres is that while the district of Guntur has access to PG teaching at the University campus, the other two districts should also have something of that kind at the district headquarters. While there is something to be said in favour of this consideration, there is also something to be said against it. Apart from the physical resources like building, scientific equipment, library etc, the major bottleneck is that they do not have teachers of the requisite calibre at that level.

### **Correspondence Courses**

The University also started Correspondence Courses for the BA/BCom students. The response, however, has not particularly been good and the University is now inclined to discontinue these courses.

### **2.5.6 Finances**

In 1990, the University expenditure on salaries to the teaching staff was Rs.85.1 lakhs. By 1993, it rose to Rs.157.4 lakhs, i.e. an increase of about 85 per cent. In the same period, the expenditure on the non-teaching staff rose from Rs.125.6 lakhs to Rs.213.5 lakhs, i.e. by about 70 per cent. That there is a clear disproportion between the salary bills of the two categories of employees does not have to be spelt out. The matter is being referred to for appropriate attention.

For the year 1993, the University received a Block Grant of Rs.377.1 lakhs. Of this, a sum of Rs.370.9 lakhs was paid out on salaries. This left a balance of only Rs.6.2 lakhs with the University to take care of other demands. In terms of the audited accounts, the expenditure in 1993 came to Rs.6.3 lakhs. Thus, hardly anything was left with the University to meet its other heads of expenditure.

It is clear that the University is enjoying a precarious existence as far as its finances are concerned. The only hope seems to be the surpluses from self-financing courses. The income from these courses, together with that from the correspondence courses adds up to Rs. 40 lakhs, which is what is bailing out the University at present. For the year 1993, the revenue adds up to Rs. 665.6 lakhs (including a credit of Rs.23.6 lakhs from self-financing courses), and an expenditure of Rs. 675.1 lakhs, thus leaving a small deficit of Rs. 9.5 lakhs. This is after the University has tried to augment its resources through fee increases from 1991. The University would do well to explore the possibility of enhancing the affiliation fee from the present rate of Rs. 2000 per annum with a view to raising a substantial additional income.

One of the reasons for the present precarious financial situation of the University seems to be the result of the inability of the University departments to attract funds

from the UGC. It is surprising to note that out of all the Departments, only Physics receives UGC assistance through DRS. This must cause concern to the University. While the staff of many of the departments have claimed to having authored a large number of articles and papers in leading journals, it is surprising that their efforts have not resulted in any form of recognition by the UGC.

### 2.5.7 Some Critical Issues

- (1) The University has been very liberal in promoting teaching staff under the Merit Promotion Scheme. This could have serious consequences for the academic future of the University.
- (2) For a University of that size, there is overstaffing at the non-teacher cadre level. Added to this is the large presence of daily wage employees.
- (3) The University must ensure that it works for at least 180 days as per the UGC norms.
- (4) Rules regarding the award of Ph D are in favour of research students, as evidenced by absence of rejection/revision at that level. That the rules are lax in other universities need not be an excuse for Nagarjuna University in this regard.
- (5) The University must take special interest in the development of the Library. The Library also is understaffed.
- (6) In regard to affiliations, the University would do well to be less liberal than it has been since 1991. This will prevent debasement of academic standards at the undergraduate level.
- (7) The University's record in regard to its off-campus PG Centres is not what it should be. The University is aware of this. However, little has been done to improve the infrastructural facilities in these Centres. The staff engaged in these Centres are also not up to the mark. To charge high fees even for conventional courses, and not arrange for competent teaching is not expected of a university which aspires to carve out a place for itself.
- (8) In terms of building and equipment, the University is poorly endowed. For instance, the University does not even have an administrative building and the Vice-Chancellor's office is located in barracks which were put up in the beginning. Similarly, the hostel facilities are poor. According to the University, at the existing price level, it would need Rs. 13 crores by way of capital grants to meet its barest minimum needs. Even then, not all its needs would be met.
- (9) One peculiar problem with which the University is faced with is that, even after two decades, a township has not been established in and around the campus. Any university which is established away from a town has also got to establish a township. This means that a number of civic amenities like shopping centres, transport facilities etc. have to be established.

- (10) The campus does not possess a sufficient number of residential quarters for its staff. There is no house for the Vice-Chancellor or the Registrar. Less than 10-12 teachers live on the campus. Everyone else commutes from the town. This is a problem which needs urgent attention.
- (11) One obvious implication of a large number of people living off the campus is that by about 5.00 p m almost everybody who comes from outside leaves, so much so that even the University Library is closed down at 5.30 p m. A few years ago some *ad hoc* appointments were made to keep a part of the Library open so that students could take advantage of text-books and reference material. At present, there is hardly any student/teacher interaction and the campus gets deserted as soon as the working day is over.
- (12) As far as one can judge, the possibility of the University receiving funds of the required magnitude is not high. In other words, the University would have to live with the situation of constant shortages, thereby obliging it to adopt make-shift strategies.

This situation has got accentuated because hardly any Vice-Chancellor has stayed in the University for longer than three years and a few of them left even before the completion of the three year term. Consequently, it has been difficult to undertake long range planning. In any case, in the absence of a clear-cut policy decision of the State government in regard to funds raised by a University or a college, the incentive to generate new resources cannot be particularly high.

- (13) The University is fortunate to have a nucleus of good teachers who originally came from Andhra University to Guntur and stayed on. They also brought the right kind of work culture to the University. In course of time things became lax and, therefore, there is a need to tighten up the situation. In this connection, reference may be made to the research work done by the faculty. While some individuals have performed well, others have not. There appears to be no system of monitoring the progress being made and it is necessary to institute such a system.
- (14) According to the data supplied by the University, research grants of approximately Rs.15 lakhs are currently being availed of by the University. The sources of these funds are some of the science agencies as also the various research councils set up by the Department of Education. Given the strength of the faculty and their range of activities, this is inexplicably low.
- (15) One of the things we gathered in the course of our visit was that the Department of Buddhist Studies, one of the unique features of the University set up, might start a Master's programme in this area. That would be a disaster. This is a research department and should be promoted as such.

## **2.6. SRI PADMAVATI MAHILA VISVAVIDYALAYAM**

### **2.6.1 Genesis**

Sri Padmavati Mahila Visvavidyalayam (SPMV) was established in 1983 at Tirupati with the objective that "the University shall include promotion and dissemination of knowledge and skills, particularly those relating to employment, awareness of social issues and human values and the development of character and personality for leadership in all aspects of life".

**This University is exclusively meant for women students with an emphasis on educational programmes and research activities relevant to women and their problems in contemporary society.**

The University was recognised by the University Grants Commission in 1987.

### **2.6.2 Growth and Development**

SPMV started its academic and administrative activities in 1983 on leased premises. Meanwhile, the Tirumala-Tirupati Devasthanam donated 138.43 acres of land for developing a campus for the University. The physical infrastructure, at present, includes an administrative building, a small teaching complex, a humanities block, a science block and library, a computer centre, the sericulture complex, hostels, a faculty hostel, a health centre, a canteen, the generator room, an indoor stadium, staff quarters, music cottages, and the VC's lodge. The University shifted to its present campus in 1990.

The University is classified as a State-wide institution and follows the six point formula of AP Educational Institutions - Regulation of Admission Order, 1974 - for admissions to graduate and postgraduate courses. The said order stipulates enrollment of students belonging to Andhra Pradesh only. As a result of this order, the University admits girl students belonging to the three regions of Andhra Pradesh - Coastal Andhra, Telengana and Rayalaseema - in the ratio of 42:36:22. This rule inhibits the institution from acquiring an all India character in matters of admissions.

The University is a non-affiliating and unitary type of institution. All courses mentioned below are offered in the University departments located in the campus.

### **2.6.3 Administration**

There are 258 non-teaching staff members of whom 186 are permanent employees and 72 are working on daily wages or on consolidated pay. The bulk of the non-permanent employees are in the cadres of Junior Assistants (17), Attenders (15), Watchmen (21), and Sweepers (10). The student/non-teacher ratio, at present, is approximately 1:3.5. If permanent employees alone are considered, the ratio works out to 1:5. The ratio of teachers to non-teaching employees is 1:3.



#### **2.6.4 Teaching Staff**

The cadre-wise sanctioned posts are 14 Professors, 29 Readers and 64 Lecturers. Only about half of the sanctioned posts at the respective lower cadre were filled by 1988. None of the Professorial posts could be filled until 1992, though the posts had been sanctioned in 1985. Consequently, some departments were started and ran for a number of years without the benefit of mature guidance in teaching and research. As of today, the total teaching staff in the University is 85 with 10 Professors, 23 Readers and 52 Lecturers. There are only 5 males among the teaching staff. Obviously, the University has been following a policy of "women teachers only" and severely limited its recruitment of male talent to a few chosen fields.

#### **Teacher/Student Ratio**

The teacher/student ratio in all departments except Law, ranged from 1:4 to 1:13. In the department of Law, it is 1:30. The departments of Applied Microbiology (1:4), Music (1:4), Sericulture (1:5), Home Science (1:6), Communication & Journalism (1:6), Women's Studies (1:6) and Social Work (1:8) have the most favourable ratios. In other departments like Applicable Mathematics (1:12), Computer Science (1:13), Education (1:12), English (1:12) and Telugu Translation (1:9) the ratios are moderate. Such high ratios may be justifiable in the initial years of starting a course, but a gradual increase in the intake of students, particularly in the Faculties of Arts and Social Sciences, would possibly optimise the utilisation of teaching and other infra-structural facilities available in the departments.

#### **2.6.5 Academic Profile**

The University launched its teaching programme in a modest way in the year 1983 by starting MA degree courses in two subjects (Social Work, and Music), a Bachelor's degree in Communication and Journalism (BCJ), PG Diploma courses of one year duration in Sericulture, Applied Nutrition, Child Care and Public Health, Cartography, and Computer Programming; Certificate courses in Child Care (six months) and Spoken and Functional English (3 months). Since then, a number of other subjects were introduced gradually at the Master's and Bachelor's degree levels, and some of the PG Certificate courses mentioned above have been elevated. As of today, the academic programmes which the University offers (and their year of introduction) are as follows:

##### *M A Degree Courses in*

Social Work (1983), Music (1983), English Language and Literature (1984), Communication and Journalism (1987), Telugu Language, Literature & Translation (1989), and Women's Studies (1989).

##### *M Sc Degree Courses in*

Sericulture (1984), Applicable Mathematics (1984), Home Science (1987), Human Development & Family Studies (1987), Applied Microbiology (1988), BEd (1984), MCA (1987), MEd (1987), LLB (1988), LLM (1994)

#### *PG Diploma Courses (one year)*

Diploma in Sericulture (1983), Diploma in Computer Applications (1983), Diploma in Nutrition and Dietetics (1984), Diploma in Pre School Education (1987), Diploma in Telugu Translation (1989), Diploma in Law & Medicine (1993)

#### *Certificate Courses in*

Spoken English & Functional English (3 months) (1983), PG Certificate course in Functional English (6 months) (1989)

The University offers research degrees in all the MA and MSc subjects mentioned above except in the area of Computer Applications.

Perhaps, this is one of the very few universities in the country offering a Master's course in Sericulture and Telugu Translation. Considering the fact that the University was started only in 1983, the academic programme developed in the past ten years or so is commendable. But it is not clear whether the University followed its objective correctly in starting courses such as BEd, LLB, MCA, MEd, LLM and MSc (Applicable Mathematics) which are also offered in other universities of the State, including Sri Venkateswara University which is located at a distance of less than 2 kilometers.

The stated objective of the University is to concern itself more with an academic programme which caters to the specific academic and vocational needs of women. SPMV can only justify the inclusion of these courses in its agenda if the syllabi have to do with the problems of women. It may be that the departments of Home Science, Sericulture, Music, Social Work, Women's Studies and Communication and Journalism meet this consideration, but can that be said about all other departments?

However, the University has now started exploring new avenues of women's education. This effort is evident in its plans to start vocational degree courses in Clinical Nutrition and Dietetics, Sericulture, Food Science and Quality Control, Industrial Microbiology, Tourism and Travel Management, Mass Communication and Video Production and Seed technology. The University also proposes to start the following courses at the undergraduate and postgraduate level:

Bachelor's degree course in Pharmacy, Postgraduate diploma course in Pharmacy, Master's degree course in Electronics, Master's degree course in Business Management, Master's degree in Community Health and Nutrition, Postgraduate diploma in Silk Technology, Para Medical Courses, Undergraduate courses in Office Management, Trade and Commerce.

The courses mentioned above will cater to the specific academic and vocational needs of women, and the University will have achieved its objective if it can start and strengthen these courses in the next five years.

#### **Student Intake**

Admissions to BEd and LLB courses in the University are made through a State-wide common entrance test conducted by the APSCHE. The intake of students is 60 in each course. The syllabi adopted for these courses are almost the same as that of

other universities. The University conducts an entrance test for admission to 30 seats in the MCA course. Admission to all other postgraduate courses are made on the basis of the marks obtained at the qualifying degree examination. But this practice would not eliminate any undue advantage a student may derive in a college/university examination because of different standards of evaluation practised. The matter needs to be looked into.

Two seats in each course are reserved for the daughters of TTD employees and one for a NRI. In general, the demand for courses under the Faculty of Social Sciences is not very high. The seats to applications ratio is around 1:2. Science subjects and MCA, however, attract a higher number of applicants. The number of students admitted each year are: 130 in undergraduate courses, 280 in postgraduate courses, and 104 in PG diploma courses. The total number of students in the University for all courses is around 900. The distribution across courses for 1994-95 is as follows: Ph D (69), M Phil (28), PG courses (600), PG diploma courses (94), Bachelor's courses (149) and Certificate courses (12).

Some departments in the University have internal assessment of evaluation and the weightage given ranges from 10 per cent in Sericulture to 40 per cent in MCA. **This is the only University in Andhra Pradesh to continue with the internal assessment system in MA and MSc courses.**

By the end of the academic year 1993-94, the University had awarded 952 Master's degrees, 609 Postgraduate diplomas, 718 Bachelor's degrees and 34 certificates. These figures reveal an interesting trend when compared to the intake capacity of each course from the year of its inception. As against a total of 1750 admissions in all the PG courses up to the academic year 1991-92, only 952 have passed out so far, indicating a drop-out/failure rate of 46 per cent, whereas the corresponding figures for Degree and PG Diploma are 800/718 and 700/609 respectively. This means that the drop-out rates were 9 to 13 per cent. It will be interesting to probe into the reasons for such a high drop-out/failure rate in the PG courses.

The University also offers MPhil programmes in certain subjects. Departments conducting these programmes are Applicable Mathematics, Applied Microbiology, Home Science, Sericulture, Education, English, Music, Social Work, Telugu Translation and Women's Studies. The admissions are based on merit at the qualifying examination, and the intake per year ranged from 2 in English to 11 in Home Science. None of the students is paid any scholarship or stipend. The present strength of MPhil scholars in the University is 23 and till 1993, 8 students were awarded MPhil degrees - 5 in the Faculty of Science and 3 in the Faculty of Social Sciences.

### **Ph D Research Programme**

Inaugurated in 1989, the research programme at the Ph D level in the University is at a very nascent stage. Though admissions are made in various subjects, active work is evident only in the departments of Sericulture and Home Science. Even amongst the staff, there are not many teachers with proven experience of research. But a majority of them are recognised as supervisors for guiding research work leading to the Ph D degree. As of now, there are 69 Ph D students in the University. Except for four or five students, the rest of them do not receive any scholarship.

The departments of Sericulture and Home Science received major projects from the Department of Science & Technology, and ongoing UGC sponsored major research projects are in the departments of Applied Microbiology, Telugu Studies and Women's Studies. While the University has just begun its research activity, further expansion without adequate financial support and scientific inputs may lead to output of poor quality.

The University Library is now housed in a corner of the science block. The Library has about 30,000 books and is currently subscribing to nearly 300 periodicals. The immediate need of the Library is space and a separate building.

The University claims that several of its departments have been actively engaged in extension activity reaching the women and children in the surrounding villages. The NSS Unit of the University was started in 1984 and the NSS volunteer team of Mahila University was adjudged as the best participating team in an adventure programme organised by Utkal University, Orissa, in March 1991.

### 2.6.6 Finances

The University received total financial support from the State government until it was recognised by the UGC in 1987. The details of the grants received from the State government for ten years since the inception of the University are as follows:

	Years	(Figures in lakhs of Rupees)	
		Capital grants	Maintenance Grants
(1)	1983-84	-	30.00
(2)	1984-85	38.50	25.50
(3)	1985-86	50.00	25.00
(4)	1986-87	62.00	26.25
(5)	1987-88	8.21	45.79
(6)	1988-89	47.55	58.17
(7)	1989-90	14.25	92.44
(8)	1990-91	-	63.66
(9)	1991-92	6.32	116.96
(10)	1992-93	42.70	152.84
	Total	269.53	636.61

From the above figures, it is evident that the State government did not follow any plan or principle in awarding the capital grants whereas there has been steady growth in the maintenance grant. For the year 1992-93, the expenditure on salaries was Rs.97 lakhs (about 70 per cent of the Block Grant) of which Rs. 42 lakhs was for teaching and Rs.55 lakhs for the non-teaching staff.

The University received Rs. 91.17 lakhs from the UGC during the VII Plan period, and a sum of Rs. 145 lakhs under the VIII plan. A major part of this amount was spent on construction of buildings in the campus. Outside the plan grant, a total of Rs. 58.62 lakhs has been sanctioned by the UGC for the appointment of Visiting Professors/Visiting Fellows, for establishing the MCA laboratory, special assistance to the Library, Centre for Women Development Studies, publication of learned/research work, seminars, symposia and workshops, financial assistance to minor projects, adult education and continuing education, scholarships, etc.

The Tirupati Tirumala Devasthanam (TTD) has given a recurring grant of Rs. 15 lakhs per annum to the University since its inception.

In addition to the above, the University received Rs.5.00 lakhs from the Department of Electronics, Government of India, for starting the MCA course. The Ministry of Human Resource Development sanctioned a sum of Rs.2.39 lakhs for the National Integration programme during 1988-89. For developing infrastructure for the Department of Sericulture, the District Rural Development Agency (DRDA) has so far sanctioned Rs.5.85 lakhs under the Integrated Rural Development Program (IRDP) and Rs.4.6 lakhs under the Training Youth for Self-Employment (TRYSEM) Program.

#### **2.6.7 Some Critical Issues**

- (1) The University should take expeditious steps to fill up the teaching posts, since the academic consequences of understaffing could be deleterious to the growth of the institution. If suitable persons are not available, as might happen, extensive arrangements regarding teachers on a visiting basis must be made.
- (2) There is a fair degree of unevenness in the teacher/student ratio across different departments of the University. The University should examine if there exists some excess capacity in departments where the student/teacher ratio is favourable to the latter. It should also look into the reasons for such ratios when some of the teaching posts, specially in the higher cadres have remained unfilled.
- (3) The number of daily wage staff is high for a comparatively small University like the SPMV. 28 per cent of the total staff are employed on daily wages. This is likely to be a source of trouble for the University, as some of the bigger universities in the State are now discovering.
- (4) That the University has problems of overstaffing as regards the non-teaching staff can be seen by the fact that, for every student, there are 3 non-teaching staff members. It is not surprising, therefore, that in the SPMV, the total of salaries of the non-teaching staff is more than the total of salaries of the teaching staff.
- (5) The disciplines cultivated by the University do not reflect the major objective of the University, which is to promote studies with a perspective on women.
- (6) The University must investigate the reasons for a high rate of drop-outs in the PG courses, and see if these are due to sociological problems of the gender type. If

this is found to be the case, they must modify rules regarding period of study, examinations and the maximum period by which a student is expected to complete a course.

- (7) Except for the Departments of Sericulture, and Home Science, there is very little external funding to support the research activities of the departments. The University should ensure that the quality of research does not suffer because of this.

## **2.7 DR.B.R. AMBEDKAR OPEN UNIVERSITY**

### **2.7.1 Genesis, Growth and Development**

Dr.B.R.Ambedkar Open University (then known as Andhra Pradesh Open University) was established in 1982 by an Act of the State Legislature and was inaugurated by the then President of India, Giani Zail Singh, in August of the same year. This was the first Open University to be started in the country. Its primary aim was to provide open and democratic access to higher education by opening up educational opportunities to a wide spectrum of potential students who were, for some reason or the other, deprived of access to conventional universities.

In 1991, the year of Dr. Ambedkar's birth centenary, the University was renamed, with an amendment to the Act by the A.P. Legislature, as the Dr. B.R. Ambedkar Open University. It is now located at Jubilee Hills, Hyderabad, on a 50 acre campus which houses the new building complex.

#### **Objectives**

The University proclaims its motto as "Education for all". Its aim is to provide opportunities for higher education while retaining a great degree of flexibility in its functions relating to admission, courses, methods of teaching, duration and evaluation.

Among its stated objectives are:

- (a) to provide educational opportunities to those students who could not take advantage of institutions of higher learning;
- (b) to realise equality of educational opportunities for higher education for a large segment of the population including those in employment, housewives and adults who wish to upgrade their education through distance education;
- (c) to provide flexibility with regard to eligibility for enrollment, age of entry, choice of courses, methods of learning, conduct of examinations and operation of the programmes;
- (d) to offer degree courses and non-degree certificate courses for the benefit of the working population in various fields; and
- (e) to make provisions for research and the advancement and dissemination of knowledge.

### **2.7.2 Administration**

As is the case with the other universities of the State, the Governor of AP is the Chancellor of the University. The Vice-Chancellor is the executive head of the University and, along with the Rector, has control over the different Directors, the Registrar, the Finance Officer, the Officer-in-Charge, the Computer Centre, and the Library Member-in-Charge. The other authorities of the University are the Executive Council, followed by the Academic Senate, Planning and Monitoring Board, and the Finance Committee..

There are six Directors for the following activities:

- (1) Director Academic, who controls the Deans of Arts, Commerce, Sciences, and Social Sciences.
- (2) Director Student Services, who supervises all the Study Centres of the University .
- (3) Director Material Production, who coordinates all purchases, and is responsible for the printing and distribution of the reading material.
- (4) Director Evaluation, who looks after Programme Evaluation and Research.
- (5) Director Audio-Visual Production and Research Centre, who is responsible for the production of audio and video tapes.
- (6) Director Staff Training and Development, who is responsible for in-service training programmes for the staff of the University, including those who are working in the Study Centres.

The Registrar is the administrative head of the University office, and exercises control over office personnel, examinations, public relations, Estate management, and the Development Cell.

The Finance Officer is responsible for the Audit and Accounts work of the University.

In addition to the above, there are 4 faculties headed by the Deans. Each department under the different faculties works under a Head of Department.

### **Some unique features**

The office of the Rector was not included in the 1982 Act. This office was created through the enactment of a statute in 1992. However, the Act does not clearly delineate the administrative role of the Rector. Even the Andhra Pradesh Universities Act, 1991, which governs six other universities, does not contain clearly defined responsibilities of the Rector. Even the provision for the terms of appointment has scope for inter-university variations.

There is, therefore, a great need for incorporating a clear description of the functions of the Rector, if the office has to be integrated fully with other statutory offices. This will avoid possible friction over precedence and jurisdiction.

Another possible problem area is in regard to the office of Director which is a creation of the 1982 Act. The Act, as amended in 1985, stipulated that the Director shall be appointed by the Executive Council "on the recommendation of the Vice-Chancellor and shall exercise such powers and discharge such duties as may be prescribed by the Statutes." It was only in 1988 that the Statute defining "Appointment, Powers and Duties of the Directors" was made.

However, what is not clear is whether the office of the Director bypasses the office of the Registrar. If so, what are the areas in which the Directors can have direct access to the Vice-Chancellor? If the office of the Director constitutes an independent



administrative module, then problems of coordination, diffusion of administrative responsibilities, absence of holistic administrative procedures and weakened control over information result. While the 1982 Act puts Directors above the Registrar in its list of officers, does this make them independent of the Registrar?

### 2.7.3 Teaching Staff

The following table gives the position regarding the teaching staff of the University:

SN	DESIGNATION	NO.BUDGETED	NO.WORKING	NO.VACANT
(1)	PROFESSOR	11	11	-
(2)	ASSOC. PROF	19	17	2
(3)	ASST. DIR/DD	25	23	2
(4)	ASST. PROF	27	22	5
(5)	ACAD. ASSTS	7	-	7

In addition, there are 3,000 Counsellors working on a part-time basis.

As against the above, the University has 259 budgeted posts up to the Junior Assistant's cadre, of which 257 are filled up. For all the cadres among the non-teaching category, there are 395 employees, of whom those working as NMRs and Daily Wage Employees account for 156. (The percentage of NMRs to regular employees is about 39.5, which means that out of every 10 non-teaching employees, 4 are in the NMR cadre.) The teaching to non-teaching staff ratio is also on the high side in this University. The ratio is 1:4.44 for the budgeted posts, whereas it is 1:5.38 if the actual number of teachers is taken into account. The difference in these ratios is due to the relatively large number of vacancies in the teaching cadres, as against only two in the non-teaching cadres.

### 2.7.4 Academic Profile - Enrollment

The Open University's total student enrollment in 1994 was 33,033 with the following break-up.

(1)	BA, BCom, and BSc	28,000 (85 per cent)
(2)	MA	4,089 (12 per cent)
(3)	MBA	901 (3 per cent)
(4)	Ph D and M Phil	17

These figures are to be contrasted with the total enrollment figure of 6,231 in 1983-84. Of the present total enrollment, women constitute a little over a third (36 per cent). About 40 per cent of the total students are in the employed category while nearly 70 per cent are urban-based.

There are, at present, four faculties - Arts, Science, Commerce and Social Sciences - and twenty departments. Of the four faculties, enrollment is the highest in the BA degree course which accounts for 79 per cent of the total undergraduate enrollment.

A significant feature of the enrollment is that, while there is an increasing trend in favour of conventional courses, the corresponding figures for courses like Bachelor of Library and Information Science, Bachelor of Public Relations, Certificate of Proficiency in Food and Nutrition, Post Graduate Diploma in Public Relations (which are popularly perceived as "job-oriented") have revealed a consistently decreasing trend. The intake figures supplied by the University show that the PGDCR course has been discontinued from 1992 onwards. The figures for these courses are as follows:

		1989	1990	1991	1992	1993
(1)	B.L.I.SC	630	452	387	354	356
(2)	BPR	1047	808	577	468	312
(3)	CPFN	1059	496	349	210	239
(4)	PGDPR	541	341	578	-	-

### Study Centres

Education based on the distance mode of instruction through the Open University system which started as an experiment with 26 Study Centres has, according to the University, now expanded to 92 Study Centres spread over all the districts in the State. The University has stated that it has 12 Post Graduate Study Centres. Its future plans include the establishment of Regional Centres to decentralise Student Support services.

However, in the filled-in questionnaire, the University has accounted for 88 Study Centres. The regional distribution of these Centres is also found to be rather uneven, as can be seen from the following table:

### REGIONAL DISPERSION OF STUDY CENTRES

	REGION	NO.OF STUDY CENTERS	PERCENTAGE TO TOTAL
(1)	TWIN CITIES	17	19
(2)	TELANGANA (excluding twin cities)	33	38
(3)	RAYALASEEMA	16	18
(4)	COASTAL ANDHRA	22	25
	TOTAL	88	100

Another dimension of this problem can be captured if we take into account the number of students from each of the three regions serviced by the University. As per the figures supplied by the University, the regional distribution of students serviced by the University is as follows:

## REGION-WISE ENROLLMENT

	REGION	STRENGTH	PERCENTAGE
(1)	TWIN CITIES	19,362	37.6
(2)	TELANGANA (excluding twin cities)	17,961	34.9
(3)	RAYALASEEMA	8,226	16.0
(4)	COASTAL ANDHRA	5,929	11.5
	<b>TOTAL</b>	<b>51,478</b>	<b>100.0</b>

Such imbalances should cause concern to the University authorities; the Andhra Pradesh Open University Act, 1982 stipulates that the jurisdiction of the University "extends to the whole of the State of Andhra Pradesh".

Another cause for concern is the fact that from 1983-84 onwards, the percentage of students entering the University through the non-formal stream is growing as the following table shows:

	YEAR	Percentage admitted through	
		Non-formal	Formal
(1)	83-84	65	35
(2)	84-85	85	15
(3)	85-86	84	16
(4)	86-87	74	26
(5)	87-88	76	24
(6)	88-89	76	24
(7)	89-90	66	34
(8)	90-91	71	29
(9)	92-93	69	31

Given that the clientele for this University is drawn predominantly from the non-formal stream, the imbalance noticed in the earlier table has lessons for the University's policy of "education for all".

### **Courses**

The courses offered at the undergraduate level are: BA/BCom/BSc (with both Eligibility Test and Direct Admission); BPR in Public Relations; and BLiSc. A Certificate in Food and Nutrition (CFN) is another of the courses offered. There is also a Post Graduate Diploma in Public Accounting. The University has M Phil and Ph D programmes in Development Studies (both in collaboration with CESS, Hyderabad).

Other courses offered at the Postgraduate level since 1993 include the MBA programme, MSc in Mathematics and, MA in Political Science, and Public Administration in Telugu medium. An MA programme in Economics with emphasis on Applied Economics was started in 1994-95. Courses on Women's Studies and

Environmental Studies are to be introduced soon. Incidentally, this University was the first in the country to offer a BSc course through the distance mode of education.

While the University functions with both English and Telugu as instructional media, about 80 per cent of the instruction is through the Telugu medium. There are no full-time courses in the Urdu language though Urdu is one of the second languages of the State. Urdu is offered as a language for the one year Foundation Course and as an optional subject (Literature) in the undergraduate programmes. A Certificate Programme in Food and Nutrition (developed by Indira Gandhi National Open University and translated into Urdu) is being offered with effect from August 1994.

The University has 18 academic departments. In all departments, except Commerce, the staff strength is less than or equal to three. In Commerce, there are five teachers with one Professor, one Associate Professor, and three Assistant Professors. Of the departments, only Business Management has no undergraduate programme. Five departments, including the Department of Business Management, offer postgraduate courses.

In the faculty of Arts, all the four departments (English, Telugu, Hindi, and Urdu) deal only with undergraduate courses. In the Faculty of Science, of the six departments (Mathematics, Physics, Chemistry, Botany, Zoology, and Geology), only the Mathematics department offers a Postgraduate course. In the Faculty of Social Sciences, the Departments of Economics, Political Science, and Public Administration have recently started offering MA programmes.

Thus, it can be seen that undergraduate courses constitute the staple activity of the University. Here also, the University is predominantly concerned with "conventional" undergraduate courses, specially the BA which as mentioned earlier, accounts for nearly 79 per cent of the total undergraduate enrollment (which in its turn accounts for nearly 85 per cent of the total enrollment in the University). Given that this is the main thrust of the University's academic activity, it is not surprising that it feels that it is facing a severe competition from the other mainstream conventional universities in the State.

How far does the policy of promoting conventional courses (specially BA) help the University to realise its stated objectives? Does creation of educational opportunities for non-formal target groups mean only this? Unfortunately by doing so, the B.R. Ambedkar Open University has unwittingly entered into competition with conventional universities.

In the case of conventional universities, the cost of running Distance Education Centres (which are in fact correspondence courses, with some contact classes thrown in) is much less, since they utilise the existing human and physical infrastructure. On the other hand, in case of the Open University, these facilities have to be created, and have proved to be an expensive way of producing graduates in conventional disciplines. Even the element of flexibility in the minimum qualifications required for admission is losing its advantage since the other universities have also started adopting an open admission policy.

In its excessive preoccupation with conventional courses, the B.R. Ambedkar Open University did not develop the necessary teaching faculty for initiating and sustaining courses meant for those sections to whom the conventional universities do not cater.

The University should identify courses meant for "those in employment, women including housewives and adults ....." and "offer degree courses and non-degree certificate courses for the benefit of the working population in various fields". It is precisely this **neglect** that is probably responsible for the feeble efforts of the University to initiate non-conventional courses.

It can be legitimately asked whether there is a need for the Open University if it merely duplicates the efforts of the conventional universities in furthering conventional courses? It is true that the Open University allows for a greater degree of flexibility, but the conventional universities have caught up with it in this regard also. Therefore, the answer to the question has to be **no**. The B.R. Ambedkar Open University must justify the rationale for its existence by branching out into areas so far not covered by the other universities.

### **Other Academic Activities**

Several Study Centres have been set up in the University since its inception. An Audio Visual Production & Research Centre (AVPRC) was established in 1985 to facilitate the learning process through the integration of audio and visual methods. The University's learning materials are broadcast four times a week by the All India Radio, Hyderabad. Efforts are on to telecast the University's programmes thrice a week from Hyderabad Doordarshan Kendra (DD 8).

In spite of establishing an Audio Visual Production & Research Centre (AVPRC) in 1985 with full-fledged staff of 2 Professors, and four other faculty members, the University still relies excessively on the radio, as against the audio and the video modes of communication. The figures for 1992 show that the number of lessons broadcast by the radio is 1,082, whereas the corresponding figures for audio and video are 227 and 126 respectively. What is surprising is that in a study conducted in 1989 by the University at its Centre for Evaluation, it was brought out that **"radio lessons were not popular ..."**.

The Centre for Evaluation carries out evaluation studies on aspects of teaching programmes and surveys on the potential of distance education. The Centre has been recognised as a Regional Database for Distance Education by the Distance Education Council. The findings of such studies are not made public.

### **Library**

The Central Library contains books and journals in several languages. The total collection in all the Study Centres in 1992 included about 37,038 books and 1,300 maps.

## **2.7.5 Receipts and Expenditure - Finances**

The University receives a Block Grant (which has been around 20-23 per cent of the total receipts) from the State government. It also receives grants from the UGC, the IGNOU, and the Commonwealth of Learning. Fee income accounts for more than half of its total receipts and includes tuition fee, examination fee, etc. The remaining major source of finance is withdrawals from building fund. The following table gives the receipts of the University for the years 1984-85, and 1994-95:

(Figures in lakhs of rupees)

	ITEMS OF RECEIPTS	1984-85	per cent	1993-94	per cent
(1)	Block Grant	50.00	23.6	178.71	21.7
(2)	Devlpt. Grant	57.00	26.9	-	
(3)	GRANT				
	[a] UGC	-		8.68	1.1
	[b] IGNOU	-		23.20	2.8
	[c] COL	-		1.22	0.2
(4)	Lab. Grant	-		-	
(5)	Univ. Endowments	-		-	
(6)	FEE INCOME				
	[a] Tuition	87.52	41.2	358.63	43.5
	[b] Exam Fee	11.64	5.5	90.31	10.9
	[c] Others	5.91	2.8	18.48	2.2
(7)	Withdrawals from Building Fund	-		145.39	17.6
	TOTAL	212.07	100.0	824.62	100.0

If one were to deduct the withdrawals from the building fund from the receipts, the percentage of fee income to the total income would go up substantially. Actually, of the total receipts of Rs. 679.23 lakhs in 1994-95, the fee income generated by the University for that year accounts for 67.9 per cent .

The budget also gives us an idea about the heads under which the University has surplus, and the ones in which it has deficits. In the former category, we have Tuition Fee, and Examination Fee. These two put together account for nearly the entire surplus which the University has under the current receipts.

For the years 1989-94, a break-up of the recurring expenditure shows that the University has been spending more than 50 per cent on salaries, notwithstanding the fact that it is an institution dealing with distance education. Though the percentage is less than in conventional universities, it is not all that small. The relevant figures for 1989-94 are as follows:

	PARTICULARS	1989/90	1990/91	1991/92	1992/93	1993/94
(1)	Salaries, and Wages of teaching and non-teaching staff as % to total recurring expenditure	60.7	46.7	52.4	53.1	54.2
(2)	Teaching staff to non-teaching staff salary ratio	1:1.86	1:1.83	1:1.71	1:2.1	1:1.96

Even in respect of the salary component, the ratio of teaching to non-teaching staff emoluments is heavily in favour of the latter. Though the same phenomenon was observed in some of the conventional universities, in the case of the B.R. Ambedkar Open university such a ratio is, at least, understandable.

### 2.7.6 Some Critical Issues

- (1) There is excessive concentration on the conventional courses, specially BA. Such a policy cannot be said to be in tune with the stated objectives of the university. What is more, the enrollment in some of the quasi non-conventional courses has been falling.
- (2) The regional spread of the Study Centres leaves much to be desired. Instead of extending its activities to the backward areas, the University has chosen to concentrate on the twin cities and Telangana to the detriment of the other two regions of the State.
- (3) Even before the University had consolidated its undergraduate programme, it started postgraduate courses. It is for the University to assess how far this policy is beneficial to the academic growth of the University in the long run.
- (4) Though the University has the necessary hardware and trained personnel, it has not made any serious attempt to utilise the potential of modern technology for interactive learning processes. There is still an excessive reliance on the printed word to the near exclusion of the equally effective alternatives.
- (5) The University has to establish continuous contact with its students through an efficient feed-back mechanism. There is no rule that requires students to do their assignments regularly.
- (6) The quality of counsellors, appointed on a part-time basis is rather uneven. There should be a screening mechanism to ensure quality in this regard.
- (7) The relatively "happy" financial position of the University is probably due to its comparative inaction on the academic front. The University should create a demand for its courses when it ventures into non-conventional areas. For this purpose, an academic demand survey might be helpful. In the absence of such a survey, this University, like Sri Padmavati Mahila Viswavidyalayam, and the Telugu University would become a near clone of the traditional universities.
- (8) The University tends to follow policies which may result in the debasement of academic standards. This has to be avoided.
- (9) A periodic quality audit of its reading material by an independent agency would help the University.
- (10) It would be better if the government defines the functions of the Rector clearly in the Act, so that a sense of purpose is brought to bear on that post.
- (11) In order to avoid unnecessary complications, the Act should also clear the position of the Registrar *vis-a-vis* the Directors.
- (12) The practice of clubbing Business Management and Commerce under one umbrella is an academically unsound practice. Steps should be taken to bifurcate the two.

## **2.8 TELUGU UNIVERSITY**

### **2.8.1 Genesis**

After the formation of AP in 1956, the State government established several Academies to foster the development of Arts, Culture and the Telugu language. In 1985, these Academies were amalgamated into one organisation which was called the "Telugu Vignana Peetham". Subsequently, by an Act of the AP Legislature, the Telugu University was established in December 1985 and the Telugu Vignana Peetham was merged into the University.

The Telugu University, the second University in the country to be based on a regional language, has its headquarters in Hyderabad, with outstation campuses in Rajahmundry, Srisailam, and Warangal.

**The salient objectives of the University are:**

- (1) To function as a Centre for research in Telugu language, literature, and culture;
- (2) To impart training to those (both in India and abroad) who wish to study Telugu language, literature, and culture;
- (3) To provide facilities for the study of Arts, Culture, Music, Theatre, Painting, Sculpture, Archaeology, Language, Literature, Grammar, Linguistics, History, Religion, Philosophy, Medicine, Engineering, Sciences, Handicrafts etc.
- (4) To translate Telugu books into other languages, and books from other languages into Telugu;
- (5) To collect and edit various inscriptions;
- (6) To collect Telugu words, idioms, and spoken forms of language in AP.

The University is organised under the following faculties located at different campuses:

- a. School of Fine Arts at Hyderabad
- b. School of Language Development at Hyderabad
- c. Vigyana Vikasa Peetham at Hyderabad
- d. School of Literature at Rajahmundry
- e. School of History, Culture, and Archaeology at Srisailam

### **2.8.2 Administration**

As is the case with other universities in the State, the Governor is the Chancellor of Telugu University. The Vice-Chancellor is the chief executive authority and he is assisted by the Registrar, the Finance Officer, the Controller of Examinations, the Joint Registrar, some Deputy Registrars, and several Assistant Registrars in that order.



### 2.8.3 Teaching Staff

The teaching staff of the University is as follows:

	CADRE	NUMBER
(1)	Professor/Librarian	10
(2)	Reader/Deputy Librarian	8
(3)	Lecturer/Assistant Librarian	30
(4)	Project/Compiling Assistants	11
	Total	59

Of the above, one Librarian is in the Professor's cadre and 2 Assistant Librarians are in the Lecturer's cadre. They are strictly speaking non-teaching staff in the teachers' pay scales. Similarly, all the 11 Project/Compiling Assistants are also not to be reckoned as teachers. If we deduct this number, we are left with a teaching staff strength of 45.

In this University, the ratio of teaching to non-teaching staff is nearly 1:6. For a relatively small University in terms of enrollment (as will be seen later), the ratio of non-teaching staff per teacher is abnormally high. Given this, the large number of appointments (as will be shown later) made in the daily wage cadre appears to be unduly large.

Of the 45 teachers, 5 are Deans, 16 are Heads of Departments, 5 are Chairpersons of Boards of Studies, and 1 is a Principal, making for a total of 27 teachers who are working in academic-administrative positions.

### The Non-Teaching Staff

The University has a total of 128 posts in the non-teaching cadre of Junior Assistant and above. As against these posts, 117 are at present filled, and the rest are vacant. As many as 61 out of the 128 posts, and 55 out of the total employed number of 117, are in the cadre of Junior Assistants/LDC-cum-Typists. But this does not give us a true picture of the staff position in the University unless we also take into account the large number of daily wage staff. The daily wage staff in the non-teaching cadres account for nearly 28 per cent of the total staff, which means that out of every seven employees, two are on daily wages. This figure would be higher if we take into account only those people working in the cadre of Junior Assistants and below.

### 2.8.4 Academic Profile

The University runs various courses leading to BA, MA, BCJ, MCJ (newly started), M Phil and Ph D in its different schools.

The following Table gives the course-wise enrollment for the years 1989-1993:

	COURSE	1989	1990	1991	1992	1993
(1)	BA	47	58	102	118	94
(2)	MA	46	66	59	74	72
(3)	BCJ	24	20	25	23	21
(4)	M PHIL	36	38	55	61	50
(5)	Ph D	26	33	26	25	28
	TOTAL	179	215	267	301	265

In terms of enrollment, the Telugu University is indeed one of the smaller universities in the country. Further, if the ceiling strength of different courses is taken into account, it is seen that the University has not even done justice to its own capacity. If we take the average enrollment in relation to the ceiling strength for 1989-93, it is seen that it was 113 per cent in case of BCJ, 100 per cent in case of M Phil, 39.6 per cent in case of MA, and 17.4 per cent in case of BA. While in case of BCJ, the high figure for the average could be due to the demand for the course, and its low ceiling strength, in the case of M Phil, it may be the consideration of scholarship payments.

In the Telugu University, the problem of low capacity utilisation is coupled with the problem of a relatively high drop-out rate as can be seen from the following Table:

	NAME OF THE COURSE	NUMBER ADMITTED	NUMBER AWARDED DEGREES/DIPLOMAS CERTIFICATES
	[a]	[b]	[c]
(1)	Ph D	138	38 (27)
(2)	M Phil	240	157 (65)
(3)	MA	317	169 (53)
(4)	BCJ	113	63 (56)
(5)	BA	419	106 (25)
(6)	JYOTHISHA CERTIFICATE	252	108 (43)
(7)	JYOTHISHA DIPLOMA	83	39 (47)

[Figures in brackets are percentages to column (b)]

The generally high rates of drop-outs in the Telugu University is particularly true of the BA course (75 per cent). Even in a high profile course like BCJ, the percentage of passes is comparatively on the low side. What is surprising is the relatively low figure for the MA course, where the pass percentage should be high, whereas it is only 53 per cent in this University.

The low enrollment and high drop-out rate suggest that the University is moving towards being research-oriented with teaching taking a back seat. Now, if the University decides to underplay the importance of teaching (specially at the undergraduate level), then it will not be doing justice to its objective of furthering the study of traditional arts, and other cultural forms of the Telugu people. These raise certain issues which will be discussed towards the end of this profile.

### **Teacher/Student Ratio**

As already mentioned, there are 45 teaching staff members in the University. On the basis of the 1993 enrollment, the teacher/student ratio works out to 1:5.55. The figure excludes those enrolled for M Phil and Ph.D, and the short term certificate courses. The ratio is extremely favourable. **But it is surprising that a high level of drop-out rates coexists with such a favourable student/teacher ratio.**

It would be interesting to compute the cost per student. For this purpose, the expenditure figures reported for the year 1993 has been taken into account after annualising the non-recurring expenditure from 1989 onwards. While no accuracy can be claimed for the methodology used, it is found that the total expenditure works out to Rs. 230.15 lakhs for 1993. The enrollment is 250 for the degree and diploma courses, and 67 for certificate courses, giving a total of 317. The per student cost, therefore, works out to Rs.72602.5 per annum, which is indeed extremely high for the type of courses the University is offering. If one were to correct these figures for wastage due to drop-outs, the per capita cost would be even higher.

### **Academic Programmes**

The Telugu University offers courses leading to the following Degrees:

Ph D : Telugu, Linguistics, Comparative Literature, History and Culture, Epigraphy and Written Records, Archaeology and Architecture.

M Phil : Comparative Aesthetics, in addition to the above areas.

MA : Telugu, Linguistics, Carnatic Music, Kuchipudi Dance.

BCJ : Journalism and Communications.

BA : Carnatic Music, Kuchipudi Dance, Folk Arts, Sculpture and Painting, Natakam.

Diplomas : Kalapravesika in Folk Arts, Jyothisha, Kuchipudi Dance

Certificates : Jyothisha, Kuchipudi Dance.

The uneven distribution of courses across different Departments/Schools can be seen from the fact that undergraduate courses are offered only by the School of Fine Arts. Four out of the five Schools offer Ph D and M Phil, while three out of five offer an MA Programme. The Sri Siddhendra Kalakshetram at Kuchipudi offers only Diploma and Certificate courses in Kuchipudi Dance.

The School of Vignana Vikasam which deals with Comparative Literature, and the School of History and Culture, Epigraphy and Written Records, and Archaeology and Architecture are exclusively research-oriented institutions since they do not offer either the MA or the BA programme. The Kuchipudi Centre does not either; it deals with Certificate and Diploma programmes only.

All this clearly indicates an absence of long term planning on the part of the University. Courses seem to have been introduced without due consideration to the primary objectives set out for the University and the availability of qualified personnel. A look at the School-wise distribution of teaching (and Research) staff reveals this clearly.

	School	Course(s) offered	Teaching Staff, Cadre-wise		
			Prof	Read	Lect
(1)	Language Development	Ph.D, M Phil, MA, BCJ, MCJ.	1	2	7
(2)	Fine Arts	BA, MA, Diplomas.	2	4	5
(3)	Vignana Vikasam	Ph.D, M.Phil, Diploma.	1	3	5
(4)	Literature	Ph D, M Phil, MA.	2	-	4
(5)	History & Culture & Archaeology	Ph D, M Phil.	1	1	3

Since the University claims to offer several new courses which are not taught in other universities, a brief survey of the academic profile of each of the Schools would be in order:

#### School of Language Planning and Development

There are three Departments in this School. As per the statement of the University, 1 Professor, 2 Readers and 7 Lecturers are working in this School. The constituent Departments of the School are:

- Language Planning & Modernisation.
- Lexicography.
- Journalism.

## **Department of Language Planning and Modernisation and Department of Lexicography**

These Departments have 1 Professor, 1 Reader (who is also the Head), and 5 Lecturers among the teaching staff. Of these, the Professor, Reader, and 3 Lecturers have Ph D degrees, and one of the other two Lecturers has an M Phil, while the other has passed M Phil (Part I). Of the five who have Doctorate degrees, two (along with those who do not possess Ph D) do not have any publications to their credit during the past five years. The Reader ( and Head ) has not guided any student for Ph D. In all, only six students have obtained their doctoral degrees so far from these Departments.

The year-wise intake of the students for different courses in the Department of Language Planning and Modernisation is as follows:

	YEAR	NUMBER OF STUDENTS IN		
		MA	M Phil	Ph D
(1)	1988-89	-	3	-
(2)	1989-90	9	4	3
(3)	1990-91	22	4	5
(4)	1991-92	22	10	3
(5)	1992-93	22	15	3

It is worth noting that no candidate of these Departments has been able to clear the UGC NET/JRF since the establishment of these Departments.

The University has not thought fit to supply information on the Department of Journalism. However, computations revealed that one Reader and two Lecturers are working in this Department. If this is so, there is gross inadequacy here. The Department is running the BCJ and MCJ with the help of part-time teachers. It is surprising that such a course is run on such slender inputs, supported by extension lectures.

The fee of Rs. 200 per annum charged for the BCJ course is very low, and it should be raised in stages. The University has also started MCJ course from this year, though it is learnt that this is to be wound up shortly. It would have been better if the University had first consolidated its staff position before it decided to venture into a Master's programme in Journalism.

## **School of History, Culture and Archaeology**

This School has the following Departments:

- Department of Archaeology and Architecture
- Department of Epigraphy & Written Records
- Department of History & Culture of Telugu Speaking People

The School, located in Srisailam, has a total of 5 teachers comprising 1 Professor, 1 Reader, and 3 Lecturers **for all the three Departments put together**. The School offers only M Phil and Ph D programmes. The Department-wise break up of the staff is 1 Reader, and 1 Lecturer; 2 lecturers; and 1 Professor, and 2 Lecturers respectively.

#### Department of Archaeology and Architecture

As mentioned earlier, this Department runs M Phil and Ph D courses only. Of the two staff members working in this Department, only one, i.e. the Reader, is qualified to be a research supervisor for M Phil or Ph D, since the Lecturer does not possess even an M Phil degree. It is difficult to understand the reasons why a person who is not qualified to guide research students is posted in a department where there is no MA course.

#### Department of Epigraphy & Written Records

This Department too offers M Phil and Ph D courses. Both staff members who are of the cadre of Lecturers have Ph D degrees. However, only one of them is engaged in guiding research scholars for the Ph D. **The pattern here is basically similar to the one found in the Department of Archaeology and Architecture.**

#### Department of History & Culture of Telugu Speaking People

There is 1 Professor, and 2 Lecturers working in this Department. This Department, too, offers courses in M Phil and Ph D. Of the three teachers, only the Professor has guided students at the Ph D level. The second teacher, who is a Lecturer has not guided any student so far. The third possesses only an M Phil degree and hence is not qualified to guide even M Phil candidates. **This situation is also characterised by the imbalance between available personnel and the requirements of the School.**

**The Telugu University should take note of the gross imbalance that exists between the requirements of qualified man-power and the actual disposal of teachers in different Departments. An imbalance of this kind can be particularly deleterious to a Centre far removed from the headquarters.**

#### School of Literature

The School of Literature, located in the Rajahmundry Campus, has three Departments. They are:

Department of Desi Literature

Department of Modern Literature

Department of Classical Literature

The School's teaching staff consists of 2 Professors and 4 Lecturers in all the three Departments put together. In addition, there is 1 Project Assistant working in the School.

### Department of Desi Literature

The Department has satisfactory research output in quantitative terms. While the Professor has 18 papers, and 5 books to his credit, the Lecturer has 90 papers, and 3 books to her credit.

### Department of Classical Literature

This Department was established in 1988, and has so far revised its syllabus thrice. This Department has 1 Professor and 1 Lecturer. The Lecturer does not have any research degree and hence there is only one research supervisor in the Department.

### Department of Modern Literature

There are 2 Lecturers working in this Department. Both possess Ph D degrees, though they have not guided any student for Ph D, even though the Department states that it offers courses leading to Ph D.

### School of Vignana Vikasam

This School offers M Phil, and Ph D programmes in Comparative Literature, and Comparative Aesthetics, and a Diploma course in Jyothisha. It has a total staff of 9 teachers comprising of 1 Professor, 3 Readers, and 5 Lecturers. It has the following Departments:

- Department of Comparative Studies
- Department of Encyclopedia
- Department of International Telugu Studies
- Department of Jyothisha

### Department of Comparative Studies

This Department has the following courses:

- a. Ph D in Comparative Literature
- b. M Phil in Comparative Literature, and Comparative Aesthetics
- c. Post Graduate Diploma in Prakrit Studies

The intake is 12 for M Phil (Comp. Studies), 3 for M Phil (Comp. Aesthetics), and 20 in PG Diploma (Prakrit Studies). The Department has 1 Professor and 1 Lecturer.

### Department of Encyclopedia

This Department, which was started in 1986, has 2 Readers, 1 Lecturer, and 1 Compiling Assistant.

From the data provided by this Department, it is obvious that this is one of the weakest Departments in terms of academic output. This is a non-teaching Department with fulltime work dealing with the preparation of an encyclopedia in Telugu. From the details of work provided, it appears that this Department has not been very active in the work pertaining to the encyclopedia. The matter calls for a probe.

### Department of International Telugu Studies

This Department, which was merged into the Telugu University in 1993, was earlier known as the International Telugu Institute (1976). This Department is primarily meant to "cater to the Educational and Cultural needs of the domiciled Telugus". It has plans to start some courses including Teacher Training courses, and BA and M Phil from the next academic year.

### Department of Jyothisha

This Department offers BA, Diploma and Certificate courses. The BA and the Certificate courses were started in 1987-88, and the Diploma course in 1991-92. The Department has two Lecturers on its rolls.

The Department has discontinued its BA programme from 1992-93 onwards since there was no demand for it. However, its certificate course appears to be popular with the students. Its Diploma course also has shown encouraging enrollment.

### School of Fine Arts

The School of Fine Arts has 5 Departments. They are:

- Department of Music
- Department of Dance
- Department of Folk Arts
- Department of Sculpture
- Department of Drama

The School of Fine Arts which was established in 1987 offers courses in BA and MA programmes in Carnatic Music, and Kuchipudi Dance, and BA in Sculpture, Drama, and Folk Arts. The course-wise intake is 20.

From the figures supplied by the University, the response to the BA course in Carnatic Music seems to be good, though the level of attainment has not yet led to the students being able to give professional concerts, as the Committee found out during its visit to the University. On the other hand, there are few takers for both the courses of Kuchipudi dance and for the other degree courses offered by this School.



Similarly, the intake figures for the various Diploma/Certificate courses in the different branches run by this School do not seem to be encouraging.

### 2.8.5 Finances

The University stated that it has finalised its accounts for the period 1986-92, while its accounts were **audited** by the Local Fund Audit for 1986-87, and 1987-88 only. Audit objections have been pending with the University from 1986-87 onwards. **For the past seven years, the University has not got its accounts reconciled.**

#### Receipts

Block Grant is the single biggest source of income for the University. Except for 1989, when the UGC development grant amounted to Rs.55 lakhs (which is 24.7 per cent of the total receipts for that year), Block Grant accounts for more than 90 per cent of its total receipts as can be seen from the statement below:

	YEAR	Block Grant as % of Total Receipts
(1)	1989	73.4
(2)	1990	92.8
(3)	1991	91.9
(4)	1992	92.4
(5)	1993	94.7

Given that the University deals with applied and performing arts, it is surprising that it depends so heavily on government grants.

#### Expenditure

One striking feature to be noted is the excess of receipts over expenditure in three out of the five years considered here. While this could be because of prudence on the part of the University, it could also be due to the failure of the University to report its expenditure completely. Another feature is the increasing proportion of the salary component and other emoluments to the staff. The following Table shows the emoluments component as a percentage of total receipts, and total expenditure:

	YEAR	EMOLUMENTS AS A PERCENTAGE OF TOTAL	
		RECEIPTS	EXPENDITURE
(1)	1989	30.03	26.65
(2)	1990	37.60	41.26
(3)	1991	41.17	47.95
(4)	1992	52.00	46.57
(5)	1993	58.20	60.78

Another feature is that the share of salaries of the non-teaching staff has been consistently higher than the teaching staff for the period 1989-93. The ratio of salaries of teaching to non-teaching staff for the years 1989-93 have been respectively 1:2.5, 1:2.55, 1:3.1, 1:2.2, and 1:1.6.

The University has not reported any earnings from fee increases, self-financing courses, or any other source.

Publication of books is one of the main objectives of the University. Over the years, the revenue earned from sale proceeds and the expenditure incurred (in lakhs of rupees) in publications are as follows:

	YEAR	SALE PROCEEDS	PRINTING OF PUBLICATIONS
(1)	1989	2.90	27.99
(2)	1990	4.29	14.77
(3)	1991	7.54	9.62
(4)	1992	6.89	4.91
(5)	1993	6.96	7.61

Over the years, the University has been losing money on publications. It may be due to lack of patronage or due to the absence of a well-thought-out marketing strategy. The University would do well to appoint a qualified marketing executive to promote their sales.

### 2.8.6 Some Critical Issues

- (1) From the objectives, it is clear that the Telugu University is not a Telugu Medium University. Rather, it is a University established to primarily resurrect, preserve, and further Telugu arts, culture and literature. It is, therefore, not clear as to why the University should run courses like History, Linguistics, Literature etc., which are available in the conventional Universities.
- (2) If, on the other hand, the University decides to concentrate on research, then it should appoint people who are competent to guide students for their research degrees. Here also, the University should make up its mind whether it wants to further its objectives by encouraging formal research in areas it wants to nurture, or by ensuring the survival of some of the arts by encouraging students of these courses to be its practitioners. The type of personnel needed depends on which consideration has primacy over the other. Otherwise, the University would be busy trying to fit square pegs into round holes. One instance of this is that of a School meant exclusively for research having staff not qualified to guide students for Ph D.

- (3) For a University like the present one, with its accent on the preservation and furtherance of traditional art forms, the choice between advancement of scholarship and of preserving the practice, should be exercised clearly. Failure to do this would result in confusion in laying down qualifications for teacher recruitment. Should it prefer scholars or practitioners of an art form as teachers? Nowhere in the staff composition is any such pattern visible. The question is: what is it that the University is trying to preserve?
- (4) Whatever research is undertaken at present in the University is confined to conventional courses, and, to this extent, the primary objectives of the University are not being realised.
- (5) Even the topics selected for research are not always oriented towards promoting the objectives of the University. For example, in one of the reports of a committee which went into the working of the various Schools, it is mentioned that topics like "the influence of literature on cinema songs," are taken up as a topic for research.
- (6) The progress of work related to the Lexicography and Encyclopaedia projects has been unsatisfactory.
- (7) The non-teacher/teacher and the teacher-student ratio is found to be rather high.
- (8) For a University wedded to research, the per capita annual student cost is very high.
- (9) The Library of the University has to be strengthened in terms of books and manuscripts.
- (10) The University has no proper perspective plan, with the result that its academic plans seem to be based on ad hocism.

## **2.9 JAWAHARLAL NEHRU TECHNOLOGICAL UNIVERSITY**

### **2.9.1 Genesis**

Encouraged by the success of the agricultural universities which had been set up earlier, technological universities also came to be established. This happened after the 60's. The IITs had been established at the national level to promote technological education in India in the 50's and the 60's. It was however felt that autonomous, innovative universities at the State level should also be set up. It was believed that this would facilitate manpower development and assist the industrialisation process.

The Jawaharlal Nehru Technological University was the first such university to be established. It was set up on October 2, 1972 by an Act of the State legislature. With its formation, the Government Engineering Colleges in Anantapur, Kakinada and Hyderabad, and the College of Fine Arts and Architecture at Hyderabad became the constituent colleges of the University.

At present, the University is located on four campuses: the Main Campus is at Mahaveer Marg, Hyderabad, which also houses the University headquarters, the Institute of Postgraduate Studies and Research, the School of Continuing and Distance Education, the College of Fine Arts and the School of Planning and Architecture and the three Engineering college campuses at Anantapur, Kakinada and Kukatpally (Hyderabad).

### **2.9.2 Growth and Development**

Several developments have taken place since the formation of the University. In 1976, part-time PG programmes in Engineering, Management, Applied Sciences and Architecture were started along with the establishment of a Postgraduate School of Continuing Technological Education. In 1983, the Ministry of Education, Government of India, located a Nodal Centre, of the National Technical Manpower Information System for Andhra Pradesh at this University. In the same year, a Centre for Distance Education was started to administer BTech Correspondence-cum-Contact programmes for employed Diploma holders in Engineering.

The year 1985 saw the transfer of the Oil Technological Research Institute, Anantapur (which had been under the Department of Industry of the Government of Andhra Pradesh) to the University. An Examination Reform Unit, sanctioned by the UGC, was also started in the same year.

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This University sent the filled-in questionnaire to the Committee in two instalments, the first on 7th July 1995 and the second on 19th July 1995. The delay in forwarding the required information made it impossible for the Committee to analyse the data and evaluate its working. A brief description of the University, however, is included without any analysis. To that extent this profile is different from others listed earlier.

Six schools were established at the Main Campus in Hyderabad in 1990 in the following major thrust areas:

Environment, Water Resources and Remote Sensing  
Energy Studies  
Transportation Engineering  
Biotechnology  
Computer Science  
Management

In the following year, an Institute of Postgraduate Studies and Research was established at the Main Campus to coordinate the activities of the various Schools.

In 1983, computer centres were established with UGC assistance in the constituent (Engineering) colleges at Anantapur, Kakinada and Hyderabad. In 1985, a University Computer Centre was set up, again with UGC assistance, at the Main Campus in Hyderabad as a centralised facility to aid research, postgraduate teaching and consultancy activities.

The modernisation of laboratories and workshops has been made possible with generous assistance from the Ministry of Human Resource Development under its various schemes.

### **2.9.3 Administration**

The University is governed by the Act of 1972. Its administrative structure is similar to that of the other universities in the State which had been established earlier by a separate Act of the State legislature. The administrative set-up covers nine branches and is headed by the Vice-Chancellor who is assisted by other officers of the university.

### **2.9.4 Teaching and Non-teaching Staff**

The total number of teaching staff in the University is 397. This number includes 99 Professors, 126 Assistant Professors and 172 Lecturers.

The total number of non-teaching staff is 449. The number of persons working as NMR/Daily Wage earners is 107. The ratio of teaching to non-teaching staff works out to 1:1.13.

### **2.9.5 Academic Profile**

The University was basically undergraduate in orientation at the time of its formation with conventional degree programmes in Civil, Electrical, Mechanical, Communication Engineering and Electronics. But, over the last two decades, the situation has been completely transformed. Additional BTech programmes in Computer Science, Chemical Engineering, Metallurgical Engineering and Printing Technology have been started.

Three new MTech programmes in Engineering were added to the nine already in existence as part of the VIII plan development assistance approved by the UGC. At the main campus, MTech programmes were begun in Water Resources, Biotechnology, Energy Studies, Transportation Engineering, Remote Sensing and Computer Science.

Other new courses that have been started include: a Master of Computer Applications (MCA) programme, a PG Diploma in Computer Engineering (PGDCA), and a Master's programme in Urban and Regional Planning (MURP) in the School of Planning and Architecture. Three-year programmes leading to an MSc (Tech) degree have been started in thrust areas such as Systems Theory (Mathematics), Fibre Optics and Optical Communication (Physics), Remote Sensing (Physics), Environmental Chemistry and Petroleum Chemistry.

### **Student Intake**

The total intake in all undergraduate courses in the University has increased from 1935 to 3570 in the last two decades. In postgraduate courses the increase has been from 124 to 830; and, in the case of research students, from nil at the beginning to 136 at present. Admission to all the academic programmes of the University is through an entrance test.

### **Research**

Since 1972, the University has made considerable progress in its research activity. Several research schemes have been sanctioned by the UGC, the CSIR, the DST, the DOE etc.

### **Consultancy**

One of the objectives of the University, as stated in its Act, is to promote industrial consultancy in different faculties. After the formation of the University, a separate unit for Industrial Consultancy Services was created for this purpose. This unit was later upgraded to include Research and Development and Industrial Liaison, and renamed as the Bureau of Industrial Consultancy and Research Development (BICARD).

### **Examinations**

There is an Examination Reform Unit which provides information regarding student performance in examinations. Evaluation is on the basis of 60 per cent of marks secured in University examinations, and 40 per cent in internal assessment.

## **2.9.6 Finances**

JNTU is a State university and receives maintenance grants from the Government of Andhra Pradesh, and development grants from the UGC. Due to various procedural delays, the University was able to receive grant-in-aid from the UGC only from the VII plan period onwards.



### STUDENTS

- 3.1 Admission to Postgraduate Courses
- 3.2 Performance at the Postgraduate Level
- 3.3 Factors Influencing Performance
- 3.4 Academics and Market Demands
- 3.5 Unavailability of Textbooks
- 3.6 Research on Applied Subjects
- 3.7 Making Academics Relevant
- 3.8 Attendance
- 3.9 The Right to 55 Per Cent
- 3.10 Violation of Rules
- 3.11 Substitute for a Job
- 3.12 Practical Difficulties
- 3.13 Intimidation of Teachers
- 3.14 Student Perception of Teachers
- 3.15 Student Activities
- 3.16 Promotion of Sports
- 3.17 Cultural Activities
- 3.18 Student Services
- 3.19 Women Students
- 3.20 Management of Hostels
- 3.21 Student Elections
- 3.22 Grievance Redressal

Students in AP universities can be seen to be victims of two concurrent phenomena. One is all India in character and the other is unique to Andhra Pradesh. To take up the second issue first.

#### **3.1 ADMISSION TO POSTGRADUATE COURSES**

- 3.1.1 Andhra Pradesh is one of those few States in the country where admission to postgraduate courses is through an admission test. In certain universities, Delhi for example, such admission tests are held but not in every subject. On the contrary, admission is determined by the marks secured by a student in the undergraduate examination. In certain other subjects, admission tests are administered by the concerned department and students are admitted on their basis. In Andhra Pradesh, however, admission tests are conducted for every single course of study. This system was first instituted more than two decades ago in Osmania University and later on in the others. On the whole, it is working reasonably well.



3.1.2 We have some misgivings regarding the scientific reliability of the admission tests. But we are not entirely competent to go into this issue. Therefore, we would suggest to the State Council to have the matter examined by experts in the field and make appropriate changes if required.

3.1.3 What we wish to emphasise is another fact. Entry into Andhra Pradesh universities at the postgraduate level is difficult, but exit is easy and has even the glory of achievement about it. In this connection, some figures in respect of some universities of the State would be found illuminating. In Osmani, around 89,000 students applied for 5166 seats that were available in 1994. In the same year, in Andhra University, 32,000 students applied for about 700 seats whereas in Kakatiya 22,000 did so for 600 seats. The case of Sri Venkateswara University is not particularly different. Here 15,000 applied for 1200 seats.

## 3.2 PERFORMANCE AT THE POSTGRADUATE LEVEL

3.2.1 Once admitted, however, something goes wrong. There are two basic reasons for this state of affairs. After admission, the requirement of attendance is hardly enforced. In fact, it is alleged that there are cases where students join a Master's course for a few months, attend a minimum number of lectures and go on to another course. As per rules in Osmania, if somebody has obtained 40 per cent attendance he does not have to take the admission test again - should he wish to rejoin.

3.2.2 Attendance is one part of the problem. A large number of students when they finish obtain not only what their merit would dictate but something startlingly more than that. The issue is discussed a little later and need not be gone into here. However, without being specific, it may be mentioned that something like 70 per cent of students in Arts and other Social Sciences and 80 per cent in Sciences, on the average, score over 55 per cent marks. It may be added here that the higher percentage in Sciences is because of the weightage given to practicals. Nobody stops to ask if such a large percentage of students is really all that meritorious or the high score a matter of manipulation.

3.2.3 When their entry was so difficult, how is it that their exit is so easy and so splendid? This happens despite the fact that the whole process of instruction is carried out at an exceedingly low level of competence or rigour. Attendance, as already stated, is not insisted upon. As for interaction in the classroom, it is downright unsatisfactory. In a sense this is an extension and a consequence of the fact that a large number of students do not attend lectures.

3.2.4 But even when they do attend lectures, there is a good deal of passivity on the part of students and not much of an effort is put in by the teachers to reach out to them. There are also other impediments in the way of competent performance and those would be referred to later. Nonetheless there is hardly any justification for the absence of that intellectual and human interaction which is imperative for effective teaching and appropriate learning.

3.2.5 These various facets of non-performance by the teachers and apathy on the part of the students get reflected in the quality of students who pass out. Nominally, more than two thirds of them get over 55 per cent of marks. However, where do they stand in competition with others? In the chapter on **Examinations**, data has been given in regard to the performance of Andhra Pradesh candidates in the various competitions at the all India level and the other **centrally-funded** fellowships and scholarships. This data is not particularly discreditable to the State.

3.2.6 But, to put it differently and constructively, Andhra Pradesh performance can be considerably stepped up provided teaching at the postgraduate level were to be made more purposeful and more effective. Despite all that can be said in criticism of what is happening, the potential is so much greater that it is a pity that a large proportion of talent within the State is not being developed to the extent it can be. No more need be said about this issue because it has been elaborated upon later.

### 3.3 FACTORS INFLUENCING PERFORMANCE

3.3.1 Coming to the all India dimension, there are three aspects of it, and each one of them requires to be taken up one by one. To list them in the order in which they are taken up:

- (i) Lack of alignment between what is done in the classroom and what the market demands,
- (ii) The unavailability of books in Indian languages for use at the Master's level and the consequent problems,
- (iii) The proportion between research of a fundamental and applied kind.

### 3.4 ACADEMICS AND MARKET DEMANDS

3.4.1 There exists an extraordinary gap between what is done in the classroom and what the students find useful. This is particularly conspicuous in Andhra Pradesh where a large number of students prefer to prepare for competitive examinations than to complete their Master's degrees or the research courses for which they are enrolled. They find it especially easy to do so because, unlike in most other universities in the country, there is much less insistence on regular attendance in the classroom in AP. This statement should not be misunderstood. There are States where the situation is even worse. But then, they are not in the all India reckoning. Andhra Pradesh universities are being compared to those States where the situation is comparable and not all that unsatisfactory.

3.4.2 The employment situation being difficult, what students choose to do is understandable. The question to ask is: can teachers working in the universities do something about it? They can, provided they change their outlook and develop a different perception of what their obligations towards their students are. In our

opinion, this issue requires to be considered not in a mechanical but in a constructive way.

- 3.4.3 If a substantial number of students prepare for competitive examinations and do not choose to pursue what is included in the syllabus, surely there is something wrong somewhere. In this situation, can anyone argue with any show of reason that instructing them in those skills which they want to acquire is not a part of the teacher's job? The fact of the matter is that the syllabi are neither up-to-date nor entirely relevant. Students are vaguely aware of this but teachers refuse to recognise the problem.
- 3.4.4 In our opinion, the State Council should appoint study groups in more than a dozen areas of knowledge (with special focus on non-science subjects) with experts drawn from different universities. These study groups (to report within a prescribed time-frame) should analyse the existing syllabi from two points of view. One, compare them with similar syllabi in other universities and, two, compare them with the requirements of the various job opportunities for which the students have to compete when they enter life. In all likelihood, a considerable gap would be found between the content and mode of presentation adopted by teachers lecturing in the classroom and what students, going by their experience, and that of their cohorts, regard as the desirable norm.
- 3.4.5 The teachers' objective is to teach them to prepare for university examinations whereas that of the students is different. They are often thinking of the competitive examinations for which they would have to sit eventually or the kinds of skills which they must acquire if they have to do better than those who would have received career-oriented training imparted by a large number of teaching shops.
- 3.4.6 Reconciling these two different requirements is not as difficult a job as is generally assumed. What is called for is a slight rearrangement, indeed a refocusing, of the subject matter and a somewhat different strategy of teaching. Teachers are unwilling to look at the problem from the point of view of their students. Students need to be helped with finding a career and teachers can help, as indeed they should. There is no reason why they should be unwilling to do so.
- 3.4.7 The honest truth is that teaching has been done in a mechanical way for decades together without live interaction with the market. This, in turn, has created several problems, including a marked degree of apathy on the part of students to what is done in the classroom. Seen from this point of view, it is a challenge to the teachers. They do not have to be disdainful towards what the students demand. Perhaps they can meet them half-way. In certain cases even more than that. In a manner of speaking, the undoubted popularity of teaching shops and help books is an indirect comment upon the kind of teaching that is done in the classrooms. In plain words, what the teachers have to do is to reassess their own role, and not just in a minor way.
- 3.4.8 It requires to be added here that there is a clear distinction between vocationalisation and skill acquisition. Only the latter is relevant at the postgraduate level. To confuse it

with what happens at the higher secondary or undergraduate level would be a signal example of woolly thinking.

- 3.4.9 While this Committee is less concerned with undergraduate education, it cannot help referring to a 1994 initiative taken by the UGC at the undergraduate level. Approximately 150 colleges around the country were helped to start vocational courses at the undergraduate level. A high powered committee went into the question and came up with a fairly pragmatic solution. It suggested that without restructuring the courses at the undergraduate level which most universities have been unable to undertake, additional papers in another chosen field of vocationalisation may be introduced. Several states have welcomed this initiative; so has Andhra Pradesh. But, surely in a matter like this, the response of the state should not be merely to react to a UGC initiative. The state has started moving in this direction no doubt, but it is more an instance of tokenism than a real grappling with issues.
- 3.4.10 What is being done at the undergraduate level is not equally applicable to the postgraduate level, and the universities are concerned with postgraduate teaching and research. There are two things, however, which call for specific attention and both have been already referred to. At the undergraduate level, it has become necessary to acquire some vocational skills which could have been acquired at the school level. When it comes to the postgraduate level, students seek to convey a message to their teachers but the latter refuse to decode it. By absenting themselves from classes more or less systematically, by preferring teaching shops to formally organised classroom instruction, by preparing for competitive examinations in preference to university examinations, students make unmistakably clear what it is that would equip them suitably for the somewhat organised anarchy called life.
- 3.4.11 However, so set are the academics in their traditional ways and so determined are they not to make the requisite adjustments in the content and mode of their teaching that it has become a case of two parallel lines that do not meet. How long can this unfeasible situation go on? It is the academics who would have to adjust. Students are bound hand and foot in a manner of speaking by the inexorable logic of the market place. Therefore, it should require no great effort to see that it is the student point of view which would ultimately prevail, subject to, of course, the imperatives of high quality as well as rigorous learning.

### **3.5 UNAVAILABILITY OF TEXT BOOKS**

- 3.5.1 The second dimension of the problem is that, at the undergraduate level, a large number of students study through the medium of the local language. Suitable textbooks are not available and teaching is done partly through English and partly through the local language. As was pointed out by the K.N.Raj committee in respect of Karnataka in the mid 70's, most students are neither competent in their own language nor in English. Therefore, communication between them and the teachers is unsatisfactory. That, in this situation, the academic process gets seriously compromised is so obvious as not to require any elaboration. The said Committee had made certain recommendations in this behalf but, as is not unusual in our country, those have remained largely unimplemented.

- 3.5.2 At the postgraduate level, the situation hardly undergoes any change; if anything, it gets worse. Most of the teaching is in English. But students have the option to write their answers either in English or in their own mother tongue. Approximately 80 per cent of the students belonging to the faculty of social sciences in Osmania, exercise the second option; in Andhra and S V Universities, it is around half of that. The situation in the remaining universities of the State is closer to the situation in Osmania than in Andhra or S V universities. The textbooks are mostly available in English and seldom in Telugu. In fact, the general pattern is that in the Arts and Social Sciences, there is generally only one Telugu book per MA paper. While the need of the hour is that every student should be bilingual, this is not generally the case.
- 3.5.3 Why should this problem be brought up in connection with the issue under discussion? One has to see the issue from the point of view of the students. To quite an extent, what happens in the classroom leaves them cold and uninvolved. They feel that their teachers are not anxious to reach them. A feeling of distance, if not alienation, begins to grow in their minds. So many of the problems that arise on the campuses arise because of the feeling of alienation that keeps on growing apace. While something more would be said about this presently, the extent to which the teachers can help is an issue that need not be evaded.
- 3.5.4 Only the scholars and teachers working in universities and colleges can do the job of introducing students to the range of knowledge available in their respective disciplines. Apart from what they do in the classroom, they alone possess the necessary ability to undertake, if so inclined, the job of writing original textbooks and books which have extra-curricular dimensions. Though the general level of literacy in Andhra Pradesh is on the lower side as compared to a number of other States, in sheer numbers the Telugu speaking population is next only to the Hindi speaking population. Telugu journalism, for example, is doing very well. Being in private hands, it has explored the market in such a way as to achieve a high level of circulation. Without some such approach to the writing of books and their usage and circulation, students would continue to be affected adversely.
- 3.5.5 University academics, therefore, should be prompted as well as encouraged to undertake this job. Unless this is done, and not casually but with a sense of commitment and scrupulous attention to high quality, the situation would continue to be what it is. To reiterate, an important explanation for students at the postgraduate level not being involved in their academic work is their failure to bridge the gap between what they are required to do and what they are enabled to do.

## 3.6 RESEARCH ON APPLIED SUBJECTS

- 3.6.1 The third issue that needs to be discussed in this connection is the proportion between research of a fundamental and applied kind. Till recently, as the Rais Ahmed Committee found out in the late 80's, around 10 per cent of the Ph D theses dealt

with applied topics. With the economic changes that were inaugurated in 1991, this proportion ought to have increased by now. We have not been able to get any data on this subject. We would, however, like to believe that a large number of people within the universities are in favour of greater interaction with industry. This would not only make academics more relevant and more wanted, in the ultimate analysis it would also help the students both by way of more relevant teaching and easier entry into industry.

- 3.6.2 While it was not necessary to deal with this issue while discussing students, we do wish to underline one point. If more and more students are trained in applied areas, and this can take place only in collaboration with industry, it would not only be in tune with the changing trends of the economy but would also make their training more industry-oriented. To that extent, their postgraduate study and research would be more productive and more meaningful.

### **3.7 MAKING ACADEMICS RELEVANT**

- 3.7.1 It is equally important to raise an issue which concerns teachers more than students but has a bearing on the problem. Students can perform differently only when the academic agenda set for them is organised and projected differently. It is the teacher alone who can take the initiative and work out a plan of action. Students are at the receiving end. They are neither qualified to tell their teachers what requires to be done nor are they in a position to communicate, in an informed manner, what is happening and why and how it should be different.

- 3.7.2 It is for the teachers to study their students and understand their needs and problems, redesign the courses in such a way as to be more in tune with the state of preparedness as determined by the prevalent attitudes encountered in the society, and the needs of the market. In plain words, without a radical refashioning of the courses being taught and a reorientation of academic attitudes and values, the job would not get done. Hardly any experimentation, whether it is in respect of our syllabi or our modes of teaching or interaction with society, has been undertaken during recent years. Everything stays more or less what it used to be, say, half a century ago or may be even earlier than that.

- 3.7.3 In a sense, the students are victims of this intellectual immobility on the part of their teachers. In the absence of anything better to do, driven by the needs of the market and the financial aid extended by the State, they get enrolled in whatever course they can get admission to. What they learn prepares them only partially for the demands of the market.

- 3.7.4 We realise that we are asking the Andhra Pradesh academics to do something which has not been done by their counterparts in most of the other States. At the same time, it must be recognised that there are not many other States where the State

government has taken the initiative to get the working and programmes of its universities reviewed in a formal manner as this State has done.

### 3.8 ATTENDANCE

3.8.1 To ask the academics to play an innovative role and, in particular, to be both punctilious and exacting about attendance in the classroom may be described by some people as utopian. The ground situation is that in department after department and college after college, attendance is 'cooked up' - yes, that is the word - at the end of every academic year. Not only is everyone on the rolls allowed to sit for the examination, the office, in almost each institution, makes hall-tickets for students without even a reference to the record of attendance. It is taken for granted that everyone, whether he attended the lectures or not, would sit for the examination. There is hardly a case in any of the universities of a student on the rolls being held back because he did not have the required attendance.

3.8.2 Even more serious than that, the Committee was informed of a case, in one of the older universities, where a student had formally withdrawn from a course but was still shown as having the required level of attendance. Not unsurprisingly, he insisted upon his right to sit for the examination. This was contested by the Principal of the college. The tangle led to an enquiry. The enquiry committee did not come up with the truth and did a white-washing job. This report was rejected by a superior body and a second enquiry was ordered. This, in turn, uncovered the true facts and the contention of the student to be allowed to sit for the examination (on the ground that he had completed the required quota of attendance) was rejected.

3.8.3 Instances like this can be located in almost every university. On the whole, there is a conspiracy of silence on the part of everybody. Teachers know that students do not attend classes. Students know that their teachers are as much aware of this as they are and yet, at the end of the academic year, everyone is allowed to sit for the examinations.

3.8.4 How is this miracle achieved? Generally when it is discovered towards the end of the academic year that certain students are running short of lectures, special classes are arranged and so on. Whether students attend them or not is not important. To cut a long story short, it is so arranged that in the end hardly any one is ever short of lectures.

We do not wish to suggest that every single teacher is a party to this arrangement. The same is true even of Principals. Some of them have objected to this under-the-counter arrangement and put up resistance. There have been cases where teachers have refused to do the dirty job and Principals have stepped down and refused to be a party to the fraud. There have been cases where Vice-Chancellors have been more eager to undermine the rules than teachers and Principals.

The situation varies from case to case, institution to institution, and year to year. On the whole, the system has been working in this manner that whoever joins is allowed to take the examination and no awkward questions are asked.

### 3.9 THE RIGHT TO 55 PER CENT

3.9.1 That is not the end of the matter. The UGC requirement is that, in order to be eligible for the job of a teacher, the candidate must have a minimum of 55 per cent at the Master's level. Each one of the students, therefore, insists that somehow or the other this level of performance be guaranteed to him. How it is done is none of his business nor is it his concern. Whether he qualifies for that distinction or not, it is for the University authorities to arrange things in such a manner that nobody is left outside the charmed circle of those who obtain 55 per cent. The following data, collected at random from one of the universities, illustrates the point.

#### OSMANIA UNIVERSITY - EXAMINATION RESULTS, ANNUAL 1994

Name of the examination	Number appeared	Number Passed	Division			
			D	I	II	III
<b>M A</b>						
Hindi	80	77	8	56	12	1
English	184	170	43	112	15	-
Telugu	135	135	10	62	39	24
Urdu	59	54	11	32	9	2
Political Science	110	97	-	94	3	-
Psychology	20	15	3	10	2	-
Philosophy	26	25	3	13	9	-
Pub.Administration	61	59	-	55	4	-
Economics	177	164	36	122	6	-
History	88	86	-	73	13	-
A I H C A	26	24	-	24	-	-
Sociology	26	23	-	22	1	-
<b>M Sc</b>						
Applied Geochemistry	7	7	7	-	-	-
Biochemistry	10	9	2	5	2	-
Geography	8	8	-	8	-	-
Geophysics	18	18	5	10	3	-
Zoology	104	104	32	58	14	-
<b>M Com</b>	<b>376</b>	<b>357</b>	<b>52</b>	<b>203</b>	<b>87</b>	<b>15</b>

D = First Class with Distinction ( 70 per cent and above)



3.9.2 The data above can be interpreted in another way also. Below is given the frequency distribution of the percentage of students who obtained distinction or first class out of the total number who appeared.

Percentage of students with distinction or 1st class	Number of departments
90 and above	4
80 to 90	9
70 to 80	2
60 to 70	3
50 to 60	1
50 and below	nil

3.9.3 Someone can turn around and say that these students who performed so well at the Master's level examination were inherently capable and their excellent performance should not be viewed with skepticism. True. In order to eliminate any possibility of misinterpretation, therefore, we obtained details of their performance at the time of their Entrance Test. The following table provides the relevant details.

#### Percentage of Students at Class Intervals

Class Interval	Percentage of Students			
	Economics		Chemistry	
	E T	U E	E T	U E
70 and above	4	20	5	24
60 - 70	14	67	12	48
50 - 60	60	3	28	4
40 - 50	20	nil	40	nil
30 - 40	4	nil	3	nil
20 -30	-	-	4	nil

E T = Entrance Test; (1992) U E = University Examinations (Annual 1994)

3.9.4 By way of analysis, the following points might be noted:

- (i) The data given in paragraph 3.9.1 relates to 1994. The data given above at paragraph 3.9.3 relates to 1992 when these students had sought admission. In other words, it is the same batch of students whose performance both at exit and entry has been presented and analysed.
- (ii) Though complete data in respect of the whole range of subjects is available, it was not possible to encumber the text with all those details. Therefore, one

subject each from the social sciences - Economics - and one from the sciences - Chemistry - have been given.

- (iii) As would be seen, the spread of marks at the entry level was between 20 and 70 plus. In contrast, at the exit level, in most cases, the marks clustered around 60 and above.
- (iv) In both subjects, the mean of the Entrance marks lay around 45. At the Exit level, it got raised to around 65.
- (v) If one assumes that teaching at the Master's level was so effective that the students benefitted from it to the tune of 20 per cent, this would be flying in the face of experience. The average attendance in the classroom was consistently unsatisfactory though it is not possible to support this statement with any quantitative figures. Were the logic of attendance to be followed, the mean should have dropped by 20 per cent rather than have gone up by the same percentage.
- (vi) The only explanation that anyone can offer is that, at the evaluation stage, extraordinary generosity was shown. Whether it was generosity or caving under pressure is another matter and need not be gone into here.

3.9.5 It may not be out of place to mention here that while this particular problem is encountered with a certain degree of ferocity in Andhra Pradesh , Kerala and Karnataka, Tamil Nadu is relatively free of it. On enquiry, it has been found that in Tamil Nadu both the examiners at the Master's level are external whereas in the other three States one examiner is internal and the other is external. This is by no means the complete explanation for what is happening. In a couple of these States, there have been strikes, sometimes even prolonged ones where students have insisted that they be rendered eligible for lecturership.

3.9.6 Given the kind of teaching that is done and the way the syllabus is arranged, a lecturership seems more or less the only job for which students are qualified; at least, they think so. With regard to other jobs, they have to have something more than what they have been taught or have learnt on their own. With regard to teaching, there is no such problem. Or, to put it differently, in every other job there is some kind of appraisal of how the job is done whereas in college and university teaching there is hardly any system of appraisal.

3.9.7 One indirect consequence of this peculiar system is that the syllabi continue to have the same coverage and far from rigorous content year after year and even what is prescribed is not done fully or satisfactorily, nor is there any post mortem of what was done or not done. Given their proverbial apathy, students are not bothered and, as far as teachers are concerned, no questions are asked; and that is the end of the matter.

### **3.10 VIOLATION OF RULES**

3.10.1 A good deal of what has been described above happens in the context of the manner in which students are admitted. In this connection, a reference may be made to the scholarships and other privileges which are given to certain protected categories. While, in theory, those privileges are to be applauded, in practice, rules are being violated both by the universities and the government and there is no system whereby the violation of rules can be challenged or stopped. If an individual teacher or administrator chooses to put his foot down about anything, he is either bullied into silence or bypassed or eased out or something of that kind happens. To expect any kind of academic improvement in this situation is to attempt to swim against the current. Before proceeding any further, it is important to specify what the rules are and how they are being blandly violated.

3.10.2 The GO regarding the grant of scholarships states that:

" The university/college shall not admit into hostels students exceeding the actual available number of seats. Sanction of scholarships shall not be automatic and as such universities/colleges should not extend mess facilities without payment in anticipation of Scholarships by the Government."

(GO Ms No 608, dated 17.7.82 Education (Y) department)

3.10.3 There is not a single university which is following this rule, nor does any Government department ever raise any objection with regard to the violation of this rule, with the result that the academic situation in almost each university has become so difficult that the university authorities are left with no choice except to either turn a blind eye to what is happening or to undertake to have some kind of a confrontation with students. Since the latter is neither an easy option, nor feasible without the support of the government, the university ends up by turning a blind eye to what is happening.

3.10.4 In this connection, it may not be out of place to also quote another rule regarding attendance which is to be found in GO Ms No 88, dated 8.6.1990 issued by the Welfare Department, where a specific obligation is put upon the teachers. They, however, know that an attempt to stick to rules would require the moral stature as well as the moral stamina of a Gandhi. Since hardly any one is made in that mould, one by one, even those whose conscience revolts against untruth are left with no option except to make deliberate mis-statements. Whenever they refuse to do so, the Principals step in and sign the requisite proformas. Whether they do it on their own or under pressure from above is another matter. In such a situation, no one has the crusading spirit to question what the Principals of university colleges are doing. Consequently, what the Principals avow in writing prevails.

3.10.5 While the unethical aspect of what is being done is open to objection, the more relevant thing is that this mass scale cooking up of student attendance is leading to a situation where neither teaching nor learning can take place. The problem becomes even more acute when stay in university hostels is made a part of the whole package. Instead of one student in a room, as provided for, three or four are accommodated. They live in subnormal conditions and this, in turn, creates all kinds of tensions. Since

there is no room to study, they either do not study or go to the library or some other quiet place to which they can have access.

- 3.10.6 Except in one case, we did not come across the institution of a Quiet Room in any hostel. In several places around the country this system is beginning to catch on. Hostels set apart a room with the capacity to seat 20 to 30 students. Students are allowed to take their own books and do their work in silence. Anybody who wishes to talk is required to step out. This eases the pressure on hostel rooms somewhat. But going around the Andhra Pradesh campuses, we found that most universities found this proposal to be a novel idea. It should require no effort to show that it would be useful to have a Quiet Room in every hostel. Pressure or no pressure, such a room is worth having in any case.
- 3.10.7 Hostels have become not only centres of corruption and indiscipline, in certain cases, they are also venues of criminal activities which generally take place on the sly though, occasionally, even in open defiance of the law of the land, we were informed. We cannot vouch for whether this is true or not. But that such a thing can happen does not seem to be beyond the bounds of possibility. In any case, we have seen for ourselves that there is tremendous overcrowding in university hostels, conditions in the kitchen and the dining room are not what they ought to be and, on the whole, the atmosphere in the hostels is such that one has to struggle for everything - for space, for water, for light, for food, and so on. As one of the ex-Vice-Chancellors told the Committee, university management is secondary; what is primary in the running of any university is the management of hostels.
- 3.10.8 While we would have something more to say on the subject a little later, we wish to place on record our total disapproval of what is happening, the manner in which students are being admitted and accommodated. This is not the way to impart education, more particularly at the postgraduate level. Not only do the students absent themselves from lectures in large numbers and in a somewhat systematic manner, they also develop a cynical attitude towards what is being done in the classroom.
- 3.10.9 This cynicism springs from a number of sources. One source is the lack of any connection between their performance at the undergraduate level and their admission into the university.

The second source of their cynicism (and the universities can do little about it) is that the employment situation is so unfavourable that a large number of students do not feel enthusiastic about what they are doing. Some of them join because they can afford to do so. Their proportion in this State is 10-15 per cent and no more. The rest of them join because the State provides them with everything, their fee, both tuition and other fees, their hostel expenses, even their pocket expenses. Currently this comes to Rs.420/- per month.

Earlier it used to be for 10 months in the year. At some stage down the line, this condition was relaxed. With the result that it has become almost an incentive for students to ask for the postponement of the examinations. It enables them to stay on longer and claim the additional expense from the government. That the government has no role in such a decision seems to be taken for granted. It occurs to nobody

that decisions of this kind are taken by the chief executives not on academic grounds but mainly to survive in office. Even when senior government officials choose to assert themselves, hardly any one of them questions such decisions; it is in respect of marginal matters that they flex their muscles.

### **3.11 SUBSTITUTE FOR A JOB**

3.11.1 The sad part of the whole situation, and this is also a source of serious disquiet, is that getting a scholarship and staying on at the university is regarded as an end in itself. Were they to pass out, the employment situation being what it is, they would presumably not earn as much as they are earning as students. Therefore, there is a natural tendency to stay on and on, indeed to whatever extent possible.

3.11.2 Instances were brought to our notice of students moving from one course to another in order to continue to receive government subsidy. It was also mentioned, though we could not verify it for ourselves, that in a few cases students get enrolled in different institutions for different courses because there is no verifiable record of attendance kept. All that is required in order to earn the scholarship is to have one's name put on the rolls. Once that is done, entitlement becomes automatic.

3.11.3 As if all this was not bad enough, a new system has developed whereby if a student does not take meals in the hostels, for whatever reason, he can be compensated for it in cash. Altogether, therefore, what was proposed to be a means for helping the disadvantaged sections to have access to higher education and to train themselves to compete for the various jobs in the market, has degenerated into a system which has become a source of income; in fact, a substitute for a job.

3.11.4 While the moral aspect of what is happening is deplorable, it is the academic aspect which has created a situation where the universities, instead of imparting learning, are saddled with sizable groups of students on their hands who are not interested in learning and who, through their undisciplined conduct, make it difficult for others to learn. It is a serious problem and needs immediate attention.

3.11.5 Here, there is a distinction to be drawn between students who take up Science courses and those who take up the Social Sciences and the Humanities. Those in the former category are much more employable than those in the latter category. A good deal of the problem that university campuses have to face comes from the latter category. Therefore, they are the ones who are not hopeful of finding any job. In any case, quite a high proportion of them are either not trained enough or are not employable for a whole variety of reasons.

3.11.6 They, therefore, engage in the systematic intimidation of their teachers and the university authorities. If one has to look for an explanation for unrest on the campuses, it is to be found largely in the presence of this small category of students who are neither interested in study nor in learning. It is difficult to estimate their number. A rough and ready calculation shows that this cannot be more than 5 per cent or so of those enrolled. We base our calculation on two factors; the number of

those enrolled in the non-science courses and the excessive pressure on hostel accommodation.

- 3.11.7 To put it no more strongly, therefore, it is something like 5 per cent of the students who are holding the remaining 95 per cent or so of the students to ransom. Were the universities and the government to find a way to deal with this group of students, things would become vastly better.
- 3.11.8 Taking an overall view of the situation, we are inclined to suggest to the State government that it should scrupulously adhere to the GO Ms No 608, dated 17.7.82 issued by the Education Department, which says specifically that the scholarships should be pegged at the number sanctioned for 1981-82. It is not within our knowledge if this particular GO has since been superseded. If not, one has to ask the question how does the Audit Department approve the inflated numbers? This particular GO read with the quote reproduced above at 3.10.2 makes it amply clear that the government is violating its own rules.
- 3.11.9 Yet another requirement that is being systematically violated is what was referred to in paragraph 3.10.4 above though it is specifically forbidden to do so. Universities are made to advance funds for messing to hostels and the recovery takes place generally at the end of the financial year; sometimes even in the next financial year. In the case of Osmania, for example, it was mentioned to us that something like over 80 lakhs has become non-recoverable in the process.

No wonder, vested interests have grown stronger including, it is alleged, those who oppose computerisation. Once that is done, it would become difficult to fudge figures or draw scholarships from more than one source. To combat these forces both within the lower bureaucracy and the students creates all kinds of problems, not all of which can be managed so easily.

## **3.12 PRACTICAL DIFFICULTIES**

- 3.12.1 While we would advocate a strict compliance with the rules with immediate effect, we recognise that this may create practical difficulties. In one particular university, where the number of students was brought down because the Vice-Chancellor insisted upon compliance with the rules, it led to agitations, so much so that he eventually had to go; he was, amongst other things, regarded as much too strict. Any other Vice-Chancellor who seeks to enforce these rules would run into similar problems. Therefore, the onus of decision-making has to be taken by the State government. Placing the responsibility on any university is not only unfair; it is even unfeasible.
- 3.12.2 In this connection, we would like the State government to look at how the state of Maharashtra is handling this problem. There is a certain amount of comparability between these two States. In terms of the social composition of the population, there are minor variations with regard to percentages. In Andhra Pradesh, according to the 1991 census, the population of SC and ST categories is 22.24; in Maharashtra, the relevant figure is 21.36 per cent. In other words, the situation is not all that dissimilar. And yet Maharashtra has managed this problem fairly successfully, without in

any way dislocating the overall structure of financial support, or overloading the universities to such an extent that they are unable to function.

3.12.3 Without going into too many details, we hereby reproduce the relevant paragraph from the Draft Annual Plan of Maharashtra in respect of 1995-96.

All the SC/VJ/NT students studying in Post SSC courses are granted scholarships on the lines of Govt of India scheme subject to the conditions that (a) the income of the parents is between Rs.18000 to Rs.24000 p a (b) the student is not a full time employee; (c) the student should bear good conduct and his progress and attendance is satisfactory; (d) only 2 children of the same family are eligible.

*Source: Draft Annual Plan (1995-96), p-376 Planning Dept, Govt of Maharashtra - Part I*

3.12.4 It should not be necessary for us to quote the rules as applicable in Andhra Pradesh and to what extent they diverge from what is done in Maharashtra. Whatever be the details, one thing stands out clearly. Students belonging to the disadvantaged sections do not look upon state help as a substitute for a job in Maharashtra as most of them are inclined to do in this State. It is this kind of thinking which has bedevilled the situation in AP universities. To enlarge upon this issue any further should not be necessary.

3.12.5 If the Maharashtra model or anything close to it is to be followed, it would require a major surgery by the State government. While we recognise the logic of it, we also recognise that political logic is different from academic logic. Therefore, we would not venture to suggest anything specific to the State government though we would like to add that this was one of the two problems that the Committee brought to the notice of the State government in the two interim reports which were submitted in January and June 1995. Having said this, however, we do wish to add one more thing.

3.12.6 To maintain the *status quo* would amount to putting the stamp of both administrative and political approval on the continuing state of academic devitalisation of Andhra Pradesh universities. These universities can give a much better account of themselves than they are giving as of today. Even though we are critical of certain things yet, seen in the all India context, AP universities are not doing too badly. We would like them to perform even better but a precondition for that is that the burden of numbers should be eased. How it can be eased is a matter that requires further explanation.

3.12.7 One obvious way is to stick to the government orders as detailed above. Once that is done, the situation would become manageable. In case that cannot be done or is not proposed to be done, the second alternative would be to create more hostel accommodation on the campuses. The third alternative would be to delink stay in the hostels from the higher rate of scholarship.

The issue is fraught with all kinds of self-created problems but a certain degree of rationalisation is indisputably called for. Some of the universities have gone in for a corrupt and concocted system whereby private buildings are rented and are treated as hostels. In certain cases, students are not actually residing in them but are shown to

be residing there; that is where concoction comes in. All this creates an atmosphere of falsehood in the university.

- 3.12.8 This atmosphere of falsehood is to be found not only in the universities. It is to be encountered in various other walks of life also. But then our view is that falsehood and good performance by the universities, and more particularly by the teachers, are incompatible with each other. Therefore, if the government is anxious to ensure that the academic performance of the universities should improve, it has to help them to function in such a way that this falsehood is expunged from the system.

### **3.13 INTIMIDATION OF TEACHERS**

- 3.13.1 Intimidation of teachers by students is a related menace and has also to be stamped out. While a part of the effort would have to be made by the government, the academics too would have to make an equal effort on their part. We make it a point to refer in a tone of appreciation to those few individual teachers who have refused to submit to intimidation though some of their colleagues have not chosen to stand by them. This was not only unethical; this was also self-destructive. Nothing has destroyed the morale of the teaching profession more than the simple fact that, in situation after situation, academics have allowed themselves to be intimidated.

- 3.13.2 If academics venture to think that, after what has happened in those unfortunate cases, students would respect them, they must re-examine their assumptions. The plain fact is that students act unitedly and that is why the teachers get intimidated. Once the teachers get united and continue to remain united, it is the students who would get disunited. Without a total reversal of roles, what has been happening during the preceding few decades would, therefore, continue to happen.

- 3.13.3 To blame the academics alone would be to overlook the fact that, not unoften, it is the university administration which either colludes with students or turns a blind eye to the excesses that are committed, sometimes even against the teachers. Vice-Chancellors have their own compulsions and their own loyalties. The teaching faculty is not strong enough to influence the functioning of the university authorities and therefore, gradually and inevitably, the academic ethos begins to wilt and decline. No wonder the universities today have reached the level of non-performance and irrelevance that they have.

### **3.14 STUDENT PERCEPTION OF TEACHERS**

- 3.14.1 When students use intimidation against their teachers and sometimes resort to violence even, there is a question to be asked: what is their perception of their teachers? No one has chosen to investigate this issue. In any case, the situation would differ from time to time and discipline to discipline and it may be difficult to formulate anything like a self-consistent hypothesis. One thing stands out, however, and deserves to be brought up for discussion.



- 3.14.2 Teachers who are competent and perform well in the classroom are always respected. Those who interact with students in a friendly way and help and guide them in general are looked upon with regard and affection. On the other hand, there are teachers who rely on the gift of the gab and presume to instruct their students while, in actual fact, they do not. There are also others who are in several ways a disgrace to the profession but somehow manage to carry on. Obviously hardly anybody would respect them. Whether students express their views publicly or not is another question. On the whole, barring some local variations, 10-20 per cent of the teachers are generally respected. A large proportion, something like 60-70 per cent are tolerated and the remaining 15-20 per cent are treated with indifference or disdain.
- 3.14.3 Students do not even make the effort to have a stronger feeling than mere indifference. To express disdain for their teachers would require them to define their own attitude; most of them cannot be bothered to do that. What we, therefore, get is an attitude of unrelieved apathy on the part of the bulk of the students towards their teachers.
- 3.14.4 This being the situation, there should be nothing to be surprised at in the fact that teachers do not have anything like a moral influence upon their students. Students know that, more often than not, what the teachers say is meant for public consumption and that they, themselves, do not practice what they say. Driven by immediate self-interest, they intimidate the teachers into giving them attendance.
- 3.14.5 It needs to be acknowledged that students know precisely what they are doing and that they have no inhibitions about the message that they unashamedly convey: do what we say and don't stand on principles. This is a deplorable situation and everyone - the government, the university administration and the teachers - has to take steps to reverse this sad situation. It should not be necessary to repeat what requires to be done; that has already been dwelt upon.

### **3.15 STUDENT ACTIVITIES**

- 3.15.1 Can the situation be changed? Not to the extent desired but a certain degree of change can be brought about. In addition to putting down violence and intimidation, some positive steps, too, have to be taken. What requires to be done on the teaching front would be discussed separately. But something positive on the student front also needs to be done.
- 3.15.2 So far, a good deal of reliance has been placed on activities like the NSS, the NCC and campus sports. These three alternate activities were projected in the 1968 policy. It was in pursuance of that recommendation that the NSS was conceived as an integrated youth programme and was launched in 1969, a year that happened to coincide with Gandhi's first birth centenary. The NCC had been established much earlier in 1948. And as for sports and games, these had always been a part of the university's extramural functioning.

3.15.3 These three activities constitute the staple of what passes for student activity. Over the years, all these activities have progressively ceased to interest students. This is happening partly because the NSS and the NCC concern the undergraduates more than the postgraduates. When it comes to sports and games, the situation is so dismal that in the all India reckoning, barring some individual exceptions, the AP universities are somewhere amongst the bottom 15 to 20 universities.

### 3.16 PROMOTION OF SPORTS

3.16.1 As for the universities, what concerns them most of all is the promotion of sports and games. According to a study which was commissioned by this Committee, there is no centralised authority for sports and games in Andhra Pradesh for the AP universities. Each university has a Department of Physical Education with some elementary facilities, but these are so poor and so little-used that this is an area which requires considerable attention by the university authorities. While the situation in the three major universities is somewhat reasonable, in the younger universities, except for Nagarjuna, it is downright un-satisfactory.

3.16.2 When it comes to the organisation of coaching, in respect of hockey ( men and women) something was done only in 1989-90 but nothing was organised in the two subsequent years for which figures are available. Hardly any coaching was organised in respect of volley-ball, badminton, cricket etc. either in 1989-90 or in the following two years. But there was a spurt of activity in 1992-93 in respect of the last-mentioned games. It is difficult to understand why hockey which had received some attention earlier was ignored in the subsequent years.

3.16.3 What this shows is that there is neither any planning nor any commitment. Evidently, nobody other than the university authorities can be blamed for this state of affairs. If at all the government can be blamed, it can be only incidentally and that too in respect of the unavailability of funds or coaches or something like that.

3.16.4 It stands to reason that the State Council should take a lead in organising a state-wide control system with all the universities being involved in it. Not only that, a system of state-wide competitions should be set up not only in respect of a few games but all the games for which competitions are organised by the Inter University Sports Board of India. Furthermore, coaching should be organised in collaboration with the State Sports Council and the Bangalore Centre of the National Institute of Sports. There is an enormous amount of work to be done here and nobody is doing it.

3.16.5 It does not reflect well on the universities that they have been ignoring such a crucial aspect of the welfare of students. It is not only a question of welfare; it is a need which young men and women at that stage of their development want to be met. That need is not being met and no organisation other than the universities can take the initiative. It should not be necessary to create a new sports structure. The structure already exists; only it is in a state of decay. It needs to be galvanised into activity and things would start happening.

### **3.17 CULTURAL ACTIVITIES**

- 3.17.1 In other respects too, new initiatives are called for. For more than a decade, all India inter-cultural competitions have been organised by the Association of Indian Universities. Parallel competitions in these events are also being organised by universities in almost each state. According to the data collected by the study commissioned for this purpose, there is neither a centralised organisation nor much noticeable activity at the university level. A few university level activities are arranged off and on but there is no system. Apart from the State Council taking a hand in the whole job, we expect the Telugu University also to play a central role. This university is mandated by its Act to be active in its behalf.
- 3.17.2 There is a Dean of Student Affairs in each university and it should be his responsibility to see that activities of this kind are promoted as well as organised. Related activities like Photography Clubs, Dramatic Clubs and Hobby Clubs are hardly to be found anywhere. To say that students are not interested in these things is true only upto a point. But then who is to arouse their interest? It is through systematic and planned activity by those vested with the responsibility for doing so. Maybe some kinds of incentives need to be provided. The overall picture is gloomy and something meaningful needs to be done in this regard.

### **3.18 STUDENT SERVICES**

- 3.18.1 In terms of the picture that we have in our mind of how students on university campuses should live and conduct themselves, it is important to introduce the wider concept of what is called student services in other countries. In American campuses, for example, something like 10 per cent of the total university budget is spent on the whole spectrum of activities called student services.

In addition to what has been enumerated above, this includes facilities for the supply of information including that is required by foreign students, employment possibilities, guidance and counselling, student loans, medical aid, accommodation on the campus as well as outside, internal mail and other communication services and so on. These details are given to illustrate the point that the concept is much broader and also more comprehensive than what is to be seen in our country.

- 3.18.2 We have neither the resources nor the requisite manpower to be able to do what is done in that country. But the point that needs to be underlined is that, in addition to what is done in the classroom, the laboratories and libraries, considerable attention must be paid to activities outside the classroom. In our universities, we neglect this dimension of student interest grievously. Even the limited facilities that exist for games and sports are inadequate and patchy and are not fully utilised. With such apathy towards the needs and interests of the students built into the system, it is futile to complain that students do not take interest in these matters. They would do so provided there is someone to lead and plan and the requisite resources are made available.

- 3.18.3 If what has been described above is taken to mean that we create a few more jobs and appoint a few more persons, it would be a total perversion of what is proposed. What is required are qualities of imagination, drive and leadership. These ought to be provided by those who are already within the university or can be inducted on a short term assignment basis so as to plan, initiate and organise these activities. The rest of the job requires the creation of some additional facilities and the creation of an atmosphere whereby these facilities are used. Is it not pathetic that, as reported in our study, AP universities are unable to even avail of the UGC grants for the creation of sports facilities because no matching grants are available?
- 3.18.4 This is proof of unrelieved apathy not only on the part of those whose job it is to attend to these matters but also on the part of the higher authorities. To say no more about it, we expect that the universities of the state, working together under the auspices of the State Council, would work out a plan of action within one year of the submission of this report. And as to the plan itself, it should be fulfilled within a couple of years.
- 3.18.5 Though not exactly called for, it needs to be mentioned that extramural work is the third dimension of a university's work. While teaching and research have been consistently reorganised as the two basic functions of the university, the third function has hardly received much attention. In the NSS, an attempt had been made to enlarge the scope of university's functioning. For a variety of reasons into which it is not possible to go here, the scheme did not work as well as it should have. It is time to go over the ground again and see, in what manner and to what extent, the initiative can be recaptured.

### **3.19 WOMEN STUDENTS**

- 3.19.1 We did not undertake a separate study in regard to the proportion of women students in the total student body because, as things go, the proportion is fairly satisfactory. What is more, in 1992, the State government had passed an order laying down that 30 per cent of jobs in government service would be reserved for women. This in turn led to decisions by various universities to make sure that girls were admitted at both undergraduate and postgraduate levels in the spirit of the decision adopted above. While this particular government order was consistent with the general approach adopted all over the country, as far as this particular State is concerned, the overall situation in regard to the enrollment of women is satisfactory. Details in this regard have been provided in the first chapter.
- 3.19.2 At the postgraduate level with which the universities are principally concerned, decisions have been taken to implement this order. A separate university for women had been already set up in 1983. What was now required was to implement this order. In specific terms, it may be stated that the proportion varies from university to university. So much depends upon the hinterland from which the students are drawn. The proportion of girls seems to be the highest in Osmania because of the very large number of colleges in the twin cities. elsewhere too, in about five years, the situation would have stabilised in terms of the government directive.

3.19.3 Indeed, after a few years, the situation might move in favour of girls even further for one simple reason. Admission to postgraduate courses is through an entrance test. Girls are performing fairly well in this test even as it is. In a few years, the situation is likely to improve further for no other reason other than this that girls take their studies seriously and would perhaps begin to outperform boys.

3.19.4 The real bottleneck today is at the level of recruitment in the universities. Going around the campus, we did come across a sprinkling of women in various departments. We did not collect any data but it seems reasonable to say that their number does not exceed 10 per cent. This is not to suggest that there is any prejudice against women being recruited to the faculty. On the contrary, this has something to do with their domestic situation, their ability to move from one town to another and so on. Once however the proportion of girls passing out goes up, it is bound to get reflected in their increasing recruitment in various universities.

### 3.20 MANAGEMENT OF HOSTELS

3.20.1 This discussion of student services leads us unavoidably to a discussion of how hostels are run. Something has been said in this connection already. Therefore, no more needs to be added with regard to overcrowding, insanitary conditions and such other matters. However, we would like to propose a few steps which require to be taken. Some of them may be taken within one year and except for (ii) below none of them should be delayed beyond two years. This is only a way of saying that the issue is not only important, it is also urgent. The proposals that we have to make are as follows:

- (i) As already suggested, admission at the Master's level should be in relation to the accommodation available in the hostels. In order to determine the quantum of accommodation, the UGC norms laid down more than three decades ago should be used as the yardstick.
- (ii) A five year plan for increased hostel accommodation should be drawn up. Obviously funding is tight and not much can be done but then something can certainly be done and requires to be done. In this connection, we were struck by the prodigal use of space in the older universities. It may be possible, through appropriate spatial planning, to use the existing space more intensively as well as more imaginatively than is being done and to use some of the space released for conversion into hostels. In case such a thing is done, it would require some marginal investment and the remodelling of existing structures. Any intelligent architect, given a mandate, can do this. The situation in the younger universities is difficult. Additional hostel accommodation, as and when created, must be placed at their disposal. Currently, they are faced with intolerable pressures on their facilities.
- (iii) While the issue of charging an economical rate for hostel accommodation and utilities would be referred to in the chapter on **Funding**, one aspect of the problem can be mentioned here. Students are admitted only to a particular

course. In case they wish to prepare for some other course or competition simultaneously, to that extent they cease to be students, or, at least, become part-time students. If that is so, do they have a right to continue to receive subsidised hostel accommodation? In any case, every single student who is admitted to a hostel must give an undertaking that in case he opts to become a part-time student, he would be prepared to pay a higher rent which may be fixed by the university authorities.

- (iv) There is hardly such a thing as hostel administration today. So much so that in most universities even the allocation of seats is not done by the warden in-charge but through some kind of a mutual arrangement amongst the students. This gives rise to all kinds of evils, including corruption, intimidation, factionalism, strengthening of caste and regional loyalties and so on. These things, in turn become the breeding ground for further indiscipline. If hostels have to be managed properly, admission to hostels must not only be regulated but also systematised.
- (v) To repeat what has been already said: kitchens almost everywhere are in need of urgent and considerable attention. In certain cases, they would have to be redesigned and additional equipment would have to be installed. Dining halls should look clean and cheerful rather than slummy and overcrowded as they mostly look today. In this connection, we propose a phased programme spread over two years by the end of which period the hostels should be brought up to a certain level of professionalised management.
- (vi) Workers employed in hostels do not have proper housing and other suitable conditions of service. Quite often, they are engaged on a daily wage basis. There are various other problems of health and sanitation. No less important is the problem of some kind of elementary training in the job for which they are engaged. This aspect also requires urgent attention. Once again, we would put the onus of responsibility on the State Council. It should attend to these problems on a systematic basis. For our part, we would suggest privatisation rather than a university-managed system. This issue would be discussed further shortly.
- (vii) Before everything else, every single hostel must be equipped with a Quiet Room as already suggested. The room must be well-lit and kept open throughout the night. It is for the students to decide when to study and how long they wish to study. As far as the university administration is concerned, it must make the requisite facility available. Provision of indoor and even outdoor games in hostels can be and ought to be made. The same would apply to reading room facilities for which, of course, the students should be expected to pay. The job of the hostel is to provide space and lighting. Whatever equipment is acquired, newspapers and journals are subscribed to, should be paid for by the students.
- (viii) In one or two cases, universities have engaged professional caterers and the dealings are directly between them and the students. There can be no fixed rule of thumb in this regard. Students can supervise the management of hostels on a corporate basis; this is being done in a number of universities around the country. The second alternative is to have professional caterers. The third alternative is

that university administration handles the job on behalf of the students. This system is not to be preferred at all because it puts more burden on university administration than it can carry. University students are mature enough to be able to look after their own affairs and they should do so.

Whatever be the mode of management adopted, it should be reviewed at the end of one year both by the students and the university administration. This must be done in respect of each university. Then, at a meet to be convened by the State Council, with the Vice-Chancellors also in attendance, the matter should be discussed with the numerous wardens of hostels from different universities. Within a year or two, a viable system would get evolved and that may be followed. In any case when the Vice-Chancellor makes his annual report to the State Council, there must be a review of how the hostels are functioning and this item must invariably be an item of discussion at one of the meetings of the State Council.

- (ix) The management of hostels is a semi-professional job. In several universities, training courses have been run and with some degree of success. We would propose to the State Council that some such course should be worked out in respect of this state. It should be preferably at two levels, an introductory course and an advanced course. In either case, a week's attendance would be sufficient. Apart from everything else, some understanding of adolescent psychology and management of students ought to be built into the training course. Financial management would have to be one of the areas to be covered. A certain amount of expertise on this subject is available within the state and it should be possible to tap it and put it to good use.
- (x) As already mentioned in 3.10.4 above, universities are not expected to advance funds for mess charges from within their meagre resources and then run about to claim the amount from the government. In case, anyone in the government or outside feels that this would impose unnecessary hardship upon a certain category of students, the caveat should be addressed not to the universities but to the government. It is for the government to advance money and in good time. To think of any other arrangement is to compound the problems which universities have to face.
- (xi) Most university hostels in the country are so designed and built that entry into and exit from them is controlled at one point. It is only in Andhra Pradesh that we have come across certain hostels where neither entry nor exit is regulated. This gives rise to all kinds of problems including the spectacle of an occasional raid on a hostel by the police in search of certain fugitives from law. These raids are more or less punitive in character and can be avoided provided a better system of security is devised.

3.20.2 Building a boundary wall is one such method. It may not be necessary to build such a wall in the case of each hostel. In quite a few cases marginal adjustments can do the job. Some people would feel that students are not accustomed to this mode of management and would object to it. They have a point. Initially, this would be objected to. In course of time, however, students should find the regulated system much better than the unregulated one.

It is a question of projecting the right approach and doing the job in such a manner as to have the students in favour of the new system rather than have any kind of confrontation in this regard. This much is definite, however, that entry and exit points of hostels have to be regulated. Unless this is done, hostel management would continue to be a problem.

3.20.3 For anyone to say that students would jump over the wall etc. amounts to saying that rules are bound to be violated. But is that a plea against having a well-defined set of rules? Can some one say, for example, that there should be no ticket checking on the trains because tickets are checked when passengers leave the platform and no second check is required? The truth of the matter is that when a system becomes permissive in the way it has become, steps have to be taken to put it back on the rails. There have been instances when murders have been committed in hostels. To forget about such outrageous things and pretend as if nothing is wrong with the hostels is to shut one's eyes to reality.

### **3.21 STUDENT ELECTIONS**

3.21.1 There is another aspect of the Andhra Pradesh situation which needs to be brought out into the open. This relates to student elections. Till a few years ago, Student Union elections were held more or less regular intervals. Owing to certain unfortunate incidents, however, it was decided to discontinue the system. Since the late 80's, the system has been discontinued.

3.21.2 While certain people regard it as a welcome development, some others feel differently. Today, according to them, anyone who can make more noise than others claims to represent the students. In a large number of cases, these claims are exaggerated. But then, this is a part of normal trade union activity. Several trade unions claim to speak on behalf of a larger segment of supporters than they really represent. This is happening all the time and nobody need be surprised.

3.21.3 What is to be done in this situation? We are of the view that there would be nothing wrong with having Students' Unions in as much as we have Teachers' Unions and Non-teaching Employees' Unions. If these distinct categories of a university's population can have their respective representative bodies, the students, too, might be allowed to do so. The misgiving in the case of students is that some of them tend to be violent. We are not under the illusion that in their new incarnation they would cease to be disruptive. This may happen once again. It should, however, be possible to minimise the level of disruption by enforcing certain provisions while granting them recognition.

3.21.4 For instance, it is provided in a large number of universities that no one above 25 years of age can contest an office. He can be a voter but not a candidate. There is no reason why such a provision cannot be adopted in the constitution of the Students' Unions in AP when it is drawn up in each university. This provision has been found to be acceptable in a large number of universities and should also be equally acceptable in this state. Similarly any one who has been punished (warning,



too, is a form of punishment) for misbehaviour in any way, including a fine, would be debarred from being a candidate. Once again, he can be a voter but not a candidate. If enforced rigorously, these two provisions would bring about a certain change of climate among the students.

- 3.21.5 But much more important is another factor. Both in the case of teachers and non-teaching employees, anyone who wants to be a member applies for membership, gets accepted and then becomes a voter or a candidate, as the case may be. In the case of students, the general practice so far has been that every student is assumed to be a member since he is made to pay a subscription at the time of admission and this job is done by the university office. The amount, thus collected, is then passed on to the Students' Union. The question to ask is: why should students be treated differently from the other two categories? If anybody wants to be a member of the Students' Union he is free to do so. All that a student then has to do is to fill up a form, pay his dues and take out his membership card. Following that drill, he would become eligible to vote or run for office.
- 3.21.6 This system would be so different from what students have been used to so far that maybe some of them, at least, to start with, would resist it. However, they would have no legs to stand upon. No one is being prevented from becoming a member. Any one who wishes to exercise his democratic right is free to do so. Only the system of the forcible collection of membership fee is being done away with and, as far as one can judge, this would clean up the atmosphere considerably.
- 3.21.7 More or less all over the country, the pattern of student organisations today shows that there are as many groups amongst the students as there are political parties in that area. Each one of them gets affiliated with one political party or the other. When an election to the Students' Union takes place, the attempt is to capture the Union in the interest of a particular party. Whoever manages to do so, feels triumphant and seeks to boss over others. This, in turn, creates controversy and friction.
- 3.21.8 So many of the problems on campuses arise because of this competition amongst the various student groups. In other words, for anyone to imagine that there are no problems in the old system and it is only the new system that would create problems would be to over-simplify. Problems would be there in any case; only the nature of problems would undergo a change and it is good that they do. In the ultimate analysis, the new system would help to improve the atmosphere on the campuses and lead to a comparatively healthy state of affairs amongst the wide mass of students.

## **3.22 GRIEVANCE REDRESSAL**

- 3.22.1 Allied to the functioning of Students' Unions is the issue of a grievance redressal system. The 1992 Policy on education, specifically, recommended such a machinery in respect of the various categories of university population. Perhaps the most important category (because it is the most vocal and has the greatest political clout) are students.

- 3.22.2 Unlike teachers and other employees, students belong to what is called the transit category. They come for a few years and, having finished their study, leave the university. In any case, unlike teachers and non-teachers, they are not all that bothered about what happens when they confront the authorities. They are at a stage of development when this factor does not count for much. Those who are on the staff of the university in either of the two capacities cannot overlook the fact that they are governed by certain rules and regulations. Students, too, are governed by them but not as strictly.
- 3.22.3 As and when student bodies are formed, one thing would have to be ensured. These unions are to take up only general issues and not individual issues. In fact, this is a safeguard which has to be enforced even in regard to the organisations of teachers and other employees. Unless the authorities are absolutely emphatic on this point, the distinction between individual grievances and collective grievances is generally blurred over. And, yet, this is the essence of the matter.
- 3.22.4 These unions exist to take care of collective issues. If they are also allowed to take up individual issues, it leads to confusion, subversion of authority and slackness in the system of management.
- 3.22.5 It is precisely for this reason that the existence of a grievance redressal machinery is imperative. Somebody's leave was not sanctioned, somebody's increment was not released on time, a student got into a tangle with a teacher or whatever. All these issues are clearly and indisputably individual in character. A particular person is affected and his grievance must be attended to.
- 3.22.6 To permit the concerned union to take up an individual's case and make a general issue of it is a sure recipe for the blurring of the line of authority. To repeat, if something affects everyone, it is only that issue which may be taken up by the concerned organisation. If it concerns a particular individual, it is none of the business of that organisation to take it up. This demarcation of functions must be unwaveringly enforced and insisted upon.
- 3.22.7 In the case of students, a couple of teachers who have a reputation for being fair and unbiased should be included in that committee. Instead of having any currently enrolled students on this committee, a few of those who passed out during the preceding couple of years, if available, might be invited to join the committee. The chairman of the committee should invariably be an outsider and preferably someone with a judicial background.
- This does not mean that the court procedures are to be followed. At the same time, it is to be ensured that justice is not only done but seen to be done. A person with a judicial background is, therefore, the most appropriate choice for this purpose.
- 3.22.8 Rules in regard to the submission of grievances, the time- frame within which they have to be taken up and disposed off and things like that must be laid down in advance. There must be no ambiguity about any one of these matters.

- 3.22.9 Whether there should also be a court of appeal or not is a difficult matter to decide. In 90 per cent or more of the cases, there would no occasion to go on appeal. One alternative would be that the Vice-Chancellor himself becomes the appellate authority. Since this may become a matter of controversy, perhaps the better thing to do would be that the chairman is a retired district judge. In case an appeal has to be filed, it can then be filed before a retired High Court judge designated in advance for this purpose.
- 3.22.10 In our opinion, this is a matter where legal opinion has to be sought. Some kind of consultation with students would also be advisable. One thing to be avoided is different provisions in different universities in the same state. This should not happen. Therefore, it would be in order for the State Council to convene a meeting of all the Vice-Chancellors who in turn might be asked to ascertain the wishes of the student bodies. After that has been done, the plan of action can be formulated and enforced. We recommend that such a machinery should come into existence within three months of the submission of this report.

**EXAMINATIONS**

- 4.1 Introduction
- 4.2 Debasement of Standards
- 4.3 Rules of Moderation
- 4.4 Grading and Percentile Scoring
- 4.5 Conduct of Examinations
- 4.6 Examination Offences
- 4.7 Spot Valuation
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- 4.12 Postponement of Examinations
- 4.13 Role of the Controller of Examinations
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- 4.18 Other Initiatives
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- 4.20 Need for a Research Cell
- 4.21 Leakages

**4.1 INTRODUCTION**

- 4.1.1 One of the things which a doctor does first of all when he examines a patient is to take his body temperature. In a similar way, if one wants to get an idea of the academic health of a university system, the key point for scrutiny is the manner in which university examinations are conducted and the nexus between the intake and the output. No less important is what happens between admission and exit. Since this issue has been discussed in the previous chapter, it is time to turn to that complex process which culminates in the whole ambit of activities connected with evaluation.
- 4.1.2 Looked at from this point of view, the situation in Andhra Pradesh universities is alarming. Some data in this regard was given in the last chapter. Some more details which have a bearing on this issue would be presented in the next few pages.

## 4.2 DEBASEMENT OF STANDARDS

4.2.1 Nothing illustrates the debasement of the examination system in AP universities more tellingly than the performance of students in the postgraduate examination. As a teacher put it, all answers in the examination carry equal marks. As evidence, data in respect of Kakatiya University is given first. This is not to single out a particular university for adverse criticism. This university is rather small in size and does not have too long a history. A little later more data about some other universities would be quoted to develop the argument further.

4.2.2 Since intensive studies in certain select subjects like Mathematics, Chemistry, Telugu, Economics and Commerce were commissioned by this Committee, data in regard to only these subjects is quoted, though it is available in respect of many more subjects. The study in regard to Commerce did not fructify but that is not enough of a reason to exclude a discussion of this discipline. The details are as under:

### KAKATIYA UNIVERSITY - PERFORMANCE OF STUDENTS IN EXAMINATIONS

Subject & Year	Total No. of candidates who appeared	Total No. of candidates who passed	Percentage of passes
<b>MATHEMATICS</b>			
1989-90	29	17	58.6
1990-91	22	22	100.0
1991-92	25	24	96.0
1992-93	27	27	100.0
1993-94	29	29	100.0
<b>CHEMISTRY</b>			
1989-90	29	29	100.0
1990-91	32	28	87.5
1991-92	30	26	86.6
1992-93	47	43	91.5
1993-94	46	45	97.0
<b>TELUGU</b>			
1989-90	26	26	100.0
1990-91	30	28	93.3
1991-92	27	27	100.0
1992-93	40	36	90.0
1993-94	42	41	97.6

<b>ECONOMICS</b>			
1989-90	42	34	80.95
1990-91	46	46	100.00
1991-92	65	65	100.00
1992-93	59	58	98.30
1993-94	63	62	98.40
<b>COMMERCE</b>			
1989-90	59	59	100.00
1990-91	68	59	86.76
1991-92	66	61	92.42
1992-93	89	84	94.38
1993-94	89	85	95.50

- 4.2.3 On the basis of the above data, two things may be noted. One is the fact that almost everyone who joined a postgraduate course passed out. In other words, there were hardly any failures. If, as for instance, in the case of Mathematics, a somewhat larger number of persons failed in 1989-90, this was a kind of deviation from the norm and was taken care of in the following years. The second fact, which is not revealed by the figures quoted above, is evident from the following set of figures relating to the 1994 annual examinations in Economics and Chemistry of the Kakatiya University.

**KAKATIYA UNIVERSITY - ANNUAL EXAMINATION (1994)**

Subject	No appeared	No passed & class			
		I	II	III	WL
Economics	67	49	18	-	-
Chemistry	46	33	3	-	10

*WL - will be announced later*

- 4.2.4 As stated earlier, the overall pattern seems to be that in the case of humanities and social sciences, 70 per cent of the students get a first class and above, whereas in the case of the sciences, the percentage is around 80. It hardly requires to be mentioned that this difference can be explained by the simple fact that in science subjects practical examinations carry nearly one third weightage of the total marks.
- 4.2.5 It may be in order to compare the performance of students at the Master's examination with their performance in the NET examination conducted by the UGC/CSIR and the State of AP. Three sets of data given below speak for themselves.

(i) TABLE SHOWING THE NUMBER OF CANDIDATES FROM ANDHRA PRADESH WHO PASSED THE CSIR-UGC EXAMINATION HELD BETWEEN DECEMBER 1989 AND DECEMBER 1993

Year	Chem. Sc.	Earth Sc.	Engg. Sc.	Life Sc.	Maths Sc.	Phy. Sc.	Stat. Sc.	Total
Dec.89	19	2	-	41	5	10	-	77
Dec.90	18	3	-	18	-	2	-	41
Jun.91	21	2	12	33	3	14	-	85
Dec.91	19	3	3	26	3	4	-	58
Jun.92	2	1	10	7	2	-	-	22
Dec.92	7	1	4	19	5	-	-	36
Dec.93	12	-	1	15	5	2	-	35

4.2.6 This data shows that the performance of candidates in AP universities has been fluctuating every six months. However, the general trend indicates an overall decline in the number of candidates selected. The share of universities in AP in the total number of CSIR - UGC fellowships awarded is around 6.3 per cent. The corresponding figures for the other three southern states are: TamilNadu 11.8; Kerala 3.6 and Kamataka 6.4.

(ii) ANALYSIS OF THE CSIR - UGC JULY 1994 RESULTS OF UNIVERSITIES IN ANDHRA PRADESH

University	Phys. Sc.	Chemistry	Engg. Sc.	Life Sc.	Mathematics	Earth. Sc.	Total
Osmania	-	4	1	4	-	-	9
Andhra	-	2	-	2	-	-	4
Kakatiya	-	-	1	-	1	-	2
Padmavati	-	-	-	1	-	-	1
S K D	-	1	-	1	-	-	2
University of Hyderabad	4	2	-	15	2	-	23

4.2.7 This data is about the relative performance of various universities in the State. Figures regarding the University of Hyderabad, a Central University, are given so as to provide a contrast to the score of all the other AP universities put together. One minor fact may, however, be noted. Out of 23 candidates from the University of Hyderabad, 15 belong to the faculty of Life Sciences. This is somewhat unusual and gives a misleading impression. Even then, the performance of this particular University (one against five others) is strikingly impressive.

4.2.8 It would be equally in order to provide a comparison with other representative universities from different regions of the country.

(ii) ANALYSIS OF THE CSIR - UGC JULY 1994 RESULTS OF UNIVERSITIES FROM DIFFERENT REGIONS OF THE COUNTRY

University	Physc. Sc.	Chemuistry	Engg. Sc.	Life Sc.	Mathematics	Earth Sc.	Total
Delhi	8	13	5	23	3	-	52
Calcutta	10	9	-	18	6	-	43
Poona	4	7	-	9	-	-	20
Punjab	2	2	3	8	4	-	19
Madras	1	1	2	8	-	11	23

4.2.9 The AP College Service Commission conducted a State level National Eligibility Test (NET) in November 1994 in 18 subjects; 5,178 applications were received. Out of 3,030 candidates who appeared for the test, 342 (11.3 per cent) qualified. Osmania University topped the list with 113 candidates followed by Andhra University (65) and Sri Venkateswara University (40). The remaining 120 were distributed over all the other universities in the State and outside. No candidate qualified in Mathematics and Chemistry, it may be added.

4.2.10 It may be clarified here that the data in respect of NET relates to the whole State, whereas the data quoted at 4.2.2 relates only to one university. In order to underline the point that the situation is not all that different even in the other universities, the following data in respect of Osmania at the postgraduate level is given below:

OSMANIA UNIVERSITY - PERFORMANCE OF STUDENTS IN EXAMINATIONS

Subject and Year	Number Appeared	Number Passed	Percentage of passes
<b>MATHEMATICS</b>			
1990-91	25	25	100.0
1991-92	17	15	88.2
1992-93	46	44	95.6
1993-94	75	68	90.6
<b>CHEMISTRY</b>			
1990-91	120	119	99.1
1992-93	129	119	92.2
1993-94	151	126	83.4
<b>TELUGU</b>			
1992-93	108	91	84.2
<b>ECONOMICS</b>			
1992-93	165	163	98.7
<b>COMMERCE</b>			
1990-91	245	226	92.2
1991-92	245	229	93.4
1992-93	339	330	97.3
1993-94	410	396	96.5



4.2.11 The trends apparent above are further confirmed by the following data in respect of

**SRI KRISHNADEVARAYA UNIVERSITY - PERFORMANCE OF STUDENTS IN EXAMINATIONS**

Subject and Year	Number Appeared	Number Passed	Percentage of passes
<b>MATHEMATICS</b>			
1991-92	12	11	91.0
1992-93	16	15	93.7
<b>CHEMISTRY</b>			
1991-92	38	38	100.0
1992-93	38	38	100.0
<b>TELUGU</b>			
1991-92	33	33	100.0
1992-93	34	34	100.0
<b>ECONOMICS</b>			
1991-92	53	53	100.0
1992-93	26	26	100.0
<b>COMMERCE</b>			
1991-92	19	17	89.4
1992-93	31	25	80.6

### 4.3 RULES OF MODERATION

4.3.1 There can be two explanations for this state of affairs. Either the students are exceptionally brilliant or the system of university examination is so unreliable (for whatever reasons) that there is no logical connection between the ability of the students and their performance. On the basis of the evidence available, it is the latter explanation which seems to be more true. In support of this hypothesis, the following set of moderation rules followed by Osmania University may be cited.

- (i) If the percentage of passes in a given paper is less than thirty per cent, five marks are added for all the students if the paper maximum is hundred,
- (ii) If the number of students getting fifty-five per cent of marks in each paper does not exceed seventy per cent of the students who appeared for the examination, five marks are added for all the students where the paper maximum is hundred,
- (iii) A maximum of five marks can be floated if a student is failing in one or more papers,
- (iv) One or two grace marks can be awarded to enable a student to pass, improve his/her class, or to secure fifty-five per cent,
- (v) Even after applying all the above rules cumulatively, half per cent of the grand total can be given as grace marks in the final year, if such addition enables the candidate to obtain the degree.

- 4.3.2 A hypothetical example of the working out of these rules would clarify the argument further. Every MA student has to clear four papers of 100 marks in each year during the two years for which he is enrolled. Accordingly, besides the facility of floating five marks and two grace marks, in this way a student may get moderation marks upto 40 each year; depending upon whether the moderation is done once or twice. Furthermore, at the end of the second year, a student can get an additional 4 grace marks under rule (4.3.1 v) above. In an extreme case, therefore, a student can get 86 grace marks out of the grand total of 800 marks. This would come to around 10.7 per cent of his total score. It would not be inappropriate to add that in the case of science subjects, instead of 800 marks, the grand total would be 1200 marks. In other words, the level of moderation would go up accordingly.
- 4.3.3 As if this was not generous enough, there were occasions when additional marks were added on the recommendation of the Head of the Department or the Results Committee of the department. It was mentioned to us that in a certain case as many as 40 additional marks were given in an examination. The situation is not altogether different in other universities in AP.
- 4.3.4 In this context, it should not be surprising that not even a single university has given this Committee complete data on moderation. Every single respondent has hedged the issue and given either partial or inadequate information. We venture to say that everything connected with how the system of moderation has been operating calls for a probe. We, therefore, recommend that a probe be initiated by the State Council into the moderation rules, in which year/s and under what circumstances these were framed and how they have been implemented during the last five years.
- 4.3.5 Individual responsibility, wherever necessary, should also be fixed. It should be a time-bound enquiry and the report along with appropriate suggestions for an alternative system be submitted to the State Council within six months. It goes without saying that such an enquiry should be headed by a High Court judge and should have the assistance of two academics so as to be able to complete the job in time and ensure the requisite academic input.
- 4.3.6 The State Council should send its comments to the State government within two months of the receipt of the Enquiry Committee report. Whatever decision is taken by the State government should be made public so that people know what has been happening and who was responsible for what. In our chapter on the **Governance of Universities**, we have emphasised the enormous importance of transparency in administration. This is one of those areas where transparency of operations would not only be appreciated, it would also inspire greater public confidence.
- 4.3.7 As a matter of fact, the whole philosophy of moderation needs to be examined afresh. Moderation is in order when there is only one valuer. This is the general practice at the undergraduate level. To have a system of moderation at that level, in respect of those who fail by a mark or two, is both understandable and justifiable. To undertake moderation at the postgraduate level, when two or sometimes three valuers have already looked at a script, has no justification whatsoever. As someone aptly put

it, the way things are working, one should use the term disgrace marks rather than grace marks for what is generally given.

4.3.8 Sometimes the addition of marks is done either voluntarily by those entrusted with the job or on prompting from above or in order to camouflage the department's deficiencies in teaching and so on. In any case, moderation, as it is practised in AP universities is academically indefensible. Therefore, we are of the emphatic view that the system of moderation should be done away with at the postgraduate level.

4.3.9 However, we are all for students being allowed to have access to their valued scripts in terms of rules to be framed for this purpose. In this regard, the experience of Kerala University at the Pre-university level may be referred to in particular. Once students were allowed access to their valued answer books, the percentage of those who wanted revaluation came down sharply.

#### **4.4 GRADING AND PERCENTILE SCORING**

4.4.1 Instead of the system of moderation, we propose the system of grading and percentile scoring.

4.4.2 Over the years, political, administrative, social and economic pressures have so impinged on the examination system that marks awarded bear little relationship to performance. While that may have helped some individuals, the society at large and Andhra Pradesh, in particular, have lost heavily in the process. Discipline has been eroded and standards have fallen to such an extent that students leave the portals of the university with little or no ability to bear the responsibilities that they have to bear in life. It is in the interest of the State (and particularly of the government, which is the largest employer of these graduates) to restore academic evaluation standards so that the sheep may be separated from the goats.

4.4.3 Reintroducing positive discrimination in examination evaluation, is best done by making grading as honest and as rigorous as possible. That will inevitably lead to a sharp drop in the marks awarded. Such a drastic measure may not be politically feasible immediately. So, we need other indirect methods which will, in due course of time, lead to a steady improvement in standards of evaluation, and do so with the least disturbance to existing procedures.

4.4.4 In the present milieu, it is also important that - as a body - the students, themselves, exert pressure in favour of proper academic standards. Then, external administrative and political dictates would become unnecessary.

4.4.5 The universally accepted standard of social justice is the Pareto Optimum according to which the most just state is one in which no one can be made better off without hurting somebody else. In other words, in the present instance, we should have a system in which any undue advantage taken by anyone will definitely hurt somebody else. When that happens, social resistance will automatically build up whenever undue advantage is secured by anyone. That will act as an automatic check - requiring no specific political or administrative interference - to ensure that justice is done.

4.4.6 To meet these specifications, it is recommended that *in addition to the marks obtained, the marks sheet should also indicate the percentile score of the candidate.* By definition, percentile score gives the percentage of students who have done worse than the candidate. Thus, if there are 200 candidates, the top student will have the score of 99.5 (199 out of 200 students are below). Likewise, a percentile score of 50 indicates that a 100 students have obtained less marks. In other words. the percentile score gives the ranking of the student, with better students getting higher scores, and poorer students getting lower scores.

4.4.7 Perhaps one or two examples would illustrate the point. Suppose there are 100 students in a class. The student who stands first would have 99 students below him. If the size of the class is 200, 199 would be below him. Similarly, if it is 1000, 999 would be below him. In other words, the percentile score takes note of the total number of students and, secondly, gives weightage to that fact.

To take that example again, if the top student scores 90 marks and, some one in his wisdom, decides to give 10 grace marks to everyone, he would get 100 out of 100. The next student may have originally got 88 would now get 98 and so on. In other words, the relative distance between them would stay unchanged though the marks would get inflated. In our scheme of things, therefore, there would be no incentive to give any grace marks. If they are given, it would be meaningless.

4.4.8 Percentile scoring is an internationally accepted system of evaluation, and is used in India, too, in such examinations as GATE. Students are familiar with the system. It does not disturb the marks awarded; so, it should evoke no opposition on that score. In any case, the percentile score is given as an *additional* information.

4.4.9 With percentile scoring, no student can be given extra marks *without disturbing the ranking of every other student.*

4.4.10 So every student will be watchful of what is done to each and every fellow student. Thus, the discipline that teachers and administrators are unable to exercise will be enforced by the students. The pressure in favour of fair evaluation will come from students themselves. In fact, teachers will now be under scrutiny. So, the discipline of not only the students, but also of teachers will improve as a matter of course.

4.4.11 The process can be improved further if answer scripts are made available to students who have any doubts about the accuracy of evaluation. Such a provision places an irresistible pressure on teachers to evaluate sincerely and fairly.

4.4.12 This two-part scheme of *adding* the percentile score to mark sheets and giving the right to each student to inspect evaluated answer scripts is bound to produce an internal pressure to ensure honesty and fairness in grading.

4.4.13 Last of all, if this proposal is accepted and we see no reason why it should not be accepted - we would suggest that it be implemented forthwith.

## **4.5 CONDUCT OF EXAMINATIONS**

- 4.5.1 Generally speaking, it is students who are usually blamed for mass copying and worse. According to the study we commissioned, the situation in Andhra Pradesh with regard to the conduct of examinations is satisfactory. According to this study, examinations are generally conducted in a controlled environment and the incidence of malpractices in the examination halls is very low. This is highly gratifying.

## **4.6 EXAMINATION OFFENCES**

- 4.6.1 Even though the situation in regard to the conduct of examinations is favourable, it would be advisable to undertake a certain amount of university legislation at this stage. We would suggest to the State Council that, within three months after the submission of this report, it should convene a meeting of all Vice-Chancellors and Controllers of Examinations and work out an agreed formula in regard to examination offences committed by students as well as others and determine the punishment that ought to be given for different categories of offences. Ample data as well as appropriate case law is already available on this subject. Since the nature, gravity and even the frequency of offences is known, this data can be catalogued and classified and appropriate punishment proposed for each type of offence.
- 4.6.2 Punishment should not only be proposed, it should be made mandatory, indeed automatic. As soon as a particular offence has been proved, punishment ought to be inflicted by the person authorised to do so. This is not a matter that should go to the Executive Council or to the Vice-Chancellor except, perhaps, formally. What is of decisive significance is whether someone has been found guilty or not. If he is found guilty, no one should have any option and the penalty should be imposed swiftly and unerringly. As Jeremy Bentham put it more than a century ago, what is important is the certainty, not the quantum, of punishment.
- 4.6.3 The purpose of organising such a meeting should be to have the same set of rules in each university. It has been noticed, though it has not been investigated by us, that rules in this regard vary from university to university. This is not correct. By definition, law is no respecter of persons and is applicable to each one uniformly. It may be added here that this exercise must be completed before the submission of the Enquiry Report referred to at 4.3.4 and also before the next round of examinations begins. Equally important, everything that is agreed upon should be made applicable to all the universities and duly notified in the press.

## **4.7 SPOT VALUATION**

- 4.7.1 Apart from the conduct of examinations which is reported to be satisfactory, there are two related issues which need to be gone into. One is the system of 'spot valuation'. According to the study commissioned by us, this system is working satisfactorily. Valuation is completed within a matter of weeks and the results are generally declared within four to six weeks. Such efficiency cannot be claimed by most other universities in the country and is a cause for satisfaction.

- 4.7.2 It would not be out of place, however, to sound a note of caution. In several universities, the system of spot valuation started off well. Owing to lack of vigilance, however, it soon degenerated. In the AP situation, therefore, special vigilance is called for. In the annual review of the working of the universities as sketched out elsewhere, the State Council should pay special attention to how the system is working. Any sign of laxity or underperformance should be immediately noticed and corrective action taken at once. While each university is responsible for how it performs, the role of the State Council is no less important in so far as its job is to ensure that no university begins to slip downhill.

#### **4.8 VALUATION AT POSTGRADUATE LEVEL**

- 4.8.1 The second related issue is valuation at the postgraduate level. In the chapter on **Students** reference was made to the pressure to secure more than 55 per cent of marks and, no less objectionable, how the procedures devised by AP universities help in achieving that goal. Reference was also made to the practice in Tamil Nadu where both the valuers are external. Without putting too much emphasis on it, we are of the view that, at least, for the next five years, something along the lines of what is being done in Tamil Nadu universities should be implemented in AP as well.
- 4.8.2 In specific terms, both the examiners should be from outside the State. In certain cases where that may not be possible (because some students write the answers in Telugu), the minimum that can be ensured is that the examiner is not from the same university but from outside the university. How effective this new procedure is, may be reviewed after it has been enforced for a period of two years. The State Council may get a report from the universities and go into this issue in all its details and ramifications.
- 4.8.3 There is another related issue. In almost all universities in the State, there is a rule that if the variation in the marks awarded by the first examiner and the second is 20 per cent or above (15 in Sri Venkateswara University), the script is referred to a third examiner. Osmania, however, refers the script to a third examiner when the variation is 10 per cent. On top of it, Osmania has another rule. Instead of taking the average of the nearest two scores, Osmania takes the mean of the two highest awards. It is difficult to understand why this university has chosen to devise a system which is not only at odds with what other universities are doing, but is distinctly calculated to dilute academic standards. As already suggested, in regard to all such matters, it should be the responsibility of the State Council to ensure that the rules framed are common to all universities and are also followed uniformly.

#### **4.9 REVALUATION**

- 4.9.1 The revaluation of answer books as it is carried out, is another questionable practice, though it is not misused to the same extent, perhaps, as in several other universities. However, the system has been mismanaged over the years. At the undergraduate level, for example, a student is entitled to ask for revaluation if he is dissatisfied with

the original award. Not many students, however, avail of this facility. This is mainly for two reasons. Firstly, marking is fairly liberal at that level and not many students feel dissatisfied with their score. Secondly, the possession of a Bachelor's degree does not confer any marked advantage upon a student in the open market. Nor does its possession ensure that he would secure admission at the Master's level; that depends upon a separate admission test where, there is good reason to believe, it is academic merit which is more decisive than anything else. Altogether, we were informed that not even one per cent of students ask for revaluation at the undergraduate level.

4.9.2 At the postgraduate level, the situation is qualitatively different. When the score is already so good, why ask for revaluation? This right is, therefore, not widely exercised. Interestingly, Osmania has a system of "review".

4.9.3 A review means that the entire gambit of evaluation, no matter how well a student has scored, is open and, therefore, his score can be enhanced without reference to what was awarded in the first instance. It would be difficult to find a precedent for such a thing in any university system. That a student's performance can be reviewed to the extent that his earlier performance is not taken into account defies all logic. It is understood that there have been many instances where results have been 'reviewed' even after they have been declared. How and why this happens calls for an enquiry by the same committee as has been proposed at 4.3.4.

4.9.4 It must, however, be added in parenthesis that the most scandalous case of corruption in this regard occurred not in Osmania but in another university where a Vice-Chancellor was alleged to have so arranged things that his son was given a first class at the revaluation stage. The matter went up to the State government and was enquired into by an enquiry committee. However, he completed his term.

#### 4.10 AWARDS IN PRACTICALS

4.10.1 To take up another issue, awards given at the time of practical examinations are systematically misused. In the general climate of corruption and manipulation, it could not have been otherwise. The correct thing to do, therefore, would be to follow the example of a number of other universities where marks secured in the practical examinations are shown separately and a separate award of division is given. These marks do not count for the overall class or division which a student may secure.

4.10.2 At present, marks in both theory and practicals are shown separately. This practice may continue. What needs to be discontinued is that part of the existing practice whereby the marks are combined in such a way that the deficit in theory papers is made good by a superlative score in the practicals. In other words, a student may get a first class in the practical examinations and not even a second class in the theory papers. Should such an improbable thing come to pass, others would know what conclusions to draw.

## **4.11 USE OF COMPUTERS**

- 4.11.1 A satisfactory feature of the working of all the AP universities is that computers are widely used for result processing. This means that the tabulation of marks, result sheet preparation and printing of certificates at the undergraduate level are all done on computers. Not only that, results are generally declared within a month or so from the date of the last examination. This is possible both because of 'spot valuation' and the use of computers. Osmania did a pioneering job in this regard and the others are not lagging behind.

## **4.12 POSTPONEMENT OF EXAMINATIONS**

- 4.12.1 The picture presented so far is a mixed one. Certain appalling things are happening. At the same time, there are features of the system (conduct of examination, use of computers etc) which are commendable. On the whole, however, the situation is disquieting. A visible example of this is the postponement of postgraduate examinations for no rhyme or reason. Merely because students want it that way, this is readily conceded. In case there is a cyclone or any such unforeseen disaster, postponement is justifiable. But postponement is asked for not because of any valid reason but because of low priority given to university examinations.
- 4.12.2 One complicating factor in this situation was referred to in the last chapter. Students attach much more importance to competitive examinations than to university examinations. They know that, as and when they sit for the latter, they would sail through easily. The more crucial consideration in their eyes is how, if at all, they would be able to land a job in the open market. Competitive examinations are, therefore, looked upon as more relevant from that point of view.
- 4.12.3 Be that as it may, the postponement of examinations has a destabilizing effect upon the whole academic system. The most obvious impact is on the ethos of university functioning. But another is its impact on the working of the Controller's office. In more cases than not, the Controller is merely informed after the decision to postpone an examination has been taken. Often, it is taken by the chief executive of the university and the Controller is not even consulted. In this situation, the latter has no choice except to lump it. Altogether, it is a disgraceful situation. To counter this persistent menace, we propose what follows:
- 4.12.4 The date sheet for the entire year should be worked out even as the students are seeking admission. There is nothing uncertain about the numbers involved (the number of seats is fixed) nor about the facilities for conduct of examinations available to the university administration.
- 4.12.5 Therefore, there is no reason why the date sheet should not be notified as soon as the students join. To modify it to suit the whims and fancies of a certain category of students only creates confusion. Instead, the date sheet should be worked out in advance and a copy handed over to the student at the time of his enrollment.



- 4.12.6 Only the Executive Council of the university should have the right to change the dates and that, too, for reasons to be recorded in writing. If something calamitous has happened, the initiative to change the dates should come from the university rather than the students. Any calamity is a public event. The students, therefore, do not have any private sources of information.
- 4.12.7 Except when the Executive Council agrees to a change of date, the examinations should go on as scheduled. Indeed, an additional examination may be conducted but the original date should not be cancelled. Those who prefer to opt for the second examination should notify the university in advance, so that appropriate administrative arrangements can be made.
- 4.12.8 Frequent change of dates is not merely an academic or an administrative matter. It is a reflection of the way the university is being administered. Any university which is guilty of frequent change of dates is badly administered, to put it no more strongly. This should be a signal for the exit of the chief executive rather than a matter of mutual adjustment or internal arrangement.

### **4.13 ROLE OF THE CONTROLLER OF EXAMINATIONS**

- 4.13.1 This brings us to the question of the role and status of the Controller of Examinations (COE). Should he work under the overall supervision of the Registrar or should he have an independent standing of his own and deal with the Vice-Chancellor directly? The situation is not all that clearly defined in AP, as in most other States.
- 4.13.2 In universities where things have been somewhat professionalised, university administration is generally divided into three broad divisions: general administration, finance and examinations. General administration is headed by the Registrar, Finance is headed by the Finance Officer and Examinations are looked after by the COE. Each one of them deals with the Vice-Chancellor directly, though sometimes through the Pro-Vice-Chancellor/Rector. That is a matter of understanding between the Vice-Chancellor and his principal deputy.
- 4.13.3 In AP we find that in Osmania and Kakatiya, the COE deals with the Vice-Chancellor directly but in the other universities they work under the overall supervision of the Registrar. In our opinion, the Osmania and Kakatiya model is the right one and should be adopted everywhere.
- 4.13.4 In statutory terms, the COE should be listed as an Officer of the University. His selection and appointment would then be regulated by the rules in force from time to time, which is to say that his qualifications would be prescribed; his selection would be made by a duly constituted Selection Committee; and his appointment would be made by the Executive Council for a specific period. To put him at the mercy of any official, even the Vice-Chancellor, is to undercut his effectiveness. That should not be allowed. His is a highly responsible job and also sensitive in terms of its role and character. Therefore, he should have the requisite degree of standing as well as the administrative calibre to function as the COE, subject, of course, to the overall supervision of the Vice-Chancellor.

4.13.5 In certain universities even though he is the head of his own division, the financial powers relating to his charge are not vested in him. This creates a situation of dyarchy. In quite a few universities, examiners and others who do examination work are not paid on time and this creates problems, particularly in subsequent years. This may be owing to the overall scarcity of funds. But sometimes this is also the outcome of an unstated battle for supremacy between the COE and the other officers. Therefore the examination work suffers. We, therefore, propose that there should be a separate sub-budget for the examination branch and, once it is approved by the university, it should be operated by the COE.

#### **4.14 RANGE OF COE'S DUTIES**

4.14.1 Having delineated the role of the COE, the next question that arises is as to the range of his duties. Even these are not specified clearly as of today. Not only are they not clearly specified, in certain universities the COE is overloaded with work. Towards this end, we would like to make the following proposals.

4.14.2 As suggested in chapter 6, Principals of University colleges should handle the job of conducting the examinations of their respective departments. This proposal has been mooted in Osmania but is being resisted. We disapprove of that resistance on grounds of both academic propriety and administrative decentralisation. As stated elsewhere, Principals are, so to speak, Vice-Chancellors-in-waiting. They should, therefore, not shy away from handling the job which legitimately belongs to them.

4.14.3 In concrete terms, the job would have to be handled by the Head of the Department under the overall supervision of the Principal. The former would get the papers set, conduct the examinations, arrange for evaluation, process the results and notify them. Every single operation would be handled under the supervision of the Principal. But the basic responsibility of doing the job would be that of the Head of the Department. In order to function effectively, each department would have to have at least one person trained in the art of handling the various examination jobs. Such a person would have to be well-versed in rules and regulations and specially instructed in how to maintain confidentiality of operations.

4.14.4 The job of training such persons and providing them with technical backup should be that of the COE. This would have an incidental advantage in so far as, within a few years, there would be a corps of well-trained persons on whom the COE's office can draw in case of need. Secondly, the operation at the departmental level would be so small in size that the source of any bungling or leakage would be easy to locate. Consequently, this would ensure the right kind and level of secrecy.

4.14.5 If examinations at the postgraduate level are handled by the respective departments as detailed above, there would be two other jobs left for the COE. One would be to have the thesis of MPhil and Ph D students evaluated and the other would be to conduct undergraduate examinations. In our opinion, the former job can be easily handled by the Deans of the respective faculties, including the professional faculties. The operation is, in any case, small and does not require expertise of the kind that

would not be available in the department. Nor is this a difficult job to undertake because the rules governing these examinations are simple to understand and operate.

- 4.14.6 Thus it is the undergraduate examinations which, through the process of decentralisation, would become the main responsibility of the COE. Something has already been said above as to how these examinations are being conducted and how, on the whole, they are being handled satisfactorily. In terms of size, it is a vast operation. Depending upon the size of the university, the number of answer books that required to be handled may range anywhere from a quarter million to half million. The overall procedure is, however, well established by now and it is the job of the COE to see that nothing goes wrong and that everything is done on time and with speed. The record of the AP universities in this regard has so far been fairly good and one hopes that, under the overall supervision of the State Council, it would continue to remain good.
- 4.14.7 What has been advocated above by way of decentralisation should apply equally to distance education/correspondence courses as well as external examinations till such time as they continue to be run in their present form. Both these modes of instruction are headed by Directors and it is expected of them, as it is of Principals of University colleges, that they would perform at the level of competence and responsibility befitting their status.
- 4.14.8 The job of the COE would be to remain in touch with and keep himself informed of what is happening, draw the attention of the senior officers in concerned departments/centres in case anything threatens to get out of hand and, in general, provide that technical expertise which he has and is expected to provide.
- 4.14.9 This process of decentralisation has another important dimension. In almost all universities, colleges simply act like a post office and forward the particulars provided by students to the Controller's office. This mode of functioning is both wasteful and irresponsible. It is wasteful because this is a job which can be performed by the college more efficiently than by the Controller's office. All relevant data is available with the college and it is, therefore, for the college to verify the various statements submitted by students and not only satisfy itself in regard to those matters but also issue roll numbers and hall tickets and handle everything else connected with the conduct of examinations. The COE's office should have nothing to do with these routine operations. Nothing in respect of these matters requires the kind of expertise which the examination branch alone can give.
- 4.14.10 When these jobs are passed on from the COE's office, the responsibility to discharge them efficiently is also passed on at the same time. Except for adding to paper work, delaying decisions and creating confusion, the existing system does not achieve anything.
- 4.14.11 There is a word of caution to be given here. If colleges and PG departments are to be entrusted with examination work, to what extent are the departments fully equipped to handle them? In the case of PG colleges which have been proliferating of late, there are questions both of reliability and adequate manpower. In the case of undergraduate colleges, it is not possible to be confident about their credentials and

capability to do the job till a few years have passed and there is evidence both of responsibility and scrupulous working on their part. Dealing with these two separate sets of problems is an issue which cannot be ignored.

- 4.14.12 In our opinion, in the case of PG colleges, there can be no fixed rule. It is for the concerned university department to exercise its judgement in relation to each one of them. Which one or ones are to be given responsibility or not, is a matter that should be decided between the Head of the Department and the Principal of that college. Wherever responsibility cannot be entrusted to them, there would be no choice except that students go to a nearby PG college or to the University headquarters to take their examination.
- 4.14.13 In the case of undergraduate colleges, the easiest solution would be that for the first five years, students of an 'untested' college are asked to sit for examination in another college. This is something which can be worked out with the college concerned by the COE.
- 4.14.14 A useful precaution to take in all such cases would be that the certificates issued to students should indicate the name of the college where he has studied. Such a step would not be generally liked. Those who get enrolled in some of the lesser known PG colleges would, in particular, wish to hold back this information so as to have a better standing in the market. There is nothing unworthy about such an intention but it also needs to be recognised that institutions, which are just beginning their career, would take some time to establish themselves.
- 4.14.15 The only thing to be ensured is that they do not become lax and overlook the need to improve their norms of performance. They would be embarrassed about their institutions only as long as they do not have the right kind of standing. The only answer to this problem is that they are encouraged to acquire the right kind of standing at as early a date as possible. To seek shelter behind the umbrella-like standing of the university is to admit indirectly that one is not too keen to grow up. That is an unhealthy attitude of mind.

#### **4.15 STAFFING PATTERN**

- 4.15.1 The proposed level of decentralisation, as and when it gets implemented, would have an inexorable impact on the staffing pattern of the COE's office. The COE's functioning is seasonal and would become more so once the policy of decentralisation is implemented. This would, therefore, necessitate a review of the staff strength in his office. The COE should work out the strength of the core staff needed by him throughout the year. During the examination season, however, he needs auxiliary staff which can be drawn upon either from the office of the Registrar on deputation for 3 months or by employing casual workers to handle work which is not confidential in nature.

## 4.16 REMODELLING THE SYSTEM

- 4.16.1 The whole scheme of examination and evaluation has undergone a radical change in recent times elsewhere in the world. However, since 1947, the examination system in our universities has remained what it was in the 19th century. The rest of the world has moved much beyond that earlier level of expertise in respect of the system of evaluation. All kinds of experiments have been tried and some of them have worked successfully. The system of evaluation in most advanced countries today has changed beyond recognition when compared with what it used to be more than half a century ago.
- 4.16.2 Having said this, it must be acknowledged that introducing some of those innovations in our situation is fraught both with difficulties and dangers. Some reckless experiments have been made during recent years and those have failed to work in *our conditions*. The general ethical level in our country is so low that the American system of 'trust-the-teacher' does not work beyond a point.
- 4.16.3 Given this constraint, we, therefore, evolved a system of university-conducted examinations in the 19th century. These examinations are impersonal in character and anonymous in operation. Even though it is subject to all kinds of objections, this system, at least, guarantees a certain degree of reliability. The public, therefore, has greater confidence in this system than in what is happening in those institutions where the power to allocate marks is vested in the teachers. Enough evidence is available to show that not only teachers, even those higher up in the academic hierarchy, have misused this power. As for the students, pressurising their teachers is not unknown. In certain cases, actual violence has been committed against those teachers who refused to oblige the students.
- 4.16.4 What is the way out? We would not presume to give an answer. On the contrary, we want the teachers to give an answer. They know what the situation is. They also know what is wrong with the present mode of examinations. There is so much more that can be said on the subject but it should not be necessary to do so. Therefore, we reiterate with all the emphasis at our command that it is not for anyone other than the teachers to work out an alternative system.
- 4.16.5 Towards this end, we propose that every university should elect three persons as representatives of teacher opinion in that university. In addition, two Principals (one of them being the Principal of the Arts and Social Science college where the bulk of the problem is concentrated) may be nominated by the Vice-Chancellor. These five persons together with the Vice-Chancellor would represent that particular university. There are six mainstream universities in the State, in addition to the Women's university. The other three universities have different problems and they need not be involved in the preliminary exercise, though eventually they, too, would have to be involved.
- 4.16.6 These forty odd persons together with a couple of people from the State Council should sit together and thrash out the issue. Whether they do so for one day or for ten days or meet at different intervals is for them to decide. They may also seek the advice of some knowledgeable people in this area of work, where expertise is both scarce and largely oriented towards foreign models. However they go about it, they

must develop an alternative system within four to five weeks so that the matter can go back to the university councils to be discussed further, even discussed in public, before it is finalised at the end of three or four months. To reiterate, the job has to be done by the teachers and no one else. If they are unable to do it, all that one can say is that they have failed to perform. To what extent they deserve to be respected by the public is to be decided by it.

- 4.16.7 Having described the mechanism, we wish to say that while the programme of action which is finally agreed upon may be in the nature of a long range plan, there are some minimum things that have to be done forthwith. These may be listed as under:

#### **4.17 MINIMUM PROGRAMME**

- 4.17.1 Question papers in all subjects require to be remodelled. This is something that has been discussed for decades together. There is also a kind of consensus throughout the country that the question papers should be divided into three sections; short answers, multiple answers, essay type of answers. In the new format, 40 per cent weightage might be given to essay type answers; in a sense, this would be a continuation of the existing format. Of the remaining 60 per cent, 30 per cent marks might be given to multiple choice questions.
- 4.17.2 These questions need not be simplistic as is generally assumed. They can be fairly searching questions covering the entire syllabus and should demand the exercise of judgement on the part of students. The short answers would be a variation upon the essay type of questions. Only the length of the answers would be confined to less than 200 words and not more than that. In case this formula is found to be feasible, it would mean that 70 per cent of the content of the question papers would be more or less as they have been all these years. Only the format would be different though it would be more rigorously controlled in terms of coverage and choice than is happening today.
- 4.17.3 Once the paper is split into three sections, it would also be assumed that no portion of the syllabus would be left out and different sections of the syllabus would not only be adequately but fairly covered.
- 4.17.4 There is nothing radical about the proposal made above. Such proposals have been made over the decades and have won fairly widespread acceptance. The issue is how to put this consensus into practice. There are two problems here. One is formal in character and has been touched upon to some extent and the second is to make the students accept the new format. Both require considerable planning as well as persistence on the part both of the teachers and the policy makers.
- 4.17.5 In managerial terms, a role for the State Council is inescapable. In the minimum, it would have to take the major part of the responsibility of training the teachers in the new mode of setting question papers. No less important than that, it would also have to ensure that whatever is agreed upon is implemented and there is no lapsing back to the earlier mode of functioning. This would require coordination, follow-up, mid-course corrective action and so much else. An operational machinery would have

to be created by at the university level. At the same time, a monitoring machinery would have to be created the State Council. It should not be necessary to provide any further details at this stage.

4.17.6 When it comes to getting the students to accept the new mode of question papers, a number of steps would have to be taken. The most important of them would be to undertake a systematic and extensive explanatory campaign. No one other than the teachers is better qualified to undertake such a campaign. This means that the wide mass of teachers themselves must be educated in the merits of this new system. This is a job which would have to be done at the university level but in close and intimate coordination with the State Council. The explanatory campaign is not enough; the job would have to be actually done in the classroom, not once but several times over, before students are ready to sit for the annual examination. In other words, mock examinations would have to be conducted in the classroom by the concerned teachers so that students are not only trained but enabled to acquire a certain degree of facility in the art of writing according to the new format. Practice in writing for examinations would, therefore, have to be ensured.

4.17.7 It would be unrealistic to lay down a precise calendar for the implementation of this changeover. Neither teachers nor students may find it easy to adhere to it. Apart from all the explanations and training that they are given, students may still not be ready for the new system. In such an eventuality, we would suggest abridging of the vacation, postponing the examination by a few weeks, even a regularly conducted mock examination by the university so that students may get to understand what is really involved.

4.17.8 This is a major operation. To imagine that students can be put into a new mould of functioning through a fiat by the university would be to oversimplify matters. What we would like to underline is that, having once taken a decision, all difficulties must be anticipated and pre-empted in advance and a firm date for implementation laid down. Once laid down, it should be adhered to even to the extent that, in case a repeat examination is to be held three or four weeks later, it may be held.

#### **4.18 OTHER INITIATIVES**

4.18.1 The remodelling of question papers is the minimum. There are other related issues also. We would simply refer to them but not elaborate upon them. This is done below:

4.18.2 To what extent can question banks popularised by the AIU be put to use both for the purpose of planning instruction in the classroom and drawing up question papers? A few universities are making use of this educational aid but not too many. In any case, the question banks as available at present need to be both updated and systematised somewhat differently.

4.18.3 While continuous evaluation is a desirable objective, we hesitate to recommend it in specific terms. Let there be further detailed discussions on this subject. Should the teachers fail to come to a definite conclusion, let this issue be discussed again and

again. The first priority is to remodel the question papers and implement the new system.

- 4.18.4 As and when that gets done, the academic system would be in a position to embark upon continuous evaluation as well. This system is being followed with different degrees of success in professional institutions. Some do it well, others manage to stumble along. To extend it to the mainstream universities would be a different proposition. That is why we hesitate to put it more emphatically than we have.
- 4.18.5 It may, however, be easier to implement the system in autonomous colleges. The said committee may go into this issue from that point of view also. For our part, we would give a higher priority to the establishment and successful functioning of autonomous colleges than to continuous evaluation.
- 4.18.6 The issue of how answer books are to be valued admits of a variety of approaches and techniques; to some extent the job of the remodelling of question papers is linked with it. We do not wish to go into any one of them except to raise the point that this is not as simple an operation as is generally assumed. There are several layers of complexity. Most of them are beyond the understanding of a large number of teachers.
- 4.18.7 To encourage teachers to understand the whole mechanism of evaluation is an obligation that must be discharged both by the universities and the State Council. Some kind of a time-bound plan of action in regard to instructing teachers in the philosophy as well as the mechanism of evaluation requires to be worked out. Transparency of operations has been emphasised repeatedly. It would be advisable to link up the two issues.
- 4.18.8 In order to win the confidence of students, it is important to ensure that whenever students feel aggrieved about anything there should be a standing mechanism which can deal with their grievances. As already stated, the 1992 Policy on Education has a definite recommendation on this subject. Those guidelines ought to be followed. Transparent functioning and credibility of those incharge of the operations are two essential prerequisites for the redressal of grievances.
- 4.18.9 We have already suggested that should students ask for them, they be allowed to have transcripts of their answer books. We reiterate that proposal. Students look for fairness. It is when some of the valuers act unfairly that problems arise. Once they are convinced of fair and open functioning, it is only a rare individual who would choose to persist. Should he do so, it is always possible to deal with such an individual. To put it no more strongly, one is talking here of a system and not of individuals. As a system, transparency is not only administratively desirable; it is ethically imperative.
- 4.18.10 How is it that we in India have hardly paid any serious attention to techniques like the module system and the credit system? Why should it be difficult to divide the syllabus of any subject into self-consistent units of learning according to a rational and scientific mode of distribution? It facilitates the process of learning and also makes it



more meaningful. Once that arrangement is agreed to, weightage can be given to different units of learning.

- 4.18.11 In technical language, this is called allocation of credits. Without going into further details, two things need to be recognised. There is nothing difficult or mysterious about this way of doing things. Indeed, it is somewhat like switching over from yards to meters. Both are modes of measurement and it is all a question of getting used to the new mode. Eventually, most people would come to prefer the new mode; it would work better in every way.
- 4.18.12 This leads to the second dimension. We are reluctant to take to the new system because, we are content to go on and on with the old system. This indicates mental indolence - an unforgivable offence on the part of an intellectual or a scientist. It is a matter of shame that we are not prepared to give up the old, discredited ways of functioning.
- 4.18.13 Above all, it needs to be understood that the academic process consists of three well-integrated parts - teaching, learning and testing. Each one depends upon the other. To consider any one of them in isolation is to misjudge the process, though doing so may be unavoidable in the interests of clarity. This is only a way of saying that while examinations are important, teaching and learning are equally important.

#### **4.19 RULES FOR Ph D EVALUATION**

- 4.19.1 We were struck by the fact that at the Ph D level, rules in regard to assessment diverge sharply from university to university. For instance, in Andhra and Sri Venkateswara Universities, a Ph D thesis is adjudicated upon by three examiners, one of them being from outside the country, unless it is an area where foreign expertise is not available. In four universities (Osmania, Kakatiya, Nagarjuna, Sri Krishnadevaraya) all the three examiners are Indian. Not only that, in 90 per cent of the cases, these examiners are from within the State. Osmania has a more consistent record of academic leniency than others in this regard.
- 4.19.2 In the case of Osmania, if two examiners recommend the award, the third opinion is more or less ignored - even if the examiner has something relevant and cogent to say. In contrast, in Andhra and Sri Venkateswara Universities, even if one examiner chooses to differ, his views are communicated to the candidate and he is asked to incorporate the criticisms and suggestions made and resubmit his thesis. Till 1993, the Sri Krishnadevaraya university had the same rule as Andhra and Sri Venkateswara University had but in that year it opted for the Osmania model - an obvious case of bad money driving out good money.
- 4.19.3 This lax approach to the award of the highest degree in the university has without question contributed to the debasement of research in these universities. We have no hesitation in deploring this trend and recommend its complete reversal. In fact, we would like to go further than this and suggest to the State Council that it should, within two months of the submission of this report, convene a meeting of all the universities to thrash out this issue.

4.19.4 It may also be mentioned in this connection that the UGC suggested specific guidelines in this behalf quite some time ago. The practice in this State seems to deviate from them. To go into any further details at this stage should not be necessary. However, we do wish to stress this fact that any serious divergence between the UGC guidelines and the practice in AP universities is a cause for disquiet and calls for correction within three to six months.

#### 4.20 NEED FOR A RESEARCH CELL

4.20.1 The Committee experienced considerable difficulty in getting data from different universities. While Osmania, Andhra, Nagarjuna, Kakatiya, Sri Krishnadevaraya, Sri Venkateswara, Padmavathi Mahila, Telugu and B R Ambedkar Open University, have responded to the questionnaires, though only with partial information, Sri Krishnadevaraya and the Jawaharlal Nehru Technological Universities did not even care to do so. What light it throws on the working of these universities is for anyone to infer for himself.

4.20.2 This fact, however, also points out to one somewhat obvious reason for the failure to respond fully to the questionnaire: most universities do not possess the information asked for. If they do not possess it, it stands to reason that they cannot supply it. In this situation, should they not be asked to create a mechanism not only for assembling and analysing such data but also making it available to the State Council, the State Department of Education, the UGC or anyone else who may be interested in it or may wish to know and analyse how the universities are performing?

4.20.3 In other words, a Research Cell dealing with the whole range of issues concerning all aspects of university functioning is absolutely essential. It may be located in the Examination branch. As already stated, the work of this branch is seasonal in character and if it is given this responsibility, it would keep it suitably occupied for some time. In any case, the bulk of the data would be available from the records maintained by it.

4.20.4 Such a cell has not been established anywhere so far. We propose that it be set up in every university forthwith and should become operational before 1995 is out so that by the time the 1996 examination is completed, it would be in a position to submit its first report. That the State Council should help to coordinate this initiative is self-evident.

4.20.5 No reader of this report can even imagine how woefully deficient is the data supplied by most universities. Data can yield meaning only when it is reliable, consistent over the years and according to a pre-determined pattern. In order to ensure this kind of data, those who process it must be professionally trained. Equally important, those who ask for it every year must have a clear concept of what they are asking and why. Since no such initiative had been taken at any stage, and there was utter lack of professionalism in what was being asked earlier, i.e., before this Committee issued its two questionnaires, universities did not know how to respond. Some of them did

whatever they could and some did not do even that - despite repeated attempts. The situation is downright unsatisfactory, if not also grim.

A good deal of what has been said above should indicate to the State Council that developing a culture of collecting the right kind of data and supplying it when asked for would require systematic and sustained attention.

- 4.20.6 While this Cell would begin with analysing data regarding enrolment and results, it is to be hoped that, before long, input from other wings of the university would also begin to flow in. Departments of Economics, Sociology, Psychology and a few others should be able to bring a broader dimension of understanding to the Research Cell than might have been suggested by some of the foregoing remarks. Research in problems of higher education is a neglected area of activity in our universities. It is time we paid some attention to it. If we may add, the State Council has a special responsibility in the matter.
- 4.20.7 It may not be out of place to mention here that while the New Policy on Education (1986) had recommended a National Testing Service and the same had been endorsed by the Central Advisory Board of Education in 1992 (though with some minor modifications), the Ministry of Human Resource Development at the Centre has yet to take action on it. This means that a crucial sector of academic life remains unmanned. Should the State Council go about the job professionally, the AP research outfit in respect of examinations might become some kind of a trail blazer for the whole country.

## **4.21 LEAKAGES**

- 4.21.1 Even if everything that has been suggested above is done, there is one landmine which must be taken care of before it explodes. This is said with reference to the leakage of question papers which takes place from time to time. Even a single leakage of a question paper or any development of that kind wipes out all the good work done by the examination branch. Therefore, no discussion of this problem would be complete unless some attention is devoted to the avoidance of such situations, and the measures to be undertaken if they do occur.
- 4.21.2 Leakages occur at various points. Those have to be identified. We would first take up the paper setting stage.
- 4.21.3 Generally speaking, a paper setter is asked to set three sets of question papers. Which one of them is eventually used is left to the Controller. This system has ensured that no one other than the Controller knows the specifics of what is contained in the question paper. The basic principle of confidentiality is that only one person should be responsible. In case of any leakage, he is the one who is held responsible. Since the question papers are moderated usually by the Chairman of the Board of Studies or his nominee, care has to be exercised to ensure that no indication whatsoever is given to whoever moderates as to which of the three papers (already set) would be used. As long as this kind of ambiguity is there, the chances of leakage are nominal.

- 4.21.4 Another source of leakage is at the proof reading stage. Most often, printing presses which do confidential work are not chosen from within the State but from another State. This rule has been violated occasionally, and generally with disastrous results. It should be the responsibility of the Vice-Chancellor to ensure that this rule is observed without exception. That apart, who is to do the proof reading? Very often these printing presses engage retired teachers to do this job. By and large, this job is done fairly satisfactorily. In case of a leakage at the proof reading stage, the printing press is held responsible.
- 4.21.5 Hardly any university maintains a data bank in regard to different teachers and their track record either as valuers or as paper setters. It is suggested that every single university should maintain such a data bank in respect of each teacher who has been given any examination work at any stage, how he carried it out, whether the time limit prescribed was complied with or not and so on. If he has been guilty of any dereliction of duty, it should be duly recorded.
- 4.21.6 A draft data card should be prepared by the State Council so that the information is available in a consistent form and can be exchanged with other universities as well. In fact, it would be advisable, if not also mandatory, for all universities to exchange this information amongst themselves. This would ensure a fair measure of accountability by all teachers. Some decades ago such an arrangement would have been inconceivable. With the extensive use of computers, this is feasible. We recommend it strongly as a part of the documentation system that is proposed to be developed in respect of each single teacher.
- 4.21.7 The next source of leakage is printing when it is done within the university office. In respect of undergraduate examinations the numbers involved are large. The printing job is, therefore, done by a printing press located in another State as described earlier. In regard to examinations where the numbers are small, perhaps not even 1,000, it is proposed that every Controller's office should have a desktop publishing unit.
- 4.21.8 University departments would be able to handle everything else except perhaps the printing part. However, there is nothing to prevent them from making their own arrangements. But the effort involved would be rather high. The better course of action, therefore, would be that once, in terms of the procedure already described, the question papers have been set, the printing job is turned over to the Controller's office. The whole transaction has to be done formally and speedily.
- 4.21.9 At the undergraduate level, it has already been suggested that for the first five years of the establishment of a college, students enrolled in it would sit for their examination in another college. One reason why this proposal has been made is that the dividing line between properly established colleges and 'teaching shops' has got blurred over the years. The latter can be a source of leakage. Question papers are supplied to them at least one day in advance. Should any one of them choose to play foul, the fat would be in the fire. One obvious remedy to the problem would be to take into account the track record of a college before it is given the responsibility of conducting an examination.

- 4.21.10 What should be done when a leakage has actually taken place? The matter causes a sensation and becomes a topic of animated public discussion. Any delay in respect of enquiry by the university plays into the hands of rumour mongers. Therefore, it is important to ensure that the enquiry is not delayed and, wherever necessary, the matter is turned over to the police. Generally, this is what is done. The only thing we wish to caution the universities against is delay of any kind. Delay is the enemy of public confidence and a university cannot afford to gamble on it.
- 4.21.11 No less important than an enquiry is the eventual punishment that is meted out to whoever is adjudged guilty. This is where most universities falter. When they falter, they condemn themselves. We are firmly of the view that punishment, after due enquiry has been conducted and the guilt established, should be swift, decisive and in proportion to the nature of the offence. There should be no attempt to either underplay nor to overplay the offence.

### THE TEACHING AMBIENCE

- 5.1 Introduction
- 5.2 Individual Teachers
- 5.3 Head of the Institution
- 5.4 Follow Up Actions
- 5.5 Student Assessment of Teachers
- 5.6 Exit Poll
- 5.7 Teaching versus Research
- 5.8 Self-Appraisal
- 5.9 Merit Promotion Scheme
- 5.10 Recruitment of Teachers
- 5.11 First Appointment
- 5.12 State Intervention in Appointments
- 5.13 Inbreeding
- 5.14 Appointment of Professors
- 5.15 Training of Teachers
- 5.16 Inservice Activity
- 5.17 PG Centres
- 5.18 Admission Test
- 5.19 Knowledge of English
- 5.20 Honours Courses
- 5.21 Two Related Proposals
- 5.22 Reservation in Teaching Posts
- 5.23 Impediments to Learning

#### 5.1 INTRODUCTION

- 5.1.1. In theory, a teacher may not get involved in research and yet be a good teacher. In most educational institutions, however, both activities are undertaken by the same person. This helps a teacher to teach better and sometimes it helps a teacher to also contribute in a meaningful way to the discovery and dissemination of knowledge.
- 5.1.2. In other words, while there can be a difference of opinion about whether a teacher must also undertake research, there can be no two opinions that a teacher must teach. There are more cases than there should be, when this does not happen. To overlook this issue, as is generally done, would not help. Nor is it necessary to be vague or indirect about it. Subsequent to the 1987 revision of scales of pay, a code of conduct was worked out between the UGC and the AIFUCTO, the all India body of teachers. Today, if it is referred to in any connection, most teachers have a blank look on their faces; as if they have never heard about it.

- 5.1.3. Hardly any university is doing 180 days of actual teaching as laid down by the UGC. This is not peculiar only to Andhra Pradesh. Something of this kind is to be encountered in almost every State. Since this State has taken the initiative to get the working of its universities reviewed by an Expert Committee, a few suggestions are made, not in the spirit of something desirable but as something mandatory.
- 5.1.4. What this means in specific terms is that the conditions of employment must be so defined that if these are not complied with, somebody is held responsible for non-compliance. This part of the job is divisible into two parts; what teachers do and what Heads of Departments/Institutions have to do. The fact of either of them defaulting in any respect must be brought on record and remedial steps taken, not in a leisurely fashion but in time and with a certain degree of effectiveness.

## **5.2 INDIVIDUAL TEACHERS**

- 5.2.1. In terms of the schedule prepared and notified by the Head of the Institution, the date on which teaching is to commence and terminate in the course of the term must be specified. As laid down by the UGC, admissions are to be completed before the teaching term begins. In case, they spill over for any reason such as late declaration of results or any other unexpected development, this matter, and other attendant details, should be duly recorded. Not only that, appropriate steps must be taken to make up for the time lost. This can be done through a variety of means viz.,(a) extending the duration of the term, (b) increasing the duration of working time, (c) skipping certain holidays. Whatever is done should be done formally and through consultation both with students and teachers.
- 5.2.2. The allocation of work to each teacher must be formalised in specific terms at the end of each preceding academic year. Such decisions should not be kept pending but should be finalised, as well as notified, before the summer break.
- 5.2.3. A few days before the new session begins, every teacher must be ready with his teaching schedule in terms of the time-table laid down in advance. Copies of the teaching schedule have to be with the Head of the Department/Institution, displayed on the notice board, displayed outside the teacher's room, and these copies may also be made available to students, if necessary. The titles of lectures to be given, along with their synopsis and a reading list and such other details, must be a part of the teaching schedule.
- 5.2.4. At the end of each month, the number of lectures delivered as well as attended must be totalled up and displayed on the notice board and also supplied to the office.
- 5.2.5. At the end of each term, the total number of lectures delivered and attended by the students must be worked out, displayed on the notice board, and supplied to the office. It is for the office to send this information (under certificate of posting) to the student's family. Sometimes false addresses are supplied to the office. This problem, too, would have to be taken care of.

- 5.2.6. In case anyone is running short of lectures, this matter should be discussed between the teacher concerned and the Head of the Department and, if necessary, with the Head of the Institution. In case it is necessary to caution the student, that may be done both informally and formally.
- 5.2.7. It is for the Head of the Department to sit down with the concerned teacher and review the work done, with reference to the teaching schedule drawn up by him. A report to that effect has to be made by the Head of the Department on a consolidated basis in respect of each teacher at the end of the term. That report should be a public document and not a private transaction between the teacher concerned and the Head of the Department.
- 5.2.8. It is for the Head of the Institution to decide if the matter requires any kind of further action. Since there can be unexpected breakdowns of various kinds, the number of working days may not be exactly as specified. For the first year term, a marginal shortfall, say, of 10 per cent, may be condoned. But after that there should be no question of any condonation being made. It is for the Head of the Institution and the teachers concerned to take appropriate steps as suggested earlier.
- 5.2.9. At the end of the second year term, the matter may be reviewed formally (with minutes being kept) both with reference to the syllabus and the teaching schedule. Such a review may be undertaken by the Head of the Institution and the Department concerned.
- 5.2.10. Two things require to be noted. One, this procedure, as and when followed, would mark a significant break with the existing practice. Therefore, there would be evasion, resistance, shifting of responsibility and half a dozen other things. Each one of them would have to be anticipated and taken care of.
- 5.2.11. But by whom is the second question. In formal terms, the responsibility should be that of the Head of the Institution. In practice, it is that of the teacher. If the new system does not get adopted, the basic failure is that of the teacher and it is for him to explain why a particular job or a set of jobs could not be done well or on time.

### **5.3 HEAD OF THE INSTITUTION**

- 5.3.1. The Head of the Institution or the Principal, to use the AP terminology, would be required to keep a close watch on how the various departments are working.
- 5.3.2. It is for him to ensure that every single teacher has submitted the list of lectures delivered (and not delivered) to the Head of the Department and to his office. In case of any laxity, it is for him to take appropriate remedial steps.
- 5.3.3. Apart from the monthly report, there has also to be a report at the end of the term. This report should, generally speaking, form the basis of discussion between the Head of the Institution and the Head of the Department. Any teacher whose presence would be of help may be asked to be present. A record of the decisions taken at the end of the term meeting should be maintained both in the office of the Head of the



Department and the Head of the Institution. The minutes of course, would be, prepared by the former.

- 5.3.4. It would be the responsibility of the Head of the Institution to keep the family informed of the progress of the ward. In case a student is on any scholarship, or fellowship awarded by the government or any other agency, an additional copy would be supplied to the government agency as well every month.
- 5.3.5. While the review at the end of the first term would be somewhat tentative in character, the review at the end of the second term would have to be much more comprehensive. In case a student is not maintaining his normal attendance and is likely to fall short, anticipatory steps must be taken even before the end of the term.
- 5.3.6. This would be highly advisable because sometimes it may be too late to caution a student later than that; for by then he may fall behind the schedule more or less irretrievably. This is a matter where the responsibility should be that of the Head of the Institution though it would be the responsibility of the Head of the Department to bring the Head of the Institution into the picture. In other words, while data would be supplied by the Head of the Department, administrative action would be taken by the Head of the Institution.
- 5.3.7. Rules with regard to compulsory attendance have to be enforced as laid down by the university. Who can be given exemption and in what circumstances are provisions that are already laid down. Any deviation from the rules should be regarded as a form of misconduct. It would be the responsibility of the Head of the Department to ensure that anticipatory or appropriate action is taken as and when required. In regard to any deviation from the rules, it would be his responsibility to ensure that no such deviation takes place. Also, that formal action for breach of rules is initiated.
- 5.3.8. Under no circumstances should there be any violation of rules. This would be the direct responsibility of the Head of the Institution.
- 5.3.9. It would also be his responsibility to redeploy the office's resources in such a way that there is no bottleneck of a bureaucratic kind. It should not be necessary to engage extra staff; the existing staff has only to be redeployed and, if necessary, re-trained. The basic task of totalling and keeping the record of the individual students would continue to be handled by the teachers, while the job of aggregating the data so supplied, and keeping the former as well as the government informed, would be that of the Head of the Institution.
- 5.3.10. At the end of the academic year, it would be the responsibility of the Head of the Institution to inform the Vice-Chancellor by sending a consolidated statement of the lectures delivered or not delivered along with an analysis of the data so submitted. This has to be done well before the examination begins. If necessary, an interim analysis may be sent 4-5 weeks before the examination is due to begin and a supplementary statement may be supplied on the last date.

## 5.4 FOLLOW UP ACTIONS

- 5.4.1. Once the Vice-Chancellor receives the data from the Principals of Colleges, a meeting of all the Principals should be convened so as to review the whole situation. Based on the discussions, a report to the State Council of Higher Education in respect of the entire university should be submitted by the 30th of April. This report should be both statistical and analytical. During subsequent years, it may be advisable to compare current performance with that of the earlier years also.
- 5.4.2. By the 30th of June, the State Council may prepare a consolidated report in respect of all the universities. As in the case of each university, the consolidated report should be both statistical and analytical. Also, in subsequent years, comparison with earlier years might also be made. This report should go to the Department of Education and in course of time be supplied both to the UGC and to the legislature. It should be made public so that anybody who wishes to have access to it may procure a copy and comment on it.
- 5.4.3. While in most cases, individual teachers have to keep a record of what they are doing, there is no system to consolidate this information nor is the university department (as an entity) brought into the picture. Furthermore, the Head of the Institution is seldom taken into confidence. The purpose of laying down this kind of regulatory system, which begins with the individual teacher and goes up to the Vice-Chancellor, is that a system gets evolved. Not only that, some kind of monitoring gets built into the system. It is the absence of monitoring which is responsible for laxity and systematic under-performance.
- 5.4.4. In the chapter dealing with **Students**, it has been brought out in some detail that even when students do not attend lectures there is no follow-up action. So many problems of indiscipline that arise day after day in universities, are the outcome of this absence of monitoring and of the requisite follow-up.
- 5.4.5. What is suggested above is in the nature of guidelines. In case some of the details have to be modified, that can be done with the concurrence of the State Council. This is for the simple reason that while universities might exercise their discretion in certain marginal matters, with regard to the basic issues there should be a certain kind of uniformity.
- 5.4.6. At this stage, it is important to explain the reasoning behind the series of proposals made above. Today, there is no documentation with regard to how the process of teaching is carried out. *We wish to ensure that some kind of documentation comes into existence.* A rudimentary data base for such a system of documentation already exists. Today, every teacher takes attendance, records it in his register, totals it up and supplies it to the office. What has been proposed in the preceding pages puts the whole thing on a formal and systematic basis.
- 5.4.7. Anyone can ask, what is proposed to be done at the end of this exercise. Is the teacher to be punished for not doing what he was required to do? Were the

Committee to answer in the affirmative, would the State government act upon that recommendation? Clearly the issue is not one of what is desirable or not. The issue is whether those vested with power are prepared to use that power or whether they put other considerations before the need to act. Therefore, we put the ball in the court of the State government which, acting in concert with the State Council and also the teachers' organisations, must take an honest decision in the matter.

5.4.8. As far as this Committee is concerned, it has confidence in the inherent sense of duty of the bulk of teachers. Some of the distortions in the system which have grown over the years have no doubt vitiated the atmosphere. As and when those distortions are taken care of, things would start improving. It is out of this conviction that we make a series of interrelated proposals which in their total impact would help to regulate and improve the performance of teachers both in the classroom and outside.

5.4.9. As soon as the documentation system outlined above gets into stride, it is bound to have an invigorating effect on the way in which a teacher performs in his classroom. To say anything more on this subject should not be necessary.

## **5.5 STUDENT ASSESSMENT OF TEACHERS**

5.5.1. Student assessment of teachers is regarded as an American device which is believed to be not particularly applicable to our country. There is some truth to this contention. Except for half a dozen colleges in India, one has not heard of any other college or university department in India using this system. Clearly, the feeling against it is strong as well as widespread.

5.5.2. What we wish to propose is a variation of this system in respect of our situation. The American system determines the quantum of the teacher's annual increment and the possibility of promotion to the next higher level as an integral part of the system. In our situation, there are deep suspicions of this way of doing things. Taking this fact into account, we propose something to which no one can possibly object.

5.5.3. We propose that, at the end of every term, every teacher should get the students to assess his work and performance. A standardised proforma should be worked out and made uniformly applicable in all cases. The job of getting a proforma formalised should be handled by the State Council. There are model proformas available within India which would perhaps be more useful than foreign models.

5.5.4. Specifically speaking, the proforma is administered by the teacher in the presence of another teacher deputed by the Head of the Department/Institution for that purpose. The date is notified in advance and students go prepared for the exercise. Indeed, they are given instructions about how to fill the proforma when it is administered. At the end of the exercise, the proformas are collected by the concerned teacher and kept in his custody. The teacher, however, informs the Head of the Department about having administered the test on the day and time specified and certifies that so many proformas are in his custody. This statement is to be countersigned by the teacher deputed to assist him.

- 5.5.5. And that is the end of the matter. No one else would get to see the completed proforma, it is meant only for the eyes of the teacher who administered it. He studies the whole lot and judges for himself whether everything is satisfactory or whether he must make certain necessary adjustments in his performance and conduct as a teacher. No other soul would have access to that document. If he wishes to share it with someone at home, a former colleague, an ex-teacher or even a current colleague, that is for him to decide. No one has the right to ask him to share it with anyone nor would there be any question of expecting him to do so.
- 5.5.6. The rationale for this way of conducting the exercise of a student's assessment of his teacher is that every teacher, whether he is pliable or hard-boiled in the eyes of his students, would be obliged to take into account what his students think of his performance. He may regard them as obtuse of understanding, inadequately informed, misguided or even worse, but, sooner or later, he would be obliged to attach a certain amount of importance to what the students have to say, more particularly when the same perceptions are repeated at the end of each teaching term, and term after term. In plain words, this exercise would have an undoubted self-educative effect on the mind of the teacher.
- 5.5.7. As stated already, we are convinced of the inherent willingness of most teachers to perform well in the classroom. This little exercise would become a contribution towards that end and an aid to self-improvement.

## 5.6 EXIT POLL

- 5.6.1. There is also another variation upon this theme. Since a student's assessment of a teacher can create all kinds of misgivings, it has been proposed that the assessment by students should stay with the teacher (and not be accessible to anyone else), there is also another exercise which can be done with profit. This may be described as the Exit Poll, more or less along the lines of what those concerned with elections undertake when voters are leaving the polling booth. The assumption is that voters have already cast their vote. Therefore, by asking them to express their opinion with regard to whom they have voted for, the poll process is not being prejudiced. Past experience has shown that, on the whole, this system has worked reasonably well.
- 5.6.2. More or less along these lines, students when leaving the institution may be asked to express their opinion about the teacher/s they have studied under. They may express their opinions about each one of their teachers or only a few of them. There should be no compulsion in this regard. This Exit Poll would be administered after they finish their examinations and when they are winding up. What is more, it is assumed that the students would not come back to the same institution even for research.
- 5.6.3. It has been said in paragraphs 5.13.2. and 5.13.3. that we expect students to move to another university for postgraduate research. The reasons advanced there do not have to be mentioned here; the primary intention was to avoid inbreeding which has already become a social and academic menace.

- 5.6.4. This means that getting the students to assess their teachers would neither create an embarrassment nor pose any problem. The mechanics of the Exit Poll require further discussion, and we expect the State Council to work out the mechanics in consultation with a select group of academics as well as the teachers' organisations.
- 5.6.5. No one should oppose it. Informally speaking, this is happening all the time. Senior students always tell the junior students about the strength and weaknesses of every teacher. They may say about X that he is systematic and well-organised and about Y that he is hard and crusty but a very good teacher. All kinds of variations would be encountered and this is how it is bound to be.
- 5.6.6. This assessment would stay with the university authorities and go on the file of the individual teacher. Once again, we wish to emphasise that this information should not be used for any punitive purpose. Rather, it should be communicated to the teacher so that he can benefit from the anonymous criticism of the students whom he has taught. The object in every case should be to bring about improvement rather than punish anyone.

## **5.7 TEACHING VERSUS RESEARCH**

- 5.7.1. If teachers are to be assessed by students and there is also to be an exit poll, it implies one thing. Teaching cannot be treated as a secondary activity as it has been for some time.
- 5.7.2. The origins of this misplaced emphasis which led to the relative neglect of teaching go back to more than a quarter of a century when various funding agencies of the Central government started giving research grants to enterprising and capable teachers in different universities. As a rough calculation, one can say that something like Rs. 250 crores flow into the university system from that source every year. Considering that the UGC budget for research is hardly one quarter of this amount, this has given a significant boost to research in universities. In consequence, teaching, which was always treated as a poor relative, was almost put in the dog house.
- 5.7.3. However, if teaching is now to be assessed in the manner as proposed above, teachers would have to give much greater importance to it, than has been happening during the last couple of decades. This would not be a shift in emphasis as much as a move to redress the balance. The balance against teaching had become somewhat pronounced. Once assessment of teachers by students gets underway, teaching would get restored to its position of primacy.
- 5.7.4. This should not, however, mean that research would now be put on the back burner. It would still continue to flourish. At the same time, teaching, too, would receive that kind of attention which it had ceased to have with the passage of years.

## **5.8 SELF-APPRAISAL**

- 5.8.1. One other allied proposal also needs to be made here. In certain universities around the country, teachers are expected to fill up and actually provide a document called the Self-Appraisal form to the authorities. The proforma is filled up by the teacher in respect of a number of items and every teacher is required to return it by the date set for that process.
- 5.8.2. It is for the teacher to decide how he is going to fill up the proforma. If he chooses to say more about himself than the data calls for, he would before long come to see the absurdity of it. Understating his merits would also be inadvisable. He may make a mistake once in a while but within a year or two, he would learn how to strike the right balance, more particularly when the authorities are also in possession of an independent appraisal done by the outgoing students. The two documents put side by side would ensure the right kind of assessment of the teacher. In any case, the teacher would also be in possession of the relevant documents and would, therefore, be able to draw the appropriate conclusions for himself.
- 5.8.3. No more needs to be said about these interrelated proposals except to make the point that, unused as he would be to the new system, he would take some time to adjust to it and file the various forms on time, as and when called upon to do so. In the first year, because he is trying to adjust, some allowance of time by way of delay may be allowed for. But after one year, there would be no justification for any default or delay.

## **5.9 MERIT PROMOTION SCHEME**

- 5.9.1. It would be difficult to imagine a more self-destructive step taken by the UGC (ever since it was established) than the merit promotion scheme which was conceived in the early eighties under faculty pressure in Delhi. As everyone knows, it was a political decision and the UGC was made to lump it. It should have been possible to retrieve the situation somewhat while implementing the scheme. Instead, when it got implemented, it came to be a carrier of a much greater laxity than had been allowed for, even in the first instance.
- 5.9.2. The issue at hand, however, is : how did the scheme get implemented in AP universities? In one sense, in the same way as elsewhere. In another sense, it was applied in a way so as to create some avoidable difficulties as also a good deal of heart burn. In a few cases, because of the unimaginative handling of the situation, individual teachers had to go to courts in order to get redress. This could have been easily avoided.
- 5.9.3. Some of the figures that we could get are: in Osmania, out of 389 Professors, 294 belong to the promotee category. The figures in respect of Andhra and Sri Venkateswara Universities are 339/184 and 155/71 respectively. These are the three older universities and the strength of the faculty is large.

- 5.9.4. When we come to the younger universities, the situation is somewhat like this. In Kakatiya out of 96 Professors, 50 belong to the promotee category. In Nagarjuna, the figures are 40 out of 79. Nothing is being said about others like the Women's University, the Telugu University and the Open University for the simple reason that, being relatively young, they did not have enough qualified people in terms of the length of service to be considered for promotion. The JNTU is a class by itself and is covered more by the rules and regulations issued by AICTE than the UGC.
- 5.9.5. In this context, it may not be out of place to refer to a recent judgment of the Supreme Court. According to it, the whole scheme of automatic promotion suffers from a serious legal infirmity. The court has laid down that every University Act prescribes the system according to which senior posts (Professors and Readers) are to be created. The UGC scheme as accepted by the various State governments and made applicable to the State universities side-stepped this procedure altogether.
- 5.9.6. No reference was made to the university authorities to create new positions as per its Act. Instead, promotions to Readership and Professorship were made in terms of the formula laid down by the UGC. This was, therefore, *ultra vires* from the legal point of view. The Court, therefore, observed that while these persons could continue to draw their salaries in terms of the UGC scheme, their posts would be regarded as ex-cadre. In the wake of this judgment, several self-respecting teachers in some universities have resigned from the headship of the department and so on.
- 5.9.7. Looking back, it is clear that the real folly committed by the UGC was not that it allowed promotion to a higher scale of pay but that it allowed such people to also have the designation of Readers/Professors. Readership is a middle level position and does not create as much of an academic upset as the designation of a Professor does. In plain words, the fact that certain individuals were designated as Professors was not only a travesty of the academic process but also opened the floodgates of substandard appointments.
- 5.9.8. It is not possible to anticipate how the UGC or, more precisely, the Rastogi Committee which has been set up to go into the question of the revision of salary scales, would eventually resolve this issue. Its report would take something between a year and two years to be submitted. It is only after the report is submitted that one would be in a position to formulate a proper point of view. Till then, the situation would continue to be more or less confused.
- 5.9.9. Two other aspects of this problem also need to be referred to. The first one is that in the 1987 revision, the UGC retrieved the situation to the extent that it discontinued the system of promotion for Professors in the revised scale. In order to soften the rigour of this decision, it gave a choice to those who still wanted to avail of the revised promotion scheme. They could now get the designation but would not be entitled to the revised scale. To put it in another way, they were not given the same monetary benefit. But they were given the academic designation. This, if one may say so, was exactly the thing to be avoided. Evidently, the virus of populism is all pervasive.

- 5.9.10. As if this was not deplorable enough, a number of universities in AP did something more. Those who were given the designation years later were given seniority with effect from the back date from which they had become eligible. In certain cases, such individuals had appeared in the open interview and had been turned down. Regardless of that, these universities held them to be senior to those whose cases happened to come up for decision later. The academic atrocity perpetrated through this decision was that he who was academically inferior was made academically superior.
- 5.9.11. Those who were affected by this decision contested it. Some did it through representations and some filed cases in the court. While the court cases are still pending, in the case of one particular university, the Board of Management asked a retired High Court judge to go into the representations made by some of the teachers.
- 5.9.12. This Committee surveyed the whole field and came to the conclusion that what the university had done was inimical to the spirit of the government order. The university concerned, however, chose to ignore this opinion on a somewhat technical ground.
- 5.9.13. The real issue here is: as has been implied by the Supreme Court, what is it that helps to maintain and promote standards and what is it that hurts them ? This is the basic issue. Given the overall context in which this review of AP universities is being undertaken, we have no hesitation whatsoever in saying that those universities, which have chosen to interpret the government order in this way, have violated the spirit of what the State government had approved on the basis of what the UGC had suggested.
- 5.9.14. We recommend to the State government that it should review all these cases and take a decision whether the universities were within their rights to have interpreted the UGC/government order in the way that they have done. That this interpretation now being put forward is *mala fide* should be apparent from another related fact. In the case of Nagarjuna University, the government has not given its approval to the promotions so made and, therefore, the persons concerned have the designation of Professors but are drawing their salaries in the Reader's scale.
- 5.9.15. In contrast, in a couple of universities, the government has given approval of the additional expenditure. That has been interpreted by some other universities as approval of their decisions by implication. We would like the State government to review the whole series of bunglings that has taken place and done incalculable damage to academic standards in AP universities and, equally deplorable, vitiated the academic atmosphere.
- 5.9.16. While it is not within our purview to comment about how the State government performs, we cannot but help mention one fact. The government has been reacting to situations as and when they were referred to it and is yet to take a holistic view of the problem, more particularly with reference to whether these academic promotions have raised the stature of AP universities or lowered it.



5.9.17. In conclusion, it may not be out of place to mention one thing. The Supreme Court order dealt with a limited issue. The issue is whether mediocrity is to be rewarded twice over; once by watering down the selection norms and then by juggling with the date of promotion. There is a clear case for a well-considered decision by the State government and the matter should not be unduly prolonged.

## 5.10 RECRUITMENT OF TEACHERS

5.10.1. Having dealt with the question of merit promotion, it is equally important to deal with the question of the recruitment of teachers. While undertaking these promotions, certain decisions regarding certain individuals have been taken. Our system being what it is, those decisions will stay and there is no question of reversing them unless these are held to be *ultra vires* of something and so on. In a sense, therefore, the future of the universities has been prejudiced to a substantial extent. Till the bulk of these people retire, the university system is doomed to work at half or may be even less than that of its capacity.

5.10.2. It, therefore, makes it incumbent upon the policy makers to ensure that new recruitment is done so carefully and so scrupulously as to ensure that, at least, the new entrants do not suffer from any serious infirmity or lack of talent. How does one go about it?

5.10.3. An attempt would be made in the next few pages to work out a system. It may be added here that what is proposed in the following pages may not exactly tally with whatever is likely to be recommended by the UGC Committee which is currently engaged in working out the new scales of pay. In case, there is any marked divergence between the recommendations of these two committees, a high powered committee would have to reconcile the conflicting recommendations, without in any way reopening the issue. All that it would require is a sitting or two, and no more.

5.10.4. In terms of the basic approach, it is not unlikely that there will be any serious divergence. In respect of details, there may be some divergence which can then be taken care of in the manner suggested above.

## 5.11 FIRST APPOINTMENT

5.11.1. Given the above line of reasoning, the most important decision to be taken by a university would be when a person is inducted into a university department. If the quality of those being inducted is of the right kind, it is reasonable to assume that most of them would not only perform satisfactorily but would also go on to mature in such a way as to bring lustre to the profession. Therefore, every possible attempt should be made to ensure that nothing goes wrong at the entry stage. Amongst the steps that can be taken, the following are recommended:

5.11.2. No appointment should be based only on an interview. Instead, it should be a two tier selection. In the first round, everybody who is eligible to be invited for the interview may be invited.

- 5.11.3. Each candidate should be asked to speak for 10 minutes on any topic within the ambit of his discipline, the exact topic being chosen by him. Whatever he or she speaks should be tape-recorded; so should the questions and answers for which a span of upto 5 minutes may be allowed. If the experts choose to be present at the lecture, well and good. If they do not find it possible to do so, they should listen to the tape and judge the suitability of candidates for the second round of interviews.
- 5.11.4. The second round should be like a normal interview. One or more experts are invited to be present and they, along with the internal members, constitute the Selection Committee. Whatever is said on either side at the time of the interview should also be tape-recorded. At the end of the interview, the Selection Committee should come to a decision which should be recorded before the Committee disperses.
- 5.11.5. One thing should be clear: if this two tier system of selection is followed, the process should have to begin in the morning and go on right till the evening.
- 5.11.6. Before the experts come for the interview, they should be informed of the procedure so that they may come prepared for the whole day. In course of time, the procedure would get known and then it would not be necessary to inform in advance. In any case, it would be necessary to pay something to the experts because they would be spending much more time than they would otherwise have spent.
- 5.11.7. In case the number of applicants is large, a system would have to be devised to bring the number of applicants within control. The correct thing to do would be to maintain an average of five applicants for one job. In other words, some kind of short listing would have to be done. Since the process of short listing would vary from discipline to discipline, no general principle can be put forward. Instead, a few precautions must be taken. One of the external experts must be associated with it in advance. The principles worked out should neither be erratic nor secret. Indeed, they should be, as far as possible, consistent between one discipline and another. Secondly, if any one has any grievance, it must be put before the whole Selection Committee right on the spot and a decision taken and recorded. This would minimise the chances of any legal challenge and at the same time ensure a sense of satisfaction to those involved.
- 5.11.8. On the average, every candidate must be given 12 to 15 minutes at the time of the interview. Whatever else is asked, the candidates must be invariably asked a few questions which arise from his oral presentation of 10 minutes. Lest a candidate should memorise his presentation, it would be important to discuss with him whatever he has presented. Unless that is done, it would amount to placing a premium on memory.
- 5.11.9. While the confidential reports in respect of each new entrant are called for before he or she is confirmed, the parameters of such reports need to be worked out somewhat precisely. Around a dozen questions relating to his grasp of the subject, his state of preparedness, the planning and delivery of his lecture, his dealings with the students, his interest in matters outside the classroom and other such related questions should be framed. There should be a standard proforma which should be filled up by the Head of the Department at the end of each term. In any case, there should be a minimum of three reports before a person is confirmed, one at the end of each term

and a final one summing up the strengths and weaknesses of the person. Simultaneously, the new entrant should be asked to submit a self-appraisal form at the end of each term. It is, therefore, through a combination of these two methods of assessment that a final decision confirming him should be taken.

5.11.10 Before concluding this discussion, we wish to refer to one pitfall which every university has to avoid; this refers to *ad hoc* appointments. Under pressures of various kinds, several universities appoint sub-standard persons on an *ad hoc* basis. It must, however, be acknowledged that in certain cases this becomes unavoidable also. Whatever be the details, one guideline must be invariably observed. No one should be appointed on an *ad hoc* basis more than once. Even the first time, the maximum tenure should be 6 months. Any departure from this salutary principle should be regarded as a form of misconduct by the Vice-Chancellor.

## 5.12 STATE INTERVENTION IN APPOINTMENTS

5.12.1. There is a feeling in certain quarters that certain universities (more precisely, those which have Vice-Chancellors appointed by the earlier regime) are not always using the power to appoint academics wisely. It has, therefore, been sometimes mooted that the power to make academic appointments should be taken away from the universities and vested in a state-level body, something along the lines of the College Service Commission. Before we express an opinion on the subject, we would like to go into a bit of history in this regard.

5.12.2. It was in the early sixties when things began to slip downhill in the State of Bihar that the State government mooted such a proposal. Till then, it had been taken for granted that, as before 1947 under the British regime, the power to make academic appointments would vest in the universities. The Bihar government was the first State government to put forward the idea that this power should be taken away from the universities and vested in the State government. As a matter of fact, the State government did more than that; it actually passed a law to that effect.

5.12.3. When the newly established universities (which had this power taken away) applied for the membership of the Association of Indian Universities, stalwarts like C.D.Deshmukh and Lakshmanaswamy Mudaliar objected to this provision. In fact, they objected so strongly that this provision of the Act was withdrawn and, to date, universities in that State, continue to exercise the power to appoint their academic staff.

5.12.4. Why universities should appoint their own academic staff rests on an academic assumption which needs to be articulated. If a university cannot preserve the purity of the academic process in respect of admissions, appointments, examinations and so on, it can hardly be described as a university. This is not to suggest that during recent years serious malpractices have not been committed. They have been. Indeed, quite a few of them came to our notice in the course of our survey of AP universities.

5.12.5. The issue, however, is how these malpractices are to be overcome. Are they to be overcome by divesting the universities of this power and vesting it in any other state-created institution? Or are they to be overcome by looking into the whole issue

of how Vice-Chancellors are appointed, how members of various university bodies are nominated, and what the true explanation for the unhappy state of affairs is.

- 5.12.6. In our chapter on **Universities and the Government**, we have analysed at length how over the years, persons who did not deserve to be Vice-Chancellors were appointed by successive governments and why the functioning of the universities thereby got irremediably politicised. While some of the individual Vice-Chancellors have no doubt been guilty of malpractices, we make bold to say that the greater guilt attaches to those in power who appointed such individuals.
- 5.12.7. To argue, that another institution established by the State government would perform better than universities do, is to ignore the basic reasons why such things happen and what is at the root of them. The fact of the matter is that different political parties, in pursuit of their party interests, appoint certain favoured individuals as heads of universities. They first choose the person and then want a convenient Selection Committee to propose that name. In other words, the Selection Committee is sought to be tailored to choose a particular individual.
- 5.12.8. When such questionable things happen the moral tone of universities cannot but deteriorate. It is not an accident that it is in Bihar that successive governments have removed Vice-Chancellors *en bloc*. Fortunately, AP has been free of this virus. It would be a sad day if this State were to adopt Bihar as a model. It may not be out of place to add here that, so far, in no State in India have universities been divested of this power. Even Bihar which was the first State to have mooted this proposal had second thoughts about the matter. Bihar, even today, has a College Service Commission but not a Universities Service Commission.
- 5.12.9. In this connection, if it is to be argued that another state-created institution (corresponding to the College Service Commission) would perform better than a university which, too, is a state-created institution is to argue in a circle. The real weakness lies in the nature of decision-making. As long as such decisions are politically motivated and are influenced by party or factional considerations, such malpractices are bound to continue to occur.
- 5.12.10. Properly speaking, anyone who is chosen to be a Vice-Chancellor should not feel particularly grateful to any particular individual patron or group because he has been chosen for that august office. Rather, his feeling should be that his merit has been recognised and that is why he is being appointed to that job. Unless some such feeling is created in the mind of the Vice-Chancellor, he would remain prone to making decisions which are bound to be biased in the direction of subjectivity, party or factional loyalty and such other prejudices.
- 5.12.11. We would like to place on record, therefore, that we are not in favour of any state-sponsored system in respect of university appointments. These appointments should continue to be made by the universities as of today. To put it another way, it would be more rewarding in the long run to improve the system, depoliticise as well as professionalise it, rather than demolish it.

## 5.13 INBREEDING

- 5.13.1. One problem that has corroded the quality of teaching in the universities is what is called inbreeding. After a postgraduate degree and sometimes a research degree from a university, a candidate is selected for a job in the same department. Not only that, he stays on within the department and becomes a part of the social and academic network that the department represents.
- 5.13.2. There are a number of pitfalls which are generally encountered at present. One is the social pitfall. An internal candidate gets on with some people better than with certain others. In course of time, a spirit of bonding develops and this has a tendency to exclude talent from the outside. Secondly, in terms of specialisation, no new blood is introduced. University departments tend to perpetuate those specialisations in which they specialised earlier. This, therefore, has an adverse academic impact. How to deal with the situation? A few suggestions are offered below.
- 5.13.3. As a general practice, those who pass out from the department should not be permitted to do their research work there. Legally speaking, they cannot be barred. It is for the Vice-Chancellor and the members of the research committee to ensure that an intending researcher is told to apply elsewhere rather than in his own department. In case this is done, it would discourage candidates from applying to their own department and encourage them to look for a teaching assignment in another department. This would ensure the introduction of fresh blood and would have an invigorating effect largely at the Lecturer's level and partly at the Reader's level.
- 5.13.4. On the basis of data collected from various universities with regard to experts invited to sit on the various Selection Committees, two things stand out. One, in quite a few cases, the same experts are repeated again and again. In other words, the range of experts is very limited. This, therefore, raises questions about the *bona fides* and the quality of the experts invited. Two, the experts are invariably from inside the State. This may be unavoidable in case of certain special fields, particularly those relating to the regional languages of the State. Even if that cannot be helped, there is no reason why, at least, one of those experts cannot be from one of the neighbouring States. In other words, a certain degree of openness and transparency would do a considerable amount of good to the reputation of the university.
- 5.13.5. At the end of each year, each university should prepare a list of interviews held and the experts invited and submit them to the State Council. It would be the job of the State Council to scrutinise those lists with reference to the following points:
- (a) Their standing as academics.
  - (b) The frequency of invitation to them.
  - (c) Whether they belong to the State or to other States.
  - (d) Any other related factor.
- 5.13.6. Within two months of the receipt of such information, the State Council should forward the list to the government along with its comments and analysis. A copy may also be endorsed to the UGC.

## 5.14 APPOINTMENT OF PROFESSORS

- 5.14.1. Without repeating some of the things already covered, it is suggested, that for the appointment of Professors, a totally new formula should be adopted. As per the German practice, a Professor has to be selected by a university other than the one where he is working, before he can be considered for appointment in his own university. The system works like this.
- 5.14.2. When someone is selected as a Professor elsewhere, it is for the Rector of the university to decide whether the individual is good enough to be retained or may be allowed to leave. If he is good, steps are initiated to create a job and appoint him. If in the judgment of the Rector he is not good enough, he is allowed to leave.
- 5.14.3. It may be noted in this connection that even those who offer him an appointment in the first instance are aware of the fact that there is a possibility of his not being available eventually. In other words, the invitation to an appointment is not made blindly or on an impulse or even irresponsibly. The other university knows that if he joins that university, he should be good enough for appointment there. If he does not come, the university goes about looking for another suitable person.
- 5.14.4. Generally speaking, this whole process takes something like 6 months. Therefore, the process of appointment of a Professor by a university is initiated almost a year in advance; sometimes even earlier. In case a person is not available, that university has to look for another person. Therefore, a certain span of time has to be allowed for. In our situation, this kind of planning is not done. But there is nothing to prevent us from undertaking this kind of planning and with entirely beneficial results.
- 5.14.5. Once the new system gets institutionalised (appointment decisions are taken in another university before an internal person can be considered for appointment in the university where he is working), the kind of appointments that have been made, particularly during the last decade and a half (ever since the merit promotion scheme was instituted), would become a thing of yesterday.
- 5.14.6. This is such a novel proposal in the Indian context that quite some people are likely to oppose it. That, by itself, is not reason enough for the state of Andhra Pradesh not to break new ground. There is reason to believe that once this new system is instituted, it would not only purify the academic atmosphere within the State but would soon be adopted by a large number of other States. Except for some of those dubious people who have felt gratified at having made the grade through the merit promotion scheme, those with talent and promise would welcome it. In tomorrow's India, we would need such people and not those who are already played out and are now unwanted fixtures on the academic scene.
- 5.14.7. A word of caution is called for. No system, however perfect in itself, can succeed unless those working the system, believe in its rationale and implement it honestly. Secondly, human ingenuity is capable of dodging any system if people are determined to defeat it. To express a misgiving, as has been done above, is a way of calling attention to the basics of the new system. These are:

- (a) The decision is not only internal in character.
- (b) Two sets of experts are involved.
- (c) Even the decision of the Vice-Chancellor to project a particular candidate for the job of a Professor would have to be approved by a set of academic experts who would normally sit on the Selection Committee.

5.14.8. There may be some possible divergence between the report of this Committee and the forthcoming UGC report on salary scales, and related matters. But, as already suggested, the matter can be sorted out.

## 5.15 TRAINING OF TEACHERS

5.15.1. Following the acceptance of the Mehrotra Committee report in 1987, 48 Academic Staff Colleges (ASCs) were set up in different universities. Within limits, they have done a reasonable job. But on the whole, their performance has been flawed in one crucial aspect.

5.15.2. When it comes to the upgradation of skills in a chosen discipline, the ASCs are on sure ground. Whether it is History or Chemistry, academic expertise in those fields is available; in areas where it is not available, it can be obtained from neighbouring universities. The programme, therefore, is on the whole handled reasonably well and the experience of the participants is generally favourable.

5.15.3. In the case of Orientation Courses, the situation is bewilderingly uneven. Some of the topics are reasonably well taken care of whereas others are either ignored or handled poorly. The reason is simple.

5.15.4. Most universities do not possess the requisite expertise with regard to the problems of higher education. This is an area of work which has not received much attention at the hands of academics. Not to talk of lectures, even written material on issues like the sociology of teachers or students, or the merits and demerits of the semester system and a dozen other things which ought to be discussed in this course cannot be located.

5.15.5. There is a serious dearth of people who can talk about such issues. The UGC has tried to remedy the situation but in vain. On the whole it remains a hit-and-miss affair. So much depends upon the initiative of the Director and his colleagues and the range of talent available to him.

5.15.6. In 1993, IGNOU developed a Diploma in Higher Education. It is in need of considerable improvement. But the first steps taken in this regard are along the right lines. The written material is informative and according to the format set by Open universities. Teacher-students are also required to write out something and meet their tutors at the study centre. This part of the programme is, however, very unsatisfactory.

- 5.15.7. It is to be hoped, however, that before long the situation would improve. It can also improve when a large number of students in different parts of the country join the course in substantial numbers. To start with, the IGNOU decided to admit only 500 students. Even in the year subsequent year to its introduction, the situation did not markedly improve. But once a few thousand students join, there would be pressure on the IGNOU to perform better.
- 5.15.8. In any case, there is nothing to prevent the Dr.B.R. Ambedkar Open University, Hyderabad, from entering into an arrangement with IGNOU and developing the course further and running it in 20 to 30 centres all over the State. As of today, this University is not at all equipped to handle this job. But it is legitimate to assume that once a decision to start such a course is taken, steps would be taken to do the needful.
- 5.15.9. It needs to be added that this course should be a mandatory requirement for any intending teacher before he joins the profession. Today, as soon as a student has finished his Master's degree, he feels that he is qualified enough to apply for the post of a Lecturer. As we see it, two mandatory requirements should be ensured. One is NET, which has already been introduced, and the second should be a Diploma in Higher Education.
- 5.15.10. One of the important implications of doing this Diploma is that, apart from other things, the candidate would be instructed in the art of teaching also. This part of the IGNOU course needs considerable strengthening. If the Open University in Andhra Pradesh can take over and strengthen it through demonstration work in the classroom and practice lectures and use of the video technology, the job which is sought to be done after a candidate has been recruited would get done before his recruitment.
- 5.15.11. Since the State government is already running a series of courses in regard to the training of teachers, it should be possible to combine the two in a creative and productive manner. This would also make sense in so far as the IGNOU diploma is meant both for university and college teachers.

## **5.16 INSERVICE ACTIVITY**

- 5.16.1. There is one other dimension of this problem which also might be brought up at this stage. Teachers who have taught for a few years come to acquire the craft of teaching by learning on the job. No one has trained them how to teach. Like a person thrown into the water, the choice is either to sink or to swim. Most of them manage to swim, whether they do it well or not so well is another matter. To put it differently, nobody taught them how to teach, but they have managed to learn the craft. The very fact that they have taught for a few years is enough to prove that point.
- 5.16.2. While in the case of new entrants, a diploma preparing them for the profession has been suggested, what about those who are already in the profession? Some of them go into research and do reasonably well. They go on to win grants and all kinds of



other laurels. Even if they are doing well on that front, they still have to teach. Only, in their case, the problem is neither urgent nor particularly intricate.

- 5.16.3. As in the case of new entrants, should they be enabled to sharpen their craft? Nobody would stand to lose and there is the possibility of some gain. We, therefore, propose that, given the various constraints under which the universities function, there should be a seminar on some aspect or the other of teaching once a month for eight to nine months in a year.
- 5.16.4. The Vice-Chancellor might select a reputable teacher to organise and coordinate these seminars. The job of this person should be to select a topic, get, at least, one paper written on it and have it circulated in advance and then organise a 3-4 hour discussion. It should not be an open-ended thing in the sense that any one is free to walk in and walk out. On the contrary, once the topic is notified and a paper written, those teachers who are interested in the particular issue might intimate the Coordinator that they would like to attend.
- 5.16.5. No one is likely to be interested in every single aspect of the problems of teaching, nor would it be possible for everyone to attend every meeting. But almost every teacher can manage to attend something like two or three such seminars in an academic year. If that can be done, it would be an advance.
- 5.16.6. Not only that, in course of time, a number of good papers would get written. Care should be taken that, in terms of quality, they are publishable. In other words, these papers should not be tossed off just like that. Instead, genuine and systematic work should be done to write out these papers. Once written, they would also become source material for use by the Open University for the Diploma in Higher Education that it might decide to run.
- 5.16.7. One problem that the Open University would face when it initiates the programme would be an acute dearth of people who can either instruct or provide a model. Take, for example, issues like the rationale of holidays, how many and how frequent, the principles governing the preparation of the time-table, preparing for lectures, organising one's material and dozens of other such issues.
- 5.16.8. Every single teacher wrestles with these issues and solves them in his own way. In other words, there is a fund of practice available with the large number of teachers. What we need is the articulation of the theory behind that practice. It is only when that body of theory becomes available that it can become a tool for instructing others. As of today, the Open University is woefully short of such material. In a year or two, hopefully, things would start improving.
- 5.16.9. There is also an additional reason why those already in the profession should be made to participate in such seminars/workshops in a regular and systematic manner. Over the years, the quality of recruitment into the profession has been declining. Some of the older people worry about it to such an extent, that they worry about what will happen once they retire. Hopefully perhaps their fears would not come true.

- 5.16.10. While a number of new entrants are poor in quality, some of them are gifted in a variety of ways. In course of time, some kind of a balance would get struck, more particularly when some of the recommendations in regard to appointments and promotions made in the course of this report are put into effect.
- 5.16.11. One thing however, is clear; the art of teaching is not something which can be taken for granted. It is an art which has to be acquired. Some acquire it painfully, others relatively easily. In either case, the art has to be learnt. To provide an extensive body of theory is something in which the more experienced teachers can assist. This process of instructing new teachers and upgrading the teaching skills of those already in the profession can be an exciting experience. It goes without saying, therefore, that we attach a certain amount of importance to the new way of doing things. This would help, not in a minor way but in a major way.

## 5.17 POST GRADUATE CENTRES

- 5.17.1. Apart from specialised universities like the Telugu University, the Women's University, the Open University and JNTU, each of the other six universities has more than one PG centre. These are generally located at the district headquarters. To say that hardly any one of them is performing satisfactorily would be an understatement. In terms of academic performance, hardly any one of them is able to handle the job.
- 5.17.2. The three older universities (Osmania, Andhra and Sri Venkateswara) had a PG centre each at Warangal, Guntur and Anantapur, respectively. They were established some time in the 60's. A decade or so later, each of these three PG centres was raised to the level of a university. Elsewhere in the report, the standing and performance of these relatively new universities has been described at some length.
- 5.17.3. One disability that is common to each one of them is that the requisite teaching staff is not available and, therefore, broadly speaking, something like one third of the departments are functioning somewhat reasonably; the rest are functioning at a much, much lower level of performance. As is only too apparent, the real bottleneck is the unavailability of properly qualified and experienced staff, though it must be added that lack of funding too is a bottleneck.
- 5.17.4. In a way, the experience of the three younger universities underlines clearly where the problem is. These difficulties are multiplied several times over in respect of PG centres in the various district headquarters. Two things, in particular, need to be referred to. While in the case of Osmania, *ad hoc* staff is appointed and posted to these PG centres, in the three younger universities, as also in Andhra, mainly teaching assistants are appointed. In other words, even a properly qualified Lecturer is not provided at these centres to instruct the students.
- 5.17.5. These instructors are unable to get any other job and are appointed at the PG centres at a salary which is often distinctly lower than what Lecturers would get.
- 5.17.6. Secondly, these PG centres charge a higher tuition fee in most cases. In Ongole (Nagarjuna University) for instance, a student enrolled for the MBA course in the

- University pays Rs.250/-, but at the PG centre he pays Rs.10,000/-. In order to attract students, courses like MBA, MCA and other high profile courses are run at these centres. These attract students and the universities, therefore, manage to raise a little surplus. That even after having raised a surplus, the universities appoint totally raw teaching staff is a matter of profound regret. No wonder, students at the PG centre in Karimnagar (Osmania University) took the matter to a consumer's court. To put it no more strongly, these PG centres are an organised system of diluting standards of education at the PG level.
- 5.17.7. What is the answer to this problem? One answer would be to close them down. Unless planned properly, that would create dislocation and cause hardship. Students who find it convenient to stay at home and join PG centres would feel deprived of the opportunity to pursue a PG course of study. To a large extent, this solution needs to be ruled out, though in a few cases where the numbers are small and facilities are irredeemably poor, this step might have to be taken.
- 5.17.8. Another alternative would be to strengthen these PG centres in a meaningful way. This would require much greater input in terms of teaching staff, better library and laboratory facilities and so on. If earlier experience is any guide, it could be admitted that even those PG centres, which eventually graduated into universities, found it difficult to meet all these requirements. It would be too much to assume, therefore, that even when financial resources are available, the PG centres would be able to reach that level of academic performance which they are expected to reach.
- 5.17.9. This would be mainly for lack of human resources. Men and women of the required capability can be trained only at the speed at which human beings can be trained. The process can be expedited but it cannot be abridged. To put it another way, the capacity to expand PG facilities is directly proportional to the capacity of the educational system to generate manpower of the required capability.
- 5.17.10. This, therefore, brings us to a third alternative. In our opinion, those who are qualified for admission to any of the main university centres in terms of their earlier performance or their entitlement (as belonging to disadvantaged sections) should be admitted to the already established universities. There may be a few cases when even others, who do not belong to the disadvantaged sections but are otherwise qualified, may qualify for admission. We would recommend, in all such cases, that they be given financial help according to a scheme to be worked out and moved to the university headquarters.
- 5.17.11. The guiding principle in our opinion should be that those who are likely to benefit academically should be enabled to join a university and not these PG centres. To the extent possible, these centres may be wound down. More so, when some of them have been in existence for a number of years and have shown no promise of being able to grow. In plain words, they are sick and would continue to be sick even after half a decade or more. As far as we can judge, the State government has no intention now to establish new universities in place of the PG centres. Therefore, the choice is either to maintain them as sick units or to enable the students to move to the functioning university centres.

- 5.17.12. A corollary of the preceding arrangement would be that self-financing courses are offered only at university headquarters under the direct supervision of the university and according to a well worked out plan. The surplus so generated might then be partly diverted towards strengthening these PG centres. This would take care of their need for additional resources.
- 5.17.13. In the case of the teaching staff, however, problems would still remain. In any case, one precaution can be taken. No freshers should be recruited at these PG centres. Even if they are recruited, they should be located at the university headquarters, put under the supervision of senior teachers and enabled to acquire a certain degree of competence. Apart from that, some of the senior people should be persuaded to go to the PG centres. To leave the PG centres in the present devitalised state of development is seriously undermining academic standards and needs to be taken care of in the manner suggested above.
- 5.17.14. Whatever has been stated above may be regarded more as a way of drawing attention to a real problem which exists and cannot be wished away. To provide substandard education to aspiring young men and women is no real service. If anything, it is a disservice. This problem has political overtones too. Therefore, we would suggest a much more detailed survey of the PG centres than we could undertake.
- 5.17.15. The State Council should appoint a committee in which the Directors of the PG centres - we met some of them - might also be involved. On the whole, we see no alternative to closing down some of them and strengthening the rest of them. All this has to be done according to a 5-year plan of action and with a firm commitment of financial support by the State government. Even that may not meet the requirements of the situation fully. A special scheme of assistance to students who are obliged to move to university headquarters may turn out to be cheaper than to continue to maintain these unviable PG centres.

## 5.18 **ADMISSION TEST**

- 5.18.1. As already stated in the chapter on **Students** (3.1), one of the good things about the Andhra Pradesh universities is the admission test for entry into PG classes. There is one thing more, however, that requires to be said in this connection.
- 5.18.2. At present, these tests are fixed by the universities to suit their convenience. There are occasions when dates clash and adjustments have to be made. In our opinion, the State Council should take a hand in it and so organise things that instead of each university conducting the test there should be a state-wide test. As in the case of several other subjects, the test might be conducted by any one university on a rotation basis. But only one common entry test should be conducted. This would avoid a number of problems. Within a year or two, a system would get established. Some students would prefer to be in a particular university rather than another. Subject to the availability of seats, their preferences ought to be given weightage.

## 5.19 KNOWLEDGE OF ENGLISH

- 5.19.1. In the chapter on **Students**, we have referred at some length (3.5.1.) to the use of English and Telugu as media of instruction and examination. The existing provision is that in the Science subjects, English is the medium of instruction as well as examination. In the case of Arts, Commerce and Social Sciences, while the medium of instruction is English (though Telugu is extensively used alongside), when it comes to the examination, students have the option to choose either of the two languages. In Osmania and Kakatiya, 90% of the students exercise the option in favour of Telugu but in some of the other universities the division is more or less 50:50.
- 5.19.2. While no change is required in this system, there is one minor improvement which requires to be made. As stated in the chapter on **Students** (3.5) there is, generally, only one textbook in Telugu per paper at the Master's level. This seriously limits the ability of the student to master his subject. At the undergraduate level, this disability may not be a serious handicap. At the PG level, however, this leads to a drastic dilution of standards.
- 5.19.3. We, therefore, suggest one of the two solutions:
- (a) There should be something like half a dozen books (covering the entire range of the special field) in Telugu available for each paper. This alone would ensure that the depth of knowledge that students at the PG level require would become possible to acquire.
  - (b) As long as this cannot be done, while the students may continue to exercise the option in respect of writing their answer scripts in Telugu, the university might undertake some kind of a mandatory course in English at the PG level in respect of the Arts, Commerce and Social Science students. In plain words, within the first month of the students joining the course, a special programme for improving their knowledge of English should be arranged by the university.
- 5.19.4. Such a programme may be devised in consultation with the Central Institute of English and Foreign Languages and should be in the nature of an intensive course. That is to say, instead of taking time off from the main subject, within the first month, the students should be required to complete this special course as well as take a test at the end.
- 5.19.5. As and when the recommendation given at (a) above can be implemented, this compulsory course in English can be done away with.

## 5.20 HONOURS COURSES

- 5.20.1. In this connection, we also wish to recall an experiment with which universities in South India are familiar. In the present environment of globalization, not only is India in competition with other countries, each State in India is in direct competition with other States. Thus, the future prosperity of Andhra Pradesh depends critically on how

much better it will fare when compared to other States in the country. In this respect, the quality of professional leadership is a crucial determinant of success. Therefore, it is vital that the State educates its future leaders as rigorously as possible.

- 5.20.2. Indian universities have large enrollments - much in excess of the economic needs of the country. For this and other reasons, a large body of students (and teachers too) are not motivated to work hard. Worse, they often disrupt the desire of sincere and motivated people to outshine others. Hence, deliberate steps need to be taken to generate a conducive environment for those who are keen. Actually, this is a universal problem: even in prestigious institutions like the Massachusetts Institute of Technology, a significant body of students are reported to be indifferent. For this reason, in many institutions, special "Honours" courses are offered for highly motivated students.
- 5.20.3. For Honours courses, several models are available. An interesting programme has been set up in a non-autonomous college in Bombay, the St.Xavier's College; the second is the Honours degree course that was in vogue in South Indian universities till a few decades ago. The third model that may be considered is the Honours programme that was operated by Osmania University till not so long ago. There is also the Delhi University model.
- 5.20.4. In St.Xavier's College, Bombay, extra classes are offered, over and above the programme fixed by the University, for interested students. Enrollment is voluntary, the scheme is financially self-supporting in the sense that the full marginal cost of additional instruction is met by additional fees. Also, the academic management is totally internal: both the syllabus and the evaluation are determined by the teachers themselves. Further, the college makes no profit in running the programme - the programme is concerned with academic excellence, not with income generating vocational courses.
- 5.20.5. Inherently, this system will attract only motivated students and teachers: a student should, indeed, be highly motivated to prefer academic studies to leisure, and the same applies for teachers too. Thus, both students and teachers join for the pleasure of learning and teaching, voluntarily and not under compulsion. Costs are nominal as only marginal costs have to be borne, and all fixed costs are already accounted for. High flexibility and high quality are both feasible as the system is entirely internal, something difficult, if not impossible, to achieve in large centralised universities. The system is self-correcting: if the programme is not useful, good students will drop out on their own accord - and without incurring any penalty. That is, what we have here is a "no-loss" game.
- 5.20.6. This system has the advantage that it can be implemented by any college; it needs no approval; it imposes no burden on the exchequer. However, the scheme is feasible only where there is high quality leadership: if the Principal is not keen and supportive, it will collapse rapidly. It also requires a band of motivated teachers who give their time more for love than for money. If implemented properly, it can offer high rewards: the reputation of the St.Xavier's programme is such that its Honours students command a premium in admission to foreign universities.

- 5.20.7. The second model for Honours courses worked well for generations in several South Indian universities. The Honours student completed in three years what a normal student could in four years. More important was the rule that a student could not fail even once. So, only those self-confident students who had no fear that they would ever fail opted for this course. That neatly separated good students from others.
- 5.20.8. In this model, the course was not at an exceptionally high level; it did not offer special challenges except that the student had to move faster than pass students. Also, being a university course, the syllabus was not flexible and tended to get stale. Academically, therefore, it did not offer as high a challenge as the St.Xavier's programme does.
- 5.20.9. Osmania University used to gather bright students on the basis of their first year's performance, and give them more challenging courses. These were discontinued on the ground that University departments should not offer undergraduate courses. In our view, that is not correct: the best teachers like to get involved and should be involved in the teaching of basic courses. The disadvantage of the scheme is that it causes resentment among college teachers, who quite naturally, dislike losing their best students. Also, this requires a separate budget provision, and therefore is liable to interference by the government both on financial and political grounds.
- 5.20.10. The Honours courses in Delhi, though subject to certain infirmities, offer more challenging course work than that given to pass students. To that extent, it leads to a certain amount of self-selection; 'streaming', to use the educational jargon. Every college regards it as a point of prestige to have a number of Honours courses. Not only that, most bright and ambitious students tend to gravitate towards these courses. One reason why Delhi University has been able to maintain its somewhat pre-eminent position for several decades is that something like one quarter of its undergraduate students, even more, get enrolled in this stream. This system also contributes significantly to the high quality of postgraduate programmes offered by this University.
- 5.20.11. In every community, there are those who equate quality education with elitism, and, therefore, insist that nobody should be allowed to have high quality instruction. That is the biggest threat that Honours programmes face. On the other hand, without special attention to motivate students, any society will wither intellectually, and economically too. So, Honours programmes are necessary for the broader welfare of the society. However, they will succeed only when they have full protection from disruptive agents, particularly when they are likely to have appreciable clout in government circles.

## **5.21 TWO RELATED PROPOSALS**

- 5.21.1. There are two related proposals which can be mentioned here just as well as at any other stage. Can, at least, one university in the State be designated as an institution with exclusive focus on merit? The intention in raising this issue is that though there are a number of such institutions in the country, in this State there is no such institution.

- 5.21.2. We know the arguments against such a proposal, and those are without question powerful. At the same time, it needs to be recognised that in the kind of economy which is now beginning to emerge in the country, there would be intense competition for getting to the top. As of today, students from Andhra Pradesh as well as from any other State are entitled to compete for places in some of the all India institutions where the condition for entry is pure merit. Since it is not possible to establish a new institution of this kind in the State, it is only one of these existing universities which can be designated as such. Hence, this proposal.
- 5.21.3. Secondly, we would suggest a differential rate of support for those enrolled in the first year and the second year of the Master's course. It may be only nominal in character, say, Rs.25/- per month but that distinction needs to be made. The purpose of creating this distinction is that 10 per cent of those who join the Master's course and secure the lowest marks should be given at the lower rate whereas the remaining 90 per cent are given support at the higher rate.
- 5.21.4. We recognise that evaluation as it is being conducted today is unreliable and misleading. Not only do a substantial number of students secure a first class and so on, the normal distribution curve of marks which would occur in any group of students, even if they are highly talented, cannot be easily discerned. Therefore, the distinction between the talented students and the not so talented is obscured. We hope and trust that by implementing the recommendations made elsewhere this lack of differentiation would return to normal and it would become possible to identify the bottom 10 per cent of the class. Once that is done, they should be given Rs.25/- less than the other 90 per cent. The intention is to convey the message that only merit would be rewarded.
- 5.21.5. To deduct anything, even Rs.25/- per month, would create problems. That is why we are proposing that the rate of scholarship should be raised by Rs.25/- for 90 per cent of those enrolled in the second year of the Master's course but denied to the remaining 10 per cent. Not to recognise and reward merit is the surest way of destroying it. No country can advance unless merit is promoted as well as rewarded. The proposal made above is in pursuance of that objective.

## **5.22 RESERVATION IN TEACHING POSTS**

- 5.22.1. For the past two years, teaching posts have been reserved for the disadvantaged categories and the experience so far is, on the whole, favourable rather than unfavourable. It is a fact that persons belonging to disadvantaged categories have not had access to education for centuries together. Now that they are beginning to have access, it is equally important that they are also helped to rise in terms of professional growth. Reservations in teaching posts are a step in that direction.
- 5.22.2. Coming to the level of first entry into the profession, we are of the opinion that helping persons in the manner now being done may continue. However, we are not in favour of reserving seats in the promotion quota. The whole notion of promotion in academic life is a contradiction in terms and non-academic in character. Our reasons for saying so are partly general and partly specific.



- 5.22.3. Giving an easier entry into the profession has been done for several years and the system is working satisfactorily. But once a person has been enabled to get into a professional career, he should equip himself suitably for promotion within the profession. Artificial or accelerated promotion would lead to a dilution of standards and this leads us to the more specific point.
- 5.22.4. During the last decade or so, the system of automatic promotions has inflicted serious damage on academic standards. Persons who till the mid 80's could not have been conceivably appointed have been appointed to senior posts. Being in position now, they are going to be a drag upon the academic system for the next decade or two. In this context, reservations, if made applicable beyond the entry point, would compound the problem further.
- 5.22.5. In the rules governing reservations, certain exceptions have been made. Those relate to defence services, scientific research and so on. Universities are not included in this list of exceptions, and for understandable reasons. Universities and colleges employ a very large number of persons-something like 3,00,000 in the country by now. To have excluded this category, as was done in the case of scientific research, would have made things difficult in terms of entry by the disadvantaged groups into the academic profession, the mother of all professions.
- 5.22.6. However, there is a minor caveat to be entered here. We would like to suggest that while recruiting teachers at the undergraduate level the status quo might continue, at the PG level the element of reservations need not be pressed. Our reasons for saying so have been stated above and do not have to be repeated.
- 5.22.7. In the case of AP, the number of people working in the State at the PG level is between 3000 and 4000 and no more. Standards of performance are not all that satisfactory at this level. In other words, the number of jobs involved is not high and to dilute them further would not be advisable.
- 5.22.8. Having said this, however, we would be entirely in favour of special facilities for those coming from disadvantaged backgrounds. If there are special fellowships for them, that would be in order. Additional facilities by way of liberal research grants etc given to them would be equally in order. The whole point is that the academic profession has to be enabled to grow in terms of professionalism. Anything which seeks to undercut that thrust should be avoided. That is why we advocate special facilities for persons with this background at the time of preparing for senior posts but no actual concessions by way of promotions etc.

## 5.23 IMPEDIMENTS TO LEARNING

- 5.23.1. Most of what has been described above is not in tune with the existing reality. Therefore, if some people choose to argue, as undoubtedly they would, that some part of it is too good to be put into practice, they would not be very wrong.

- 5.23.2. In our opinion, the more relevant question to raise is different. Universities today are not functioning even as they were functioning 20-30 years ago. At that time, there was much less evasion of work, greater emphasis on attendance in the classroom and the overall proportion of non-serious students was so much smaller than what it is today.
- 5.23.3. Given this situation, is it unrealistic to have this limited objective before us, that we should try to go back to what prevailed only a couple of decades earlier? As any one would agree, this is not too wild an ambition. On the contrary, it is modest, perhaps a little too modest.
- 5.23.4. Universities can function only within a certain ethos of work which has suffered a grievous setback during recent years. The first thing to do, therefore, is to restore that kind of ethos. When some of the distortions that have crept into the system are removed and the situation has somewhat stabilised, it would be seen that what has been stressed above would be fully practicable. It must be added, however, that we have made a few additional suggestions so as to quicken and systematise the procedure of recovery.
- 5.23.5. Even in the present discouraging situation, 15 to 20 per cent of the teachers are performing well. Why not, therefore, also ask a related question as to how it is that a small proportion can perform well but not the rest? Constraints are there for everybody. Why is it that a certain proportion of teachers are able to perform despite these impediments to learning?
- 5.23.6. There can be only one answer to this question. The number of non-performers has been growing because of growing politicisation, appointment of unworthy Vice-Chancellors and their failure to create that teaching ambience which is fundamental to the working of any institution, more particularly a university.
- 5.23.7. But more important than that is something else. It is a marked scaling down of the desire to learn on the part of students and the desire on the part of teachers to teach. These two different expressions of the same urge have been severely damaged. In the chapter on the **Governance of Universities**, we have quite something to say in regard to the related issue of discipline. Everyone is a victim of the same constraints but a certain number do still manage to perform.
- 5.23.8. As and when some of these things which may be called impediments to learning cease to be impediments, we expect the teachers to throw their combined weight against any individual, or any force which, comes in the way of good performance. Today, the negative forces have been allowed to become much too strong. That is why we have a situation where students do not wish to study and teachers are prevented from teaching. That is not the way universities should function. The nature of this perversion needs to be recognised. And, equally important, combatted and overcome.

### THE GOVERNANCE OF UNIVERSITIES

- 6.1 Governance & the Vice-Chancellor
- 6.2 Transparency of Functioning
- 6.3 Involving the Teachers
- 6.4 Devolution of Power
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- 6.16 Discipline

#### 6.1 GOVERNANCE AND THE VICE-CHANCELLOR

- 6.1.1 Universities are different from most other institutions in respect of their governance. Both in the government and in business establishments, someone in authority issues orders which in turn are carried out. In the government there is an hierarchical system which is not as rigid as in the armed forces. But the system is hierarchical nonetheless. The ultimate responsibility is that of the man at the top, however one might define the nature of his responsibility. Technically speaking, it is the top man in the bureaucracy who issues orders. But then he can be overruled by the Minister whose appointment is political in character.
- 6.1.2 In the case of business, no matter who the chairman of a company might be, the person who issues orders is the Chief Executive Officer (CEO). Generally speaking, he is known as the Managing Director. Unlike the government, it is easy to decide whether a particular institution is being well managed or not. If the returns are satisfactory and there are plans for expansion, the business establishment is doing well. If the returns are poor, no amount of verbal jugglery would change the picture; the statistics speak for themselves.
- 6.1.3 Governance in the universities is different in two respects:
  - (i) No one can issue orders on the assumption that those would be obeyed. A university does not function like that. A Vice-Chancellor may be the chief

executive of the university, but he is not in a position to issue orders except, perhaps, in an emergency. In fact, every University Act has a provision for the use of emergency powers. This clearly indicates that his discretion is confined only to those emergency situations. Not only that, the order has to be subsequently confirmed by the members of the concerned body.

- (ii) It should be clear, therefore, that while the Vice-Chancellor is the administrative head of the university, his administration has to be carried out in consultation with a number of other persons. Sometimes they are on a committee as individuals but quite often they are there in a representative capacity. If one is not nominated to be a member of the executive body of the university in a representative capacity, one is an individual. Otherwise one is a Dean or a Principal or in some other representative capacity. While those in the former category may continue for a number of years, in the latter category (as individuals) they have to yield place on the completion of their term to another individual. In plain words, a certain amount of turnover of membership is a part of the system.

6.1.4 This is both an advantage and an handicap. It is an advantage in so far as the same individuals (renominated year after year) do not continue year after year. But it is a handicap in so far as there is a certain amount of discontinuity. That is why it is often said that what endures in the long run is consensus. If a certain decision is taken, it would endure only when it is acceptable to most people. Otherwise, after some time, it would be either reversed or modified.

6.1.5 Except in a few cases, most Vice-Chancellors stay in office for only one term. This simple fact leads to discontinuity in addition to the other fact that members of various university bodies continue to rotate except in special circumstances. Given the handicap of continuity, it must be examined whether there should be such a frequent turnover of Vice-Chancellors. Elsewhere, something has been said about the poor selection of men and women to this office. But if it is assumed that the system would get better, provided some of the things suggested here are implemented, the question of their tenure has also to be given some attention.

6.1.6 We are in favour of a non-renewable appointment for a period of five years. If a person performs well and the State would like to make use of his services, let him be moved to another university either on completion of his assignment or a little after that. The existing practice whereby he is appointed for a term of three years and looks forward to being given another term of three years cripples his style of functioning, if we may put it that way. This office has got unbelievably politicised. To build up expectations and to make him conform to the wishes of those in authority, whether expressed or unexpressed, is the surest way of destroying his independence. Even though a case to the contrary can also be cogently argued, we believe that, in the existing circumstances, this would be the only appropriate thing to do. Once the virus of politicisation has been brought somewhat under control, the issue can be considered afresh.

6.1.7 Having proposed this formula, we also wish to propose one thing more. At no stage should any university be headless. To have situations where universities continue to be

run by *ad hoc* appointees month after month, and sometimes even longer than that, is to treat the university with undisguised indifference; if not also contempt.

- 6.1.8 We do not wish to repeat what we have said in this connection elsewhere: in no other social institution is there such a large number of persons permanently in session to sit in judgement over how that institution functions. In the case of a university, there are thousands of young and volatile persons who witness what is being done to the university. Whether they react on the spot, or whenever there is a provocation, is a matter of detail. But when they react, they react rather abruptly and violently. What their conduct seems to convey is their total disapproval of the way that particular institution was handled.
- 6.1.9 Universities get mishandled partly for administrative reasons, partly for financial reasons, but mostly for political reasons. Politically speaking, the party in power is either unable to make up its mind, or chooses the wrong kind of person, or rewards a particular individual for factional loyalty. Whatever be the reasons, the institution gets mishandled and the young people who are silent witnesses of what is happening feel ignored and belittled.
- 6.1.10 We, therefore, propose that a decision with regard to the next successor should be taken months in advance of the vacancy that is yet to arise. Having considered the pros and cons of this step, we are of the view that this decision should be made (and notified) at any time between 3 and 6 months of the impending vacancy. It should be simultaneously understood that having served for five years, the earlier incumbent would normally have a period of leave for as many months due to him. Should he wish to proceed on leave, he may do so. Should he wish to stay on, he may only perform routine duties and not take policy decisions or ordinarily make new appointments.

## 6.2 TRANSPARENCY OF FUNCTIONING

- 6.2.1 One serious blemish in the working of almost each university is that there is no transparency in respect of decision-making. Decisions are made and implemented in a manner which does not assume either much interest or any involvement on the part of the bulk of the teachers. While three major universities have a faculty strength of close to a thousand, in the case of smaller universities, the strength is less than half of that. In theory, everyone should take interest and feel involved, but what is happening in the universities in practice is that most of them are not even aware of what is happening.
- 6.2.2 There is no mechanism of keeping the general body of teachers informed. The minimum that can be done is to ensure that the minutes of the various university bodies, once these have been approved, are made available to every single unit of functioning including the departmental libraries. It should be open to anyone to look at the minutes and read them. Confidentiality is necessary in a number of situations. But once a decision has been taken, there is no reason to keep anything away from the eyes of the public, an interested teacher or even a prying journalist.

- 6.2.3 In other words, transparency has to be built into the system of university administration. In this connection, we noticed one thing which is somewhat peculiar to AP. In most universities across the country, minutes of the various bodies are generally printed in course of time. That is how the record of decision-making is preserved for posterity. This practice, more or less common elsewhere, is hardly known in AP. Nobody could explain to us, why this practice had not been adopted in this State as well. We suggest that this be adopted wherever it is not being followed.
- 6.2.4 We were also struck by another thing. The State Council set up some time ago a special committee to go into the question of how the agenda of the various university bodies was to be prepared. Evidently, there was some dissatisfaction with the way the agenda papers were being prepared and circulated. Perhaps the unstated intention was to hold back some information from the eyes of others. Clearly, a case of inverted transparency! What is called for is transparency, not a system to hold back information.
- 6.2.5 We inherited a colonial system of government and this has been perpetuated in the way the government works. Unfortunately, the same system is applied to the universities. This is wrong both in itself and by virtue of the fact that a university ought to work as a community and not as a set of individuals who work in isolation from one other or at cross purposes with one another.
- 6.2.6 Unlike the government, a university has, to quite an extent, to function in an unhierarchical system. No one issues orders, no matter how eminent an individual he may be. A Vice-Chancellor has to carry his colleagues with him. Often, they are members of different university bodies. In any case, they are members of the academic community and are entitled to be consulted. To put it no more strongly, an average teacher must regard the decisions so taken as just and proper.
- 6.2.7 Why this does not happen in practice is too complex a question to be answered in brief. Vice-Chancellors do not generally opt for transparency in their administration, partly because they owe their appointments to their political bosses and even feel answerable to them. Most teachers, even while they grumble about it, more or less fall in line with what is happening. Indeed, they do not assert their right to be involved in decision-making. Instead, quite a substantial number of them, even when they are members of the various university bodies, act somewhat passively rather than adopt an independent line of thinking.
- 6.2.8 Vice-Chancellors take all kinds of decisions, even major decisions like the allocation of prestigious courses to certain institutions, and simply get the same approved by the various university bodies. Ex-post-facto approval is so widespread that, before finding fault with Vice-Chancellors, teachers should ask their colleagues why they acted so passively and simply approved the decision already taken.
- 6.2.9 In addition to circulating the minutes of various university bodies, the universities would do well to also issue a summary of important developments, say, every two months. Before giving a factual account of various developments which should be prepared by the office, there should be an overview of a page or so by the Vice-Chancellor. In

this overview, the Vice-Chancellor should provide the necessary background to most of the developments, both local and national, and also say something about the funding situation, the recruitment of the staff, the student problems, if any, and other matters connected with university functioning such as dealings with the UGC and so on.

### **6.3 INVOLVING THE TEACHERS**

- 6.3.1 The existing situation is that an average teacher is by and large uninvolved in what is happening. It is necessary to involve him. A certain process of teacher education would have to be undertaken for a couple of years before a larger and larger number of teachers get interested in what is happening to them and around them. Teacher apathy is as much of a problem as the self-centered and self-serving mode of functioning of the university administration headed by the Vice-Chancellor.
- 6.3.2 The situation today, in this regard, is so negative that most people find it difficult to visualise that a university, which, as an institution, is intended to be a cooperative endeavour, is being administered as a private corporation. Properly speaking, teachers would like to be involved. But the system of university administration as it has got evolved over the years, more or less shuts them out of most decision-making. What problems the university is facing, what trends of development are at work and the direction in which the university is going or whether it is moving in any direction at all are issues that need to be projected and discussed. Public opinion must be built around certain basic issues. In their absence, it gives rise to cynicism, intrigues and manipulation.
- 6.3.3 This atmosphere has done so much damage to the university ethos that it would require patient and systematic efforts to change the atmosphere. The greater part of the effort would have to be made by the Vice-Chancellors, most of whom, as stated already, feel that they are answerable not to their colleagues but only to their political bosses. To change this mode of thinking is not going to be easy, and a sustained effort would have to be made for several years. At the end of it, hopefully, some kind of a system based on mutual respect and cooperation would get evolved.
- 6.3.4 In the course of our visits to various universities, we made it a point to interact with teachers, non-teaching employees and students. While students come and go, and are more easily influenced by the political winds that blow from time to time, the other two categories have certain vested interests. They, therefore, stay close to whatever is of direct or immediate interest to them.
- 6.3.5 In almost every single university, our experiences with the leadership of both these categories showed that there is a high degree of concentration of disgruntled people in their ranks. They bring up problems which concern them but overlook the needs or limitations of the university. In one university, we were struck by the disproportion between the expenditure on the teaching and the non-teaching cadres. The non-teaching cost was decidedly higher than the teaching cost and yet those employees were full of complaints against what was happening to them.

- 6.3.6 Similarly, the representatives of teacher organisations, in some of the major universities the Committee visited, were utterly inward-looking in their views and presentations. Some of the major demands made by them were: (i) rotation of administrative posts; (ii) continuation of the merit promotion scheme; (iii) medical and accident insurance schemes; (iv) leave travel concessions etc. Hardly any one of them referred to anything academic. Indeed, no one referred to the declining library budgets or obsolete equipment in the laboratories. However, there were detailed references to difficulties with the university office in regard to the placing of orders for new equipment, inviting tenders and so on.
- 6.3.7 Some of the teachers' union representatives admitted that it was demands like these which dominated the proceedings of the general body meetings. When the Committee wanted to know if their deliberations were focussed on the lack of relevance of what they thought about the problems of daily life or on the working of the university system, the representatives had practically nothing to say. One striking feature of the Committee's interaction with the teachers was that it found them singularly uninvolved with anything that concerned either the university or the students.
- 6.3.8 These two examples should not be taken to mean that we are out of sympathy either with the teachers or with the non-teaching employees. But surely the university exists for the sake of students and not for the sake of those who work in it in either of these two capacities. Nobody seems to recognise that the interests of the students are central to the whole operation. There was something in the complaints made, but is it not odd that no overall view of the university situation was taken?
- 6.3.9 Something of this kind is happening in most other institutions also, particularly in the government. However, as stated elsewhere, there is one basic difference between the government and the university. In the government, the public for whom and on whose behalf the administration is functioning is distant, anonymous and nameless. In a university, those for whom the university exists are very much there in flesh and blood. They are there not only in hundreds but in thousands.
- 6.3.10 What they want and what is provided to them is not always the same. With the result that, quite often, the students are short-changed. They are not short-changed in the sense that they are paying a high sum of money by way of fees etc. In the case of certain categories of students, their expenses are being met either in full or in part. Notwithstanding this fact, students once admitted, have a right to receive the right kind of instruction and in generally congenial circumstances. These are denied to them.
- 6.3.11 In other words, universities are judged in terms of their functioning for every minute that they function. Unless, therefore, the universities can function differently from the way they are functioning now, things would never improve. One vital element that is missing in this situation is the signal lack of transparency on the part of the university administration. Whether it is the classroom or the library or the laboratory or the boarding house or the playground, there is, everywhere, a feeling of callousness and unconcern. In more positive terms, there is a lack of involvement on the part of those whose duty it is to manage things. This atmosphere has to be changed and transparency of administration is an indispensable precondition for it.



## 6.4 DEVOLUTION OF POWER

- 6.4.1 An odd feature of university functioning is that despite the fact that a university is not an hierarchical system, there is excessive concentration of decision-making in the person of the Vice-Chancellor. Almost everything travels up to him, whether he likes it or not. There is not enough devolution of power, with the result that problems, even of a minor kind, land up on his table. If power has failed or water supply becomes erratic, it is the Vice-Chancellor who is brought into the picture even though he may have nothing to do with these operations. But such is the atmosphere on most campuses that, whatever be the nature of the problem, it is the Vice-Chancellor who is either held responsible or is expected to set things right.
- 6.4.2 There is so much that can be said on this subject but it should not be necessary to do so. We assume that almost everybody is agreed on the need to delegate powers to a whole variety of persons and sub-authorities. Towards this end, we wish to suggest the following two steps.
- 6.4.3 Almost every university has a Rector. On the whole, he is seriously underemployed. How he should be vested with greater powers is for each Vice-Chancellor to decide and within the parameters of the Act. Clearly, some of the routine functions can be delegated to him without any problem. At the same time, he can be asked to look after certain specific activities. This would depend upon the individual capabilities of the Vice-Chancellor and the Rector and how they vibe with each other. Without being too specific, we propose that something like one third of the load at present carried by most Vice-Chancellors should be passed on to the Rector.
- 6.4.4 While a large number of other universities in the country function through the Deans of Faculties, over the years, Andhra has evolved a system of functioning by organising things in such a way as to have Principals administer University Colleges. This seems to be as good a system as could have been devised and may be commended. However, we wish it to be further strengthened and streamlined so that the devolution of power currently in the hands of the Vice-Chancellor is delegated to the Principals. Towards this end, we propose as follows.
- 6.4.5 Principals should be appointed for a tenure period. In a number of universities, they are appointed for one year at a time. This is not correct. Rather they should be appointed for a period of three years, though, as suggested in another context, they may be appointed for a year in the first instance but, before that year is out, they may be confirmed for three full years. In other words, if the Principal does not perform satisfactorily, his term may not be renewed after one year. The present state of uncertainty of tenure does not make for effective functioning.
- 6.4.6 Properly speaking, an average teacher should have no occasion to interact with the Vice-Chancellor in respect of most matters. It is the Principal who functions for and on behalf of the Vice-Chancellor. Their job descriptions should be worked out in each university in such a way that, broadly speaking, the essentials remain the same though

minor variations might be allowed. We expect the State Council to ensure this kind of coordination.

- 6.4.7 The job description in their case needs to be worked out. It should be fairly precise so that they know the limits of their authority. In certain matters, they would be autonomous. In certain other matters, a reference would have to be made to the Vice-Chancellor or the Registrar or whoever else is concerned. These details should be worked out in advance, and without any ambiguity.
- 6.4.8 In a manner of speaking, the Principals would be Vice-Chancellors-in-waiting. It is out of their ranks that Vice-Chancellors would eventually come to be selected. If a Principal has performed successfully for a number of years and it should be possible to renominate the same person more than once (in all likelihood the individual doing it, i.e. the Vice-Chancellor, would be a different person), he is prime material for appointment as a Vice-Chancellor either in the same university or in another university.
- 6.4.9 We were favourably impressed by the system of delegation being evolved in Osmania University. It is too recent to yield any firm conclusions. This much is clear however that this move has been in the right direction.
- 6.4.10 Osmania has a real problem in so far as it has a larger faculty than the two other major universities and the fact that it has a number of constituent colleges. Maybe this decision to delegate powers was dictated by the exigencies of the Osmania situation. Even if that is so, we commend this initiative and would like other universities also to move in that direction. Here again, the State Council would have a role to play in respect of coordination. As stated already, coordination should mean that the basics are not different in different universities though some of the marginal details can differ.
- 6.4.11 In one important respect, the Osmania model is sought to be extended even to the conduct of examinations. The University would like to transfer a good part of the examination work now being handled by the Examination branch to the various colleges. Should this come to pass, the Central Examination Office would be left more or less with the undergraduate examination, and post-graduate examinations would be handled by the various colleges.
- 6.4.12 The colleges are resisting this move. We are inclined to think that while some of their objections may be valid and require to be met, the move is in the right direction and needs to be pushed. We say this in full realisation of the fact that there is considerable opposition on the part of the Principals. Since one of the ills from which our university system is suffering is excessive concentration of power, anything which helps in favour of decentralisation is to be welcomed.
- 6.4.13 Maybe the problem is not so acute in other universities. But whether acute or mild, it is in this direction that each university ought to be moving. The objective, to reiterate, is that the Vice-Chancellors should shed more and more of their responsibilities in favour of certain other functionaries. If the Rector begins to handle one third of the load, the Principals, broadly speaking, can take over another one third of that load.

6.4.14 If the Vice-Chancellor is left with one third of the present load, not only would his life be easier, he would also be able to perform better. Every Vice-Chancellor has to go out of town for a number of days during the month, more particularly, if he is not located in the capital. In any case, with all the demands made upon him, he does not get enough time to do any planning, to attend to the basic task of the academic improvement of the university, personnel planning, campus planning, fund raising and a dozen other things. Each one of these activities becomes a casualty of his excessive preoccupation with day-to-day matters. If the system is to be changed, it is imperative that his load of work be reduced and there be greater devolution of authority.

## **6.5 USE OF EMERGENCY POWERS**

6.5.1 A brief discussion of what is called the use of emergency powers by the Vice-Chancellor would be in order here. As the phrase itself indicates, these powers are to be exercised in case of an emergency i.e. something unforeseen has happened and requires an instant decision. It is to deal with such situations that every Vice-Chancellor is vested with the power to take emergency action.

6.5.2 Two issues are involved here. One is that it has to be a situation where emergency action is really called for and the second is that, having taken action, the Vice-Chancellor is required to report to that particular university body which in the ordinary course of things would have considered that matter.

6.5.3 Both these safeguard provisions are not always honoured as they should be. The dividing line between an emergency and a non-emergency situation is always difficult to define. Some Vice-Chancellors choose to interpret an emergency situation to suit their line of thinking or style of functioning. The second thing is that a Vice-Chancellor does not always report to the relevant university body at the earliest as required. Instead, he allows some time to go by. Sometimes, the situation has meanwhile taken a turn where, even if considered desirable otherwise, it is not possible to reverse that order. Secondly, most Vice-Chancellors stake their reputation on the order given. If it is to be turned down, they think that it shows lack of confidence in them. When the issue is posed in that manner, not many members of the concerned university body choose to press the point that far.

6.5.4 What is to be done in this situation? We would not like to express a definite opinion in regard to the occasional misuse of emergency powers except to bring this issue into the open. However, we do wish a committee to be appointed by the State Council to go into this whole question. Amongst its members, two categories of opinion must be represented. One of them should be that of the Secretary of Education. He represents the State and it is the State government which creates the autonomous body called the university. Therefore, the government's point of view must be fully represented. Secondly, we would suggest that a couple of experienced Vice-Chancellors, not from within the State but from neighbouring States, should be included in this committee.

6.5.5 Those who are in a position to present their points of view, i.e. the Vice-Chancellors, would be able to present their point of view; they would obviously be members of this committee. At the same time, we are inclined to think that a couple of persons who may not have the same point of view as the Vice-Chancellors have must also be included in this committee. Evidently, they would have to be academics from some of the universities. In this way, every issue would be considered from more than one point of view. The principal job of this committee, which should also have one or two ex-Vice-Chancellors, preferably from other States, would be to work out a set of standing instructions in terms of which the Vice-Chancellor may act when he has to use his emergency powers.

## 6.6 ROTATION SYSTEM

6.6.1 It is time now to look at the rotation system which got introduced about a quarter of a century ago in most universities. At one time, the number of senior positions was limited. Generally, there was one Professor in a department and he was the Head of the Department. Even when the number of Professors began to increase, the older system of a permanent Head of the Department continued. It was in the 60s's that the change came about and the change has had some good effects as well as some negative ones.

6.6.2 The old syndrome of one man who ran the show disappeared. Instead, turn by turn, other people came in and there was a greater sense of participation.

6.6.3 This was the only gain; and not an inconsiderable one. After all, with the changing trends, more and more people had to be given a chance to take decisions and they have been given a chance.

6.6.4 On the negative side, it has led to all kinds of consequences. So preoccupied are the new hopefuls with the powers that they would inherit that most of them overlook one curious phenomenon. With the growing tempo of rotation, part of the power that should have legitimately belonged to them has got transferred to the Vice-Chancellor, especially one who knows how to play one man against another. This is a factor which has been overlooked but should not have been overlooked, more particularly because a few of the Vice-Chancellors, during recent decades, have not been of the right timbre or quality.

6.6.5 Secondly, in a couple of universities, rotation is not confined only to Professors or senior Readers; it is extended even to Lecturers. This makes the whole thing ludicrous. Most Lecturers do not have the maturity of mind to be able to provide leadership. In any case, it is the quality of leadership which has been the biggest victim of the new system.

6.6.6 Leadership does make a difference as anyone would recognise. There are any number of instances where absence of leadership has led to stagnation and worse. A department which could have grown has failed to grow precisely because there was no leadership. Other factors, too, have contributed to the sad state of affairs. But lack of leadership is certainly an important factor.

- 6.6.7 What should be done in this situation? To do away with the rotation system altogether would be regarded as a step which goes backwards rather than forward. To retain it in its existing, unmodified form would perpetuate the problem that has arisen. Therefore, some kind of a via media would have to be found.
- 6.6.8 We propose that, while in principle the system of rotation should be retained, it should be modified in the following ways, though it has been pointed out to us that in quite a few cases some of these provisions already exist; only they are not being acted upon.
- 6.6.9 The essence of participation is not having a new Head of the Department. Instead, it lies in involving a large number of people in decision-making. Therefore, decision-making in departments which is, at present, personalised and erratic, has to be made democratic.
- 6.6.10 Towards this end, we propose that, as in the case of several other matters, the State Council should take a hand in working out a set of guidelines. These guidelines, amongst other things, should ensure that all key decisions are taken by the department as a whole and not by a small group, least of all by a small coterie of teachers or the Head of the Department.
- 6.6.11 If this objective is to be ensured, specific guidelines would have to be laid down. Minutes would have to be kept; a system evolved whereby minutes are not only formalised in time and circulated, but also made available to the Principal of the college and the Vice-Chancellor.
- 6.6.12 If the last two persons fail to analyse them, as happens not too infrequently, they would have failed to do their job. In certain universities outside Andhra Pradesh, minutes are kept but they are not always followed up. The fault lies with those who are expected to keep an eye over how the departments are performing and to what extent rotation is ~~being observed not only~~ in letter but in spirit.
- 6.6.13 In two crucial matters, the involvement of the bulk of teachers is important. One is in respect of library acquisitions, other purchases and deployment of resources. And the second is in respect of laboratory equipment. What is to be bought, what is obsolete and what requires to be repaired and a dozen similar questions arise from time to time. This can be decided only through mutual consultation and not through any one's fiat or manipulated decision-making. It is the job of the Principal or the Vice-Chancellor to ensure, to repeat once again, that things are done properly, within the funding available and on time. Any laxity in this regard should not be condoned.
- 6.6.14 Even if all these things are ensured, one final point of decision-making would still require attention. Most of the damage has been done because, in most cases, rotation has been automatic. In case the automatic system has to be abandoned, what should the alternative system be?
- 6.6.15 In our opinion, the role of the Principal and the Vice-Chancellor would be crucial in this regard. It is for the Principal to talk to the members of the department

individually and ascertain their views. Having done so, he should report to the Vice-Chancellor and some kind of an agreed name should emerge as a result of this consultation. It should be the job of the Principal to then convene a meeting of the department and steer discussion in such a way that the preferred name is found acceptable.

- 6.6.16 There can be situations when this may not happen. In that case, the Vice-Chancellor may appoint such a person as the Head of the Department for one year and reserve his final judgement upon the performance of the individual concerned. While doing so, he may as well consult other senior colleagues and one or two other Heads of the Departments which have some kind of a family relationship with the department in question. The whole intention is to see that while manipulation is to be prevented, counter-manipulation should also be discouraged. The very fact that the ultimate decision is that of the Vice-Chancellor would discourage manipulation or counter-manipulation.

## 6.7 CODE OF CONDUCT FOR VICE-CHANCELLORS

- 6.7.1 It is customary to talk of a code of conduct for teachers. While we have said something about this subject elsewhere, here we wish to refer to something else which is hardly raised or discussed. This refers to a code of conduct for a Vice-Chancellor.

- 6.7.2 If there has to be a code for teachers, there has also to be a code of conduct for the Vice-Chancellor and for the State government. To expect only the teachers to have a code of conduct while others have no such code binding them to a certain mode of doing things would be a contradiction in terms. Without saying anything more on the subject, we wish to propose as follows:

- (i) A Vice-Chancellor is obliged not only to honour the Act, the statutes, the ordinances and the regulations but also to ensure that these are honoured both in letter and spirit.
- (ii) His functioning as the chief executive of the university must not only be fair and just but must also be seen as such. In other words, whatever he does must be both open and transparent.
- (iii) Generally speaking, a Vice-Chancellor is expected to leave the University in a better state of health than what he inherited. This should refer in particular to the academic performance of both its teachers and students, the financial situation, the strengthening of the faculty, the upgradation of syllabi, innovative programmes and student services.
- (iv) Every university has a public image. It should be the constant endeavour of the Vice-Chancellor to improve that public image. Towards this end, his interaction with industry is particularly important in today's situation.
- (v) Raising funds from the public or from any other source should be an important part of his job.

## 6.8 THE ROLE OF THE REGISTRAR

6.8.1 As things stand at present, the Registrar is the next senior-most person after the Vice-Chancellor. He does not have much of an independent authority and derives most of his power from the Vice-Chancellor. This, therefore, makes it obligatory for all concerned that there is a good understanding between the Vice-Chancellor and the Registrar. In its absence, things can become difficult.

6.8.2 There is no one consistent model of the appointment of a Registrar in Andhra Pradesh. There are permanent incumbents and there are cases where persons have been appointed for one, two or three years. There are instances when they have been appointed from within the teaching profession; there are also an equal number of instances when this has not been done. In this highly undefined situation, it is difficult to say what would be the right model to follow. One thing is clear however. There are certain things that should be avoided and those may be listed as follows:

- (i) From which background, academic or administrative, should the Registrar come? This is not all that important. Everything depends upon the individual. All that needs to be underlined is that his job is basically administrative. Some persons who are on the teaching staff can also perform the job if and when they are required to handle it. They do as well as any one else. At the same time, those who do not come from the teaching background also perform well sometimes. So much depends upon the kind of individual a person is.
- (ii) To appoint someone to this post for a period of one year or even two years is not correct. The minimum tenure for a Registrar should be three years though it can be four or even five. Since we have recommended a non-renewable term of five years for a Vice-Chancellor, we see no reason why the Registrar cannot be appointed for the same length of tenure.
- (iii) Since an understanding between the Vice-Chancellor and the Registrar is crucial to harmonious working between the two, this means that if the Vice-Chancellor wishes to have someone of his choice and the choice is approved by the Executive Council there should be no problem about it. The Vice-Chancellor is the executive head of the university. In order to carry out his duties effectively, he is entitled to have a person of his choice as his principal deputy. It, therefore, follows that a term of five years for a Registrar should be regarded as normal.
- (iv) What happens if the Vice-Chancellor dies in office or leaves before his tenure is completed? Should the Registrar continue to be in position in that case? Clearly, he is not expected to leave along with him. Whether his successor wants to continue with the person already in position or not is for him to decide. If he wants him to go and wishes to bring in a new person, this should not be done so abruptly as to create any kind of a dislocation. The incumbent must be allowed some 3-4 months to make alternative arrangements for himself.

- (v) By and large, what has been stated above will also apply to the Controller of Examinations. His job too is a crucial one and a Vice-Chancellor has to have a person in whom he has confidence. If, as we have suggested in the chapter on **Examinations**, his responsibilities are to be reorganised (the burden on him is heavy as of today), it means that in his case a term of three years should be in order though in certain cases he can be given a longer term. The issue should be approached in a flexible manner.

## **6.9 CHAIRMAN, BOARD OF STUDIES**

- 6.9.1 Consequent upon the introduction of the rotation system, the job of the Head of the Department has ceased to be as important as it used to be at one time. There is one implication of the changed system, however, which has not received as much attention as it ought to have received. This refers to the role of the Chairman of the Board of Studies. As of today, with the change in the headship, there is also a change in the Chairmanship of the Board of Studies. In our opinion, this has given rise to many problems and has devitalised the academic working of the universities.
- 6.9.2 We propose that the two responsibilities be delinked from each other. While the headship may rotate, the chairmanship should continue to vest in the seniormost teacher. This is a highly responsible job. The chairman recommends the names of examiners and is expected to provide leadership in respect of the revision of syllabi. We have had occasion to make quite a few adverse remarks with regard to the obsolete character of syllabi in most subjects. In more cases than not, these need to be brought up-to-date. Most of them do not have as much of the applied content as they ought to have. If a person who takes over as the Head of the Department also becomes the Chairman, it would become difficult to innovate and sustain those academic changes which have been visualised. In order to achieve that objective, two important inputs would be necessary. One would be continuity and the second would be a certain degree of maturity. This makes it obligatory, therefore, that the chairmanship of the Board of Studies is made non-rotational.
- 6.9.3 In fact, we would go further and say that since it is the Chairman, Board of Studies who sits on the Selection Committee, it would be equally important to ensure his representation on that Committee. This would ensure continuity as well as that kind of balanced judgement which comes with experience and responsibility. Altogether, we are very emphatically for the changes proposed above.

## **6.10 ANNUAL REPORT**

- 6.10.1 In most universities, an annual report is prepared and submitted to the Government. This is a routine job and hardly anybody cares to discuss it or raise issues. While this is an aspect of the general apathy towards the universities, one way of overcoming it would be that while the annual report is prepared by the office, it should have a 10 to 15 page introduction by the Vice-Chancellor himself. In this part of the report, the Vice-Chancellor should draw attention to whatever has been happening, the trends of development, the difficulties he faces, and the alternatives open to him and to the



university. It is when pointed attention is drawn to some of these factors that it may become possible to arouse some interest in regard to some of the more important matters.

- 6.10.2 At any rate, it would be expected of the Chancellor to study the introduction of the report and formally meet the Vice-Chancellor for a discussion in regard to some of the issues raised. It is up to the Chancellor to involve the Chairman of the State Council in that discussion. Whether it is done or not, the Chancellor should record the principal points of that discussion. This should constitute his assessment of the work of the Vice-Chancellor on a yearly basis.
- 6.10.3 Elsewhere, it has been suggested that the Vice-Chancellor would be sending a yearly report on the first of July to the State Council; this would be based on the reports of the Principals of various colleges. This should be followed by a discussion between the Chairman of the State Council and each Vice-Chancellor. Minutes of that discussion should be maintained and made available to the Chancellor. In case it is so desired, these might also be made available to the government.
- 6.10.4 It may be noted here that we do not visualise a direct role for the Department of Education of the State government. The Vice-Chancellor should deal mainly with either the State Council or the Chancellor. He is answerable to the department on a day-to-day basis in any case. But in terms of his total performance, he should be answerable to the two agencies named above, namely the Chancellor and the Chairman of the State Council.
- 6.10.5 In principle, we see every justification for the government being in the picture as much as either of the two other agencies. But, at least, for some years, such a system may not be adopted so as to quicken the process of depoliticisation which is a major problem of the universities. The main channels through which universities are politicised are the Department of Education and the direct or indirect pressure on the Vice-Chancellor. This umbilical chord between the two needs to be weakened, at least, for some time, though it is not possible to snap it altogether, nor indeed it is desirable.
- 6.10.6 Today, whether it is for students or the public, the image of the Vice-Chancellor is strongly influenced by what appears in the press. Generally speaking, these are reports either about scandalous happenings in the university or of student unrest. If some of the recommendations made in the body of this report are implemented, we expect the incidence of such reports to come down sharply. One aspect of it, however, calls for specific attention and that refers to the security situation on the campus.

## **6.11 SECURITY SITUATION**

- 6.11.1 In a number of institutions, we were told about unexpected disruption caused by a handful of students, merely 15 or 20 in number sometimes. The rest of the students were indifferent to what was happening. To argue that they were in agreement with what was being done would be to overstate the case. The fact of the matter is that most students are apathetic. The employment situation is so bad that it hardly matters

to them whether they pass out or not. In any case, what they are getting by way of scholarships etc. is good enough when compared to what they are likely to earn in the open market. That is why they are not interested either in study or the outcome of the examination. Instead, they choose to drift along.

- 6.11.2 While nobody would have a complete answer to this problem, one part of the problem which is caused by a handful of students can be taken care of relatively easily and with a marginal investment of funds.
- 6.11.3 We propose for the consideration of the State government as also the universities that, in addition to the normal security arrangements which a campus might have, a campus should also have a mobile corp's of well-trained and alert police personnel on loan from the government for a specific number of days. They should work under the command of a young and alert police officer of the rank of a D.C.P. He should both command them and instruct them in the art of dealing with such a situation. On a campus like Andhra, Sri Venkateswara or Osmania, even two dozen well-trained police personnel would be able to control the situation provided their reaction time is 2 to 3 minutes, they are equipped with an appropriate communication system which would cut down any kind of delay and, above all, they are equipped with motorcycles and jeeps. Wherever there is an ugly situation, it should be possible for them to be either present before a crisis blows up or reach the spot within a matter of minutes. This mode of working has not been tried anywhere but it has considerable potential. Therefore, it is worth trying.
- 6.11.4 In order to ensure its success, several other preconditions would have to be met. These may be listed as under:
- 6.11.5 Some responsible person on the campus, say, the Proctor or the Registrar, should be vested with magisterial powers. Should it become necessary or in case of an emergency, it should be possible for him to issue appropriate orders to the police force on duty.
- 6.11.6 The police personnel should not be armed though, as is the general practice, their officers would be armed.
- 6.11.7 The job of this select body of men would be to deal with an emergency or an unexpected situation. For the rest, the normal police procedures can and will come into play, though one hopes and trusts that this would not be necessary. Quite a few campuses have police assistance on the campus itself. They know how to react to situations. What is proposed now is an additional facility which may be in the nature of a Rapid Action Force.
- 6.11.8 These select personnel should not live on the campus. They may be posted for a brief duration of time or designated to be available for duty as and when they are required. The intention is not to encourage any kind of fraternisation between the students and the police personnel.
- 6.11.9 However, the police personnel should be well-educated, alert and fully seized of the situation. This is only a way of saying that they should understand the political

nuances of what their intervention is going to mean. It is rarely that a situation blows up so suddenly that the police are not prepared for it. As the situation is brewing, some senior person should instruct the police personnel with regard to what is happening, what is to be avoided and so on. The important thing is to ensure swift and decisive intervention by a group of well-trained people who can be depended upon to prevent a crisis from occurring. A crisis may still occur. But then nobody should be able to take advantage of the element of surprise. The Committee came across several cases where both teachers and students had been taken by surprise. Before they knew what was happening, work had got disrupted and some kind of an undeclared strike had got launched. A strike is in order but not a guerrilla action.

- 6.11.10 Such an experiment has not been tried anywhere in India. But let it be recognised that Andhra Pradesh has a reputation for being one of the more disturbed states in the country as far as students are concerned. Since a good deal of this activity is sneak activity, steps have to be taken to pre-empt it. This would be one way of doing so.
- 6.11.11 Andhra was the first State in the country to set up a Special Protection Force. It has considerable experience in providing security to industrial units and power houses and in handling other similar assignments. Its experience with the university would be novel. In this connection, two points require to be taken into account. One, the number of days on which the police force would be required would perhaps not be even 100 days per year; perhaps half of that. Secondly, the cost to the university would be nominal when compared to the sum of around 30 lakhs that is spent on each working day of a major university campus.

## 6.12 THE FALL OUT

- 6.12.1 Two matters which have a direct bearing on the campus situation are dealt with elsewhere. One relates to the management of hostels and the other to student services. If positive action is initiated on those two fronts, there would be much less pressure on the campuses than exists today. It is to deal with the unexpected developments in the form of sneak attacks by students that the above recommendation is being made.
- 6.12.2 We are of the view that once there is peace on the campus, and two thirds of the load which a Vice-Chancellor is required to carry today is delegated to others, the Vice-Chancellorship would become a highly coveted job. Today, those who take it grumble as much as they feel gratified at being given a chance to run a university. But once things are reorganised as recommended, the Vice-Chancellorship would become a vastly more attractive proposition than it is today.
- 6.12.3 As of today, good Vice-Chancellors are scarce. There are a number of reasons for it. One is the political dimension which has been referred to repeatedly. Secondly, there is not enough delegation of power to persons at the lower levels with the result that their administrative potential is not properly honed. Once devolution of power takes place, much greater evidence of leadership from amongst the teachers of the university would begin to emerge. Thirdly, the best success that a Vice-Chancellor can claim

today is that he kept the machine going. It is a rare case when he can make a contribution to the institution. We are convinced that even if a partial implementation of the recommendations made in this report is possible, the picture can change substantially.

## **6.13 DEALING WITH RESEARCH INSTITUTES**

- 6.13.1 A few of the older universities, and one or two new ones also, have a number of research institutes which, over the years, have somewhat moved away from the universities. They get funds from outside agencies both for independent buildings and certain other ongoing projects. In other words, with the passage of time, these research institutes are beginning to grow in size and complexity and, not unnaturally, wish to decide things for themselves.
- 6.13.2 The issue of their relationship with the university has not been resolved satisfactorily in any one of the universities. A good deal depends upon the working relationship between the head of such a research institute and the Vice-Chancellor. If the relationship is cordial, there are no problems. If it is not exactly cordial, tensions begin to arise. These in turn affect the working of these research institutes.
- 6.13.3 It is a sign of the growth and vitality of the universities that such institutes exist and, what is more, are growing in the extent and range of their activities. To keep up the momentum, it is important to ensure that nothing is done to impede their work or thwart them in any way. And yet, the fact if they seek to be autonomous, as is only natural, then the nature of that relationship must be properly and constructively defined.
- 6.13.4 In our opinion, a committee appointed by the Executive Council of one of the senior universities should look into how the institutions have been evolving, what kind of leadership they have thrown up, how much of funding has been secured and what the possibilities of future funding are. All these related matters should be gone into in detail. Depending on its report, the Executive Council should then determine what is the extent of autonomy that can be granted to the said institutes. While doing so, it would be useful to involve the State Council as well. After all, there should be a broad identity of approach that is common to all the universities.
- 6.13.5 To be more specific, there can be three levels of autonomy. At one level, they may be completely autonomous except that when they negotiate for a grant, it is with the prior knowledge of the university. At the second level, the grant may be negotiated by the institute but is operated by the university, subject, of course, to the delegation of powers to the concerned institute. At the third level, the quantum of autonomy can be even lower than that.
- 6.13.6 These various issues should be gone into by the university through the agency of a committee as already stated and some kind of a plan of action worked out. What level of autonomy is to be given to an institute should depend upon the institute meeting certain norms and requirements. Once autonomy is conceded, it should not be abridged without due process. That is to say, if it is proposed to modify the level

of autonomy, due notice should be given to that institute and its views obtained - something like what the Visitor does when he wishes to give a directive to a university.

- 6.13.7 The provision of such a power with the university in a potential form would keep the institute on its toes. At the same time, it would ensure that there is an in-built incentive to function more and more effectively and eventually reach a stage when the institute and the university have a father-son relationship. In other words, at some stage the son becomes completely autonomous but the bond uniting the two is never snapped.

## **6.14 COURT CASES**

- 6.14.1 In order to understand the pathology of any university, the obvious thing to do is to analyse the legal cases which are won or lost by a university. Generally, it is the latter which happens.

- 6.14.2 In our questionnaire, we asked the universities to supply information in this regard. The information is far from detailed. We did not propose to go into details but wanted to get a general idea of what was happening on the legal front. According to the information supplied, in the years since 1989 the highest number of cases currently pending were 61 in Osmania, 40 in Andhra, 13 in Kakatiya and 11 in Sri Padmavati Mahila Visvavidyalayam. Sri Venkateswara University did not supply the information asked for. If there are some gaps here, this is not because of any reason other than the fact that the universities did not choose to supply the required information.

- 6.14.3 One piece of information that we could have asked for was: how many cases did the university win and how many did it lose? When a university loses a case, the general presumption is that the university did not act fairly. This is said because hardly any university is handicapped for lack of competent legal advice. In fact, universities are generally in a position to engage the best of legal talent. If, in spite of that, a university loses a case, obviously it must have been a bad case.

- 6.14.4 We are of the view that, apart from various other things the State Council does, it should also keep a vigilant eye on the court cases in which universities are involved. Not only should it keep itself informed of what is happening in this regard, it should also keep an eye on the amount of expenditure being incurred. While it is not possible to lay down a general proposition, it stands to reason that if a university spends more than a small fraction of its budget on litigation, there is something wrong with the way the university is being administered.

## **6.15 AFFILIATION OF COLLEGES**

- 6.15.1 The situation in regard to the number and spread of affiliated colleges varies widely from university to university. To some extent, how developed or not a university is, is what counts. At the same time, one feeling cannot be avoided. There has been hardly any planning over time or across regions. This is a job in respect of which the

State Council is expected to play a leading role. The Council should, therefore, ensure that permission to affiliate colleges is not given haphazardly but according to a certain plan and in response to the needs of the locality or the region.

- 6.15.2 In this connection, it requires to be noted that, in the late 80's, the then government decided that since no additional funding would be available, therefore no new affiliations may be allowed in the expectation of a grant from the government. For a few years, there was a kind of stalemate. Then there was a change of government and the number of new colleges began to swell. In Osmania University, for example, 142 new colleges were established between 1984 and 1994. Andhra University was more cautious and only 11 new colleges were established between 1984 and 1991, but from 1991 to 1993 as many as 39 were established. Sri Venkateswara University also granted affiliation to 30 new colleges during these years as did Nagarjuna; 38 were affiliated. Of all universities, Kakatiya was the most cautious but that is neither here nor there. The overall picture is that a large number of affiliations were allowed during the last half a decade.
- 6.15.3 The more notable thing however is that most of these affiliations have been in respect of MBA, Law and MCA courses. MBA is one of the preferred courses but is generally given to Commerce colleges. In Andhra University, it has been given to 8 colleges but in Osmania the number is 13. With this expansion in numbers, it should require no effort to prove that appropriate facilities could not be provided. In particular, universities are unable to get teachers of the required calibre. When Commerce colleges could not even recruit men and women of ability for Commerce, to look for teachers who can instruct MBA students is to look for snow in a tropical forest. The plain fact is that these colleges charge high fees, give substandard education and simply permit students to sit for the MBA examination conducted by the university. Some students pass and others fail. No firm data in this regard is available. Everything depends upon the ability of the student to prepare on his own. As far as the teaching input is concerned, it is downright unsatisfactory.
- 6.15.4 The same is applicable in the case of MCA courses. Osmania university allowed 37 colleges to admit students to the MCA course between 1992 and 1995. Out of them, 9 had gone to the High Court and were able to convince the Court that their facilities were not inferior to those provided in other colleges and they be allowed to enrol students. They were granted permission. There has been some kind of a revulsion against the debasement of standards even within the university. The Board of Management of Osmania had delegated its power to affiliate to the Academic Senate but now it has decided to withdraw it.
- 6.15.5 The situation with regard to Law colleges is even more unacceptable. Prior to 1988, no private college had been given the right to admit students for Law. Now 28 of them have this privilege. Most of them were allowed to enrol students around 1990.
- 6.15.6 Several issues arise but two of them may be listed here:
- (i) When pressure is exerted either by the government or by certain other interested persons and is not resisted by the university, it is a sad situation. Most universities

simply cave in. Instead of being custodians of academic standards, they become accomplices in the game of debasement.

- (ii) Professional councils are as passive as universities are. The All India Council of Technical Education and the Bar Council are directly concerned with what has been described above: It appears, however, that they too have not moved in the matter.

6.15.7 We are of the view that it is for the universities to assert themselves on their own and be able to stand up to pressures. It is a mark of their moral degeneration that they are unable to do so. That in certain cases even the chief executives play a far from creditable role in defending the interests of the university is sad in the extreme.

6.15.8 Whatever be the legal or moral position, it is for the State Council to ensure that these things do not happen and that the universities do not cave in under pressure. All around the world, Quality Assurance mechanisms are sought to be installed. It is only in India that universities do not hesitate to dilute academic standards. If India has to catch up with the rest of the world, this process would have to be reversed.

6.15.9 Even if everybody agrees with what has been stated above, the situation is not going to change unless a few concrete steps are taken to put a stop to this kind of situation. The most important of them is to look at the rules of affiliation and, secondly, to monitor how those rules are implemented. Both these jobs would have to be handled by the State Council. This is only a way of saying that the State Council should sit in judgement over what the universities do and point out wherever and whenever things go wrong. The implementation of rules has to be ensured. If the universities choose to violate them, there is no choice except that the State Council steps in.

6.15.10 As far as the rules, themselves, are concerned, they should be reframed in such a way that a clear distinction is drawn between provisional affiliation and permanent affiliation. As of today, rules for permanent affiliation are laid down with a certain degree of specificity. When it comes to provisional affiliation, there is lack of precision however. Therefore, it is possible to juggle with the application of rules.

6.15.11 While reconsidering the rules, the State Council should ensure that the rules for provisional affiliation admit of only one answer - yes or no. If a certain minimum number of conditions - those have to be specified - are not met, clearly provisional affiliation cannot be given. Perhaps, it would be in order to illustrate the statement with the help of an example.

6.15.12 To say that a certain number of teachers should be appointed is not enough. The requirement should be that the required number of teachers are actually in position before the request even for conditional affiliation is put up for consideration by the university. If the procedure of advertisement, interview, appointment etc. is still to be gone through, there can be many a slip between the cup and the lip. Therefore nothing should be left to chance or manipulation. Everything should be clearly specified and adhered to.

- 6.15.13 Every single member of the Inspection Committee while signing the report should make sure that the required conditions have been complied with. If it is subsequently found that he was casual in verifying the truth or that the provisions were misapplied, it should be regarded as an instance of academic misconduct. Without such stern steps being taken to change the existing system whereby there is a conspiracy of silence between the colleges and those who visit them, the situation would not improve.
- 6.15.14 One more dimension of this issue may also be referred to. Presently, the State Council is given a role in respect of affiliation though we cannot say with any sense of conviction that this obligation has been properly discharged. That apart, should the State government have any say in this regard?
- 6.15.15 We cannot say whether such a thing is contemplated or not. In keeping with the general approach to things, when structures created by the State fail to perform, as is happening in many a sphere of activity, the immediate reaction of those in authority is to take over that function themselves. That leads to disaster. There is ample evidence to substantiate this contention. What is more, a stage is unavoidably reached when the State itself becomes dysfunctional. It does not require a very high order of intelligence to see that something of this kind is already beginning to happen in India.
- 6.15.16 That is why we are of the view that any change in the existing system would create more problems than it would solve. The answer to the problem is to oblige those vested with a certain power to put that power to effective and mandatory use. Failure to do so should not be condoned. Wherever necessary, appropriate measures should be taken to ensure that whatever is laid down is done - without delay and without exception. It is only by insisting upon due performance on the part of those vested with authority that things would begin to improve. Any other course of action would be self-destructive.

## **6.16 DISCIPLINE**

- 6.16.1 Whose job is it to maintain discipline in the university? Both according to the Act, and even otherwise, everyone recognises that the Vice-Chancellor is the administrative and academic head of the university. Any failure to maintain discipline is, therefore, without question a reflection on his administrative capability.
- 6.16.2 No one will disagree with this proposition. The point, however, is that over the years two things have happened and both of them, acting in reinforcement of each other, have created an academically unhelpful situation.
- 6.16.3 For one reason or another, students believe that they have to defy authority. This is not at all unnatural. Adolescence is just the age when young people think that they cannot be forced to do things against their wishes. Not only are their perceptions different, even their ways of reacting to things are different. A certain amount of restlessness is, therefore, a part of the given situation.
- 6.16.4 A tactful Vice-Chancellor would know how to deal with all kinds of situations that arise. Some can be dealt with through good humour, others by enforcing certain rules and still others by laying down the law and not submitting to intimidation. There is a



whole range of responses available to the Vice-Chancellor. How he responds to a given situation is upto him. Failure to deal with such situations leads to disruption and sometimes even to violence on the campus.

- 6.16.5 It is the second aspect of the situation which is no less a cause for academic disquiet. Several weeks are lost owing to delays in admission; the process is generally dragged on and on. Some teaching is done but nobody settles down to serious academic work. If, on top of it, there are other disruptions, a large number of teaching days are lost. One reason why the target of 180 teaching days cannot be met is because of these unpredictable developments.
- 6.16.6 Because of delinquency in the air, and various other causes, sometimes the students decide entirely on their own, and without any prompting from any one, that on a particular day (or days) there would be no teaching. In other words, it is not the university which decides that there would be no teaching, it is the students who do so. Why they do so is a complex question.
- 6.16.7 One reason is the atmosphere of permissiveness. The second reason is that (and here the general body of teachers is also involved), the syllabus as prescribed in most universities is not rigorous enough and does not demand sustained, academic work for 180 days. Even if teaching takes place for 90 or 100 days the prescribed syllabus can be covered. Nobody has to tell the students that the syllabus is designed that way. They inherit this information from their seniors.
- 6.16.8 The answer to the problem of indiscipline is, therefore, not so simple. When under the overall direction of the State Council, the issue of revised syllabi is taken up, this particular dimension of the kind and quality of work that requires to be done should also be taken up.
- 6.16.9 In fact, one can go further and say that the syllabus in each discipline should precisely indicate the number of teaching hours which are required in order to teach a particular topic. If the total number of hours is equal to what can be done by working for 7-8 hours a day for 180 days, there would be no room for students to play the truant, either voluntarily or even under compulsion.
- 6.16.10 This digression is meant to indicate that the problem of discipline is both academic and administrative in character. It is the teachers who have to take charge of the academic aspect. The administrative aspect, however, has to be looked after by the Vice-Chancellor.
- 6.16.11 We have said a good deal about the Vice-Chancellor and the qualities which he should have. The only thing we wish to add here is that he must be a strong and just man. His sense of justice should be as unerring as his strength of character or what is called firmness. No one should be in any doubt that the man who has been selected for this august office is capable of strong action if it is called for.
- 6.16.12 It goes without saying that all this would be possible when the full and unconditional support of the government is available to him. Otherwise, he would not be able to take strong action. Indeed, we would go to the extent of saying that if he is not capable of taking strong action, the government had no business to appoint him in the first instance and he is a misfit in that job.

# UNIVERSITIES AND THE GOVERNMENT

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### 7.1 INTRODUCTION:

- 7.1.1 In today's world, universities are inconceivable without the sponsorship or, at least, the financial support of the government. This is so not only in India. Even in some of the developed countries, where private universities have existed for hundreds of years, universities receive substantial support from the government. It may not be in a direct form but a good deal of the research is generally funded by the government.
- 7.1.2 In our country, no university can be established, as per the Indian Constitution, without either the Central or the State government taking the initiative. Even deemed-to-be universities or Institutes of National Importance come into being as a result of secondary legislation and the role of the government is crucial. The financial support of the government is, in any case, indispensable in India and that is one reason, amongst others, which makes relationship between the universities and the government an important theme of discussion.
- 7.1.3 The problem of government funding has always been a complicated one in every society. When in terms of Entry 66 of List I of Schedule VII of the Constitution, the Central government decided to establish the UGC, the legal implications were gone into thoroughly at that time by the then Ministry of Law. One aspect of it may be referred to here in particular, for the source of this information was none other than C.D. Deshmukh who was the first Chairman of the UGC.

## **7.2 UGC EXPERIENCE**

- 7.2.1 When the UGC bill was under consideration, it was mooted, as was customary till then, that whatever be the decision of the concerned agency in question, and even if a representative of the Ministry of Finance had been a party to the decision arrived at, the Ministry of Finance reserved the right to sit in judgment on what had been decided. This had been the tradition right from the British days. The then Prime Minister, however, felt that in the case of the UGC, a different procedure might be followed. He maintained that a matter once decided by the UGC should not be reopened even by the Ministry of Finance. This led to a difference of opinion between Pandit Nehru and C.D.Deshmukh. Eventually, the matter was taken to the Cabinet and the latter was overruled.
- 7.2.2 Having worked in the UGC, he said on this occasion, he had changed his earlier opinion. He agreed with the then Prime Minister that the last word should lie with the UGC and not with the Ministry of Finance.
- 7.2.3 As subsequent events have shown, this formula of conceding financial autonomy to the UGC has worked fairly well. It is only matters relating to policy issues, or matters which have long term or permanent implications (like revision of pay scales, release of DA etc), that now go to the Ministry of Finance. All other decisions are taken by and in the UGC, and implemented without any further reference to anyone at the Centre. Certain other issues which fall under the exclusive jurisdiction of the Central government (for example, university legislation and other such issues) go, of course to the Department of Education. All other matters are decided by the UGC.
- 7.2.4 Over the years, some kind of an understanding has been reached regarding the division of work between the UGC and the Department of Education. This is not to suggest that there are no problems of adjustment between the two. Those are there. But the basic principle which the then Prime Minister supported has been accepted.

## **7.3 AP STATE COUNCIL OF HIGHER EDUCATION**

- 7.3.1 Andhra Pradesh was the first State in the country to have taken the initiative to set up a State Council of Higher Education. Since then, a couple of other States have also taken similar initiatives. Looking at how the State Council has functioned since 1988, a few issues arise. These may be identified as under:
- (i) Has the State Council functioned like a State-level counterpart of the UGC as originally visualised?
  - (ii) If not, does the Act of the State Council require any kind of amendment? If so, what should be the nature of that amendment?
  - (iii) What should be the role of the Department of Higher Education vis-a-vis the State Council?

7.3.2 On the basis of the data that has been made available to us by the State, including a volume entitled **Profile and Perspective of Higher Education in Andhra Pradesh** which was jointly prepared by the UGC and the AP State Council in 1990, the picture that emerges is somewhat like this. The Council has been doing something but, in terms of its impact, nothing significant has been accomplished so far. A few studies were initiated. Workshops in 13 selected subjects were organised so as to evolve a more relevant curriculum than before. Admission tests have been organised in a couple of subjects and it is proposed to extend the system to all the PG courses in the course of time.

7.3.3 There was some difficulty about the continuance of Deans for College Development Councils. This matter was sorted out with the help of the State Council. As many as 35 issues connected with university functioning were discussed at meetings of academics who came from different universities. As would be seen, there has been some activity but not according to a clearly worked out plan. No wonder the activities lack a clear focus or thrust. This is not to underrate the work done by the Council, but to draw attention to the limitations under which it has been working.

#### 7.4 FIFTH WHEEL IN THE COACH

7.4.1 The basic limitation is that universities regard the Council as a fifth wheel in the coach. Before the Act was amended in 1988, the Commissionerate (the predecessor of the State Council) handled the release of grants to universities and colleges. Funds were released by the Department of Education to the Commissionerate which in turn distributed them to universities and colleges. After the 1986 Act was struck down by the Supreme Court and the Council was reorganised, the latter has not been able to recover from that setback and has a feeling of being underemployed. This should be clear from the statements in a document sent to the Committee by the Council. One particular entry reads as follows.

This (allocation) was being done earlier in respect of Block Grants but now these are credited directly by Government. The matter needs to be examined and pursued with the Govt.

In its guarded way, the State Council has put its finger on the point where it hurts. To start with, the State Council was doing this job. Now, it is not doing it.

7.4.2 How did this come about? In order to answer this question, it is necessary to go into the history of the two years between 1986 and 1988. As soon as the Commissionerate was established in 1986, several teacher organisations described it as an attack on university autonomy. The matter was taken to the High Court which upheld the legality of the 1986 Act. Then the matter was taken to the Supreme Court. That court, however, held the Act *ultra vires*. Thereupon, it was decided by the State government to amend the 1986 Act and fall in line with what a Committee of the UGC had, in the meanwhile, recommended.

- 7.4.3 Following the adoption of the 1986 Policy on Education by Parliament, the UGC set up a committee under the chairmanship of one of its ex-Chairmen to go into the question of how the State Councils were to be established. The AP initiative had been undertaken before the 1986 Policy had been worked out. This move as a matter of fact was a response to the situation in the State. It was felt that the system had to be streamlined as well as tightened up. That is how the 1986 Act came to be adopted. The point of providing these details is that the UGC initiative to appoint that committee was not with reference to what was happening in AP but in pursuance of the adoption of the 1986 Policy by Parliament.
- 7.4.4 When the Supreme Court judgement struck down the 1986 Act, it seemed logical that the recommendations made by the UGC Committee meanwhile, would be taken into account and incorporated in the new Act. This was done. In doing so, intentionally or otherwise, steps were taken to emasculate the working of the Commissionerate. A few details would illustrate the point.
- (i) In the definition as given in the 1986 Act, a college also meant a junior college. Furthermore, higher education meant intermediate education and education leading to a degree or a PG degree including professional and technical education. In other words, the entire post-Matriculation spectrum of education was put under the Commissionerate.
  - (ii) The wide reach of the Commissionerate was underlined by another provision according to which the Director of Higher Education, the Director of Technical Education, the Secretary, Board of Intermediate Education as well as the Secretary, Board of Technical Education were required to function under the administrative control of the Commissionerate.
  - (iii) In terms of its powers and functions, the Commissionerate was empowered to administer and release grants-in-aid to universities and private colleges and report the same to the government. Another significant power vested with the Commissionerate was to undertake accreditation functions. Incidentally, the 1988 Act omits any reference to this function.
  - (iv) In regard to scales of pay and service conditions of the teaching and non-teaching staff, the Commissionerate was to make suggestions in terms of the guidelines issued by the government from time to time. However, the final decision rested with the government.
- 7.4.5 As should be apparent, these changes were extensive in character and, what is more, were to be exercised by someone who would not belong to the bureaucracy but would be brought from the academic world and vested with powers which in a large number of cases were exercised by Secretaries to the government.
- 7.4.6 During the two years that the Commissionerate had functioned under the 1986 Act, grants had been given to universities and colleges through it. Universities and colleges, therefore, started looking up to the Commissionerate as the agency which both funded them and oversaw their working. Once, however, the 1988 Act was brought in and the State Council was established, it became a toothless body. All that it could

do was to make recommendations to the government and it was for the government to accept or not to accept them.

- 7.4.7 A comparison between the UGC report on the setting up of State Councils and the powers given to the AP State Council makes it clear that, while amending the Act, some of the recommendations were adopted, while others were not. For example, the UGC Committee had divided the functions of State Councils into three broad categories: Planning and Coordination, Academic Functions and Advisory Functions.
- 7.4.8 This broad division was retained but what was not retained was another crucial recommendation of the UGC Committee which had observed that State Councils should "administer and release grants-in-aid from State governments to universities and colleges in the State. For this purpose, the State government shall place grants meant for the universities and colleges at the disposal of the Council". This particular recommendation was not made applicable to the AP State Council and the power of releasing grants was returned to the Department of Education which had exercised it before 1986.
- 7.4.9 This general description, also, sidesteps another provision of the 1988 Act. Article 14(1) reads as follows:
- " It shall be the duty of the State Council to allocate grants to different Universities and degree colleges in the State from out of the funds received by it under sub-section 13 and release the same to concerned Universities and colleges.
- 7.4.10 In other words, had the Council insisted, it could have asserted its right to distribute funds to universities and colleges. For that to happen, funds had to be released to the Council by the government. Since that was not done, the Council became largely helpless and virtually immobile.
- 7.4.11 The sequence of developments shows that the State Council was made to feel unwanted and deprived both of its power and prestige. Today the State Council exists in name. It is only a ghost of its former self. No wonder universities and colleges do not take it seriously. In fact, most colleges hardly interact with the State Council and it is only the universities that do. They show it the kind of deference that is shown to a senior. But the universities know that if they want funds, they have to deal with the State government and not with the State Council; the Council is somewhere in the picture but it does not count.
- 7.4.12 For the sake of the record, the following other deviations from the UGC report which were introduced in the 1988 Act may also be mentioned:
- (i) The UGC Committee had recommended a Chairman who would hold office for a term of 5 years. In the case of AP, this was reduced to a period of 3 years with the provision that the same person would be eligible for reappointment for a second term also.
  - (ii) The UGC Committee had not visualised a Vice-Chairman for the State Council, whereas the AP Council Act provides for one.

(iii) The UGC Committee had a provision for all India membership of the State Council as well as the inclusion of two teachers in it. The AP Act neither refers to the all India dimension nor does it hint at the possibility of the inclusion of teachers.

7.4.13 In other words, while amending the 1986 Act, the new Act was recast in such a manner that, where it suited those who drafted the amending Act, the UGC provisions were retained. Where, however, it did not suit them, certain new provisions were introduced. Who did it and why? These are issues that cannot be gone into today. The fact remains that the AP State Council in its present form is not what it was visualised to be at one time.

7.4.14 That the changes have been entirely adverse to the State Council should become apparent from one simple instance. In early 1993, as in the preceding years, a meeting of the Vice-Chancellors in the State was convened by the State Council. The Department of Higher Education, however, felt that it was its job to convene such a meeting. There was some correspondence between the then Chairman of the State Council and the Department. Despite the internal wrangling that took place, the issue of who was entitled to summon such a meeting could not be resolved. Ultimately, it was left unresolved and that is where the matter rests.

7.4.15 In contrast, we would like to refer to the way the UGC functions. Conferences of Vice-Chancellors are jointly convened by the Ministry of Education and the UGC and there is never any issue of whose jurisdiction it is. It is also done so very amicably. The more pertinent thing is how the power of the purse is exercised. After the grants have been voted upon in respect of the Department of Education, funds are released to the UGC and the UGC alone deals with the universities and colleges. The Department of Education has no mechanism for dealing with these institutions.

7.4.16 Such a mechanism did exist till 1954 when these functions were being performed by the Ministry of Education. Once the UGC was set up, however, all these responsibilities were transferred to the UGC and, as of today, the Department of Education is not equipped to handle the release of grants to universities and colleges.

## **7.5 MODEL FOR ANDHRA PRADESH**

7.5.1 What should be the model as far as the State of Andhra Pradesh is concerned? In our opinion, the AP State Council should be a prototype of the UGC as far as the State is concerned. In other words, while the AP State Council would advise the Government in determining the block maintenance grants and lay down the basis for such grants, after the grants have been voted upon by the Assembly, the amount should be transferred to the State Council for disbursement to universities and colleges.

7.5.2 There is, however, a danger to be guarded against. Whether it was so intended or not, the UGC has virtually become a grant giving body and its academic functions do not receive as much attention as they ought to. We do not wish the AP State Council to follow that part of the UGC model. In our various recommendations

elsewhere in the report, we have said in fairly specific terms what we expect the State Council to do. That is what we envisage and that is precisely what we would like the State Council to do.

7.5.3 Having described the situation since 1988 in some detail, it should not be necessary to argue any further in regard to what kind of amendments ought to be introduced in the AP State Council Act. What was done in 1988 was selective in character. While formally conforming to the UGC Committee report on the setting up of State Councils, the AP Council was converted into some kind of an advisory body. Everything virtually reverted back to the Department and the 1986 intention to have a mediating body, like the UGC, between the government and the universities was given up.

## 7.6 MATTER OF HIGH POLICY

7.6.1 Before going on to the third issue raised above (What should be the role of the Department of Higher Education vis-a-vis the State Council), we wish to acknowledge the fact that this is a matter of high policy and requires to be considered at the Cabinet level.

7.6.2 From what we recall of the circumstances in which the State Council was set up, the manner in which the original Act was amended so as to conform to the UGC requirement and some of the statements made at that time by the Chief Minister, the picture that emerges is as follows:

- (i) It was visualized that the Department of Education would basically deal with education up to class X. All other levels of education, including junior colleges and vocational education, would be dealt with by the State Council.
- (ii) Consequently, the Commissionerate was envisaged to be a high powered body which would deal with universities, colleges, junior colleges, vocational education and so on.

7.6.3 If this scheme had been put in practice, there would not have been much left for the Department of Education to do. An analogy with the Centre would, perhaps, be helpful. Today, in the Central government, there is a Department of Education which deals with all matters of higher education and the whole range of education including technical education. However, except for legislative matters, allocation of funds and such other issues, everything else has been delegated to the UGC and the AICTE.

7.6.4 Some such corresponding adjustments require to be made at the State level as well, provided the model envisaged in 1986-87 is still regarded as valid. In case it is not to be implemented, some of the questions that would have to be dealt with may be listed as follows.

- (i) Who is to actually disburse the grants to the universities? Should it be the Department of Higher Education or should it be the State Council?



- (ii) At present, colleges are exclusively dealt with by the Department of Higher Education. A substantial proportion of the budget meant for higher education (280 crores out of 400 crores) is spent on colleges. Obviously, the matter requires a specific decision. Currently, there is a tendency not to equate the working of universities and colleges. One evidence of it is the terms of reference given to this Committee. Only universities have been included while colleges are excluded.
- (iii) This is not to argue that colleges, too, should have been included. Indeed, that would have made the task of the Committee formidable. Yet, it must be recognised that some of the problems are common to both. Therefore, an overall and integrated view has to be taken not only in respect of the linkages but also in respect of the availability and training of teachers, upgradation of syllabi and other related matters. To argue, therefore, that both universities and colleges should be administered by the same body is both logically and administratively advisable.

7.6.5 In our view, the job ought to be done by the State Council. Should the State government, however, decide against it, some of the caveats raised above would need to be dealt with.

7.6.6 Regardless of whether any additional responsibilities are given to the State Council or not, its functioning needs to be streamlined and strengthened in a variety of ways. We have chosen to be as specific as possible in the body of the report. Not many of those recommendations would get implemented unless the State Council takes up the full load of the responsibilities cast upon it.

## 7.7 TWO OTHER DIMENSIONS

7.7.1 Two other dimensions of the problem may be referred to here. One, the functioning of the UGC over a period of years has shown that in the absence of fulltime members, other than the Chairman and the Vice-Chairman, most of the administrative work devolves upon the secretariat. This is not a happy situation. It has been argued repeatedly that a better model would be to have several wholtime members. Each one of them can be assigned a specific portfolio and business can be transacted much more effectively than is the case today.

7.7.2 Secondly, whether this model is to be adopted or not, it would be advisable to create a two-tier system. Instead of a large membership of the Council, something in the nature of a consultation body can be set up. This body may consist of all the Vice-Chancellors, two teachers nominated by the Academic Senate of each university in the State and a few competent and committed teachers nominated by the Chancellor and the State government (Details in this regard can be worked out). This advisory body would then interact with the wholtime members at least once a quarter.

7.7.3 What happens today at the UGC level is somewhat disconcerting. Certain decisions of an academic nature are taken but there is no representative academic opinion available

to the UGC. This flaw in its functioning is becoming increasingly incongruent at the Central level. However, learning from this weakness in the working of the UGC, steps can be taken to repair the deficiency and to involve teachers in the process of decision-making at the State level. This would give teachers the sense of involvement which they sorely lack today.

## 7.8 RELATIONSHIP BETWEEN THE UNIVERSITIES AND THE GOVERNMENT

7.8.1 Three other points require to be made in regard to the relationship between the universities and the Government.

- (i) Universities are generally established partly for academic and partly for political reasons. The political considerations are met as soon as the decision to establish a university has been announced and the site has been allotted. Then begins the next stage of the building up of the campus and all that goes with it.
- (ii) Travelling around the State, we have come to the conclusion that while the older universities are reasonably well provided for, the younger universities have not received the kind of support that they ought to have received. Presumably this came to pass, because the younger universities were established at a stage of development when funding was beginning to be more and more difficult and the government had to meet several competing claims; for instance, the burgeoning number of colleges. It is possible to anticipate the line of reasoning which might be advanced by the government; financial stringency and so on. And yet, to have a situation where some universities do not even have the minimum facilities and face all kinds of difficulties is not a matter that can be treated lightly. One of them is particularly serious. Unless some more funds are invested, in addition to what has already been invested, even the earlier investment would remain infructuous to quite an extent. In the chapter on **Funding**, we have argued for a planned mode of development funding so that the universities become reasonably productive. Productivity depends as much upon capital investment and other inputs as upon the manner in which these are administered.
- (iii) UGC norms require that the universities function in respect of teaching for 180 days in a year; this excludes examination time and preparation for examinations, admissions and so on. This norm of work is not being complied with anywhere.

7.8.2 If universities fail to live up to the norm of 180 teaching days, there are a number of reasons. Only some of them have been gone into in the chapter on **The Teaching Ambience**. One aspect of it, however, calls for the serious attention of even the State government.

7.8.3 In the two oldest universities of the State (Osmania and Andhra), the government is spending something like 30 crores of rupees per year. In other words, the expenditure per day comes to a large sum of money. Even if one teaching day is lost because of student disruption or for any other reason, the loss per teaching day to the Government is around 25-30 lakhs per working day per university. Therefore, it is

as much in the interest of the government to ensure that the universities function regularly and systematically, as it is in the interest of the public that they do so.

7.8.4 In the situation that exists today, the government represents the society. The society has vested interests in seeking to ensure that the university is run properly. If the government chooses to talk rather than act or treats its responsibility casually, the government is letting down the society and jeopardising its basic interests. Certain proposals have been made elsewhere in this regard (6.11 for instance) and they need to be given urgent and careful attention.

## 7.9 UNIVERSITY AS A SOCIAL INSTITUTION

7.9.1 At this stage, we also wish to underline the unique character of the university as a social institution. If, for instance, the transport system is mismanaged, it causes disruption, even commotion, and people feel upset but each one of the passengers is a unit by himself. Passengers come together only for undertaking a particular journey from one place to another. As soon as the journey is completed, everyone goes his own way and there is no other occasion for the passengers to come together.

7.9.2 A university, on the other hand, is a social institution where thousands of students come together, live together, function together and, when excited or challenged, can become a formidable force for disruption. Instances are known when students have grouped together and functioned as a collective social force. Often, it has not only created problems of law and order, but sometimes even forced the government to change certain decisions.

7.9.3 In view of this danger, it is in the interest of the government to see that students are not driven into a situation where, though they come together for study, they end up by becoming a force of disruption. Is it not odd that while in the case of major universities the government spends 25-30 lakhs per teaching day, it is not prepared to spend another 30-40 lakhs per year in order to safeguard what is being spent already?

7.9.4 To put it in another way, we would urge the government to look at its own functioning and that of the universities both from the positive and the negative points of view. In positive terms, manpower is being trained and generated and this helps the country. In negative terms, unless the working of the universities is smooth and peaceful and geared to greater academic productivity, negative forces take over and cause disruption. As stated earlier, in no other social institution is there such a potential for the users of that facility to come together and agitate.

7.9.5 In every other situation, people are generally passive victims of callousness and mismanagement. In the case of universities, students do not take things lying down beyond a point and go on the offensive if they are treated unfairly. One of the things that the government must, therefore, ensure is that the social and academic health of the universities is not only maintained in terms of the norms laid down, but that one of the more sensitive and potentially explosive social institutions is put on the channel to better productivity as well as greater creativity.

## 7.10 CHOICE OF THE VICE-CHANCELLOR

- 7.10.1 The two most important decisions that a government has to take in regard to any university are (a) funding and (b) appointment of the Vice-Chancellor. Related to the second point is the fact that it also has to nominate people to various university bodies. The issue of funding has been dealt with in a separate chapter. Here, we wish to confine ourselves to the choice of the Vice-Chancellor, his mode of appointment, the powers that he is given and the support that he receives from the government on a day-to-day basis.
- 7.10.2 It goes without saying that no university can be run successfully without a close understanding between the head of the university and the government. Based on that understanding, the two have to coordinate with each other. Since this coordination would be on a day-to-day basis, it is not possible to specify in advance how this is to be ensured. It should suffice to say that without the right kind of coordination, the university would not be able to perform.
- 7.10.3 Looking at the state of the universities, not only today but as they functioned even 30-40 years ago, one thing stands out: the quality of Vice-Chancellors has been visibly declining. The most important reason for this decline, in our judgment, is the politicisation of the office of the chief executive.
- 7.10.4 Today, Vice-Chancellors get appointed mainly because they wield political influence. In the least, they have to be acceptable to the political party in power at a given point of time. In fact, things have deteriorated to such an extent that in some of the States even the replacement of a Chief Minister is accompanied by a wholesale replacement of Vice-Chancellors. To put it no more strongly, this happens because the Vice-Chancellor's office is looked upon as a politically crucial office. In our opinion, this is seeing things in a totally wrong perspective. A Vice-Chancellor has to be sensitive to political currents and cross currents but no more than that.
- 7.10.5 His success as the chief executive depends to a large extent on his refusal to align himself with any one of the parties. That this has not been happening, not just in Andhra Pradesh but in most other States, is an unfortunate fact. Our view is that the sooner this office can be depoliticized, the better it would be for the academic system and also for peace on the campus.
- 7.10.6 We have already made the point that universities are politically sensitive institutions. If not handled properly, students can go on a rampage and wreak havoc. It is in the interest of the political parties to delink the universities from political considerations. To the extent they do so, they would succeed in improving university education. This would, without question, strengthen the academic process. A few instances when this was not done in this State during the last few decades may be quoted here.
- (i) In the mid 60's, a University Act was passed to prevent a particular individual from functioning as a Vice-Chancellor. The matter went up to the Supreme Court which eventually decided that no legislation was valid if it was directed only at

one individual. In the whole controversy, several years were lost and the university concerned suffered a serious setback.

- (ii) Various political parties have tinkered with the nomenclature of the members of the executive body of the university from time to time. At one time, it was called the Syndicate, then it came to be called the Executive Council, after that it was called the Board of Management and later on the Executive Council once again. These various nomenclatures have been shuffled around partly in order to terminate the tenure of certain individuals before their term was due to expire. The motivation, sad to say, was political in each case.
- (iii) There have been instances where the posts of Vice-Chancellors have been kept vacant not for a month or two but for a whole year, and even longer. Instead, stop-gap appointments were made. These decisions brought instability to the universities concerned and undermined the academic process. In a few cases, even irregular things were done because the individuals did not stay long enough in office to cope with the aftermath. There was no occasion to either question their conduct or scrutinize their decisions.

7.10.7 Given this background, we put forward two alternative proposals for the appointment of Vice-Chancellors. Either of them can be taken up and implemented.

#### **Proposal A**

- (i) The State government should take direct responsibility for appointing a Vice-Chancellor. Whether it chooses to consult anyone or not should be entirely its decision. It may do so or it may not do so. Whichever way it is done, it should be clearly understood that the decision is that of the government, which must take unqualified responsibility for the appointment.
- (ii) What is happening today is a curious kind of hotchpotch. Vice-Chancellors are appointed nominally on the recommendations of a Search Committee which is appointed in terms of certain rules and regulations laid down either in the Act or in the statutes. The truth of the matter is that a Vice-Chancellor is first identified and then an appropriate Search Committee is constituted. The government has one nominee on this committee. All that he has to do is to ensure that a particular person who is proposed to be appointed is included in the list. Once that is done, there are no impediments in appointing him to that university.
- (iii) This procedure, it may be affirmed, deceives no one. That is why we propose that there need not be any reference to the Chancellor and the appointment should be made by the government in whatever manner it deems fit. In that case, the government would have to assume full responsibility for having chosen a particular person as a Vice-Chancellor.
- (iv) How he performs or fails to perform would in that case go to the credit or discredit, as the case may be, of the government. The present fiction, in terms of which the government nominee is brought in through a circuitous route, which is not unoften manipulated, needs to be eschewed.

## **Proposal B**

- (i) The Vice-Chancellor is appointed by the Chancellor and it is for him and the government to decide how to go about it. The basic responsibility is that of the Chancellor.
- (ii) In order to get assistance, the Chancellor may be guided by a Committee of three persons, one nominated by the Executive Council, one nominated by the UGC and one nominated by the Chancellor from outside the State; it being understood that he would be an academic of outstanding reputation.
- (iii) This Committee of three persons should submit a list of the names of three to five persons along with their bio-data to the Chancellor in a certain order of preference and the Chancellor should be governed by that order as given. In case, he wishes to change it, he must record his reasons in writing.
- (iv) This Committee of three persons constituted at (ii) above should operate on the basis of consensus. In other words, if any one of them disagrees on any name, such a name should not be included.
- (v) The committee of three as in (ii) above should suggest names only out of a panel prepared once a year in the following manner. Every university should be asked to suggest upto 5 names every year either out of its own staff (both university departments and colleges) or even from outside. These five names can be sent to the Chancellor's office and the list once finalised can be sent back to the university for its information and record. Considering the size of the State, a list of anything between 50 to 75 names should be in order. Apart from the listing of certain names, basic details about each one should be provided. In fact, these should be supplied by the individuals concerned which would be a token of the fact that they are ready to be considered for this job.
- (vi) This whole operation should be transparent in character. Today most people do not even know who the members of the committee are and which people were considered. Without going into the specifics of the discussion, the successive steps taken may be made public.
- (vii) The tenure of each Vice-Chancellor should be five years. After a certain amount of groping and experimentation in the matter, Maharashtra has come to the conclusion that a non-renewable term of five years is the best possible arrangement. Accordingly, this provision has been embodied in the latest 1994 legislation on the subject. If that person has performed very well, he may be nominated for the second time to another university.
- (viii) Every Vice-Chancellor should retire at the age of 65. At the time of his appointment, he should not be older than 62 years.

7.10.8 It may be underlined here that accountability of Vice-Chancellors is as important as the manner of their appointment. How this is to be ensured is a matter that has been discussed at paragraph 7.10.7. We are constrained to raise this issue because, in quite a few instances, decisions were taken which created complications. By the time the responsibility could be fixed, the chief executive is out of the picture, either he has retired or demitted office.

## 7.11 POLITICAL BIAS

7.11.1 What has been said in regard to the choice of the Vice-Chancellor applies with equal importance to the choice of persons to be nominated to various university bodies. This issue is dealt with a little later in greater detail. Meanwhile, it needs to be reiterated that what enables most people to get nominated to university is proximity to political power. This tendency has to be curbed. What should qualify them for nomination is that they are suited for the particular office, have a reputation for ability and integrity and, above all, are not aligned to any political group or party.

7.11.2 Hardly any political party or group has been free of this weakness during recent years. We do not wish to single out any one or any political party. But these considerations have become so much a part of the daily currency of life that hardly any one stops to look upon it as unusual.

7.11.3 Two additional things may be said in this regard. When someone is nominated, it should be taken into account that one of these days, the party in power would go out of office and, therefore, the person appointed as the Vice-Chancellor should be acceptable to the next political party as well. Unless this kind of approach is adopted, politicisation would continue to be a blight and a curse.

7.11.4 Secondly, if universities are to be taken seriously, and no government has any business to do otherwise, universities ought to be treated with the dignity that they deserve. This means that they are entitled to the best possible persons in the position of the chief executive.

7.11.5 To ignore this consideration is in a sense to insult the universities and to treat them like any other appointment under the purview of the government. What the governments forget is that, unlike other decisions, this particular decision will be appraised and adjudged suitable or unsuitable in a manner not known anywhere else.

7.11.6 No other institution has a body of young, idealistic and semi-permanent clients and users as universities have. The presence of students in universities and colleges makes university administration, and the chief executive in particular, answerable to them.

## 7.12 NOMINATIONS TO UNIVERSITY BODIES

7.12.1 Which persons are to be nominated to the various university bodies and in terms of what considerations are two important and interlinked issues. Therefore, they require to be dealt with together.

- 7.12.2 Before we consider these issues, it is equally important to consider the question whether the State government should have a right to nominate persons to various university bodies. Our answer is in the positive. When a university is set up as a statutory body by an Act of the Legislature, it is for the government to prescribe how that body is to be constituted. While doing so, if the government decides to nominate a certain proportion out of them, nobody should object to it.
- 7.12.3 There are two preconditions, however, which must be met. The first one is that only a certain proportion of the total membership of the relevant university bodies may be nominated. Under no circumstances should this proportion exceed 50 per cent. The remaining 50 per cent should be from within the university and the membership should be determined by rotation or they should be included in an ex-officio capacity. When some of the academics are nominated by the State government, it introduces an element of politicisation. This is precisely what we wish to be eschewed.
- 7.12.4 At one of the universities we visited, our attention was drawn to an extraordinary gazette notification dated 13.2.95 wherein the power to nominate persons to university bodies was vested exclusively in the State government. Since this matter has already been discussed, no more needs to be said about it. But what struck us as odd was that there was no tenure prescribed in respect of these nominations. Does it mean that a person who has been nominated can continue indefinitely or does it mean that his name can be dropped at any time? The matter needs to be looked into.
- 7.12.5 Secondly, while persons from outside the university may be nominated, those from within the university should never be nominated by the State government. This is a principle which should be adhered to save in exceptional cases. Otherwise, some persons from within the university would choose to forge links with those in power and this would, inevitably, lead to politicisation - a major curse of university life today.
- 7.12.6 In quite a few universities around the country, some nominations are made by the State government and some by the Chancellor. The intention behind this division of powers is that the Chancellor is expected to be non-political in his functioning. That, sometimes, there are deviations from this norm of conduct is a fact of life. But, on the whole, most Chancellors, even if ex-politicians, tend to be more objective than those who are currently involved in politics. It is for consideration whether some such division in respect of powers between the State government and the Chancellor should not also be carried out in respect of AP universities.
- 7.12.7 A clear cut distinction should be drawn between nominations to the Executive Council and to the Academic Senate. The former is more crucial in character and needs to be made after due and deliberate thought. It is here that the caveat made above in regard to nominations from within the university is particularly pertinent. If the State government nominates any of the internal academics on the Executive Council, this can be misunderstood or give rise to controversy. In our opinion, such a provision should be dropped from the statute book.



- 7.12.8 Rules in this regard should be so framed that academics from within the university find their way to the Executive Council in their own right. If any nomination has to be made, this power should be exclusively vested in the Chancellor. In the case of nominations to the Senate also, we favour the same guarded approach in respect of nominations from within the university.
- 7.12.9 We are also concerned with another issue. It is the participation of certain types of individuals in this body which needs to be given a special fillip. For example, there is a country-wide drive to bring universities and industry nearer each other. We would, therefore, like to make a special plea for the inclusion of quite a few persons connected with industry on the various university bodies.
- 7.12.10 While doing so, apart from the owners of business houses, who generally have a high profile at the State level, the participation of professionals who are comparatively faceless should not be overlooked. These professionals have passed through the portals of universities and owe a good part of their success to what they learnt during their years at the university. Now that they are in senior positions, they should be enabled to return the debt to their mother institutions. Their participation both in the Senate and in the faculties of Commerce, Management, Science, Technology, Agriculture etc would be highly desirable.

### **7.13 THE RIGHT TO AFFILIATE**

- 7.13.1 In the chapter on **The Governance of Universities** (6.15), something has been said about the system of affiliation and how universities need to tighten up their procedures. There is also a related question which legitimately speaking should be elaborated upon here rather than taken up there. This refers to the right to affiliate.
- 7.13.2 Who has the right to affiliate? The Education Commission (1964-66) went into this question. According to its report, there are two aspects of affiliation; academic and financial. As for the academic aspect, no institution other than a university is qualified to examine the issue and come to a decision. It is the university alone which understands the problems and has a certain degree of experience in handling such cases.
- 7.13.3 When a college applies for affiliation, its facilities and related matters have to be gone into. Only the university has a mechanism for doing so. Were the government to seek to do this job, it would presumably take only a political decision; in the circumstances, it would not even remotely be an academic decision. Whatever might have been the record of Osmania in this regard in the past, it has recently tried to streamline the procedure by setting up an Accreditation Committee. How it functions remains to be seen.
- 7.13.4 Then, there is the financial dimension. A college once affiliated generally claims grant-in-aid. Political pressures in this regard are so intense that almost a decade ago the AP government took a decision that a college might be recognised by a university and, in that sense, be an affiliated college but that would not entitle it to a grant-in-aid from the government.

- .13.5 Once this decision was made, the political pressures ceased to operate. What is more, the system has stood the test of time. In Andhra Pradesh, the State Council, too, was given a role. This is exactly as it ought to be. The whole philosophy behind what is called the UGC principle invented by the British after World War I was that the government should not deal with the universities directly but through an intermediate body. India took over this model from the U.K. in the mid 50's. It was AP, however, which took the initiative to extend this to the State level.
- 7.13.6 To conclude, we are in favour of the present system continuing. That is to say, a college should be judged as suitable or unsuitable by the concerned university and the government should have nothing to do with the act of affiliation. Who is to judge the colleges in regard to their performance? The recent Osmania initiative suffers from this infirmity that while one committee of the university would grant affiliation, another committee of the same university would sit in judgement on that decision. Properly speaking, such a judgement should be exercised by another agency. In this context, the State Council seems to be the appropriate agency for that purpose.

#### **7.14 THE ACCREDITATION FUNCTION**

- 7.14.1 It was stated at 7.4.4 (iii) that while the 1986 Act had vested the Commissionerate with accreditation functions, this particular provision was deleted in the 1988 Act. Even if it was an oversight, the omission has a profound philosophical meaning. In order to make it explicit, a passing reference to how the UGC was set up in the mid 50's would be in order.
- 7.14.2 In pursuance of the relevant provision in the Indian Constitution, the Ministry of Education proposed in 1951 that a Central Council of Universities be set up. The move immediately led to an outcry that the autonomy of the universities was being taken away. The Central Council had been vested with all kinds of over-riding powers and, amongst other things, it had the power to derecognise any degree awarded by a university. Indeed, it could go further and sit in judgement over the question whether an existing university could continue to be recognised as a university and whether a proposal to establish a new university was admissible or not.
- 7.14.3 Universities opposed the establishment of the Central Council so strongly that, eventually, a kind of compromise was worked out. In retrospect, one can see that it was wrong to have entered into that compromise, but the fact remains that a compromise was arrived at, and that it led the Central Government to set up a new body in replacement of the Central Council of Universities. This body was given the designation UGC on the model of the University Grants Committee in UK; the same initials were taken over.
- 7.14.4 In that country, the UGC, till it was wound up a few years ago, did only one job and that was to provide funds to the universities. Even now, under its new nomenclature (Higher Education Funding Council), its only job is to fund universities and certain institutions like polytechnics.

7.14.5 The issue of who would regulate academic standards was never raised and was not a real issue in that country. High academic standards have got so built into the British academic system that no body outside the university system was expected to concern itself with that problem; in fact, it was not a problem at all. Even now, when the issue of quality assurance - a new term for maintaining high academic standards - has been put at the centre of the stage, it is not an outside agency in that country which deals with this issue. It is a university-sponsored and university-controlled set up which takes care of the maintenance of standards.

## **7.15 HOW THE UGC WAS SET UP**

7.15.1 The situation in our country is utterly different and was, indeed, different even in the early 50's when the issue of university autonomy blew up or, more precisely, was blown up. Universities asserted that they could look after their own standards of performance. What came in the way, according to them, was lack of funding. The Ministry of Education, thereupon, responded by saying that it would provide the requisite funding and create a new body which would do both the jobs - coordinate and determine standards and, at the same time, provide funds to ensure that the maintenance of standards was not handicapped by lack of funding.

7.15.2 This was conceived to be the principal mission of the UGC and that is how this body came to be established. Asserting that the universities would maintain high academic standards and even claiming that they knew how to do so, provided funding was available, was one thing. Being able to live up to this claim was another thing. That they have failed to live up to it is so obvious as not to require any comment or elaboration.

7.15.3 As an aside, it may not be out of place to mention that what our universities overlooked was the social context in which they were operating. Literacy, then, was less than one third of what it is today. In order to modernise the economy a number of inputs were required and education was one of them. Therefore, education ceased to be a purely educational matter and it became a quasi-political input.

7.15.4 In other words, those who represented the illiterate masses had one perception of development and those who were in the universities and controlled policy-making at that level had another perception. The battle was, however, unequal. It is the government, or more crudely, the politicians who establish universities, appoint their chief executives and do a dozen other things which eventually more or less determine what the universities do - whether they ought to be doing those things is another matter.

7.15.5 If in the process, universities have got deeply hurt and, to quite an extent, even ceased to be centres of learning, it is too bad. Some of those who control political life and understand these issues feel apologetic about it. But the pressures on them are so unremitting and the professional commitment of those in the universities is so weak that, in the upshot, the universities have lost all along the line.

- 7.15.6 The UGC, which was the institutionalised expression of this pact between the Ministry of Education and the universities, also became a victim of these social forces. Though vested with the power to regulate standards, it ended up by doling out funds and doing no more.
- 7.15.7 It is against this wider background that the establishment of the Commissionerate in 1986 ought to be seen. The State of Andhra Pradesh decided to set up a regulatory body (outside the government structure) which would run on the UGC lines and would look after the various aspects and stages of education after the post-Matriculation stage. A good deal has been said in regard to the powers and functions vested in the Commissionerate and it is not necessary to repeat those things. It has also been mentioned that when the Act was amended in 1988, someone, in his wisdom, decided that the State Council need not undertake any accreditation functions.
- 7.15.8 What exactly is accreditation? It is an academic process whereby the triple functions of teaching, learning and testing are scrutinised as the sum total of the three preceding processes. Each one of these sub-processes, as also the outcome, is examined and evaluated so as to ascertain whether every input has been as scheduled or whether something has got overlooked or remained undone. In a sense, accreditation corresponds to what is called quality control in industry. The objective of instituting the Total Quality Management (TQM) system is to make sure that what was planned and intended was actually done and that there was no shortfall and the output was not substandard in character.
- 7.15.9 Is it not odd that this particular function assigned to the State-level body was deleted when the Act was amended? Day in and day out, everyone talks of the lack of accountability of the universities. If a tentative step was taken to ensure accountability - and accreditation is only another name for it - someone, at some stage, decided to ignore this particular provision. Either this was done on the assumption that it was not an important function or that it was not for the State Council to perform it. There is a general provision in the 1988 Act which says that, "It shall be the general duty of the Council to coordinate and determine standards in ..." But one can turn around and ask: is it the same thing as the specific directive to undertake accreditation?
- 7.15.10 What all this amounts to is this. If universities and colleges do not teach, we will criticise them mercilessly but not go beyond that criticism and tell them where exactly they are wrong. In other words, there would be a lot of song and dance about underperformance and the rest, but no concrete steps would be taken to either investigate the problem or find an answer to it.

## 7.16 NATIONAL ACCREDITATION AND ASSESSMENT COUNCIL

- 7.16.1 If someone says that the UGC, too, has failed to perform this function, he would not be far from wrong. After four decades of consistent underperformance on this front, the UGC came to the conclusion that something had to be done to monitor the working of universities and colleges. It was a part of its original mandate but the

UGC had failed to carry it out. And as an act of expiation, the UGC has now sponsored a new body called the National Assessment and Accreditation Council (NAAC) to undertake this job. That body is getting into stride and, hopefully, would become an effective force within the next few years.

- 7.16.2 In the case of Andhra Pradesh, it should not be necessary to set up an independent agency as has been done at the Central level. To undertake accreditation as a mandatory function is a provision which should be reinstated in the charter of the State Council and it should be asked to undertake it in close collaboration with NAAC. This last point needs to be paraphrased in this way. The State Council should act as the midwife and the actual job should be done by NAAC.

## **7.17 LACK OF CONCERN**

- 7.17.1 As a matter of fact had some such thing been done over the years, we might not have had the curious spectacle in the State where even such an obvious thing as the absence of a properly organised information system does not seem to bother anyone. Students have to run from pillar to post to get answers even to simple questions. Universities are not organised enough to deal with queries that students raise. Consequently, students take wrong decisions, or get into situations from which they find it difficult to get out. This happens because hardly any university thinks it important or even worthwhile to have a duly-staffed and professionally-handled system of counselling, guidance and supply of information.

- 7.17.2 This is one example of how the lack of concern with what happens to university students leads to discontent and cynicism. One more example can be given to illustrate the same phenomena at work. It was clearly laid down in the 1992 Policy that a grievance redressal machinery should be established in respect of students, teachers, non-teaching employees and the rest. Going around the campuses, we were struck by the almost total absence of any such machinery.

- 7.17.3 If universities have defaulted on this front, who is to sit in judgement over them? Does the government not have an obligation in the matter? And if it accepts the obligation, who is to act on its behalf? Our answer is the State Council. If the government gets involved in all these day-to-day things, it would either be unable to take care of them - which is already happening - or it would be accused of undermining university autonomy. In either case, it would be the wrong way of doing things.

### THE OPEN LEARNING SYSTEM

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Although new ground was broken in 1982, when AP became the first State in the country to set up an Open University, it appears that the momentum has not been maintained. This is said mainly with reference to three things.

#### 8.1 OBJECTIVES

- 8.1.1 The objectives of the Open University were to provide education to those who had missed having had access to education in their earlier years or otherwise, to start innovative courses and to diversify the whole spectrum of education to the extent possible.
- 8.1.2 Though correspondence courses were already being run in the State by four universities, and universities from other parts of India were also operating within the State, it was proposed to move towards the concept of open learning rather than remain stuck with correspondence courses.
- 8.1.3 As visualised in different successive Plans, it was also proposed to relieve pressure on Arts, Science and Commerce colleges so that a substantial proportion of those

wanting to go in for the conventional mode of education could be looked after by the Open University. One incidental outcome of such a development was to relieve pressure on the finances of the State, in so far as the per capita cost through this mode of education is generally one third as compared to the conventional system.

## 8.2 ENROLLMENT PROPORTIONS

- 8.2.1 The highest proportion of enrollment in the Dr.B.R. Ambedkar Open University (BRAOU) is at the BA stage; which accounts for 79 per cent of the total. In commerce and science, the percentage is 10 and 11 per cent respectively. Some comments about each one of these streams of instruction would be in order here.
- 8.2.2 In respect of science courses, 11 per cent is not too bad a figure though one would have liked it to be nearer 20 than 10; in fact, it could even be higher. Science education in the conventional system is costly. In the case of the Open University, laboratories located in the existing science colleges are used. To that extent, the expenditure on buildings and equipment is saved. Had the enrollment in the science stream, therefore, been higher, it would have been a welcome development.
- 8.2.3 We venture to suggest that the enrollment be taken to 20 per cent within three years, 25 per cent in the next year and to around 30 per cent after 5 to 6 years. In terms of priorities, science education at the undergraduate level should be given special attention for reasons already stated. Should this be done, it would relieve pressure on undergraduate colleges which claim a considerable proportion of government grants.
- 8.2.4 What is stated here is in the nature of a broad statement. A five year plan needs to be drawn up with the active involvement of the State Council. This would evidently imply greater financial support to the Open University but then, as already stated, it would cost less than increasing the number of seats in undergraduate colleges, in the science stream.
- 8.2.5 If the all India average of students opting for commerce at the undergraduate level is over 30 per cent and the AP percentage is around 10 per cent, it is difficult to see why the percentage cannot be raised. The issue needs to be gone into in greater detail with reference to the facilities provided, the quality of the teaching material, access to study centres and all those things which have a bearing on enrollment at the BCom level.
- 8.2.6 Enrollment at the BA degree level is much too high in terms of proportions. This has already been stated and it does not have to be reiterated. The more disquieting thing, however, is that there is hardly any significant difference between the kind of courses in other colleges and in the Open University. If more of the same thing was to be done, where was the need to set up a separate university and that too of a specialised kind?

### **8.3 IGNOU MODEL**

- 8.3.1 In terms of its objectives as described above, the Open University had to do a couple of things. One was to provide access to those students who had failed to have access otherwise. The second was that in the Open University there had to be some element of diversification in the BA degree syllabus as compared to what was being done in conventional universities. In this connection, a reference to what IGNOU has been doing would be in order.
- 8.3.2 IGNOU has divided its BA course into three parts; a foundation course, the main course and the vocational component. Without going into the question of the relative weightage given to each one of them, it has to be acknowledged that IGNOU tried to break new ground at the undergraduate level.
- 8.3.3 It was in the mid 70's that the UGC suggested restructuring of courses at the undergraduate level. Not many universities implemented that recommendation. There was a problem here. All colleges could not agree upon everything. Since colleges are at different stages of development, this was bound to happen. The pace of activity thus came to be determined by the weakest of those colleges. As a consequence, nothing got done except that in some of the states a few autonomous colleges did launch some experiments. But nothing much came of that initiative.
- 8.3.4 It was IGNOU, which for the first time, gave concrete shape to the whole notion of restructuring the undergraduate courses. It cannot be said that the experiment has succeeded all that much. The market has not responded to the experiment favourably. While it is for the IGNOU to take a second look at what it has been doing, there are, at least, some features of this experiment (except for its own version of the foundation course) which ought to have been taken over by the Open University in AP. That did not happen.
- 8.3.5 It also requires to be added that the UGC has meanwhile taken a second look at the whole notion of restructured courses. In 1994, it recommended the introduction of vocational courses, in addition to whatever else was being done at the undergraduate level. Around 150 colleges were given support by the UGC. In a couple of states, some independent initiatives are being taken and hopefully a certain number of such colleges would opt for vocational courses. Maybe their number would increase to quite an extent in the years to come. This is also another input that the Open University of AP should look at rather carefully.

### **8.4 WHAT AP SHOULD DO**

- 8.4.1 Without pursuing this line of argument further, a few tentative suggestions are made below. These are tentative in character and are meant to initiate a discussion between the Open University and the State Council and anyone else who may get involved with this problem. This much is definite, however, that to continue giving a predominant role - about 70 per cent of the total enrollment - to conventional courses by the Open University is not correct in the light of the distinct role assigned to this university in starting innovative courses, application-oriented courses and



diversifying the whole spectrum of education. However, in view of the fact that the open educational system is envisaged to relieve pressure on the conventional educational system, it may gradually reduce the share of the conventional courses in the total enrollment in the next 5 years to about one-third of the total enrollment and expand the application-oriented, innovative and diversified courses. Amongst the proposals that we wish to make, the following may be mentioned:

- (i) While those who join the Open University are to be allowed to proceed at their own pace and even given some additional time, perhaps the time limit for finishing an undergraduate course may be 5 as against the normal limit of 3 years. Should anyone want an extra year, he would have to make out a case. Anything beyond 6 years should not be allowed. A longer span of time makes it difficult for a student to sustain his interest.

Both considerations (the desire to give freedom to students to study at their own pace and the necessity to finish the course within a specified time) have to be balanced against each other. That is why it is proposed that a total period of 6 years would be sufficient for the purpose. It may be added that this flexibility should apply only to those who come from the open stream. Those who come after having done their +2 course need not be given any more flexibility than is given to students of that category otherwise.

- (ii) Some kind of a Foundation Course should be mandatory both for those who come from the +2 stream and those who come from the open stream. What the Open University is currently doing is far short of what requires to be done. The IGNOU pattern is that those who have done science at school do something in the humanities stream and those who have come from the humanities stream do something in science. This gives them a broad foundation which is desirable.

However, this foundation course is to be distinguished from some kind of entry test which may be given to those who come from the open stream. The whole point about the open university system is that, regardless of background or formal qualifications, a student is eligible to join. But how is that eligibility to be decided? It can be done in two ways.

One is to give such students a test as soon as they seek to enter and the other is to give them some kind of a basic training and then put them through a test. In the case of those who come from the open stream, we would favour the latter course of action. In the case of those who come from the +2 stream, basic training may not be insisted upon unless their score at that level was on the low side. Those scoring an aggregate of between 35 and 40 per cent may be given this test. In other words, eligibility for the open system should be marginally higher than in the conventional system. This differential approach has been put into effect in a number of universities in the country and with profitable results. The philosophy behind this line of approach is that those who opt for the open university should either be mature in terms of age and experience or somewhat intellectually superior to the rest.

- (iii) These details point to an indefensible decision taken by some universities in the State which lowered the age of admission from 20 to 18 years recently. The Open University in AP has also done so on the alleged ground that the voting age has been reduced to 18 and that it would be an act of discrimination not to admit such students. This is hardly relevant to what is under discussion. Even an illiterate person can vote in an election. Voting, if it may be added, has no relationship with one's educational achievements.

In an open university, a certain degree of maturity is necessary. Otherwise, the only outcome would be that the enrollment would keep on increasing and would add to the revenue of the university but the students would not benefit from their course of study. Hardly any research has been done on the subject but even a casual analysis would show that the drop-out rate, in all such cases, is fairly high.

- (iv) While revamping the syllabus at the BA degree level, the Open University would be well advised to look at the new experiments in favour of vocationalisation. One of the expectations of the Open University was that it would diversify the undergraduate courses. It has failed to do so. On the contrary, it has chosen to follow the beaten track. It is time to review the whole issue. We propose that even if some of the other innovations cannot be introduced, the element of vocationalisation can certainly be introduced. Indeed, it deserves to be introduced.

## **8.5 THE IGNOU MODEL RECONSIDERED**

- 8.5.1 It needs to be added in this context that what IGNOU called the application-oriented course has now been redesignated by the UGC as the vocation-oriented course. In other words, the 1994 initiative of the UGC has amounted to a fresh look at the scheme of restructured courses which had been put out a decade and a half ago. This time the UGC has been more pragmatic than before. Since some of the State governments, including the AP State government, are beginning to respond to this initiative favourably, we strongly recommend that the Open University should immediately examine this issue, work out a restructured course and introduce it with effect from 1996.

## **8.6 ROLE OF MAINSTREAM UNIVERSITIES**

- 8.6.1 This brings us to a related question. Apart from the Open University, as many as five other mainstream universities are running distance education programmes at the undergraduate level. Nagarjuna is the only one which is half-hearted about it; others are pursuing it vigorously, largely for the reason that it gives them considerable income which goes to support some of the other activities of the concerned universities. In terms of statistics, the Open University had an enrollment of 61,000 in 1994-95, mostly at the undergraduate level, whereas the related figures in other universities are as follows:

## ENROLLMENT AT UNDERGRADUATE LEVEL

YEAR	BRAOU	SCC	CDE	ICC	SCLCE	SCC	SCDE
		AU	OU	SVU	KU	NU	JNTU
Year of Establishment	1982	1972	1977	1972	1978	1991	1983
1994-95	31,000	not finalised	17,416	not finalised	7,196	No admission	540
1993-94	61,000	36,600	35,000	1,104	11,100	1,160	420
	29,283		2,830		12,323		
1992-93	35,300	44,620	21,020	8,160	15,270	1,150	No admssions
	35,513	37,145	1,811		11,993		
	36,570	42,480	13,750		14,380		

(1) The top figure pertaining to Col.No 2 relates to admissions at UG level while the bottom figure relates to total enrollment

(2) SCC, NU offered UG programmes only while there are no admissions during 1994-95

(3) SCDE, JNTU offers B.Tech courses and the enrollment is restricted to 500

8.6.2 There are two questions that arise here. One is whether, with a statutorily established Open University in the State, it is right in principle for other universities to encroach on its territory. The second is that even if it is conceded that they have the right to do so, the question to ask is: are they able to do this job properly? Our answer to the second question is that if the recommendation made above, to remodel the BA degree courses along the lines of vocationalisation, is to be implemented with effect from 1996, none of the universities other than the Open University would either be able to do so or would show adequate interest in doing so.

8.6.3 Vocational courses would demand much greater investment and organisational effort than the other universities would either be prepared or willing to put in. Presumably the other universities would not find it worth their while to do so. In the meanwhile, if it is also ensured, as it ought to be, that they cannot treat distance education as a milch cow, their inducement to run these courses would come down sharply.

8.6.4 In other words, as we visualise it, it would be mainly the Open University which would remain in the field. Not only that, it would be the only university which perhaps would have the capacity to make the necessary organisational effort to vocationalise undergraduate courses. We do not wish to pursue this line of argument any further. Indeed, we wish to emphasise that to keep on running the conventional courses is hardly a service either to the students or to the economy, and to vocationalise those courses at the undergraduate level would both be a service to the economy and an aid to the students, because the vocationalised mode would better prepare them for the needs of the market.

8.6.5 Thus, we visualise a highly innovative and active role for the Open University and a diminishing, if not a vanishing, role for the other mainstream universities. To talk of who has the right and who does not have it may cease to be a matter of much direct consequence, if some of the proposals made above are put into effect.

- 8.6.6 Perhaps, a word of caution is called for here. The mainstream universities would not go out of business all at once. Instead, this would take some time. For one thing, the Open University may not act as quickly and decisively as we would like it to. For another, while the market forces would sooner or later assert themselves, there is one precondition for it.
- 8.6.7 As long as the mainstream universities are allowed to make money out of distance education courses, their tendency to do so would get the better of them. If these universities are to be prevented from doing this, a certain amount of administrative intervention may also be called for.
- 8.6.8 It requires to be added here that if the initiative recommended above has to be put into effect from 1996, the decision with regard to the future plan of action would have to be taken within the next two to three months. To delay this decision beyond three months would make it difficult to implement the proposed plan of action with effect from 1996.

## 8.7 VOCATIONALISATION AND THE OPEN UNIVERSITY

- 8.7.1 There is also a further reason for doing things in the new way. Vocationalisation for such a large number of students cannot be introduced unless there is a State-wide network of collaboration with trade and industry and other related areas. This is easier said than done. Nothing less than approximately 200 user agencies and outfits would have to be brought into this network. The range of vocational courses is wide. Therefore, a number of government departments, too, would have to be drawn into the network. So would be various industries, Chambers of Commerce and other similar outfits. Public opinion is, on the whole, in favour of this changeover. A certain amount of explanatory work would, however, still have to be undertaken.
- 8.7.2 Now that the first few difficult years of the Indian economy since 1991 are over, industrial production is beginning to pick up. Most of the new graduates would join industry when they pass out. AP may not be a very highly industrialised State yet, but it is emerging as one. Therefore, it should not be difficult to establish these linkages, provided there is leadership within the university system and active support and patronage from the State.
- 8.7.3 One reason why we are putting the entire onus on the Open University is that there has to be one nodal agency for initiating and sustaining this experiment and the Open University is the obvious candidate. The other mainstream universities would do well to attend to the needs of the colleges controlled by them. Sooner or later, they, too, would be going in for vocational courses. Whether this process occurs in one year or two or more than that, these universities would gradually have to opt out of what they have been doing so far in the field of distance education. Income from this source would dry up and there would be very little attraction left for them to carry on with these courses.

## 8.8 REVAMPING THE SYSTEM

8.8.1 Perhaps a good way of going about the whole thing would be to move people connected with distance education in the various universities to the Open University en masse, strengthen it in other ways, create new modes and channels of activity and give it both vibrancy and a sense of purpose. Such a move may not suit some individuals now in position. If they are intelligent enough to read the signs of the times, they should see that to stick on to where they are located is not going to work in the long run. In any case, the Open University needs quite some additional talent and a few of these universities do have talent.

8.8.2 Without repeating some of those things that are given in respect of the Open University in the profile chapter on that university, the more obvious of its weaknesses (which would have to be taken care of) need to be referred to here. This is being done so as to underline the point that to carry on with things as they are would be both wasteful and unviable.

- (i) As already stated, the syllabi in respect of almost every course has continued to be what it is in the conventional universities. This is hardly something to feel enthused about.
- (ii) The teaching material prepared by it has hardly been better than what the other universities in the State which run distance education courses have been putting out. In certain cases, some of those universities performed marginally better than the Open University did. This is also a cause for disquiet.
- (iii) Not only was the quality of this material poor, not all of it was in the self-learning mode. Over the years, experience all over the world has shown that the reading material in an open university has to be different from the general run of textbooks. Teaching material in these universities has, therefore, to be designed differently. In the case of the AP Open University, some of the reading material did conform to the new pattern but some did not. Evidently, there should have been more monitoring and greater effort to streamline the whole range of material being put out in the name of the University.
- (iv) As per the rules of the AP Open University, there is no requirement for the response sheets to be returned to the University. In fact, there is hardly any mention of a response sheet anywhere. This, if we may say so, is odd.

Both teaching and learning are a two-way process. Even if it is assumed that the teaching material being put out by the Open University was superlative in quality - which it is not - how can it be assumed that whatever was thought to be important was projected as actually important? And, equally important, that the student, too, responded in the same way?

- (v) IGNOU insists upon the response sheets being returned. Most of the other universities do not, though a few do. Some who introduced the system chose to withdraw it. The explanation is simple. Students do not like to work consistently

and regularly. Any university insisting upon this requirement meets with consumer resistance.

- (vi) If, in a matter is like this, students have to determine what they ought to learn, dilution of standards would be unavoidable. More than the students, it is the apathy of the teachers which is responsible for this State of affairs. Most of them do not like the idea of correcting the response sheets and returning them on time.
- (vii) Properly speaking, there should be detailed comments by the teachers on the response sheets. In a face to face transaction, things can be explained orally. If instruction is by means of the written word, the response sheets have to have something by way of comments in writing. This means hard work and it is not everybody who is prepared to work hard.
- (viii) In this connection, we venture to make two suggestions. (a) Model response sheets should be prepared for the guidance of students. (b) How the response sheets have to be corrected is something which has to be (prepared) determined in advance and eventually circulated by way of a model that may be followed.
- (ix) All those who handle response sheets should be trained in the art of handling them. Someone should coordinate the functioning of the different tutors, more or less in the style of an examiner and valuers.

IGNOU has taken some initiative in the matter and started using a system of Tutor Marked Assignments (TMA) and Computer Marked Assignments (CMA). Coordination can be established with IGNOU in this respect and appropriate steps taken at the State university level.

- (x) IGNOU has given a certain amount of weightage to work done in these assignments. We would like the same thing to be done at the State level but we would be cautious in so far as we would not like to recommend the introduction of this system right away. In our opinion, a certain amount of preparation requires to be made and something like two years ought to be given to the Open University to prepare its own corps of tutors and, equally important, prepare student opinion in favour of such a step.
- (xi) Since having a large number of tutors would cost a certain amount of money, the University may hesitate to invest so much in an area of activity which it has so far regarded as marginal in importance. We do not approve of such an approach. There are also other ways of cutting down costs. One is to have a judicious combination of senior tutors, junior tutors and retired teachers in the ratio of one third each. The senior teachers may, by and large, belong to the Open University itself whereas junior tutors can be drawn from colleges.

As for retired teachers, they could belong to either category. If necessary, their proportion can be increased; in any case, they are likely to be more productive than others. In particular, the more rural an area, the more difficult it would be

to get tutors who belong to the first two categories. Retired teachers, therefore, have quite a role to play and their importance should not be underrated.

## 8.9 TOWARDS THE OPEN LEARNING SYSTEM

8.9.1 While the Open University has given some degree of importance to contact with students, the other universities have hardly paid any attention to this dimension of distance learning. Only one of them showed some awareness of it. This is an issue where the Open University, too, needs to take a fresh look at how it has been functioning. This issue is dealt with in some detail as follows.

- (i) What is the difference between correspondence courses and distance education? Hardly any, except for the change of nomenclature. However, there is a real difference between distance education and the open learning system. The latter consists mainly of two elements; the written material and the audio-visual input.
- (ii) Originally, when there was exclusive reliance on the postal system, everything was sent by post and the students responded by post when they chose to do so. Once, however, the concept of open learning was introduced, two new elements entered the picture. One was the use of audio-visual aids. In the earlier phase, some help could be had but only from the broadcasting system. However, when television came in, audio-visual aids became not only feasible but also an integral part of the open learning mode. In this respect, while the Open University has done something, the other universities have hardly paid any attention to this dimension of teaching.
- (iii) Even the AP Open University has fumbled grievously in failing to develop the concept of study centres. A study centre is a substitute for the classroom. Students are required to go there once a week, though more often than not it is twice a week. Study Centres function over the weekends in any case and a large number of them even during the working days.
- (iv) The remarkable success of the Open University in the UK lay in its having established over 300 study centres even before it started its operations. UK being a small-sized country, that number was considered sufficient. When the system spread to other countries, depending upon the local situation, study centres were established, equipped and stocked with suitable audio-visual material and multiple copies of the relevant books.
- (v) These study centres were used by different groups of students. A kind of time-table was drawn up to facilitate matters. A student of Chemistry knew on which day he could go and meet his tutor and a student of Geography knew the time-table of his tutor and so on. Most of these tutors were drawn from the college system. They were paid something extra and they were prepared to share their expertise in the evening hours or over the weekends.
- (vi) It is a matter of regret that the Open University in AP has not given evidence of as much dynamism and planning in this regard as it ought to have. So much so

that even a full-time Director for the management and control of study centres has not been in office for a long time. An academic has been given this additional charge. Clearly, this dimension of distance teaching has never been given the importance that ought to have been given to it.

- (vii) In all fairness, it must be added here that the performance of IGNOU in this regard is also unsatisfactory. If the Open University in this State has lagged behind, one possible explanation can be the lack of a model. Considering the fact, however, that this University has ignored the IGNOU model in so many other areas, this cannot be much of an explanation. The truth of the matter is that the Open University has simply ignored the mandate given to it. Whether it was a conceptual failure or a failure to implement the scheme is a matter of detail.
- (viii) One other explanation can be ruled out. This University has a comfortable financial position. Therefore, it was not lack of funding which prevented it from setting up well-located, well-staffed and well-run study centres all over the State.
- (ix) Not only that, figures given in the profile-chapter on this University show clearly that the regional distribution of these centres has been ill-planned. Regional distribution is important. Equally important is the number of students in different population clusters, towns and sub-towns. When there is a certain minimum number of students in one place, a study centre within their reach is mandatory. Such a system ought to be developed.
- (x) We suggest that the University concerned should work out both the principles and a plan of action in consultation with the State Council and implement the plan within a period of two years. Two precautions need to be stated here.
- (xi) One relates to the location of these study centres. Local vested interests are likely to influence the decision to locate them in certain places. To some extent, this is unavoidable. But the principle that has to be worked out should be so pragmatic and to the point, that these forces are not allowed to succeed beyond a point. Furthermore, all such decisions should be subject to review every two years. This would ensure that the interests of the students are kept in mind rather than those of a few interested individuals.
- (xii) Secondly, this would inevitably mean the creation of some new posts, particularly at the lower level. This again would introduce the political dimension into decision-making. Two safeguards should, therefore, be observed. One is the fact that some surplus staff is to be found within each university, though in all conscience a couple of them are terribly overstaffed. It is mainly they who should be redeployed after appropriate training. Secondly, till the system gets stabilised, that is to say for another three to four years, no one should be appointed on a regular basis. Everything should be in the nature of an experiment. This would ensure appropriate management, if one may say so.



## **8.10 MANAGEMENT OF STUDY CENTRES**

- 8.10.1 The IGNOU has a number of Regional Directors to look after the centres in each region. It cannot be said that the system is working very well even there. As a system, however, it is well-conceived. It is at the implementation level that laxity has crept in. In the case of AP, even the concept seems to be absent or almost so. We are of the view that, in addition to the Director of Student Support Services or whatever nomenclature is adopted, there should be three or four deputies who should look after the study centres placed under their charge. How they should do so is a matter that requires considerable planning. Proforma seeking information have to be drawn up in advance and returned every month and various other modes of control would have to be devised. A certain amount of touring would also be in order.
- 8.10.2 In addition to the networking of study centres, two other inter-related steps would have to be taken. One would be to get the tutors to attend training courses either at the regional level or at the university headquarters at intervals of something like every six months. They may spend only two or three days there but some kind of a review should be mandatory; a review of what they have been doing and how they ought to be functioning. Such a review should be built into the system.
- 8.10.3 Every student judges the performance of a university by the quality of service that he gets from his tutor. For him, everything else is secondary, if not unimportant. It is this person - the tutor - who represents the university as far as he is concerned. He may have heard of the Vice-Chancellor or of some other people, but they are distant, anonymous and he is not concerned with them. The person with whom he is interacting is the tutor and it is mainly he who matters. A high level of performance by the tutor, therefore, has to be ensured if the university is to run well. It should not be necessary to emphasise this point any further.
- 8.10.4 The second aspect of their performance is that in addition to the administrative control that would be exercised by the person incharge of the study centre and the Regional Director and so on, there has to be close interaction between the tutors and the subject specialists. Generally, this aspect of their work is totally overlooked. The fact of the matter is that unless the tutor is competent in his subject and can meet the learning needs of the student, the latter tends to absent himself from the study centre.
- 8.10.5 Attendance by itself is no virtue. What attracts a student to the centre is either the ready availability of the tutor or his capacity to satisfy him and answer his questions. Who other than the subject experts can judge what questions are being asked and what answers are being given and to what extent the student is satisfied.
- 8.10.6 Administrators can go into colourless issues like how many students attended, on which dates and things like that, but they can never get into the nature and philosophy of that interaction which has to take place between a student and his tutor. Therefore, the kind of coordination between the tutor and the subject expert is as important as that between the tutor and the administrator.

## **8.11 MASTER'S LEVEL COURSES**

- 8.11.1 Some of the AP universities, lured by the prospect of easy money have started courses at the Master's level and one or two others are said to be moving in this direction. In the case of the Sri Venkateswara University, the UGC had to specifically tell it to stop such admissions. In other words, the issue is not only academic, it is intimately involved in the compulsion of the universities to generate additional income. Without spending too much time on these details, we wish to say that this must be stopped forthwith.
- 8.11.2 Strictly speaking, even the Open University is not fully ready for such a venture. It would perhaps take another half a decade or more before it is in a position to do something of this kind. In plain words, till the open learning system has stabilised at the undergraduate level, it would be premature, even reckless, to start postgraduate courses in the half-baked manner in which it is now being done or is proposed to be done.

## **8.12 INFORMATION SYSTEM**

- 8.12.1 The information system in respect of this mode of learning is exceedingly poor. Students knock from door to door in search of answers to even simple questions. This part of the responsibility must be handled exclusively by the Student Support System that has been referred to earlier. Since the study centres, too, would be a part of this network, they also must be able to answer the questions raised by students.
- 8.12.2 Another useful device would be to bring out a monthly newsletter (no more than four pages) where information about all those things which students are seeking is given. Such a step would take care of the problem to a large extent.

## **8.13 UNIVERSITIES FROM OTHER STATES**

- 8.13.1 It may not be out of place to raise the question: What is the role of other open universities from outside the State which operate within the State of AP? The legal situation is ambiguous. In our opinion, this should not be permitted. If the existing rules are permissive in the matter, legal steps may be taken to regulate the situation.
- 8.13.2 The intention is not to create any kind of a monopoly. Rather, it is to ensure that the policies followed by the Open University in AP are not undercut by any statutory body which is not under the control of the AP government.
- 8.13.3 It may be added here that IGNOU does not fall under this category. IGNOU is a national university. IGNOU already has a presence in AP as in many other states. Only some kind of coordination will have to be worked out with IGNOU so that it remains active mainly in those areas where the State university is not active; this

would avoid unnecessary overlap. To have the two systems competing against each other would be somewhat odd, even wasteful.

- 8.13.4 Two subsidiary points need to be referred to here. People of AP origin living outside the State may like to get themselves enrolled in the Open University because they prefer to study through the Telugu medium. Arrangements towards this end can be worked out with other states on a *reciprocal basis*. Secondly, now that the Open University is going to start courses with Urdu as one of the mediums, Urdu-speaking persons living in other states may like to avail of this facility. What is applicable to Telugu-speaking persons should be equally applicable to this category also.

## **8.14 JNTU INITIATIVE**

- 8.14.1 In 1983, the Jawaharlal Nehru Technological University (JNTU) established a Centre for Distance Education. In 1990, it was redesignated as the School of Continuing and Distance Education. The innovative thing that this University did was to permit diploma holders in Engineering with one year's experience to get themselves enrolled for BTech through correspondence.

- 8.14.2 Over the years, this programme has worked very well. Around 75 polytechnics in the State produce nearly 20,000 diploma holders every year. Evidently quite some people amongst those who pass out from these polytechnics have both the ability and the ambition. The initiative taken by the JNTU is calculated to meet the needs of these students.

- 8.14.3 Half a decade down the line, it is time to review, in consultation with the State Council, how the system has worked, what the pass percentage has been and to what extent the students are benefitting. At the moment, only 500 candidates are admitted in four disciplines (Electrical, Mechanical, Civil Engineering and Electronics). The JNTU authorities are reluctant to increase the number of seats for there are constraints of staff, location, availability of facilities and so on.

- 8.14.4 It is not for others to tell this university how it should deal with these problems though consultation with the State Council as well as the AICTE be helpful. For our part, we wish to place on record our appreciation of the way in which this course has been organised and run. No compromise with quality has been permitted and that is gratifying. All that we can suggest to the authorities is that since it is now five years after they started the programme, they should undertake a fresh review of what is being done. Also, a review would help plan any fresh initiatives that may be proposed to be taken.

## **8.15 PLAN TARGETS**

- 8.15.1 The VIII Plan document suggested that the programme of distance education should absorb 50 per cent of additional enrollment in the Plan period as against the 25 per cent which had been advocated in the earlier Plans. The fact of the matter is that even the earlier targets were not met. Further, as mentioned in 8.4.1, the Open

University may diversify its activities by reducing the role of conventional courses in its enrollment. However, there is a point here which calls for some introspection.

8.15.2 Why is it that this target is not being met? More specifically, why is it that there is consumer resistance to the programmes of open learning? The honest answer is that this mode of education has not received the kind of academic and financial support that it ought to have received. Anything connected with the open learning system is regarded as second or third rate. The performance of the AP Open University is a case in point. If the situation has to be changed, it needs to be ensured that everything in the open learning system is, at least, as good as in other universities. Properly speaking, it should be even better. For our part, we would suggest that it should have strong and imaginative leadership, enthusiastic support from the State government and productive and meaningful contact with industry, commerce and all those sectors of activity which welcome as well as support its thrust in favour of vocationalisation. Amongst the areas that require to be streamlined, strengthened, as already stated, the following need special attention:

- redesigning of existing courses
- teaching material to be both improved in quality and presentation and appropriately tailored for self-learning and self-appraisal.
- special attention to response sheets or assignments; a certain minimum number must be done every year and, unless those are done, the students must not be allowed to sit for the examination. This would be unpopular. But if the university insists upon it and other universities do not undercut the AP Open University and, equally important, universities from other states are not allowed to operate in AP unless they conform to the practices within the State, this resistance would begin to melt away.
- Improve the working and performance of the study centres which are in a State of serious neglect today.

8.15.3 Several other things also require attention but to talk of them would be merely repetitious. The important thing to ensure is that, in terms of performance, the Open University should have an edge over the mainstream universities. In other words, some kind of a glamour should get attached to being enrolled in this university. It is only through some such changes in outlook and public image that the planned target can be met and this mode of instruction given the status that it deserves.

## 8.16 EXTERNAL CANDIDATES

8.16.1 Some of the universities allow external candidates to sit for the university examinations. This system began even before the correspondence courses had been started. The idea was not to make it difficult for any one to sit for an examination in case he wanted to. But nobody stopped to ask one question. After the open learning system had been instituted, what was the justification for external candidates to continue to be permitted to sit for examinations? They could as well be persuaded to

join the appropriate course and sit for the examination conducted by the Open University. In case this could be ensured, there would be one distinct advantage.

- 8.16.2 When a student studies privately, he does prepare for the examination to some extent. But to a large extent, he trusts in the vagaries of the examination system. Our system of evaluation is so unreliable, even unpredictable, that he who deserves to fail might pass and vice-versa. A substantial number of these students, therefore, take a blind shot. If they pass, they claim to have qualified for the award of a particular degree. If they fail, they can repeat the examination once more and, perhaps, prepare a little better this time and make the grade.
- 8.16.3 In this situation, would it not be more advisable that, those who wish to be enrolled formally join a college, and others who wish to study on their own get enrolled in the Open University? If this can be ensured, the advantage would be that they would receive some minimum amount of instruction in terms of the open learning system. Not only that, they would do some written work and it would be evaluated by someone qualified to do so. Furthermore, they would have the benefit of interaction with some tutor as well as access to the library located in the study centres, together with the audio-visual aids provided therein. Altogether, it would be a distinctly better situation than what obtains today. Above all, it would ensure that standards of performance are not diluted but maintained at a certain minimum level.

## **8.17 FINANCIAL IMPLICATIONS**

- 8.17.1 In conclusion, one implication of what has been stated above must be brought out and, indeed, underlined. If the mainstream universities are not to be involved with distance education any longer, as has been implied, it would mean a loss of something like 10 to 12 crores per year to them. This amount represents the approximate aggregate of income that four or five of them have from this mode of activity as of today.
- 8.17.2 To deprive the universities of this much income and not do anything else for them would lead to a breakdown in their working. This would be highly unjust.
- 8.17.3 It would be necessary to make good the loss that these universities would suffer. As of today, they are coy about revealing how much they earn from this source. The figures are juggled in such a way that without considerable effort, it would not be possible to unearth the truth. Should the government be inclined to compensate them, as argued above, they would have to come out with the correct figures and claim compensation.
- 8.17.4 The financial situation of the Open University in AP is comfortable. This is not because the grant to the university is all that high but because it is under-spending on some of the more crucial activities like the quality of lessons, concern with response sheets and attention to the study centres. Once the quality of performance is sought to be improved, a good deal of additional expenditure would have to be incurred.

8.17.5 In our opinion, even if an extra grant to the Open University becomes unavoidable (perhaps it would be required), it would be a better way of ensuring good performance as well as equity to students who opt for this mode of education. A marginal increase in the fees charged would possibly take care of the problem. In case the State government decides to make it clear to the Open University that it has to find funds from within its own sources, in order to bring about improvements already suggested, this University would have to revise its fees upwards and become self-sufficient. It goes without saying that self-sufficiency in this University would be much easier to ensure than in other universities.

8.17.6 All these years, it has been assumed that those enrolled in the open learning system do not require financial aid. This is absurd, to put it no more strongly. A poor student is poor, whether he is enrolled in a college or in one of these institutions. In other words, his need for financial aid is not contingent upon where he is enrolled. We would go further and say that, perhaps, the needs of those who are obliged to join the open learning system are greater than those enrolled in the mainstream system. Maybe some of them could not afford to even join a regular college and, therefore, preferred to join the Open University. Whatever be the details, rules as applicable to different types of universities should be followed uniformly and not selectively.

## 8.18 DIPLOMA AND CERTIFICATE COURSES

8.18.1 That the AP Open University needs to break with the sterility of conventional courses does not have to be elaborated upon further. One sign of its doing so would be to start a number of Diploma and Certificate courses. These are generally expensive. The number of students is not always large. The courses are generally run for a few years and then discontinued. No wonder the per capita cost turns out to be rather high. The way to deal with these problems is to buy or borrow courses developed by other universities. These can be either Open universities or conventional universities though, for obvious reasons, the former are to be preferred. In the case of the latter, appropriate adjustments would have to be made to suitably adapt them to the open learning mode. That some of them would need to be translated into Telugu is a part of the requisite adjustment.

8.18.2 While some of these can be started *suo motto* the majority should be undertaken in response to specific social demand. Agencies of the government, private entrepreneurs and organised groups which show interest or initiative should preferably be involved in the effort, more particularly at the planning stage. This would ensure two things. One, the syllabus would have a practical bias and, two, the clientele would be readily available.

8.18.3 Since quite a few universities are also running a certain number of diplomas and certificates, some kind of an overlap might develop. This must be avoided in the interests of economy. It would be in order if the State Council were to coordinate their working. Secondly, it would be perfectly in order if some individuals who work in mainstream universities make their services available to the Open University. Indeed, this would be in line with how most open universities function. To the extent that it

is feasible, mainstream universities should offer as few of the diplomas and certificates as possible. Whereas the Open University should offer as many of them as it can.

## **8.19 RESEARCH CELL**

8.19.1 One thing that is lacking in this University, as with other universities in the State, is a Research Cell for gathering, processing and analysing data. The data to be collected includes enrollment, course-wise, gender-wise and region-wise, the social and economic background of students, the effectiveness of the mode of communication adopted by the University in terms of student feed-back, the potential reach of different modes of communication etc.

8.19.2 While in conventional universities, such data is available (though not always collected) in the form of attendance registers etc., in the case of the Open University such data has to be collected because live channels of contact between students and the University do not exist. In the absence of such an information base, no major decision can be taken about the various aspects of the functioning of the University. It is of the utmost importance, therefore, that such a cell is established as soon as possible.

UNIVERSITIES AND RESEARCH

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**9.1 THE PARAMETERS**

- 9.1.1 Research is something which everyone cannot undertake. Some excel in it though a large number get involved in it. However, a still larger number do not even get involved in it. In plain words, while everyone holding a university job engages himself in teaching, it is only a small proportion of teachers who actually get involved in research.
- 9.1.2 This is the situation in universities all over the world. The difference between an excellent university and a poor one, however, lies in the fact that in the former a much larger proportion of teachers engage themselves in research whereas in the latter the proportion is small. Even in the same university, there can be a distinct difference between one department and another and the situation may vary over the years. If a university has been growing in stature, it may be assumed that more and more teachers have been getting involved in research.



- 9.1.3 It should not be necessary to debate the pros and cons of teachers undertaking research. While some proportion of research undertaken by a particular teacher may get reflected in actual classroom instruction, in most cases this does not always happen. Most research findings are on a plane of activity which is far ahead of the kind of instruction that is imparted in the classroom. Why should teachers then get engaged in research when it has no direct bearing on their performance in the classroom? This is a question which gets posed off and on.
- 9.1.4 The brief answer to it is that even if the kind of advanced research in which a teacher gets engaged may not have a direct bearing on classroom instruction, the same person, when he undertakes to instruct, performs much better than he would have done otherwise. The quality of his mind improves because of his research activity and this gets reflected in the way issues are projected and discussed in the classroom.
- 9.1.5 It is not only a question of the quality of his mind. He also comes to acquire a much wider range of knowledge both in his field and related fields than he would have had access to otherwise. At some level or another, that body of knowledge gets linked up with whatever is being handled in the classroom. In that sense, therefore, the quality of instruction becomes qualitatively richer.
- 9.1.6 There is another dimension too. While classroom teaching terminates in the class room and is to some extent reflected in the quality of those who pass out, research activity manifests itself in the written reports which are published from time to time. Written work, unlike oral presentation, is not perishable. Once published, it begins to circulate and continues to have an impact. If the work done is innovative, as it sometimes is, it is generally hailed as having changed the perception of things or the existing structure of knowledge or a piece of obsolete technology gets superseded by new technology and so on. Each one of these developments has an impact and, normally speaking, that impact grows with time unless the innovations made earlier get overtaken by newer innovations.
- 9.1.7 In terms of direct impact on teaching, it has a further unintended consequence. A good researcher begins to attract good students. Good students when they congregate around a good researcher means concentration of talent. The presence of talent attracts more talent and this is how schools of thought and scientific research begin to grow.
- 9.1.8 It should be apparent thus that any university if it is to grow must not only streamline and strengthen its teaching capacity, it must also do its best to strengthen the research component of its total work. Theoretically speaking, there can be situations where the research component may become even stronger than the instructional component.

But in a university that can hardly happen. A university by definition is concerned both with teaching and research. That being so, the research component, even if exceptionally strong, can seldom outweigh the instructional component. In any case, no Indian university has developed its research capability to such an extent that the instructional component is in danger of being eclipsed by preoccupation with research.

## 9.2 THE AP SITUATION

- 9.2.1 In the case of AP universities, the situation with regard to research is, relatively speaking, satisfactory. Seen in the all India perspective, the three older universities have been doing reasonably well though this should not be taken to mean that things ought not to be better. But the same cannot be said about the younger universities. In any case, if, in the wake of this review, the research component of AP universities can be further strengthened and given a greater push - and this is feasible - AP universities would register a marked success.
- 9.2.2 In the course of the report, issues relating to research, as and when they have cropped up, have been dealt with at a number of places. However, it is important that some kind of an overall view is taken. This is proposed to be done in this particular chapter.
- 9.2.3 It must, however, be acknowledged that, as compared to most other topics which have been discussed under various chapter headings, data in regard to different dimensions of research is much more skimpy than in most other cases. Therefore, what would be said is bound to be more on the general plane than backed by statistical data. This cannot be helped; nor is this deficiency of data an important enough reason not to deal with this issue.

## 9.3 RECENT TREND

- 9.3.1 Perhaps few other decisions of the UGC have hurt the university system more than its decision after the 1973 revision to make a doctoral degree a mandatory requirement for fresh entrants into teaching. The impulse to introduce this mandatory requirement might have been the urge to equate the salary scales of university and college teachers with Class-I officers in the Government of India. But the whole thing was done so suddenly and without taking into account the steadily worsening populist pressures on the educational sector that it led to the undoubted dilution of standards.
- 9.3.2 Any one who could manage to enrol himself in a doctoral programme did so. Having enrolled, he also managed to land the degree at the end of the stipulated time. According to UGC figures, in 1968-69, the number of Ph D degrees awarded by different universities was 1989; by 1985-86 (before it was decided not to insist upon the doctoral degree on a mandatory basis), it had risen to 7507.
- 9.3.3 With such a proliferation in the number of persons who were awarded doctoral degrees, dilution of standards was more or less unavoidable. Facilities were poor, the number of qualified or experienced guides was limited and research at that level suffered a serious decline. No wonder when the matter was reviewed in the mid 80's after more than a decade of experience, the Mehrotra committee preferred to go back to the *status quo ante*. Meanwhile, however, the damage had been done. Today even though a doctoral degree is not a mandatory requirement, the trend in favour of more and more people wanting to get doctoral degrees has continued unabated; indeed it shows no signs of slowing down.

- 9.3.4 More or less in the wake of the 1973 revision of scales of pay, the UGC undertook a major review of rules and regulations governing the registration process, conduct and award of Ph D degrees and so on. These rules were circulated to universities as guidelines for adoption by them. While some universities did adopt them, quite a number did not do so. Even the UGC office does not have an up-to-date count of those which either adopted them or did not do so. As far as the AP universities are concerned, in the chapter on **Examinations**, particular attention was drawn to the wide variations in the rules of Ph D evaluation as followed by different universities in the State (Paragraph 4.19)
- 9.3.5 To repeat, evaluation at the Ph D level was not made stringent enough, as should have been done, following the circulation of the UGC guidelines. Meanwhile, the desire for a doctoral degree became almost a craze. Therefore, the quality of doctoral work suffered a serious decline. This is an all India pattern. There is no reason to believe that the situation in AP is any different.
- 9.3.6 If anything, the situation in AP is slightly more adverse. This is for the reason that, unlike in most other states, special privileges have been extended to certain categories of students in this State. These are available at the doctoral level and at the PG level. As discussed in the chapter on **Students**, a large number of academically unsuitable persons get enrolled because they look upon the scholarship provided to them as a substitute for a job. They do not know what would happen to them in the open market; a job may or may not come their way. This is as true at the PG level as at the research level.
- 9.3.7 The following figures of enrollment at the doctoral level in respect of different universities speak for themselves.

ANNUAL ENROLLMENT FIGURES FOR PH D DEGREE (1993)

Universisty	Faculty			Total
	Arts & Scoial Sciences	Science	Commerce	
Osmania	163	439	20	612
Andhra	390	307	56	653
Sri Venkateswara	64	177	14	255
Kakatiya	56	72	19	147
Nagarjuna *	8	12	4	24
Padmavathi	12	19	-	31
				1,632

\* The figures pertain to 1992. There were no enrollments for the years 1993 and 1994

9.3.8 In order to see these figures in their proper context, it would be helpful to also look at the figures of those who passed out at the PG level in the same year. The data given below provides the necessary details.

**ENROLLMENT FIGURES FOR PG COURSES (1993)**

University	Degree			Total
	M.A.	M.Sc.	M.Com.	
Osmania	2807	2105	832	5744
Andhra	521	679	150	1350
S V	379	412	121	912
Kakatiya	210	220	40	470
Nagarjuna	317	246	51	614
Padmavathi	150	110	-	260
				9350

9.3.9 A third set of figures relating to only one university, Andhra University, are provided. It provides details of students enrolled in the two faculties of Arts and Social Sciences.

**MA Degree**

Anthropology	- 30	Library & Information Science	- 30
Cooperation & Applied Economics	- 40	Philosophy	- 30
Economics	- 50	Politics	- 28
Eco & Math.Eco	- 10	Public Admn	- 28
Education	- 35	Psychology	- 13
English	- 40	Sanskrit	- 16
Hindi	- 40	Social work	- 32
History & Archaeology	- 10	Sociology	- 20
		Telugu	- 40

9.3.10 Certain obvious conclusions emerge from a study of these sets of figures. These may be listed as follows:

- (i) It is mainly Osmania and Andhra which have large enrollments at the research level. Sri Venkateswara University is a close third. In the case of the two younger universities, however (data in respect of the third one was not provided) the situation is particularly adverse. As for Nagarjuna, this issue has been referred to repeatedly and does not have to be enlarged upon again.

- (ii) In Osmania university, the number of those who completed their MCom is high: 832. Out of them, only 20 joined the Ph D programme; a mere 2.4 per cent. When the other two faculties, Arts and Social Sciences and Science, are taken up as the point of reference, the percentage of those who got themselves enrolled for Ph D in the former is around 6 per cent and 20 per cent in the case of the latter.
- (iii) In the case of Andhra, the proportions are different. If Commerce is not included - the number is much smaller here in any case - in the Faculty of Arts and Social Sciences, out of 521 who passed out at the Master's level, 390 got enrolled for research. This means 75 per cent got admitted to the Ph D course. In the case of the Science faculty, 307 out of 679 got enrolled for research: the percentage comes to 45.
- (iv) As stated later (Paragraph.9.4.3), Osmania is subjected to considerable pressure owing to the location of a large number of research institutes in that city. Even though the proportion of those admitted to the Ph D degree in the Faculty of Science was not as high as in the case of Andhra, in absolute terms the number was quite high. This matter needs to be gone into further.

More particularly when the number of persons enrolled for Ph D in the Arts and Social Sciences throughout the country was a little over 3,000 in that year. That something like 10 per cent of the total number should be enrolled for research in the Faculty of Arts and Social Sciences in one university, Andhra, is a matter that needs to be examined further.

- (v) That as many as 40 students were enrolled for Telugu is in order. It being the language of the State, it is only in AP universities that the biggest concentration would be found. The numbers in other universities is, however, not as high. What explains this disparity?
- (vi) Admission to language courses, it appears, is not handled as rigorously as it should be done. In the profile on Sri Venkateswara university, we have called attention to an additional fact. The number of students enrolled in Tamil at the Master's level was only 2 but the number of those enrolled at the Ph D level was 19.

Again a matter that calls for further scrutiny.

9.3.11 The question to ask is: are all these students genuinely interested in research or do they get themselves enrolled because, unsure of finding a job when they pass out, they look upon their registration as Ph D students as the next best form of finding a job? It is difficult to answer this question with any degree of precision. No data is available to show what research was done, how the students performed, how long they took and what they eventually succeeded in achieving. None of these hypothetical questions can, therefore, be answered. What is discussed below is thus more in the nature of impressions than firm conclusions, duly and properly, supported by statistics.

## **9.4 WHO OPTS FOR RESEARCH IN UNIVERSITIES?**

- 9.4.1 In an implied way, the question has already been answered and should not have been posed at all. But there is a reason why it is being posed. In our discussions in different universities, this issue did come up though not directly. The impression that we gathered was somewhat along these lines.
- 9.4.2 Those who have ability and ambition, especially in the sciences, generally get themselves registered in the number of research institutes dotted all over the State. At a rough guess, the number of such institutes is around two dozen. Mostly they are funded by the Central government though a few of them are also funded by the State government. In talking of this number, institutes belonging to the sector of agriculture and medicine are also included.
- 9.4.3 The general pattern is that these students, once recruited in the institutes, get themselves enrolled in a university which is located nearby. Almost each research institute has arrangements for registration of research workers for the Ph D degree with the local university within whose jurisdiction it happens to be located. This is the all India pattern and is applicable to AP as much as to other States. The meaning of this particular statement should become more clear than it would be otherwise when it is added that since the largest number of such institutions is located in Hyderabad, the number of those enrolled at Osmania University is somewhat high.
- 9.4.4 Once the cream has been mopped up by the research institutes, the rest gravitate towards the various universities. Depending upon from where they passed out or where they wish to get themselves registered, they go to the nearest university and start working.

## **9.5 PREPARATION FOR RESEARCH**

- 9.5.1 Apart from this problem, there is also another problem and that relates to the question as to what kind of academic preparation is required to undertake research at the doctoral level. About a quarter century ago, a number of universities started M Phil courses. One justification for their doing so was to prepare students specifically for admission to Ph D courses. Standards at the Master's level had been declining. Those who passed out were not as capable as they were expected to be. Therefore, the gap between what they learnt at the Master's level and what they were required to do at the doctoral level was much too wide. One way of bridging this gap was to institute a new research degree.
- 9.5.2 The example of American universities had also something to do with this decision. More and more persons who got onto the faculty in various subjects had been trained in American universities. According to the American system, a pre-Ph D course is mandatory for anyone who undertakes to do a Ph D degree. Generally speaking, it takes 18 months to two years to do the pre-Ph D course work. It is

only after that the dissertation work is taken up. Generally that takes a minimum of two years. In most cases, it takes much longer.

9.5.3 Influenced by this model, and even otherwise, a number of universities in AP as in universities in other States ventured into the area of a junior research degree. Most often the course work extended over one academic year at the end of which students were required to sit for an examination. After that, they took up dissertation work. It took six months to one year, sometimes even longer. The dissertation was not intended to be a contribution to knowledge. Rather it was meant to ensure that the student, while wanting it, gave evidence of a certain depth of reading as well as the ability to analyse and to expound a line of argument.

9.5.4 In AP, there were certain local problems with the result that while most universities adopted this model, Osmania did not opt to do so in the case of the Faculty of Science where, perhaps, the pressure was most acute. The reasoning in this case was more non-academic, than academic. For one thing, no extra funding for purchase of equipment and consumables was forthcoming. For another, and this was more decisive, hostels were already under intense pressure. Osmania, therefore, did not wish to add to that pressure. Admission to the M Phil course would have entitled students to seats in the hostels and those were not available. In any case, there was excessive pressure on departments in the Faculty of Science and they, therefore, tried to play safe.

9.5.5 Whatever be the details of the situation in Osmania the system did catch on to some extent as should be evident from the figures given below:

**ENROLLMENT FIGURES FOR M Phil COURSE (1993)**

UNIVERSITY	FACULTY			TOTAL
	ARTS & S.S.	SCIENCE	COMMERCE & BUSINESS MANAGEMENT	
Osmania	167	23	12	202
Andhra	309	159	47	515
S V	117	66	8	191
Kakatiya	70	50	10	130
Nagarjuna*	-	-	-	-
Padmavathi	40	31	-	71

\*data not available

9.5.6 How to admit students to the Ph D still remained an issue. The academically defensible mode of admission would have been to have conducted an admission test. It was talked of but not actually instituted. Students offered resistance, it appears, and the matter was not pursued. Meanwhile, Sri Venkateswara university, despite some resistance from students, went ahead and made the admission test mandatory.

9.5.7 It is difficult to say which is the ideal arrangement. Should only M Phil students be admitted to the Ph D course or should the students be enrolled for Ph D and then required to undertake pre-Ph D work? It is, to some extent, a question of nomenclature and, to some extent, administrative convenience. The important thing to ensure is that those who go in for research have both the requisite intellectual capacity and the temperament for research.

9.5.8 Having said all this, it needs to be put this way that there are two basic problems and they are both equally important. One is to provide some additional inputs for those who are enrolled for research. Once the unit cost method is put into effect, this would become unavoidable. In the existing undefined situation, students are admitted but there is no clear provision that every additional student would mean a certain sum of money and that would have to be provided. The second issue is that some kind of admission test must be made mandatory. In its absence it becomes difficult to distinguish between those who have the potential to undertake research and those who wish to pass time because this is the most remunerative way of doing so. In fact, this consideration has a direct bearing on the quality of research which is the next issue to be taken up.

## 9.6 QUALITY OF RESEARCH

9.6.1 The foregoing discussion also throws up two interrelated issues. One is the problem of enrollment, availability of funding, accommodation in the laboratory, equipment and such other matters at the Ph D level. To some extent, these issues have been dealt with. The basic problem, however, is the shortage of resources.

9.6.2 This is related to the second problem, the quality of research. Experience in some of the more productive universities in the country shows two things. One, the calibre of academics has to be outstanding so that they can formulate good schemes and secure liberal grants. Once these are sanctioned, students working at the Ph D level are then given sub-problems under the overall umbrella of the research scheme, in such a way that they are able to complete their Ph D work and the supervisor (who got the scheme approved) is able to complete his project. Both things are intermeshed in such a way that they reinforce each other.

In order to be able to formulate schemes at that advanced level, a high degree of competence and imagination are required. AP universities have a few such individuals; perhaps a dozen or so. Once the tempo of research activity is stepped up, their number is likely to grow and that is the direction in which the AP universities ought to be moving. In short, this is the way to ensure quality in research. It may also be added here that, in a sense, this is the most pressing problem in AP universities. What is needed is talent of a high order. Whether it can be identified and developed from within or inducted from outside is a matter of detail.

9.6.3 An incidental outcome from it would be that the laboratories where research schemes are located would get significantly enriched with the acquisition of new apparatus. This is precisely how some of the major universities around the country which have performed well in the area of scientific research have been able to grow. Both



Osmania and Andhra are to some extent launched on this path; Andhra more than Osmania. Sri Venkateswara University is also following this trail. What needs to be ensured is that the remaining three universities, as also the Women's university, can adopt the same trajectory of development. One of the obligations of the State Council should be to keep an eye on how this process of development is growing in speed, coverage and quality. In the ultimate analysis, it is quality which counts. Therefore specific attention would have to be given to this particular dimension of work.

## **9.7 COSTS OF RESEARCH**

9.7.1 As more and more university departments, particularly in the sciences, move towards better performance in research, one question that would arise sooner or later would be: how are research costs to be demarcated from teaching costs? Currently, there is no clear distinction between the two.

9.7.2 Most universities in the country have not grappled with this issue so far. The Punnaiah committee had made certain suggestions in this behalf. Those need to be taken note of seriously. In any case, once the unit cost formula is adopted, research costs would have to be specified, otherwise there would be problems of overlap; and this would lead to confusion. Even if the adoption of the unit cost formula is delayed somewhat, as can happen, demarcating the cost of each of these two activities is a matter that requires to be attended to.

9.7.3 In this connection, a reference has already been made to the experience of the IITs. We, therefore, reiterate our earlier proposal that the State Council might get details from the IITs and seek to adapt them to the AP situation.

## **9.8 ENROLLMENT AND LIBRARIES**

9.8.1 In the case of the non-science areas, the pattern is somewhat different. For one thing, the number of research institutes in these areas is much smaller. For another, the demand is much less and the openings are far fewer. It is mainly those who wish to go into teaching generally opt for registration for the Ph D degree though it would be only fair to add that some others also get themselves registered. To that extent, the figures given above describe the situation fairly and accurately.

9.8.2 The problem in their case is particularly acute in one respect. While laboratory facilities are important for those registered in the field of Science, in the Arts and Social Sciences it is mainly library facilities which are important. Libraries take time to grow and also depend upon the availability of funds. The older universities have reasonably good libraries though each one of them has been finding it difficult to maintain the same level of library acquisitions as had been the norm, say, a decade ago.

Funds have come down sharply and the prices, particularly of imported books and journals, have risen equally sharply. These two handicaps have emasculated libraries in

the older universities. In the case of newer universities, since they were established not so long ago, they have not even had the opportunity to build up the basic stock of books. The situation is particularly pathetic in respect of science journals. Something has been said about each university under its specific profile and no more needs to be added, except that we found it somewhat odd that, though otherwise the best stocked of all University libraries. Andhra University Library has not been computerised so far. This is even more odd because those enrolled for the doctoral degree in the Arts and Social Sciences faculty are almost 10 per cent of the total enrollment in this area of all students registered for Ph D all over the country. To say no more about this issue, propose an additional grant of one crore of rupees per year per library for the next 5 years.

9.8.3 In respect of science journals, the UGC entrusted the Indian Institute of Science, Bangalore, with the responsibility of cataloguing articles published in the various science journals under appropriate headings so that universities which could not subscribe to those journals might then ask for reprints or xerox copies and so on. The Indian Institute of Science has in this way become the nodal library for this purpose. This was to enable the other libraries to make use of its holdings.

In the case of the non-science subjects, this responsibility was given to SNDT university, Bombay and M S University of Baroda. Sad to say, the performance both of Bombay and Baroda is much less satisfactory than that of Bangalore though there are problems even in regard to how Bangalore is discharging its obligations.

9.8.4 It is not necessary to go into further details except to suggest to the State Council that a meeting of the Librarians of the various university libraries be convened and the matter of coordination with Bangalore, Bombay and Baroda be thrashed out. Their criticisms (and suggestions for improvement) should be communicated to the UGC within three months of the submission of this report for appropriate action by the UGC. In plain words, the most urgent priority is to streamline the working of these three centres, improve coordination amongst the AP universities and these centres and ensure better visibility for whatever is made available.

9.8.5 The word visibility has been used advisedly. In our discussions with academics around the State, we came across not one but a large number of cases where academics were altogether unaware of the fact that such an arrangement even existed. If they were unaware of it, there was no question of their wanting to or being able to use this facility. Evidently, most of these people were not involved in research and did not possess the kind of curiosity which is a precondition for research. A certain amount of effort would, therefore, have to be made to spread the word around. Whether academics use this material or not is an issue which would arise only after they get to hear of such a facility.

9.8.6 At the meeting of Librarians suggested at 9.5.4 above, another topic of discussion should be how universities in AP can coordinate with one another more effectively than they are doing at present. It is a pity that not every university library has a suitably qualified professional at the head. This is something which has been referred to elsewhere and need not be dilated upon here. At any rate, it is important that some arrangement for keeping one another better informed, a more serviceable inter-

library loan system and such other issues require to be thrashed out. Having talked to some of the persons incharge of the libraries we are not convinced that each one of them is fully sensitive to the issues involved. In plain words, even Librarians need to be prompted, if not also goaded, into handling this part of their responsibility much more professionally than they are doing at present.

9.8.7 In this behalf, we would strongly urge the State Council to convene a yearly meeting of University Librarians in order to review what they have been doing over the years, how the libraries are functioning, what is the extent of use to which they are being put and what other improvements are called for. Computerisation of libraries too is an urgent issue and calls for urgent action. Not only that, in its annual report to the State government, a section must invariably be devoted to the state of development of university libraries.

9.8.8 While computerisation of libraries has been referred to repeatedly, the State Council must oversee and monitor this process and ensure that it is completed within 5 years. In order to fulfill this target, two further steps would have to be taken. One would be to ask each university to draw up a time-bound action programme. The second would be to arrange for the training of the library staff.

## 9.9 LABORATORY SUPPORT

9.9.1 Students enrolled for research in the science faculty have a different set of problems. They cannot get down to work in the absence of adequate and appropriate equipment. On both counts, the situation is unsatisfactory. From what we could gather, universities mainly attach importance to two items of expenditure, buildings and recruitment of staff. All other items of expenditure including laboratory equipment and libraries are given secondary importance.

This is only a way of saying that, barring some exceptions, most laboratories are under-equipped if not ill-equipped. What redeems the situation particularly in the case of the three older universities is that quite a number of enterprising teachers have been getting numerous grants from Central agencies. Since part of the grant is meant for purchase of equipment, speaking in general terms, the laboratories get enriched.

Most faculty members are, however, possessive about the equipment at their disposal and it is not shared with others as readily as one would like it to be shared. That apart, the overall situation is that the laboratories need considerable support for equipment.

9.9.2 With a large number of Ph D students getting enrolled, the situation has become somewhat difficult of late. The proliferation of numbers is a relatively recent phenomenon - perhaps a decade old. It is precisely during these years that the situation sharply deteriorated. Timely steps have to be taken to both arrest this decline as well as to rationalise arrangements.

9.9.3 Sri Venkateswara University for example has taken some steps in this regard. It has started holding entrance tests for admission to Ph D courses. As and when this system gets institutionalised, the experiment would be worth watching. Perhaps something of the same kind can be done in other universities also. Osmania University had decided to conduct a similar test in 1994 but somehow shied away from it.

Andhra university has kept numbers somewhat under control by instituting a system whereby it admits students only every alternate year. In a sense it works against those candidates who pass out in that particular year when no admission is to be made. In any case, both because of its larger numbers and location, it is Osmania University which has a high concentration of enrollment. Some of the figures given below should substantiate the point made above.

#### OSMANIA UNIVERSITY - ENROLLMENT FIGURES FOR PG & PH D COURSES

	Year				
	1989	1990	1991	1992	1993
[A] PG Courses					
MA	2121	2232	2537	2838	2807
MSc	1511	1599	1974	2145	2105
MCom	382	642	970	848	832
[B] Ph D courses (Faculty-wise)					
Arts & Social sciences	179	152	176	168	163
Science	436	432	430	433	439
Commerce	15	20	18	19	20

#### 9.10 FUNDING FOR RESEARCH

9.10.1 The State government has so many demands made upon it from different quarters that it barely manages to keep the universities afloat. In other words, hardly any funding is forthcoming for research purposes in the various universities. How do the universities manage then? There are two main sources; the UGC and the various funding bodies.

9.10.2 Most of them are science-related bodies like the Department of Science and Technology and others like Space, Atomic Energy, Oceanography etc. The CSIR is also a major source of funding. There are three other Councils, each one of them funded by the Centre, in respect of Social Sciences, History and Philosophy. But the funds available to these three do not add up to even 10 crores per year. It is mainly in the Sciences that funding is available. According to the data of the Department of Science and Technology, something like one third of the science and technology budget on research and development is made available to the university sector. In quantitative terms, this figure is around 250 crores per year.

- 9.10.3 Out of this sum of money, something like 35-40 per cent is successfully claimed by the Institute of Science, Bangalore and the IITs. These institutions are into research in a substantial way. Therefore, they are able to formulate schemes which attract considerable funding. The good thing about this system of grants from the funding agencies is that there is nothing automatic about it. Research schemes are formulated, evaluated and only then sanctioned. Therefore, some sort of competition gets built into the system and this promotes both quality and innovativeness.
- 9.10.4 Some partial and incomplete data in regard to how three AP universities (they are the strongest in research) have been doing on this front has been worked out and is presented below.

#### FUNDS RECEIVED

Sl.No.	University (1993-94)		Amount (Rupees in lakhs)
1.	Osmania	- -	93.67
2.	Sri Venkateswara	- -	69.28
3.	Andhra	- -	300.00

- 9.10.5 As should be apparent, it is the older universities which are doing well and it is the younger universities which are lagging behind. There is something more to it, however, than meets the eye and that needs to be referred to.

#### 9.11 ROLE OF UNIVERSITY ADMINISTRATION

- 9.11.1 While a certain amount of success is owing to the initiative taken by certain able and enterprising teachers, university administration has also a role to play. It can both encourage and thwart initiative. This is for an important procedural reason. All funds come to the university. Subsequently, it is the university which releases those funds to the person who got his scheme sanctioned.
- 9.11.2 On a visit to a certain university when we expressed our disappointment at the faculty members not having got much by way of grants, one of the teachers commented wryly, "We have also to think about our retirement". Questioned further, he explained that one of their colleagues had retired but his pension claim had not been finalised because the University office had failed to give him clearance. This was said in the presence of the Vice-Chancellor and the university officials. Though the details were disputed, it was clear to us that there was something in that complaint though it needs to be added that it did not entirely explain the absence of initiative on the part of faculty members.
- 9.11.3 The situation in most universities is reported to be equally difficult. Of all universities in the State, Andhra University has perhaps shown the greatest enterprise not only during recent years but for a quarter century or more. One reason why the situation

has deteriorated of late is that in the University there are problems, particularly at the lower levels. We did not investigate these complaints. To the extent, however, that these problems are genuine, they need to be looked into and the system streamlined.

- 9.11.4 In contrast, we found the situation in Osmania and Kakatiya much better. In Osmania it is an academic who has been put in charge of handling these grants. The difficulties encountered, therefore, are fewer than elsewhere.

In Kakatiya the situation is even better. Once again, this matter is dealt with by one of the academics who has worked out a system whereby grants are released, as and when necessary, without much fuss or difficulty.

## **9.12 THE RIGHT MODEL**

- 9.12.1 Perhaps the right model to adopt is the one which is followed by the IITs. According to this model, once a particular grant is sanctioned to a particular faculty member, he is immediately vested with the powers of a Head of the Department as far as that particular grant is concerned. Unlike the mainstream universities, for years together, the IITs have vested the Head of the Departments with substantial powers to be able to incur expenditure within the limits specified.

This came about mainly for two reasons. One, the tradition of individual faculty members doing research in the IITs is much older and much stronger than in the mainstream universities. Secondly, a large number of the faculty members have had their education in some of those foreign universities where administrative procedures are not as primitive as they are in most of our universities. The IITs have over the years adapted that system to Indian conditions. By now they have evolved a mode of working which does not impede work nor lead to any bottlenecks.

- 9.12.2 We see no reason why the IIT model cannot be adopted by AP universities. Despite all the handicaps under which some faculty members have been functioning, their performance is creditable. In any case, with the economy picking up, and decentralisation becoming the order of the day, there is no reason why AP universities should continue to stick to obsolete methods of management and control.

- 9.12.3 At our encounters with various Heads of Departments, this issue came up almost each time. The academics felt both upset and irritated at the kind of control being exercised over their working. Those connected with administration defended their position valiantly. It was, however, clear to us that their mode of thinking belonged to an earlier era. Having considered this issue in all its aspects, we recommend without any reservations that the IIT system of management and control in respect of purchase of equipment and release of funds be adopted in AP universities.

- 9.12.4 It must be added in fairness that there is nothing particularly novel or startling about the IIT system. This is also the system which is acceptable to most funding bodies, particularly those at the Centre. The essence of this system is that the project or scheme given to a particular researcher is evaluated on its completion. This job of evaluation is done by outsiders appointed for the purpose by the funding agency.

When they express their satisfaction with the job done, than it can be said to have been successfully completed.

To put it in other words, the obsolete methods of management and control adopted by most university administrations succeed in causing irritation and annoyance and little else. What is important is the outcome. If the outcome is satisfactory, more than 90 per cent of the objections are met ipso facto. Were the universities to adopt this kind of approach, there would be fewer problems and much less wastage of time and effort.

## **9.13 USE OF APPARATUS**

9.13.1 There is one dimension of this problem, however, about which university administrators should worry, though they do not. Every project, especially in the scientific area, brings with it a certain amount of apparatus. In fact, most of the actively functioning universities in the country have managed to equip their laboratories to a large extent with the equipment that they get by virtue of having played host to enterprising teachers who secured grants from outside agencies. As per convention, this apparatus stays with the university. What happens today should be a cause for concern to some of these universities. Several of them drag their feet when it comes to taking over a considerable body of apparatus secured *gratis*.

9.13.2 There are two aspects of this issue which need specific attention. One is that the apparatus that accrues to the university after the completion of the project should be promptly taken on university record. As long as that project is on, it is under the charge of the person to whom the grant was given. But once that project is over and accounts have been settled, that becomes the property of the university. Therefore, all that apparatus has to be taken on the stock register of the department without any loss of time. Sometimes this is done and sometimes this is not done for a considerable length of time. We are of the view that this must invariably be done and within, say, two weeks.

9.13.3 The second aspect of it is that sometimes the apparatus goes out of order or functions partially or inadequately even when the project is in progress. It needs some attention and some repair. Not unoften, the university's attitude is that it is none of its business. This is odd, to say the least. Once that apparatus has become the property of the university, no one has any business to adopt the posture that the university is not concerned with it. Now the university is the owner. That apparatus is a part of the total stock of apparatus available to the university. To keep it in perfect working order is, therefore, an obligation of the university.

9.13.4 In the chapter on " On Funding and Financial Management" (Paragraph 10.10) we have suggested that there has to be a complete record of how much each single building and each single costly apparatus is used and with what degree of intensity. In line with that recommendation, we reiterate that the new costly apparatus, so acquired, should be included in the said listing; and as already recommended, the data then compiled may be forwarded by the Principal to the Vice-Chancellor and then to the State Council and the State government.

- 9.13.5 To put it no more strongly, the step-motherly attitude towards this category of apparatus adopted by a number of university administrators is puzzling. This attitude comes into evidence even when, sometimes, the apparatus was being imported from outside. Instances were brought to our notice where the imported apparatus continued to lie at the ports for weeks and months together and even holding charges were paid. But there was little evidence of timely or prompt action.

All this suggests both inefficiency and irresponsibility. These cannot be condoned. We expect the State Council to keep a strict eye on cases of this kind. The Vice-Chancellor as the chief executive of the university must be held specifically responsible if any such instances come to notice.

## 9.14 PURCHASE OF EQUIPMENT

- 9.14.1 Purchase of equipment is something that continues to take place all the time. In addition to what has been stated already, there are two points that require to be made. Purchase of major items of equipment poses one set of problems and purchase of consumables another. Both these issues need to be dealt with separately.

- 9.14.2 In the case of major equipment, the procedure followed by the IITs is both flexible and time-saving. It is not necessary to provide details here. Those may be obtained from the IITs by the State Council and discussed at a meeting of leading academics from different universities along with the Finance Officers. If any marginal changes need to be made to adapt to the local situation, those can be made. While doing so, it should be ensured that the spirit of the IIT system is not compromised.

- 9.14.3 In regard to purchase of consumables, a number of actively functioning universities have worked out a system whereby they establish direct contacts with the manufacturers. Most of them have their representatives in Hyderabad and other towns of the State. In any case, their rates are known and are a matter of public knowledge.

If necessary, an exercise can be undertaken by the State Council with the help of a committee of academics drawn from different universities to decide which manufacturers are more reliable as more economical and so on. The issue of supplies should be negotiated with them directly without bringing in the smaller suppliers into the picture. The manufacturers are generally prepared to offer some kind of a rebate. Once such a system can be evolved, placing orders would cease to be a problem.

- 9.14.4 In all those transactions, the role of those connected with university administration would be crucial. They may also be involved in decision-making at the appropriate level. Once they become a party to the decision, the chances of any unexpected upsets would be minimised.



## 9.15 THE CONSEQUENCES OF INBREEDING

- 9.15.1 Perhaps no other aspect of university functioning is a greater victim of inbreeding than research. Inbreeding suggests refusal to import talent from elsewhere. Recruitment is generally done from within the university departments. Most recruits are personally and socially close to their respective teachers. Those who get selected and are engaged for research opt to work more or less in the very same areas in which their seniors had been doing research earlier.

One of the reasons why the performance of Andhra University in research is not as satisfactory today as it was a few of decades ago is precisely this element of inbreeding. The same is true of most other universities. The reference to Andhra University is meant to illustrate the difference between the situation as it obtained some 3-4 decades ago and as it obtains today. Some of the decline in quality and output may be owing to other reasons but inbreeding is certainly one of them. That is why a specific reference had to be made to it.

- 9.15.2 A precondition for research is that the intending researcher must have new ideas. If he is caught in the chain of inbreeding, the impact of inbreeding cannot be evaded except marginally. One reason why more and more teachers are unable to draw up schemes which would attract research funding is that they simply lack ideas.

In our visit to various universities we were struck by one thing which is not all that unknown even elsewhere. It is the same individuals who again and again give evidence of originality, initiative and drive. Other people in the department or in the university continue in their usual, lethargic ways and never lift a finger. To some extent this is inevitable but there are ways of dealing with this situation. To avoid inbreeding is one of them. But some of the more positive ways also need to be identified and put into practice.

- 9.15.3 For instance, it should be possible to honour such people. In the kind of society in which we live, any kind of formal financial incentive is frowned upon. But to recognise their contribution both to the resources and life of the university and to their own discipline in an appropriate way should be in order. There can be awards instituted and those awards may be made every year. If in a particular year, there is no suitable candidate it might be declared a fallow year, there would be nothing unusual about it. A scheme may be worked out by the State Council and a special appropriation made for this purpose. It may be a small amount but it would have a meaningful impact.

- 9.15.4 It has already been stated that the bulk, if not the whole, of research funding comes from Central sources. Is it not possible for the State government to do something? Funds are tight without question. But a few crores set apart for research purposes would contribute much more to university life than a few crores denied to them. For our part, we would suggest that 5 per cent of what is spent on universities as a whole be set apart for research. How that money is to be distributed, according to what norms and what procedures can be worked out by the State Council in consultation with the State government.

It would be important to associate people from outside the State, especially those who are eminent in their particular fields, with the body that is set up. Today if there are 50 such individuals in all the AP universities put together, in five years time their number can go up several times. That would be a considerable gain.

- 9.15.5 We commend this proposal to the attention of the State government. Even if the suggestions cannot be accepted in full, let it be accepted in principle and a somewhat smaller proportion set apart for research. The intention is important and it should be expressed clearly and unambiguously.

## 9.16 CONSULTANCY

- 9.16.1 Except for the JNTU, we hardly got any evidence of teachers being involved in consultancy from any other university. In fact there are hardly any rules for consultancy available in any university. This goes to show that the system has not even got started. This is to be regretted.

- 9.16.2 There are two dimensions to the problem. One, consultancy is generally available when the nature of the expertise available is applied rather than fundamental in character. And this leads to the second dimension of the problem. Most universities which have been working in traditional ways deal with fundamental research, as and when they undertake it, and seldom with the applied aspects. To put it another way, if the JNTU faculty could be called upon to undertake consultancy work, that was largely because it was in a position to help those who sought consultancy to increase or improve their production or productive capacity.

- 9.16.3 And yet there can be marginal differences of emphasis. The examples of Andhra University and Osmania would make it clear. Andhra which is fairly strong in the basic sciences has been able to branch out into applied areas. That is why that University was able to attract a lot of funding in those areas. In contrast, most of the grants in Osmania were to departments like Chemistry, Physics, Botany, Zoology and also to Genetics, Microbiology and Geophysics. The latter category of departments are more applied in nature and they have been getting good funding. So much depends upon the perspective of those who head the departments and the concerns that they and their colleagues have.

- 9.16.4 In our perception, while the primary interests of the university science departments would continue to be in the basic sciences, it is possible, even desirable, to branch off into applied areas. The advantage in the latter case is that it would draw universities nearer industry and enable students to land jobs much more easily than what happens today.

- 9.16.5 Nonetheless there are several areas of consultancy in which academics in the universities can get involved. Apart from science departments, areas like Economics, Commerce and Business Management are beginning to emerge as areas with a lot of promise.

This is a rapidly expanding area. The kind of ability that academics possess here is very much in demand. In the situation that is unfolding, there would be greater and greater demand provided the teachers adapt themselves to the demands of the market. No less important, they have also to equip themselves better.

- 9.16.6 This whole issue is a delicate one. We have touched upon it but we do not wish to dilate upon it further. Instead we expect the State Council to hold not one but a series of meetings with some of the leading academics (with the Vice-Chancellors also present) and devise ways and means of promoting the whole concept and practice of consultancy. As a part of this exercise, rules framed by some of the universities around the country may be taken over and adopted to the AP situation.

The crucial thing, however, is that after 2-3 meetings targets might be set for this purpose by the various universities. Those targets should then be shared with the State Council and the Council should monitor developments from year to year. Within 3-4 years, consultancy can grow in a substantial measure. Once that starts happening, this would generate its own momentum and when the situation gets reviewed after half a decade or so there would be evidence of considerable improvement.

- 9.16.7 One byproduct of consultancy by faculty members would be that, as already stated in the chapter on **Students**, this would pave the way for more and more of them getting more and more involved in industry. As of today it is the efforts of an individual student which enable him to get a job. Once the academics start getting involved in consultancy, the process would pick up momentum. In addition to the efforts of individual students, the efforts of their teachers would also play a part.

## 9.17 RESEARCH CENTRES

- 9.17.1 In our chapter on the **Governance of Universities**, we have referred to the existence of research centres on various university campuses and what the relationship between them and the respective universities should be. One aspect of this issue, however, was not referred to. That relates to how more and more of such centres could be established.

- 9.17.2 Such centres can be established when a particularly enterprising individual or set of individuals manage to attract considerable funding from outside sources. Funding comes when there are good research proposals. At a given stage of development these research proposals can also graduate into research centres. Something of this kind has happened already in various universities. Therefore, we do not wish to dwell on it all that much. However, we wish to urge the universities and the State Council to look at this process more carefully and analyse it in as much detail as is necessary.

- 9.17.3 Two examples would illustrate the point. The Department of Marine Biology and Oceanography in Andhra University and the Hospital for Genetic Diseases in Osmania are obvious examples of what is sought to be suggested. It is time for a real analysis by a good sociologist to undertake a project on how these two and indeed several of

the other centres came to be established. There are records available. Those can be gone into and the whole process analysed and conclusions arrived at on that basis. The sociology of science and scientific research are emerging areas of study, if it may be added.

Of course, everything would not depend upon this analysis. The personal factor means such a great deal. There is no substitute for strong and imaginative leadership. It is when some such person appears on the scene that things get ignited. At the same time it must be recognised that an analysis of this whole process in respect of AP universities would be found to be immensely stimulating.

## **9.18 RESEARCH BOARD**

9.18.1 One minor way, and it is only minor in character, of focussing more attention on research and the whole spectrum of activities connected with research would be to set up a Research Board in each university. This Board need not be vested with executive powers. Those may continue to be wielded by the authorities already vested with them. At the same time it would be distinctly helpful to have a forum where issues relating to research are projected and discussed. The meeting may take place once or twice a year and no more. But it would certainly be helpful to have such a forum.

There can also be a Research Board at the State level. In what manner and with what terms of reference and composition such a Board may be set up are issues that can be gone into by the State Council and the State government. Some degree of coordination with State agencies can be woven into the whole set up. Sericulture and aqua culture, which have been growing of late, are two obvious examples.

9.18.2 The composition of the Research Board at the university level should not be difficult to work out. Apart from those departments which are engaged in research work or have the potential of doing so, inclusion of half a dozen members from a few sister universities would be desirable. They would be able to inject their experience of what is happening in their respective universities into discussions at the host university. Secondly, a few persons drawn from industry, especially those who were students of the same university at one time and are now in senior managerial positions would be equally helpful.

These persons would have a wealth of experience to share with the university academics. In certain cases, they might also enable the academics to establish appropriate contacts in industry within the state or even outside. No one should forget that in ten years, and one cannot think beyond that point of time as of this moment, the industrial situation in the country would be significantly different from what it is today. How can the universities remain untouched by these developments? Instead of remaining untouched, the appropriate thing to do would be that they play an active role in the changes which are being introduced.

## 9.19 RULES FOR Ph D EVALUATION

- 9.19.1 This issue has been discussed more than once. There is no more to be said about it except to make one additional point. The Ph D regulations prepared by the UGC were prepared at a time when possessing a research degree had been made mandatory for recruitment as a teacher. Since then, the situation has changed and it is reasonable to hope that the UGC would also take a fresh look at these rules. Regardless of that, the AP universities might give a fresh look to this problem. The immediate requirement, however, is to more or less fall in line with what was recommended in the mid 70's by the UGC.
- 9.19.2 There is one minor change, however, which requires to be introduced even if by way of an amendment of the UGC regulations. There is considerable evidence both in AP universities and elsewhere that standards of performance at the doctoral level have got seriously debased. One reason for it is the manner in which examiners are selected. Most often it is the supervisor of the candidate who suggests names of examiners. If he and the examiners connive with one another, that is the end of the matter almost. Generally, he includes his friends and cronies and the whole thing degenerates into 'I-scratch-your -back and you-scratch-my-back' policy. This has led to the misuse of authority and much worse.
- 9.19.3 Some universities in the country have got around the difficulty by not vesting this power exclusively in the supervisor. Various other methods have been adopted to get around this difficulty. Those can be looked at and suitably adapted to AP situation. For our part, we would like to suggest that during the next 5-10 years, it must be made a specific requirement that wherever possible, one examiner must be from another country.
- 9.19.4 It gives us no pleasure to make this recommendation. The situation, however, has taken a turn for the worse during recent years. According to the data collected by us, not more than one or two Ph D theses in all AP universities have been rejected during the last 10 years. Several of them were recommended for revision but hardly any were rejected. Rejection by itself is not a measure of quality. Yet, the ability to turn down a thesis on valid grounds is important, indeed crucial. Like a judge who awards the death sentence, the examiner has to ask himself pointedly: can this thesis be accepted?
- 9.19.5 Some of the smaller European countries like Holland, Hungary, Sweden and several others have specific provisions to this effect in their rules. The bigger countries, however, have a large pool of talent to draw upon and do not feel obliged to get examiners from another country. In our situation, it is imperative to do so at least till such time that the situation returns to a level of ethical functioning where allegations can neither be made nor entertained.
- 9.19.6 Therefore, as an interim measure, we have proposed as above. This particular provision and an overall revision of rules regarding award of the Ph D degree in line with the UGC guidelines would transform the situation within a few years.

## 9.20 DO'S AND DONT'S

- 9.20.1 In certain universities, there are problems of cash flow. When funds are received from outside agencies, universities welcome it in so far as it relieves the immediate problem of lack of funds. Without any loss of time, funds are diverted to other uses. When the investigator who got the grant sanctioned wants a certain amount to be released, there is no cash available; it has already been used for other purposes. The university office thereupon adopts delaying tactics. Sometimes the delay can extend to several months. This therefore hampers the progress of research work.
- 9.20.2 This problem is not peculiar to AP. It is to be encountered elsewhere also. However, it is somewhat acute in this State for reasons that do not have to be gone into. In order to ensure that there is no unauthorised diversion of funds, we suggest that each university should have a separate Research Promotion Fund. If the proposal made above at 9.15.4 in regard to support from the AP state also comes through, whatever is received from that source should also be put into this fund.
- 9.20.3 This Fund should be operated only for research purposes and no other purpose. We reiterate our earlier suggestion that, as in Osmania and Kakatiya, it should be a serving academic who is put incharge of this operation. Payments are to be made only for duly authorised purposes and there should be no occasion for any kind of transfer from this fund, authorised or unauthorised.
- 9.20.4 We further propose that income from consultancy, as and when it becomes a reality, should also be merged with this fund. In case any donations can be got from any source such as an old alumnus or an industrial house, this Fund would be found to be useful as well as relevant. It goes without saying that it would form a part of the university budget and would be subject to the usual audit controls which are applicable to all expenditures in universities.
- 9.20.5 Even if industrial houses cannot be persuaded to give donations to this fund, it may be possible to persuade them to sponsor certain candidates, both at the PG and the research level. Sponsorship is not such an expensive proposition. Furthermore, it can also take two different forms. One can be sponsorship for support to certain students to complete their courses on a charitable basis. The second can be that when students are still studying, the sponsoring agency selects a few of them, keeps them under observation on the understanding that eventually they would get absorbed in its ongoing projects.

Terms of sponsorship may vary from case to case. It would all depend upon the capacity of the sponsor to pay and his willingness to commit himself to certain specific obligations. The unfortunate fact is that all these years industry was stagnant and so were the universities, both, of course, within certain limits. This atmosphere of stagnation is undergoing change as far as industry is concerned. It is equally important that universities too should start changing.

### ON FUNDING AND FINANCIAL MANAGEMENT

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#### 10.1 INTRODUCTION

- 10.1.1 No other aspect of university functioning has been more difficult to figure out than what the income of the AP universities is. Information regarding how much they spent and under what heads was easier to obtain than the sources or the quantum of their revenue income. In regard to both these matters, we felt that there was an attempt to juggle with figures on the part of the universities. The reasons for it are not difficult to identify.
- 10.1.2 Since the late 80's, universities have been under financial pressure. For various reasons, the State government has been unable to provide all that they needed. All these years, universities have been funded only by the State and, to a minor extent, by the UGC and some other agencies. It is no wonder, therefore, that, squeezed on various fronts, the AP universities have been fighting a battle for survival - if it may be put somewhat colourfully.

- 10.1.3 This battle has taken various forms. First, posts are shown in the budget but not filled up. From this point of view, occasional interventions by courts of law have been a boon rather than a curse. The amount so saved amounted to several crores in some instances. Two, in terms of official presentation, income from various other sources is shown in such a skillful way that, without extraordinary effort, it would not be possible to uncover the stratagems of concealment adopted by them. Three, in a couple of universities, examinations yield a little surplus and so do one or two other activities like correspondence/distance education courses etc. Income from all these sources is utilised to meet the deficit.
- 10.1.4 The truth of the matter is that, on paper, universities are in deficit. In actual practice, they are able to breathe but no more than that, and that too not in all cases. Even if there is no financial collapse in the next couple of years, it is reasonable to assume that, by the end of the decade, things would most definitely get out of hand. As one Vice-Chancellor put it, expenditure is certain; what is not so certain is how much the university would get.

## 10.2 STATE OUTLAY AND EDUCATION

- 10.2.1 Demands in respect of education upon the State government are many. AP is spending 18-19 per cent of the annual revenue budget on education. When these figures are compared to what other south Indian States are spending on education, the situation is not unflattering to the State. However, of all the neighbouring States, AP is the most backward in terms of literacy. To assume, therefore, that the State government would be able to find much more by way of support to the universities is neither realistic nor socially defensible.
- 10.2.2 In specific terms, the dominant thinking within the government appears to be to continue to support the universities at the existing level of support but no more. This, it seems to us, is not all that much at odds with either the financial or the socio-economic imperatives of the development of State. In a broad way, we concur with that approach.
- 10.2.3 And yet, the rate of expenditure in respect of universities has been growing over the years and is bound to keep on growing. A way out would, therefore, have to be found. This can be accomplished by: (i) a marginal increase in the income from fees; (ii) a considerable increase in resources generated by the universities; (iii) a more rational and a more scientific mechanism of the release of grants.
- 10.2.4 There is also another dimension to the problem. In addition to the raising of resources, a systematic attempt to cut down on wastage and to increase productivity is no less imperative. Each one of these proposals would be elaborated upon later. But before that is done, one issue which is not directly connected with the funding of universities may be referred to in passing.



### **10.3 FUNDING TO COLLEGES**

- 10.3.1 Funding to colleges has been fluctuating over the years. Apart from that, two other trends are observable. One, outlay on government colleges has been rising and two, grants to non-government colleges have been falling. However, it is not proposed to develop this line of enquiry any further. What is more to the point is that this Committee is not concerned with the funding of colleges. Therefore, we do not propose to comment about what is happening on that front. At the same time, a certain amount of planning, both financial and academic, has to be done in regard to pressures at the undergraduate level. The nature and extent of those pressures are one factor and how constructively those are met is another factor.
- 10.3.2 AP, for instance, was the first State in the country to have established an open university. While its performance over the years is discussed separately, it needs to be mentioned here again that this university, which could have taken a part of the pressure off the mainstream university system, has failed to do so. Secondly, the new UGC initiative in regard to the vocationalisation of undergraduate education requires to be supported in a much bigger way than has happened so far. Though in one sense it would cost more, in another sense it would enhance the employability of the young men and women who pass out.
- 10.3.3 Some initiative at the State level has been taken but it falls far short of what the volume of support in favour of diversification calls for. In case, some of these things can be done, it may become possible to economise somewhat on that front and consequently step up support to the university system at least marginally.
- 10.3.4 That some additional support to the university system is also called for, needs to be added. There are and would continue to be expectations from the State government. Even when the existing policy of no further support is implemented, something by way of readjustments and additional funding should not be ruled out. Amongst other reasons, one compelling reason is that, AP universities, given some additional support, may perform better than they have been doing so far; the potential is there. To permit them to slide back would work against the interests of the State.
- 10.3.5 We, therefore, wish to reiterate that while in absolute terms it may not be possible to provide additional funding to the universities, in relative terms some readjustments would have to be made. To some extent, those readjustments can come through a different mode of handling colleges. In our opinion, the existing bifurcation of financial management between universities and colleges is unnatural and works against the optimum use of existing resources. We have argued to that effect for other reasons elsewhere. We wish that the problem of funding would also serve as one of the factors for the reconsideration of this issue.

### **10.4 SOURCES OF REVENUE**

- 10.4.1 When we come to the various sources of revenue, we find the situation confusing. What most AP universities have done is to combine their fee income with what they charge from those enrolled in distance education courses. These students are

overcharged as has been argued later. The combined total, therefore, gives a misleading picture. The all India picture is that fees contribute 5-6 per cent of the total expenditure. The AP figures when the Open University is also taken into account comes to around 20 per cent. A clear case of manipulated statistics!

- 10.4.2 The more relevant thing, however, is that some of the States have successfully raised fees both at the undergraduate and postgraduate levels, and more than once, during the last couple of decades. In our first interim recommendation made in January 1995, we had brought this matter to the attention of the State government and even referred to the example of Maharashtra.
- 10.4.3 The situation in AP is also different in so far as around three fourths of the students currently on rolls in the mainstream universities receive support from the State through the Welfare Department. Even if there is a general upward revision of fees, the likely revenue return from such an initiative is not going to be high. What is decided in respect of support to the protected categories of students is a matter of policy at the political level. We do not wish to make a categorical recommendation. The matter was dealt with at quite some length in the chapter on **Students** and those details do not have to be repeated.
- 10.4.4 A related handicap is the nominal charge in respect of hostels and other services. There is no attempt to even recover what it costs to maintain the services. The minimum that should be ensured is that no losses are incurred and there is some parity between what is spent and what is recovered.

## 10.5 RAISING OF RESOURCES

- 10.5.1 Since the overall situation leaves universities with no choice other than to raise resources on their own, how some of them are going about the job needs to be looked at closely. What is happening today is exceedingly unsatisfactory. Nagarjuna University, for example, is one of those universities which took some initiative in the matter. While some part of what this university is doing is in order and is based on a certain amount of coordination with industry, this cannot be said of each one of the programmes. A few of them are questionable from the financial as also the academic point of view.
- 10.5.2 This can also be said about the large number of MCA courses sanctioned by Osmania University as well as some other universities during the last few years. Students are willing to pay for the high profile programmes but teachers are not available. In the bargain, substandard teaching is being done and it unavoidably leads to dilution of standards.
- 10.5.3 The generation of additional resources by diluting academic standards cannot be permitted. Standards have to be maintained under all circumstances. This is fundamental and everything else is secondary. But the primacy of academic standards is being sacrificed in pursuit of the drive to raise resources. Instead of any kind of improvement, it is leading to a decline in academic standards. The need to generate

resources should, therefore, be contingent on the maintenance of high standards. Towards this objective, we propose the following guidelines.

- (i) Before any new course is started, there should be a detailed market survey of the demand for it, competition from other quarters and the employment potential.
- (ii) Coordination with industry is imperative. Even without extending any financial help, it may be possible in certain cases for industry to provide facilities for practical training, workshop practice, exposure to market conditions and so on.
- (iii) Accounting procedures should be so devised that whatever is raised by a university on its own is put under a separate head. Even if a part of it is used for building up the existing infrastructure or support to the library or the laboratories, this should be done openly and explicitly. With the passage of time we expect such activities to increase in range and volume. Therefore, appropriate accounting procedures have to be devised right from the beginning. Not to do so would mean allowing things to be jumbled up. We expect the State Council to help the universities to evolve such a system. Equally important, the procedures should not vary from one university to another.
- (iv) All such decisions ought to be arrived at through due procedure. Cases have come to our notice where decisions have been taken by the chief executive and *ex-post facto* approval of the concerned bodies has been secured. This short-circuiting of procedures can wreak havoc and must be eschewed.

10.5.4 The governing principle in all such cases has to be that whatever is raised by the university outside the Block Grant given by the government is at the disposal of the university and the government would not seek to interfere with how the universities spend that part of it. In this connection, reference may be made to the decision taken by the UGC in this regard. In our first interim report to the State government submitted in January 1995, this matter was referred to. With the concurrence of the Ministry of Finance, the UGC has already notified that colleges and universities would not have to surrender the amounts raised by them as they were required to do earlier on 'meet the deficit' basis. This very UGC system may be adopted by AP. Secondly, the procedures worked out by the IITs in respect of teaching costs and research costs may be studied closely. Since a number of IIT faculty members are involved in research and consultancy projects, a procedure of allocation under these two heads had to be devised. How are their respective shares to be calculated and on what basis? To deal with such situations certain principles had to be worked out. A reference to them would provide some kind of a model. This is a job for the State Council to undertake and finalise within 3 to 6 months.

## 10.6 OVERCHARGING DISTANCE EDUCATION STUDENTS

10.6.1 In principle, it is immoral on the part of either the Open University or any one of the other universities to charge students more than what is justifiable in terms of the facilities that they are provided with. In our chapter on the Open University, this issue was dealt with at some length and the pros and cons of this issue were discussed

there. This much, however, may be recognised that because universities were being starved of funds otherwise, they started diverting funds from other sources. This, as already observed, is wrong in principle and immoral in practice. When adequate support is denied to the universities, they are left with no other choice except to resort to such stratagems; we understand their unenviable situation. But we do not wish to condone the impropriety committed to cope with such situations.

- 10.6.2 The State Council should analyse the budget figures of each university closely so as to ensure that, within a period of three years from the date of the submission of this report, surplus funds, if any, raised from students cease to be available to the mainstream universities. Such a step cannot be taken right away. It would dislocate the functioning of these universities. A period of adjustment spread over three years would, however, be in order.

## 10.7 SUB-BUDGET FOR EXAMINATIONS

- 10.7.1 Something of this kind is happening in respect of examinations. Attempts, and not too unsuccessful either, have been made to generate income from that source. We do not approve of it. Furthermore, we propose that there should be a sub-budget in regard to examinations (within the main university budget). In the long run both receipts and expenditure should balance each other. In other words, universities should neither make money from examinations nor lose any.

- 10.7.2 It is a separate head of expenditure for which students should be required to pay in full. The existing situation is ambiguous. Since expenditure on examinations forms a part of the main university budget, no one knows whether the universities are losing or gaining. Once the system of separate budgeting is introduced, it would become possible to achieve the objective as described above.

## 10.8 STUDENT SERVICES

- 10.8.1 While universities would lose some revenue when they do not overcharge distance education students or when the students are examined at the end of their course, they would have to find more resources in another area of activity. This refers to student services. As analysed in the chapter on **Students**, there are certain other heads of expenditure which need greater support than they are receiving at present. Student services is one such obvious example.

- 10.8.2 In plain words, universities would have to find something more under this head than they are doing at present. This would, therefore, increase the financial commitment of the universities. In order to find additional resources, universities would have no choice except to be more active in generating resources on their own.

## 10.9 SKILLFUL ADJUSTMENTS

- 10.9.1 While a fuller reference to the Punnaiah Committee would be made later, one recommendation made by it needs to be specifically recalled here. This Committee has recommended that, within the first five years, 15 per cent of the total resources required by a university should be generated by it, and that in the following five years this proportion should go up to 25 per cent.
- 10.9.2 On the whole, these are reasonable targets. However, there is nothing to prevent a university from exceeding this target either before time or otherwise. The future salvation of universities lies in their being able to generate more and more resources, avoiding wasteful and/or unproductive expenditure and become as self-sufficient as possible. This is the objective. Clearly, it is not going to be easy to meet it. Similar targets have been met by universities in other countries and, through certain skillful adjustments, this may become possible even in AP.
- 10.9.3 The phrase 'skillful adjustments' can be illustrated with reference to what is happening at Kakatiya University and what to avoid in future. There are 18 departments in that University. Only one of them is innovative and market-oriented i.e. Pharmaceutical Sciences. Not only is it innovative, it is also doing well and has some kind of all India visibility. Furthermore, it has also received substantial financial support from the UGC and other sources.
- 10.9.4 Out of the remaining departments, the first 10 were purely traditional. In course of time another 7 traditional departments were added and the overall picture is that there is a glut of students doing traditional courses. This does not even add to the total pool of skilled manpower in the State. In the chapter on **Examinations**, we have described how marks are manipulated and first divisions and distinctions are given. Given this background, whether the State has 100 or 1,000 Postgraduates in Economics or any other similar discipline, is not going to make any difference other than to add to the ranks of the unemployed, indeed the unemployables.
- 10.9.5 The crucial questions, therefore, are two. One, which are the areas in which students should be instructed, and, two, have they been given the kind of rigorous and intensive training which would help them to compete not only with fellow Andhriles but also those from other States? If these students have to make a place for themselves, they have to outshine the others. What is happening now is the opposite. The whole system makes it absolutely certain that it is the others who outshine them and that they simply trail behind. To that extent, money is being wasted on higher education.
- 10.9.6 Even when this line of argument is accepted, it would be said that it is not possible to wind up the universities or disband them. True. But does it also follow that these universities cannot be made to function much more rigorously and creatively than they are doing at present and design their courses in such a way that the applied content becomes a substantial proportion of what is done in the class?
- 10.9.7 It is the mass multiplication of substandard courses which has brought about a crisis situation. This phenomenon is not unknown in other parts of the country. Having

surveyed the AP universities in some detail, we are convinced that Andhra Pradesh is one of the worse offenders rather than one of the 'also rans'

10.9.8 The only inference that can be drawn from what has been said above is that extraordinary efforts will have to be made to redesign the courses within the existing constraints of funding. Additional funding is not going to be available. Since funding would remain the same, what is done by way of teaching and instruction has to be done differently as well as more creatively. This is not going to be easy nor is it going to solve the crisis situation in which universities find themselves. But unless the situation is understood clearly, the incentive to start new courses which are more acceptable to the market and which compare favourably with other universities would not come into play.

## 10.10 INTENSIVE USE OF FACILITIES

10.10.1 A good deal of what has been said in the preceding paragraphs is a plea for looking at the problem from a different perspective. At the same time, so much would depend on the manner in which the existing infrastructure and facilities are used. We have said repeatedly that while the older universities have reasonably good, even ample facilities (except in the case of hostels), the younger universities do need additional help. To put it more precisely, the older universities need not be given any funds for additional buildings though they should be enabled, even encouraged, to remodel their buildings to suit their needs. In fact, there is so much of surplus space available with the older universities that we are inclined to propose a way of measuring and regulating what they have.

10.10.2 We propose that every single room and every single piece of costly equipment should be treated as a unit and a record kept of the duration and intensity of its use. For example, how many lectures are delivered in a particular classroom? Without being misunderstood, we do wish to say in passing that the Arts College building - an architectural gem - in Osmania must be one of the most under-utilised buildings anywhere in the country.

10.10.3 Similarly for how many hours is a particular laboratory used and by how many people? What has been the total investment on the library over the years, how much is being spent on the staff and for how many hours does it stay open and how many students take out books and use its reading facilities and the concerned journals? In regard to all these matters, norms appropriate to our conditions may be evolved.

10.10.4 Norms in regard to what is regarded appropriate in other countries are available but those have to be adjusted to our situation. This is a job that the State Council should both initiate and complete within six months. Meanwhile all universities should be instructed to maintain such records so that once the norms are fully worked out, a comparative statement can be prepared and appropriate lessons learnt for the future or recurring use of these facilities in respect of all universities.

10.10.5 When these norms are made applicable to all including the younger universities as well as JNTU and the Women's University, it would be found that in certain respects they would need additional facilities and in certain others they would not. This detailed information would then become a form of input into the sanctioning of certain plans that the universities would prepare and refer to the State Council for approval and support.

10.10.6 In addition to classroom and hostel facilities, issues relating to student services also need to be looked at from the point of view of the intensity of use. Issues like the need for new facilities, the mode in which those needs can be met without easy funding being available, the provision of extra staff, if necessary, and matters like that may be gone into. For any Vice-Chancellor who wishes to be effective (though unpopular) there is a good deal of work to do here. It should be the job of the State Council to ensure that, whether a person wishes to be popular or otherwise, this part of the job is done thoroughly as well as rigorously.

## 10.11 EXPENDITURE ON SALARIES

10.11.1 Besides seeking to improve the intensity of the use of the existing infrastructure etc., two other dimensions of the problem need to be referred to. One relates to the obvious predominance of expenditure on salaries over other types of expenditure. This comes about because, according to the Block Grant formula, such as it is, the basis of calculation is the posts that are sanctioned in the budget. Once sanctioned, that expenditure has to be met. Since posts keep on being sanctioned, the total claim on the budget goes on increasing.

10.11.2 That is how we get the situation where the salary component is, at least in one case, as high as 98 per cent of the Block grant though the general average is around 60 per cent of the total expenditure. This proportion of the expenditure is taken as fixed and whatever balance is available (after having met that commitment) is provided by way of support to the library, laboratories and such other facilities. Both libraries and laboratories are in a doleful situation and need considerable support.

10.11.3 Once the unit cost formula comes into operation, it would have an impact on the salary component of the budget at least to some extent. But since it would take some time for that formula to be implemented, some kind of an urgent review of the salary commitments of universities is called for.

10.11.4 Indeed it is particularly called for in respect of salaries to the non-teaching staff. The ratio of expenditure under this head between teaching and non-teaching staff ranges from 1:1 in Osmania to 1:3 in Telugu in 1990-91. Most other universities fall somewhere between the two. The following chart would throw further light on what has been stated above.

## RATIO OF TEACHING TO NON-TEACHING SALARIES

University		1988/89	1989/90	1990/91	1991/92	1992/93
1.	Open	1:1.63	1:1.55	1:0.68	1:1.88	1:1.75
2.	Telugu	1:2.52	1:2.55	1:3.11	1:2.16	1:1.61
3.	Osmania	NA	1:1.09	1:1.02	1:1.03	1:1.06
4.	SV	NA	NA	NA	NA	NA
5.	SPM	1:2.39	1:1.51	1:1.02	1:1.25	1:1.26
6.	Andhra	1:1.22	1:1.19	1:1.10	1:1.55	1:1.26
7.	Kakatiya	1:0.43	1:0.57	1:0.71	1:0.71	1:0.60
8.	Nagarjuna	1:0.84	1:1.48	1:1.54	1:1.25	1:1.36

This position can be put in terms of numbers as well. The following table pertaining to 1994 illustrates that dimension.

University		Ratio of Teaching to non-teaching staff	
		Without Daily-wagers	With Daily-wagers
1	Open	1 : 4.4	1 : 6.2
2	Telugu	1 : 4.5	1 : 5.8
3	Osmania	1 : 3.4	1 : 4.1
4	SV	1 : 2.8	1 : 3.2
5	Padmavathi	1 : 2.4	1 : 3.5
6	Andhra	1 : 3.4	1 : 3.5
7	Kakatiya	1 : 2.5	1 : 3.5
8	Nagarjuna	1 : 3.7	1 : 4.3
All Universities		1 : 3.3	1 : 3.8

10.11.5 As should be apparent, the average for all the universities comes to one teacher for almost four non-teaching employees. How they are divided into different categories and what their output is, are details into which it is not necessary to go.

10.11.6 It may not be inappropriate to mention here one bizzare fact. In one of the universities where the situation was already adverse, one serving official got posted as Vice-Chancellor for a few months. Though the university already has several hundred surplus daily wagers, he did not hesitate to add some more. Within a few months, he more than doubled their numbers. So much for accountability in the university system!



## **10.12 REMEDIAL ACTION**

- 10.12.1 Clearly some kind of remedial action is called for, particularly in regard to the salary component of the budget. That the non-teaching employee component is particularly high need not be argued about any further. In fact one reason why productivity at this level is low is because there are more people than are required. This leads to a feeling of indolence as well as apathy. Without mincing any words, we would like to affirm that there should be a total ban on the engagement of any new non-teaching staff for a period of ten years.
- 10.12.2 This would doubtless create some problems of social adjustments as well as internal unrest. While the former can be coped with, the latter would require immediate and continuous attention. Perhaps no other argument for re-training of the staff is more weighty than the fact that, within the given staff, new kinds of skills would be expected and those would not be available. It is the job of the concerned university and the State Council to ensure that a substantial and systematic effort is made to impart this training on scientific and professional lines.

## **10.13 REDRESSAL OF GRIEVANCES**

- 10.13.1 There would be nothing to be surprised at if this policy were to lead to discontent within the administrative staff. That is almost unavoidable. It can be taken care of at least to some extent by having a grievance redressal machinery. We have supported this particular recommendation in regard to both students and teachers elsewhere. We, hereby, wish to take the position that the most immediate source of discontent is likely to be from the non-teaching staff and that, therefore, a high degree of priority should be given to the creation of such a mechanism.

## **10.14 REDEPLOYMENT**

- 10.14.1 The phrase 'redeployment' as used in this chapter is a phrase that admits of more than one interpretation. Though we have not gone into the question of winding up certain courses, merging them into smaller units at chosen university centres etc. is an issue which deserves close and careful attention. Disciplines like languages in which minority interests are involved or which hark back to the classical past of the country have to be both protected and promoted. But, with the passage of time, certain areas of study which were popular at one time are not popular any longer and so on. In such cases the right thing to do is not to discontinue those areas of study altogether but to concentrate them at one or two places.
- 10.14.2 This is easier said than done. Vested interests have grown over the years and it would be difficult to discontinue anything anywhere unless a determined effort is made. There are ways of doing so. Some people who are still young and energetic would not mind shifting to an allied area. Some people who are on the verge of retirement can be allowed to retire and appropriate steps can then be taken.

- 10.14.3 The fact that a decision was taken 20 or 30 years ago to start a particular programme is not reason enough to continue with a course when students do not feel attracted any longer or there is hardly any evidence of research work being done. We have refrained from identifying any such individuals or institutions because our doing so would not lead to any executive action and would lead to misunderstanding or panicky reactions.
- 10.14.4 The executive power would vest either in the university concerned or the State Council or the State government. Let these bodies make up their minds about taking such a step. It should not be difficult to identify departments which either need to be abolished or slimmed down or revamped. The whole philosophy of curbing wastages and redeploying resources points towards this direction.

## 10.15 LAPSES IN AUDIT CONTROL

- 10.15.1 In connection with what universities spend and what kind of audit controls are exercised by the government, it was shocking to find that there are universities in the state where bank reconciliation has not taken place for as long as a decade and a half. Both in Osmania and Sri Venkateswara University, we found that this had not been done since 1979. On enquiry, we found that in one of them the bank reconciliation unit had been wound up some years ago. Under whose orders and on what authority, we asked. We received no satisfactory response.
- 10.15.2 The situation in the other universities, except the Women's University, is about the same though there are minor variations. In the case of younger universities, the problem did exist but was not so chronic except in the case of Nagarjuna and Telugu where audit objections have been pending ever since the university was established.
- 10.15.3 We would like the State government to go into this question not only in respect of this issue but also another issue to which a reference was made in the chapter on **Students**. The GO as quoted in regard to scholarships referred to the protected categories in specific terms and laid down how many scholarships could be given and according to what norms. In actual practice that specification has been ignored. How could that happen?
- 10.15.4 It is the same in regard to bank reconciliation as also audit objections which are bewilderingly numerous in various universities. Some kind of casualness in the case of other matters can be lived with. How can casualness in the case of expenditure without authority, failure to reconcile bank statements with the actuals and similar matters be accepted? All this shows a state of incompetence which one does not expect of a State government.
- 10.15.5 On the whole, we are puzzled to find that while on the one hand there is a good deal of talk of financial squeeze and better financial control, the audit of universities is treated so casually.

## **10.16 RESPONSIBILITY OF THE VICE-CHANCELLOR**

10.16.1 There is another angle to this situation. These expenditures are mostly incurred with the sanction of Vice-Chancellors. They come and go. They are generally appointed for a period of 3 years. When their tenure is over, they are sometimes reappointed, though that does not happen very often. After a Vice-Chancellor has left, how does the State hold him responsible for any kind of impropriety or any unauthorised expenditure and things like that? Legally that can be done, but otherwise it becomes impossible.

10.16.2 In this confused and irresponsible situation, we venture to suggest that before a Vice-chancellor's term is over, a special audit must be ordered. If there are any audit objections, those must be answered by him. When the matter comes before the appropriate body which finally considers the audit objections and the answers thereto, the name of the person who authorised the expenditure and the relevant sanctions must be placed in black and white before the members of that body. Properly speaking, all these procedures should be completed before the Vice-Chancellor relinquishes office. But since in general there is a certain amount of uncertainty about the tenure of Vice-Chancellors, that may not be always possible.

10.16.3 Should our recommendation made elsewhere, that the issue of a Vice-Chancellor's tenure be decided six months before his term is to run out, get accepted, some of these problems would not arise. In any case, as a matter of precaution, it must be specifically laid down that a Vice-Chancellor's duty includes that he not only ensures that the Act, the Statutes, the Ordinances and the Regulations are complied with but that all expenditure incurred under his authority is clear from any kind of substantive or procedural objection. It is only some such provision, and its enforcement which would ensure that irregular things do not happen and that all expenditure incurred by the Vice-Chancellor is as per authorisation and in terms of prudent management.

10.16.4 We have no hesitation in reminding the government that a university is a body created by the legislature. It is, therefore, expected of the State government to ensure that all funds released to the university are spent according to the norms laid down and that there is an audit of every bit of expenditure incurred by the university.

## **10.17 BLOCK GRANTS**

10.17.1 The situation in regard to both the quantum and the release of Block Grants is uncertain as well as ambiguous. Even when asked repeatedly, no university could enlighten us as to the basis on which its Block Grant is sanctioned. Discussions with the Department of Education have been no more enlightening. Our overall impression is that because of the general scarcity of resources, grants are sanctioned not in accordance with any precisely formulated formula or indeed any kind of formula, but on an ad hoc basis. How much a particular university gets depends partly upon what it has been getting earlier and partly upon the cordiality (or otherwise) that exists between the Vice-Chancellor and the Department of Education.

10.17.2 While the release of grants is in instalments, because salaries etc. have to be paid, hardly anything is provided to meet the other needs of the university. Here the situation differs from university to university. As stated repeatedly, the older universities are not so badly off partly because they can do without additional buildings and partly because they have other sources from which they can draw. The younger universities, however, are generally in a state of distress. If Nagarjuna University has gone in for a number of self-paying courses, the compulsion behind it was lack of resources.

10.17.3 In the case of the older universities, we got the impression that they were not so badly off though, perhaps, this situation would soon undergo a change for the worse. Regardless of all these details, one thing is clear. Both the basis of the grant and the total quantity have to be worked out precisely and with a shrewd assessment of the potential of each university to raise resources on its own. While the immediate problems may be taken care of by resorting to other strategies like starting new courses etc, the older commitments have to be met. In all fairness, it must be added that there is considerable scope for the redeployment of their commitments through intelligent and imaginative planning.

## 10.18 UNIT-COST FORMULA

10.18.1 In this connection, we wish to call attention to the UGC-appointed committee headed by Justice Punnaiah which reported in late 1993. It has recommended a different basis of grants. Not only is it more rational and more scientific, it has also certain managerial merits which would both regulate pressures on the universities and enable the controlling authorities to monitor what is happening and the trends of expenditure that are emerging. While the details of the unit cost formula advocated by this committee are to be found in the body of that report and need not be repeated here, we wish to refer to some of the strong points of this new proposal.

- (i) The unit cost formula is easier to operate than the Block Grant system. While colleges are given funding according to the grant-in-aid code, there is a slight variation when it comes to universities. Despite the variation, the fundamental principle is that funding is based on the number and level of sanctioned jobs. No matter what else has to be paid for, a job once sanctioned is invariably paid for. Everything else is regarded as negotiable.

In the case of colleges, there is very little room for adjustment. In the case of universities, there is much greater room. That is why grants to universities vary so much. In fact even the very notion that they can be frozen at a particular level derives from the fact that there is room for adjustment. In the case of colleges, the only way of making adjustments is that the number of teachers is reduced and the student-teacher ratio is allowed to go up. This is not easy to do in the case of universities. Therefore, the pressure of financial squeeze gets applied not in respect of the number of posts but in respect of other items of expenditure.

- (ii) Under the unit cost formula, expenditure of every description is determined in terms of the number of students. First of all, the total expenditure under different heads is worked out and then divided by the number of students for whom

facilities exist or have to be provided. Once the unit cost has been arrived at, the only thing that remains to be done at the time of the final release of the grant is to multiply the unit cost per student by the number of students on rolls and close the chapter.

- (iii) How the unit cost is worked out is, therefore, a matter of considerable importance. For one thing, the cost is bound to vary from course to course and from year to year. For another, the process of working out the cost is handled at the level of academics and finance officers and not by any one else. In a face to face meeting, the two sides argue about how much and what input is required to be provided and why. Academics provide the academic dimension and the finance people provide the financial dimension. Once agreed to, there are no further hassles and the rest of the transaction is simple as well as mechanical.
- (iv) Under the unit cost system, it would not be possible for any academic or academic administrator to increase the number of seats beyond the extent of facilities available. The sanction given would be related to the facilities available and would preclude the playing of ducks and drakes with it. To play around with this formula would not be possible because the total cost would go up immediately and this would inhibit the academics or the administrators from taking liberties with the system.
- (v) From the point of view of those who provide funding, this formula would become a tool of management and control. To put it another way, in the existing undefined situation, universities can shift money from one head to another without much difficulty. In terms of the unit cost formula, this would become immensely more difficult. Not only would the unit cost formula be easier to operate from this point of view, it would also simplify accounting and make fudging of figures under different heads exceedingly difficult. In plain words, the transparency of operations would become both a precondition and a by-product of proper financial management.
- (vi) One of the biggest advantages of this formula is that, if there are savings, they can be easily identified. Of course, they would be allowed to be kept by the universities without too many questions being asked; that is what the whole formula is about. Furthermore, if, through its resource generating initiatives, a university can raise additional funds, those funds would be clearly identified as having been generated by the university. This together with any economies affected would put the focus on self-help and academic entrepreneurship. These ingredients are sorely lacking in the university system today and need to be inculcated as well as promoted.

10.18.2 There is nothing revolutionary about this system. In countries which have given evidence of innovativeness and entrepreneurship, this system has grown more or less as a logical extension of whatever existed earlier. In our country, the basis of funding right from the middle of the 19th century has been that the government would meet the deficit and no more. Today that approach has become obsolete and a bar to any kind of initiative at generating resources. Not only does it lead to stagnation in every sense of the word, it inhibits any new experimentation. The need of the hour is to

experiment and to innovate. To shift to this system, therefore, would be to recognise that times are changing and so must the universities.

## **10.19 TWO CONSEQUENCES**

- 10.19.1 If it is assumed that after some initial hesitation, the unit cost formula would be both accepted and enforced, two consequences would follow. One, it would be necessary to arrange for the retraining of that sector of the university staff which deals with finances and, two, to identify such people for appointment to the State Council as would be prepared to take to the new mode of functioning. We are not referring here to the retraining of the staff of the Department of Higher Education. They, too, would need to be retrained.
- 10.19.2 The problem, however, would be that no special cadre is posted to this department on a permanent basis. The secretarial staff is liable to be transferred from one department to another and the rest of the departments would continue to function as they have been functioning over the decades. It is only in the field of education that the new system would get introduced. Would it not be more practical then to vest this entire job in the State Council as has been suggested more than once? The Department of Education may then concern itself only with matters other than funding. Since this issue has been dealt with more than once, this point need not be laboured any further.
- 10.19.3 Coming back to the retraining of the office staff, this too would require considerable outlay and effort. Since references have been made to the retraining of the office staff several times it should not be necessary to elaborate upon this issue any further except to make the point that this changeover calls for a political decision without much delay. In any case, the whole process of training and retraining is a matter that cannot be ignored.

## **10.20 INTERIM ARRANGEMENTS**

- 10.20.1 Pending the introduction of the unit cost formula, what is to happen? Should the existing system continue though it is subject to all kinds of criticisms? Some of these criticisms have been referred to and it is possible to say many more things in regard to its rigidity, lack of understanding of the ground reality, procedural delays and such other matters. In order to tide over the interval, we, therefore, propose as follows
- 10.20.2 The Block Grant is determined, as already stated, by the quantum of funds already being provided and the extent of understanding between officials of both the government and the university. Were the system to continue for another 2 to 3 years, which can happen even if a decision is taken consequent upon the submission of the report to switch over to the unit cost formula, it would be wrong to continue with the existing system in an unmodified form.
- 10.20.3 The State Council should immediately get down to a detailed analysis of each university budget and the justification for various expenditures being incurred currently.

This exercise should be done in the spirit of what is generally called the zero-based budgeting system. While some of the expenses are admissible and in certain cases even need to be enhanced, in certain other cases the situation has changed but money continues to be spent. Both these details need to be analysed.

- 10.20.4 This exercise would be painful and would even be resisted by the universities. Let everybody be, therefore, assured of one thing. It is not intended to reduce what is already being given. What is intended is a reallocation within the ceiling already conceded.
- 10.20.5 Even this would not be easy to push through. Vested interests have grown over the years. Abolishing jobs etc. is not a feasible proposition. Given these constraints, something can still be done. Here the role of the State Council would become crucial. At one level, it would be acting more or less like an umpire and, at another level, it would be aware of how things are being done in other universities. Both these roles performed properly would facilitate matters.
- 10.20.6 To put it differently, this exercise should be done university by university. But, in each case, the State Council should be involved right from the beginning. Since the exercise would cause some measure of heart-burn, a time limit would have to be prescribed. It should be completed within 3-4 months so that the matter can be formalised within six months and implemented from the following financial year. This is laying down a fairly tight schedule of work. But some such thing would have to be done, otherwise it would not be possible to rationalise even the existing system.
- 10.20.7 As stated more than once, if the nature and spread of the open learning system are to be rescheduled, some financial adjustments would also have to be made. Those adjustments should be built into the financial exercise proposed to be undertaken.
- 10.20.8 A clear cut decision in regard to the unit cost formula should be taken within 3 to 6 months of the submission of the report. If the formula is rejected, universities would know that they have to live in terms of the existing arrangements modified as 10.20.3 above. That would be one scenario. Alternatively, and that would be the other scenario, if this formula is accepted, a time-frame needs to be laid down and the date from which it would be enforced and so on. Then also the universities would know how to come to terms with the new system.

## 10.21 STAFFING POSITION

- 10.21.1 While we have said something about the staffing position here and there, our overall impression is that 15 to 20 per cent of the staff is more or less surplus. In several universities demands are being made for filling up of certain vacancies. These appointments were held up either because of other reasons or because of legal complications. We are not concerned here with these matters. But we do wish to say that the exercise of determining how many people are needed in a particular department in relation to the quantum of work has a direct bearing on both the financing of universities and their academic health and vitality. We would, therefore, propose that this exercise be taken up as early as possible.

- 10.21.2 Clearly, these decisions are required to be taken within a few months and of necessity with the involvement of the State Council. This would ensure that the norms followed by one university are not violated by another university or vice-versa. Though by and large uniformity is desirable yet, in certain cases, for reasons to be recorded in writing, exceptions can be made. But those must be done on publicly justifiable grounds.
- 10.21.3 Academic posts can be filled up only when they are academically justifiable. Appointment of any individual is secondary. What is primary is the academic scheme of work and to what extent it is in conformity with the generally accepted norms laid down by the UGC and followed by other universities. Any other consideration should be regarded as totally inadmissible.
- 10.21.4 In plain words, the notion of workload is central both to academic and non-academic staffing in universities. To overlook the imperative nature of this requirement would not only be financially inadvisable, it would also be academically unproductive.

## 10.22 SOME RELATED OBSERVATIONS

- 10.22.1 While reviewing the overall situation of the funding of the universities and the way available funds are being spent, one thing that stands out is that, all these years, universities never learned to be even partially self-sufficient. The main source of funding available was the State government. Till the mid 70's, the general practice was to meet most demands made for State support. This was feasible partly for the reason that the demand for elementary education was not articulated all that much. Most articulation came from the middle class and it was for support to higher and professional education. Not only was it possible to meet the demands, the State was also in a position to meet the demands.
- 10.22.2 In the 1994-95 budget, something like Rs. 1670 crores was the revenue outlay on education. Out of that, a little over Rs. 300 crores was earmarked for universities and colleges. Universities alone got Rs. 80 crores or so. In one sense, this is as good as it could be. In another sense, the situation is unsatisfactory because universities demand greater support. Since the State cannot find more funds for universities, there is a stalemate, so to speak.
- 10.22.3 As already argued, universities have no alternative except to generate more funds on their own. How they do it requires planning and a healthy sense of priorities. To keep on asking more and more and grumble when additional funds cannot be obtained is a state of mind that would not help. Towards this end, we have a few general observations and suggestions to make and these are listed as follows:
- (i) Wastage has to be curbed. The word wastage needs to be interpreted not narrowly but broadly. For instance, while PG centres may get established because of political pressure, what courses are to be started there is decided as a matter of policy by the universities. It should not be necessary to start courses which either do not add to the pool of talent or do not respond to the demand of the



market. It follows, therefore, that those who are going to use trained manpower should be involved more closely with the planning of courses than is happening at present.

This is one example but many more can be given. The point, however, is that to make intensive use of space, apparatus, library facilities and so on is easy to understand though difficult to implement. To have a precise understanding of what is wasteful and what is productive is equally important.

- (ii) Since almost two thirds of every university budget (though more in certain cases) is spent on salaries, a close scrutiny of the workload in each department as already argued is imperative. Once the unit cost formula is introduced, it would be easier to do so but even in the existing situation this matter needs to be looked at closely. Though those already employed cannot be moved, surely discretion can be exercised when it comes to making new appointments. In our opinion, this is a matter to which the State Council should pay immediate attention.
- (iii) Except for JNTU, hardly any university has provided data in regard to income from consultancy. That University has a built-in system for consultancy no doubt. But to assume that others are incapable of providing consultancy would be to perpetuate the existing state of inactivity on this front. It is a comment on the quality of teachers in AP universities that no one seems to want their advice. Some of the more talented teachers have to reorient their attitude and actively seek consultancy.
- (iv) Quite something has been said about research institutes getting assistance from outside the universities. Similarly quite a few departments have been obtaining research funding for the various projects that they submit. This kind of initiative needs to be recognised and rewarded. In our opinion, such a system should be set up by each university. To have a consistent approach in this regard, the State Council would do well to help evolve a unified approach.
- (v) Management of funds requires a certain kind of expertise. Despite all the disabilities that they suffer from, most universities have considerable sums of money lying around under various heads. If invested judiciously, these can yield good income. Several universities in the country have done this. There is no reason why AP universities cannot adopt such an approach.
- (vi) Though not each one of them, some universities in the State possess considerable land. Since cities have expanded over the years and most universities are not too far from the town, it is possible to turn this factor into a positive asset. The whole thing has to be handled cautiously however. Allegations of corruption are likely to be made unless the whole scheme is handled in a professional manner and with a certain degree of transparency.

It should not be difficult to create office space somewhere near the boundary wall of university campuses. This would not interfere with the internal lay out and working of universities. This space can be let out and, if required, made use of by the university itself at a later stage. Letting out office space under specified

terms and conditions and withdrawing it for its own use when such space is required are both manageable operations.

Apart from the caution given above, one other precondition is that the Vice-Chancellor who initiates the project should have a term longer than three years so that the project when conceived can be implemented within his term of office. As of today, most universities regard this as something which does not fall within their range of activities. Within a few years, however, the climate of opinion is likely to change and such things would become not only feasible but even advisable.

- (vii) Non-teaching employees at various university centres repeatedly raised the point before the Committee that a good deal of their work was in connection with colleges that were affiliated to the university. For their part, most universities charge the same affiliation fee from these colleges which had been levied decades ago. This fee can be revised upwards and there is every justification for doing so.
- (viii) Because of the surplus staff on the non-teaching side, it may not be possible to privatise certain services rightaway. But the trend towards privatisation is emerging and it must not be ignored altogether. In course of time, when employees of this category begin to retire, it may become possible to gradually privatise a few key services. The sooner this can be done, the better it would be.
- (ix) In principle, no one disagrees with the need to computerise the working of university offices. Quite a few universities have moved substantially in this direction. In particular, priority is being given to work in the Examination branch and to the Finance section. This is as it should be.

What we wish to propose is that every university should work out some kind of a time-bound plan spread over the next three or four years and work according to it. To some extent the availability of funding would be a factor. Also the retraining of the staff in service would have to be ensured. These factors should be taken into account and a plan of action evolved and implemented.

- (x) In the course of our visits to various universities, we were struck by one thing. Except in one university, the general calibre of Finance Officers was not particularly impressive. Most of them came across as persons who at best could do the job but little more than that. Even that is putting it somewhat strongly.

We are obliged to say this because the procedure for the appointment of Finance Officers is laid down in the Act. There must be something wrong somewhere because if the end result is the appointment of persons who lack analytical ability, the matter needs re-examination. In any case, we have suggested repeatedly a certain amount of retraining for various categories of persons. We feel that Finance Officers should also be included amongst them.

- (xi) How the government permits universities to do certain things which are both legally and procedurally indefensible is beyond our comprehension. For instance, if audit objections remain unanswered for 10 to 15 years, surely there is something

wrong with the way the system of financial controls is being enforced. Whatever is wrong has to be taken care of and that too without any further delay.

- (xii) Everyone on the Executive Council as well as the Finance Committee of each university is a government nominee, so much so that even those persons who are working as teachers in the university cannot find their way to these bodies in an ex-officio capacity but have to be nominated by the government. More than that, there are several serving government officers who sit on these bodies. How is it that the latter in particular have been overlooking matters like the failure to deal with audit objections. To put it no more strongly, it is a clear case of dereliction of duty and some one needs to ask them to account for their negligence.

**A NOTE ON THE  
AP STATE COUNCIL OF HIGHER EDUCATION**

- 11.1 Andhra Pradesh was the first State in India to set up a State Council of Higher Education (APSCHE). In its actual working, APSCHE has failed to emerge as a counterpart of the UGC at the State level. This issue has been discussed in considerable detail in the body of the report. We do not, therefore, propose to say anything on this issue in this brief note.
- 11.2 Nonetheless, the State Council is expected to play a key role in the management and monitoring of higher education in AP. At a number of places, references have been made to what the State Council is required to do. In order to facilitate an overall view of the role of the Council, a list of the tasks which are expected to be carried out by the State Council is given a little later.
- 11.3 By way of explanation, it may be added that within the text of each recommendation, the reference to the chapter where fuller details are to be found is given in brackets at the beginning. At the end of the paragraph, the time-frame within which a particular job is to be completed is also indicated.
- 11.4 This arrangement, it is hoped, would facilitate cross referencing. The provision regarding the time-frame would oblige the State Council to submit to the Department of Education, every three months (for the succeeding four quarters of the year), a report of compliance. Apart from that, this would also enable academics to keep track of what the State Council is doing and what the universities are doing. The whole idea is to make this part of the operation both time-bound and transparent so that monitoring gets built into the system.
- 11.5 In case, however, any particular proposal is to be rejected by the government, it may do so formally when it studies the report and processes it with the help of the State Council. In that case, the rejected proposal would not form a part of the report of compliance to be submitted by the State Council.
- 11.6 Any such decision by the government need not, however, have to be accepted by the public and the academics. As in any open society, anyone is free to disagree with the government as and when it takes a decision. We are in favour of a free dialogue in regard to all these matters.

There can be situations where the government refuses to accept a particular recommendation and the public or the academics insist upon it. Even the State Council may find a proposal difficult to implement. In each such case, this should be stated, along with the reasoning for it, in the report to the government.

## **11.7 Recommendations to AP State Council of Higher Education**

1. (3.1.2) to appoint experts in the relevant field to examine the scientific reliability of the admission tests to PG courses and to make appropriate changes, if required (6 months)
2. (3.4.4) to appoint study groups in more than a dozen areas of knowledge (with special focus on non-science subjects) with experts drawn from different universities to analyse the existing syllabi and compare them with the requirements of the various job opportunities (6 months)
3. (3.16.4) to organise a State-wide control system, with all the universities being involved in it, to conduct State-wide competitions for all the games for which competitions are organised by the Inter University Sports Board of India, and to arrange for coaching in collaboration with the State Sports Council and the Bangalore Centre of the National Institute of Sports (6 months)
4. (3.18.4) to work out a plan of action for mobilising resources to create better/more facilities for student services (12 months)
5. (4.3.4) to initiate a probe into the moderation rules, in which year/s and under what circumstances these were framed and how they have been implemented during the last five years (6 months)
6. (4.6.1) to convene a meeting of all Vice-Chancellors and Controllers of Examinations in order to work out an agreed formula in regard to examination offences committed by students and others, and to determine the punishment that ought to be given for different categories of offences (3 months)
7. (4.7.2) to pay special attention in the annual review of each university to the working of the system of spot valuation
8. (4.8.2) to review the procedure, after it has been in force for two years, of having examiners preferably from outside the State, or at least from outside the university
9. (4.8.3) to ensure that the rules regarding revaluation are common to all universities and are followed uniformly (6 months)
10. (4.16.6) to work out an alternative system of examination and evaluation in consultation with universities (12 months)
11. (4.17.5) to take up major responsibility of training the teachers in the new mode of setting question papers and the mechanism of evaluation, and of ensuring implementation, follow-up and corrective action as well as the setting up of a monitoring mechanism (12 months)

12. (4.19.3) to convene a meeting of all the universities to thrash out the issue of laxity and different procedures in the award of Ph D degrees in universities (2 months)
13. (4.20.4) to coordinate the initiative of the setting up of a research cell in every university (6 months)
14. (4.21.6) to develop a data bank in each university in regard to different teachers and their performance either as valuers or as paper setters. To prepare a draft data card so that the information is available in a consistent form and can be exchanged with other universities as well
15. (5.4.1) to obtain a statistical and analytical report based on a review of the situation by the Principals of all colleges (by April 30 of every year)
16. (5.4.2) to prepare a consolidated report in respect of all the universities which may be supplied to the Department of Education and in course of time to the UGC and to the legislature ( by June 30 of every year)
17. (5.4.7) to act in concert with the State government and the teachers' organisations to take an honest decision in the matter of ensuring that teachers conform to the guidelines suggested (6 months)
18. (5.5.3) to formalise a proforma for student assessment of teachers which should be uniformly applicable in all cases (6 months)
19. (5.6.4) to work out, in consultation with a select group of academics as well as the teachers' organisations, the mechanics of an Exit Poll (6 months)
20. (5.18.2) to introduce a system of a common State-wide admission test instead of each university conducting such a test (3 months)
21. (6.4.6) to develop a mechanism which will ensure coordination in the functions of Principals and the Vice-Chancellor (3 months)
22. (6.4.10) to play a role in respect of coordination to ensure that the basics are not different in different universities (6 months)
23. (6.5.4) to appoint a committee to go into the whole question of the use (and occasional misuse) of emergency powers by the Vice-Chancellor (3 months)
24. (6.6.10) to work out a set of guidelines to ensure that key decisions are taken by the department as a whole and not by a small group (3 months)
25. (6.10.3) to ensure that the Vice-Chancellor's yearly report to the State Council (based on reports submitted by college Principals) is followed by a discussion between the Vice-Chancellor and the Chairman of the State Council. Minutes of this meeting to be made available to the Chancellor. (by April 30 of every year)

26. (6.15.9) to look at the rules of affiliation and to monitor how those rules are implemented and to step in to ensure that the rules are implemented (every 12 months)
27. (7.16.2) to reinstitute accreditation in the Charter of the State Council and in close collaboration with National Academic Accreditation Council (6 months)
28. (8.4.1) to initiate a discussion with the Open University on the problem of its continuing to run conventional courses, and the regional distribution of Study Centres (3 months)
29. (8.14.3) to review, in consultation with the Jawaharlal Nehru Technological University, how the system in polytechnics (of permitting Diploma holders in Engineering to enrol for B Tech through correspondence) has worked (3 months)
30. (9.6.3) to monitor the quality, tempo and direction of research activity in AP universities
31. (9.7.3) to obtain details from the IITs regarding demarcation of research costs and teaching costs and then adapt them to the AP situation (12 months)
32. (9.8.4) to convene a meeting of the librarians of the various university libraries and discuss the coordination with nodal centres (3 months)
33. (9.8.7) to convene a yearly meeting of University librarians to review their work
34. (9.8.8) to oversee and monitor the computerisation of libraries and ensure its completion within 5 years
35. (9.13.5) to keep a strict eye on the use of apparatus (acquired from research grants) to check neglect and inefficiency
36. (9.14.2) to obtain details from IITs regarding procedures followed for purchase of equipment, for discussion at a meeting of leading academics and Finance Officers from different universities (12 months)
37. (9.14.3) to select (with a committee of academics) manufacturers for supply of reliable and economical equipment (6 months)
38. (9.15.3) to work out a scheme of non-financial incentives/awards to deserving academics for their contribution to the university and to their discipline (6 months)
39. (9.15.4) to work out, in consultation with the State government, norms and procedures for the distribution of research funds (6 months)
40. (9.16.6) to hold a series of meetings with leading academics (with the Vice-Chancellors also present) to promote the whole concept and practice of consultancy

41. (9.17.2) to look more closely at the process by which research centres get established in universities (6 months)
42. (9.18.2) to go into the issues involved in setting up a Research Board in each university (6 months)
43. (10.5.4) to devise a model for allocation of teaching costs and research costs (6 months)
44. (10.6.2) to analyse the budget figures of each mainstream university closely so as to ensure that funds raised from distance education students cease to be diverted for other items of expenditure (3 months)
45. (10.10.1) to work out norms with regard to the use of facilities (laboratory, library, etc) in respect of all universities (6 months)
46. (10.12.2) to impart training, along with the concerned university, on scientific and professional lines for existing staff (12 months)
47. (10.19.2) to implement the new system of unit cost formula to be introduced in the education sector (12 months)
48. (10.20.3) to undertake a detailed analysis of each university budget and the justification for various expenditures being incurred currently (every 12 months)
49. (10.21.2) to be involved in the process of determining the number of staff needed in a particular department in relation to the quantum of work (6 months)
50. (10.22.3) to pay immediate attention to the issue of new appointments (3 months) and to evolve a unified approach to research funding in universities (6 months)



## IMPLEMENTATION AND AFTER

- 12.1 The Argument
- 12.2 The State Government
- 12.3 The AP State Council of Higher Education
- 12.4 Accreditation
- 12.5 The Universities
- 12.6 Self-inflicted Wounds
- 12.7 The Responsibility of a Vice-Chancellor
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- 12.13 Who Takes the Initiative?
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**12.1 THE ARGUMENT**

- 12.1.1 While undertaking this review of AP universities, we were aware of certain pitfalls. The most obvious of them was that, proverbially speaking, those who appoint such committees - the Central or the State governments - have a short memory. They appoint such committees readily but do not always remember to implement the recommendations made.

When it comes to implementation, the political and social compulsions are always a factor in the situation. Even when the governments are told, specifically and formally, what requires to be done, they are unable to implement a number of recommendations, especially the more important ones. Vested interests are much too strong and the will to innovate is not equally strong.

- 12.1.2 Should such a fate befall this report also, we would not be totally surprised. That it would cause us acute unhappiness need not be highlighted. What is more relevant is to put down in black and white what we regard as the irreducible minimum which requires to be done. And, unless these few things can be done speedily and, equally important, with the built-in safeguard that there is no possibility of a relapse, the effort would have been largely wasted.

- 12.1.3 This is obvious. What is not equally obvious is another part of our argument. It is not for the government alone to implement what is recommended. It has the basic responsibility for doing so but there are other parties involved. This report is as much

addressed to them as to the State government. The academics, in particular, have an exceptionally crucial role to play in this effort at academic renovation. Unless they also get involved in the implementation of these recommendations, the job would remain half-done, and no more.

- 12.1.4 Each one of the actors involved in the drama has to do what is expected of him. To maintain that everything is the exclusive responsibility of the State government would be to misjudge the situation. The initiative has to come from the State but, without the willing and close collaboration of the others involved, very little would get accomplished.
- 12.1.5 As we see it, in addition to the government there are three other parties. These are the State Council, the Universities and the Academics. Nothing is being said about students. By and large, they react to situations. It is very seldom that they act on their own. We have mentioned them because we do not wish anyone to assume that students are an autonomous factor in the academic ambience. They are not.
- 12.1.6 To some extent, the non-teaching employees too belong to this category but the difference between students and these employees is that students come and go whereas the employees stay on for years and decades. Along with the academics, therefore, they have a stake in what happens to the university.

## **12.2 THE STATE GOVERNMENT**

- 12.2.1 While the State government would be involved in a large number of things, in our judgement, there are three basic tasks which fall under its exclusive jurisdiction. Since the Committee was appointed by the State government, it is to be assumed that the initiative towards the implementation of these tasks would also come from it. If it is not forthcoming, the only thing that we can say is that the Committee need not have been appointed. To come to specifics, however.
- 12.2.2 The most urgent task facing the universities is that their working needs to be decisively depoliticised. This particular phrase should not require any particular explanation. Amongst other things, it would mean appointing the right kind of Vice-Chancellors, nominating suitable persons to various university bodies, doing so on time and giving due representation to different interests and different points of view and, no less important, giving that measure of administrative and financial support to universities without which they would find it difficult to function. Since each one of these issues has already been discussed in the body of the report, it should not be necessary to provide any further details.
- 12.2.3 As of today, universities are much too overcrowded with a large body of students who look upon the scholarships that they get as a substitute for jobs which they, when they pass out, may or may not get. In this difficult situation, neither teaching nor learning can take place. This has come to pass because of certain political decisions taken in the past. These decisions would have to be modified so that universities can breathe somewhat freely and function as they are expected to.

- 12.2.4 This is no doubt a complex issue. What is involved is the welfare of substantial sections of the population who belong to the underprivileged groups. Therefore, it is necessary to evolve a system of support which is different from the one now in existence. This would have to be done in such a way that students do not look upon the scholarship being given to them as an end in itself. Instead, these scholarships should be looked upon as an opportunity to help them to compete with those who had a head-start in life, and were thus enabled to perform better than those who did not have the same advantages.
- 12.2.5 The issue is political and has, therefore, to be decided on the political plane. To have recommended any specific formula would not have been advisable; and we have refrained from doing so. On the contrary, we expect the State government to evolve a formula whereby the interests of the underprivileged groups of students are fully protected. And at the same time, ensure that the presence of these students on university campuses does not either impede their working or create a situation, whereby the academic thrust of the universities gets blunted. It is a delicate operation but it has to be carried out.
- 12.2.6 In regard to administrative and financial support to universities, a number of recommendations have been made. This kind of support is indispensable for the functioning of universities. The only thing that we wish to repeat is that minor tactical adjustments need not become a source of disruption in the way of their normal functioning. Over the years, a certain amount of laxity in how most of them function has crept in. That would have to be rectified but without causing any major upsets.

### **12.3 THE AP STATE COUNCIL OF HIGHER EDUCATION**

- 12.3.1 Even though it would require an amendment of the relevant State Act, we have ventured to assume that this would be done and that the State Council would be armed with all those powers which are required by it to discharge its functions. In a separate note on the subject, a number of jobs that we expect it to undertake within the next year or so have been enumerated. To reiterate them here should not be necessary.
- 12.3.2 It may, however, be added that the State Council has two principal roles to play. One is to mediate between the government and the universities and ensure coordination amongst the latter. While the government and the universities cannot but deal with each other, experience in most countries around the world points to the fact that things work better when the government does not deal with the universities directly but through an intermediate body which consists essentially of academics.
- 12.3.3 The participation of serving government officials like the Secretary of Education and the Secretary of Finance is, however, imperative. Their involvement is important because they represent the government's point of view in relation to the issues that come up for discussion. But once that point of view has been projected and debated, decisions are left to that body of academics and then implemented. This is the essence of the UGC mode of governance. We would like to see this mode of

governance extended to the State level as well. In concrete terms, this would mean that all financial decisions regarding universities would be taken by the State Council, of course, in consultation and coordination with the State government.

- 12.3.4 In addition to providing funds, the State Council has another subsidiary job to perform. This is the job of coordination. To have a situation where, for instance, one university functions in one way and another university in an opposite way would create problems. To avoid this kind of a situation, we have listed a large range of issues in order to indicate how and in what manner the State Council should be involved in evolving or revising certain procedures so that, amongst other things, those are made applicable to each university.
- 12.3.5 No less important than the twin functions enumerated above is the function of monitoring. Sad to say, even the UGC at the Centre has failed to perform this function as it should have. After four decades of default in this respect, the UGC has now come up with a National Council of Assessment and Accreditation - NAAC. Hopefully, this Council would make good the deficiency that the UGC was always uncomfortably aware of.

## 12.4 ACCREDITATION

- 12.4.1 It is not be necessary to set up a parallel accrediting body in AP at this stage; collaboration with NAAC would be more advisable. Should it be found, a few years hence, that such a body should have been necessarily established, the matter can be reconsidered then. Meanwhile, it is expected of the State Council that it perform both the function of (a) providing funds and (b) ensuring that they are put to good use; monitoring in other words. Not many people realise that in setting up the UGC and vesting it with the powers of funding as well as monitoring, India had departed from the British model.
- 12.4.2 In the British model, only funding was provided by the UGC. In India both these functions were vested in the same body. In a sense, therefore, India had broken new ground. The UGC in India, however, failed to evolve an actively functioning system of funding as well as monitoring. If AP can do so, this State might become some kind of a trend-setter.
- 12.4.3 Having said all this, it must be conceded that the State Council, unless it is enabled to do, as suggested above, would not be able to perform most of the tasks assigned to it. This, therefore, makes it obligatory for the State government to vest the State Council with appropriate powers and amend the relevant Act accordingly.
- 12.4.4 While doing so, it would be necessary to consider *de novo* if the existence of a Department of Higher Education in addition to a Department of Education is necessary. Not every state in the country has a Department of Higher Education.

## **12.5 THE UNIVERSITIES**

12.5.1 That universities need to perform much better than they have been doing for the last few decades is so obvious that it does not require any elaboration. Why they cannot perform better is due to two types of reasons. In one respect, there are certain decisions which they cannot take on their own; the government is involved in them in one way or another. Sometimes, the government has to give its clearance and, sometimes, it is not possible for universities to push ahead with the decisions made unless adequate administrative and financial support is forthcoming.

12.5.2 To that extent, it must be acknowledged that the universities are not autonomous beyond a point. We hope that, once some of the things suggested above, are implemented by the government, universities would find it much easier to take those decisions which are now contingent upon either the sanction or the support of the government. In that situation, the focus of decision-making would devolve on the universities. No institution other than universities themselves would be accountable for non-performance which, to quite an extent, characterises the situation today.

## **12.6 SELF-INFLICTED WOUNDS**

12.6.1 What is profoundly distressing to observe is that universities have been inflicting wounds upon themselves. The government did not come into the picture anywhere. It was entirely for the universities to take such decisions or, to put it another way, not to take decisions which resulted in inflicting enormous damage upon the university system.

12.6.2 Two examples which illustrate this perception should suffice. Teaching in most classrooms is done indifferently with the result that a fairly large number of students do not attend lectures. Despite this fact of ineligibility, students are permitted to sit for examinations. More than that, in certain cases which were brought to our notice, it was pressure from above which made teachers cook up bogus records of attendance so that students could sit for the examination.

12.6.3 That some of the seniors in the university set up should have lent themselves to this kind of unworthy lobbying is a matter of deep regret. To put it no more strongly, the university administration and the academics have connived to undermine the system which it was their professional and moral duty to uphold. It is difficult to visualise another scenario in which academics could have hurt themselves more stupidly.

12.6.4 The second example is related to what has been said above. Not only are these students allowed to sit for examinations in total violation of rules, their score, year after year, goes to show that there was no honest assessment of their performance and that the whole process of evaluation was manipulated. Moderation rules adopted by various universities are, by and large, calculated to provide a fig-leaf cover to the unsavoury goings on in them. If anyone honestly looks at what has been happening, it would be idle to pretend that any student can have respect for his teachers or that the public should have any respect for the universities.

- 12.6.5 These two instances present the academics in a highly unfavourable light. It is possible to even go on to say that, a couple of decades ago such serious lapses would have been inconceivable. When those who are required to keep the watch turn thieves themselves, the system may be said to heading for a break-down.
- 12.6.6 So steep has been the decline in the norms of functioning and the moral values by which academic life has to be governed that hardly anyone would have the courage to admit these facts. Yet, facts speak for themselves and it would be idle to deny them.

## **12.7 THE RESPONSIBILITY OF A VICE-CHANCELLOR**

- 12.7.1 Apart from everything else that a Vice-Chancellor does or fails to do, one thing that he must do, under all circumstances, is to convey to everyone a sense of commitment to the university. Universities today represent isolated individuals. Some of them perform well but a large number of them do not. In either case, everyone acts as an individual. There is neither a sense of belonging to the academic community nor a vision of a common goal. It is the job of the Vice-Chancellor to communicate this vision of things and, to a large extent, embody it in his own person and conduct. As the chief executive he owes it to the university.
- 12.7.2 There is at least one thing that every Vice-Chancellor can and ought to do. He must ensure that both his own functioning and the conduct of the administration as a whole are transparent. Most Vice-Chancellors function as if they are not accountable to their colleagues but to the government which appoints them. We have nothing against a Vice-Chancellor being accountable to the government; in fact, this is highly desirable.
- 12.7.3 But we are of the view that his primary loyalty should lie with his academic colleagues. Such loyalty can never be generated unless they are involved in decision-making. Even if everyone cannot be involved and only some of them can be involved, the minimum that can be done is that everyone is kept informed of what is happening. This does not happen today. For our part, we would like it to happen all the time and with a certain measure of consistency.
- 12.7.4 It may not be out of place here to bring up an issue which would test the mettle of any Vice-Chancellor. In the phase of development through which AP universities are passing, conflicting pressures regarding faculty positions are likely to be exerted. Our overall view is that, barring some exceptions, most universities are somewhat overstaffed. If this is correct, the strength of each department would have to be determined afresh.
- 12.7.5 How many Vice-Chancellors would have the sense of objectivity as well as the necessary strength of character to undertake this exercise and complete it without people getting red in the face or even coming to blows? And yet, unless this exercise is undertaken and indeed carried through with a certain degree of public accountability, universities would not be able to turn a new leaf. This has to be done

but without treading on too many toes. One reason why the CSIR has begun to perform somewhat better during recent years is that, instead of it becoming easier and easier to obtain funds, without anyone being held accountable, funding has been linked to performance.

## **12.8 THE ACADEMICS**

12.8.1 There are two questions which each academic must ask himself. Were he to do so, he would be obliged to rethink a few things. These two questions are: one, how is it that 15-20 per cent of the teachers perform reasonably well but the large majority do not? Two, how is it that, once in a while, whether in AP or elsewhere, a Vice-Chancellor comes along and imparts dynamism and vigour to the working of the university and achieves quite a few things, but when he leaves (though he leaves behind him the imprint of his personality) what he accomplished is seldom institutionalised?

12.8.2 The answer to the first question is easy to give. Those who are professional in their outlook know how to do their job. Nobody needs to motivate them; they are self-motivated. Therefore, they perform well even when nobody is looking over their shoulders. But the rest of the teachers do not perform well. Some decades ago, their percentage was much smaller. With the passage of time and with the system of monitoring and accountability becoming more and more lax, more and more academics have tended to become lax.

12.8.3 If there had been a system of monitoring, quite a proportion of these indifferent teachers would have worked differently. It is the absence of a monitoring system which is responsible for their low rate of performance or non-performance - whichever way one may wish to put it.

12.8.4 If the foregoing analysis is accepted, what is required is that a system of governance should be evolved. In our chapter on **The Teaching Ambience**, we have made certain concrete suggestions in this regard. The most urgent job to do is to create a distinct body of documentation. Today, it is difficult to come across the job description of a teacher. The whole notion of what it means to be a teacher is so nebulous and so ill-defined that there is considerable room for discretion as well as misrepresentation. Indeed; unless someone is guilty of flagrant violation of rules, it is difficult to fix the responsibility on anyone.

## **12.9 MONITORING**

12.9.1 Once a system gets evolved, the next step to take would be to have a pattern of monitoring. To some extent, that has been suggested and elaborated in earlier chapters of the report. The ultimate responsibility is that of the State government. That is why it has been suggested that there should be a system whereby both the State government and the State Council are kept in the picture with regard to what is happening and how the job is being done.

- 12.9.2 If some teachers are going to resist the setting up of such a system, as may happen they would have to explain why they prefer the existing, indeterminate, and, indeed a lawless, system. Under-performance is built into the existing system. What is worse, under-performance cannot be identified because in most cases no specific responsibilities are allocated to anyone.
- 12.9.3 Those who are professional in their outlook would not feel bothered about the institution of such a more-controlled and better defined system. Those who are unprofessional and do not wish to be held accountable would oppose it and even sabotage it - as and when it gets instituted.

## 12.10 CONSENSUS

- 12.10.1 The answer to the second question should be revealing in its own way. Occasionally, a good Vice-Chancellor gets appointed. Once his term is over, things slide back to their earlier state of indifference and inactivity. The explanation for this not so unusual a phenomenon is that though the advent of a good Vice-Chancellor does make a difference, what keeps the university going is a certain unanimity of approach which academics, in course of time, come to evolve.
- 12.10.2 With the passage of time, a set of academic priorities gets evolved. Whether these are clearly specified or not, most academics come to believe that there are certain things worth doing and others which better not be done. It is the absence of this consensual approach which, more than anything else, is responsible for the poor performance of most universities in AP as well as in the rest of the country.
- 12.10.3 In other words, without a consensus being evolved, universities simply react to the stimulus of a dynamic or imaginative person. Once that stimulus disappears, there is no one to guide or inspire them any longer. The fact of the matter is that good academics should not require to be guided or even goaded. Like any good professional, they should be self-motivated. When a large number of them come together in a university set up, they should generate a certain momentum which is what keeps the university going.
- 12.10.4 Unfortunately, this is not happening in Indian universities today. When some of these academics work at foreign universities, they generally perform well. When they come back, they tamely surrender to what is happening around them. Indeed, they become a part of the suffocating system against which they grumble endlessly.

## 12.11 THE SEARCH FOR ALIBIS

- 12.11.1 Today, most academics have got into a state of mind where they look for alibis for not doing what they know they ought to be doing. One alibi is interference by the government. Another is lack of financial support. A third is the kind of students we get, especially when, of late, they have become much more numerous than they ever were, in the recent past. In fact, there is no dearth of alibis. Each one of the alibis or explanations has some substance. But one thing needs to be understood. Unless



something is done, universities would continue to go round and round in a vicious circle.

12.11.2 There is one simple truth which needs to be grasped. There are things over which academics have no control and things which are within their control. What is not within their control will not get done, no matter how much they shout and protest. Academics cannot influence either the politicians or the bureaucrats beyond a point. These two powerful groups function within the parameters of their compulsions and their not-so-difficult-to-understand interests. During the last few decades, those compulsions have become more and more populist in character. As for officials, they have become more and more submissive to their political masters.

12.11.3 Apart from education, there are many other sectors of activity which have been equally affected by the way most governments perform. The only solution to this problem is on the political plane. To the extent that the academics can make an impact in that sphere, they would succeed. But their area of impact is highly limited. Therefore, more likely than not, they would continue to grumble and that is about all.

## **12.12 A SENSE OF REALISM**

12.12.1 Continuing to grumble, however, is no solution to the problem. One has to have a certain sense of realism. There are problems to which there are no solutions; how politicians and officials function is one of them. But there are problems where the academics can do what they wish to do. Indeed, those fall within their own area of performance; they are not only their own masters but are fully and entirely in control of the situation.

12.12.2 If the academics themselves have been guilty of gross violation of rules and downright corruption in certain cases, it requires a certain kind of brazenness to blame others. There is considerable evidence of this kind of brazenness. Without indulging in exaggeration, one can say that in one sense this is an example of the kettle calling the pot black.

12.12.3 No one would question the statement that politicians are much more brazen than academics. Even when the latter criticise them, they successfully manage to ignore them. Ultimately, it is the academics who are left fuming with impotent rage.

12.12.4 Being enraged is in order, even natural and inevitable. But being enraged and, at the same time, blatantly deficient in performance is a combination which is unique only to Indian academics. Why this should be so calls for a certain degree of self-introspection.

12.12.5 Indeed, without this kind of self-introspection and a determined attempt to come to terms with what lies within their purview (and can therefore be turned to their advantage) and what lies outside their purview (where they can only criticise and grumble), things would remain as they are.

- 12.12.6 That they have remained the same for a century or so in one crucial area of academic life should become evident from one simple example.
- 12.12.7 If today, universities are still stuck with a system of evaluation which is both unreliable and unscientific, no one other than the academics is responsible for this state of affairs. Neither the politicians nor the officials - two nameless forces whom most academics regard as agents of obstruction - even understand the issues involved. Nor do they at any stage venture to meddle with them. This is the exclusive domain of the academics. Therefore, no matter who else may be blamed, the academics cannot escape their share of the responsibility. And, to be candid, they *alone* have failed to perform in so far as evolving an alternative system of evaluation and assessment is concerned.
- 12.12.8 To say that public opinion is not ready for a change in the system would be right, but only upto a point. Who else other than the academics have either the knowledge or the capacity to influence public opinion? It is only the academics who can do it. It is their job to devise an alternative system which is in tune with the changing reality. It should not be necessary to say anything more on the subject.

### **12.13 WHO TAKES THE INITIATIVE?**

- 12.13.1 Even when the line of argument advanced above is accepted, the question would still remain: who is to take the initiative? In this respect, we wish to go on record without any hesitation. For our part that initiative has to come from the government. It is the State government which is ultimately responsible for the performance of its universities. It is the State government which appointed this Committee. It is the State government to whom these recommendations are directly addressed. Therefore, the principal initiative has to come from the State government.
- 12.13.2 Without the involvement of the other three agencies, however, the State government would not be able to achieve anything significant. Each one of these agencies has to be involved in the manner already suggested. While the State Council and the universities can to some extent respond to the initiatives taken by the State government - the line of authority is clearly drawn in this regard - academics belong to a different category.
- 12.13.3 As long as they are imprisoned in their existing sterile modes of thinking, they would not be able to play much of a role and, as a defence mechanism, would blame everyone except themselves. In order to play a positive role, and that is crucial, the academics have to reexamine some of their assumptions and several of their pet ideas and ask themselves to what extent their present ways of thinking and behaviour are conducive to greater productivity, higher quality and a certain norm of integrity which is crucial to teaching.
- 12.13.4 Will they or will they not? It is difficult to answer this question. Despite all the handicaps that have been described above, the possibility of a change does exist. The CSIR, as already stated, is performing much better today than it was a few years ago. Universities, too, can perform much better provided they get rid of what is

called alibi-hunting and also some of the obsolete notions with which they are afflicted today.

## **12.14 THE PRECONDITION**

12.14.1 But the precondition for academics to change their ways and shed their baggage of self-serving notions is that a planned and powerful initiative be taken by the State government. Unless that is done, nothing else would get done.

## RECOMMENDATIONS

The various recommendations made in the report are listed below. These have been arranged, as far as possible, in the same sequence that has been followed in the report. It may be added that each recommendation begins with the number of the paragraph where fuller details are to be found. The recommendations related to the AP State Council of Higher Education have been shown separately in Chapter 11. However, some of those recommendations have also been retained here in order to maintain continuity.

### Chapter 3 - Students

1. (3.2.1) There should be a strict enforcement of attendance rules.
2. (3.2.2) The evaluation process must be made stricter so that university examinations are taken seriously by the students.
3. (3.4.4) The syllabi must be made up-to-date with the help of a dozen or so study groups in different disciplines appointed by the State Council.
4. (3.4.8) The emphasis at the PG level should be on skill acquisition rather than on vocationalisation.
5. (3.5.4 & 3 5.5) the Universities should take steps to encourage academics to write books of high quality in the regional languages.
6. (3.6.1 & 3.6.2) Universities should encourage research in applied areas to inject greater relevance into the syllabi, and to help the students by making their training industry-oriented.
7. (3.8.1) The existing system whereby every student is given the requisite attendance either by "cooking up" records or by holding fictitious "make-up" classes should be dispensed with.
8. (3.9.5) There is an immediate need to change the procedures adopted for the evaluation of examination scripts. The Tamil Nadu model of having both the examiners at the Master's level has relatively freed it from the insistence of students that they be given marks which render them eligible for lecturership.
9. (3.11.8) The State government should scrupulously adhere to the provisions of the various GOs governing the payment of scholarships to ensure that there is no violation of rules.
10. (3.12.2 & 3.12.3) The State government should study the Maharashtra model of dealing with the protected categories of students as suggested in our interim report.
11. (3.12.7) The government may also consider delinking the monetary size of the scholarship with stay in the university hostels.

12. (3.17.1) There should be better planning in encouraging State-wide competitions in respect of all games which are organised by the Inter University Sports Board of India. The Dean, Student Affairs, should promote Hobby Clubs.
13. (3.18.1) The student services are utterly unsatisfactory and need to be organised and funded better.
14. (3.19.1 and 3.19.4) While the situation regarding women as far as enrollment is concerned is satisfactory, the same cannot be said of the recruitment of women in various university departments:
15. (3.20.1.i) Admission into hostels at the Master's level should be granted strictly in accordance with available accommodation as determined by the UGC norms in this regard.
16. (3.20.1.ii) A five year plan for increasing hostel accommodation should be drawn up by every university and the prodigal use of the existing space by the older universities be avoided.
17. (3.20.1.iii) Students must be admitted into the hostels for a specific course and in case a student wishes to prepare for any competitive examination, he/she should be termed a "part-time" student and should be charged at a higher rate than regular students.
18. (3.20.1.v) Kitchens should be redesigned to improve cleanliness so that the hostels can be brought up to a certain level of professional management.
19. (3.20.1.vi) Workers employed in the hostels must be properly trained with the State Council taking the necessary initiative in this regard.
20. (3.20.1.vii) Every single hostel must have a **quiet room** to enable the students to study. Provision of indoor and outdoor games, reading rooms, newspapers and journals etc., should be made by the university on a payment basis.
21. (3.20.1. viii) The possibility of privatising the university hostels, instead of a university-managed system, should also be explored.
22. (3.20.1.x) Instead of the universities advancing mess charges to the students, the government should advance money to the universities in time to avoid the problem of hostel dues.
23. (3.20.1.xi) Every hostel must be bounded by a wall so that entry into it, and the exit from it, can be regulated with ease.
24. (3.21.3 & 3.21.4) There is nothing wrong in having elections to student unions, but no student above the age of 25 should be allowed to contest elections, though he/she can vote. Similarly, students who were awarded punishment for misbehaviour should not be allowed to contest.

25. (3.21.5) Instead of all students automatically becoming members on admission, there should be a system whereby the student is free to decide whether to become a member of the union or not.
26. (3.22.5) For dealing with individual cases of grievance, a redressal machinery, consisting of a couple of reputed teachers, one or two former students and a person with a judicial background, should be set up.
27. (3.22.8) Rules regarding the receipt of grievances and their disposal must be drawn up in advance.

#### Chapter 4 - Examinations

28. (4.3.4) A probe into everything connected with moderation should be initiated by the State Council to see in which year(s) and under what circumstances these rules were framed, and how they have been implemented during the *last five* years.
29. (4.3.5) The enquiry should be a time-bound one and should be headed by a High Court judge who should be assisted by two academics.
30. (4.3.6) The State Council on receipt of the enquiry report should forward it to the government with its comments and the decision taken by the government on this report should be made public.
31. (4.3.7) The system of moderation, as it exists now, should be done away with.
32. (4.3.9) Students should be allowed access to their valued scripts, for which the necessary rules have to be framed.
33. (4.4.1, 4.4.3 & 4.4.6) In place of moderation, the system of grading and percentile scoring should be introduced. Such a step will reintroduce positive discrimination in evaluation. The memorandum of the marks of each student who has passed the examination should also indicate his/her percentile score.
34. (4.6.1, 4.6.2 & 4.6.3) While the incidence of examination offences is, on the whole, on the low side in the State, a certain amount of university legislation is needed. The State Council should convene a meeting of the Vice-Chancellors and Controllers of Examinations to evolve an agreed State-wide formula as regards various examination offences and the punishments to be awarded within three months of the submission of this report. Award of punishment should be mandatory, indeed automatic. This exercise must be completed before the enquiry committee on moderation submits its report, and, in any case, before the beginning of the next examination season.
35. (4.7.1 & 4.7.2) While the system of centralised marking is, by and large, working well, the State Council must continue to monitor it so as to see that the universities do not slip downhill.

36. (4.8.1) For the next five years, the Tamil Nadu practice of getting both the valuations of the script by academics from outside the university, preferably from outside the State, should be introduced.
37. (4.8.3) As regards the rule with respect to third valuation, the State Council should evolve uniform rules for all the State Universities.
38. (4.10.1 & 4.10.2) The marks scored in the practical examination should be shown separately, and a separate award of division must be declared for practicals. These marks should not be made to count for the award of the overall division or class in the university examination.
39. (4.12.4 & 4.12.6) The university should prepare a Date Sheet for the entire year even before the students are admitted and a copy should be given to each of the students. The Executive Council of a university alone should have the power to modify it, that too for reasons recorded in writing.
40. (4.12.7) Examinations should be scheduled strictly according to the Date Sheet. If need be, an additional examination may be conducted, but the original dates must be adhered to.
41. (4.12.8) Frequent changes in the dates of examinations should not be allowed. If any university does so, it should be taken as a signal for the exit of the chief executive.
42. (4.13.4) The Controller of Examinations should be listed as one of the statutory officers of the university.
43. (4.14.3, 4.14.5 & 4.14.6) The work pertaining to the conduct of various university examinations should be decentralised on the following lines. All PG examinations must be conducted by the heads of the concerned departments under the supervision of the Principal. The evaluation of M Phil and Ph D theses must be done by the respective Deans, leaving the responsibility of conducting the undergraduate examinations to the Controller of Examinations.
44. (4.14.11 & 4.14.12) As regards PG examinations, the Head of the Department and the Principal of the university college should decide on the suitability of an affiliated college as an examination centre. In case a centre does not qualify, the students of that college must be relocated in some other centre for writing their examinations.
45. (4.14.13) In the case of undergraduate colleges, no college should be permitted to be an examination centre for the first five years of its existence.
46. (4.14.14) The certificate issued to a student after he/she passes the examination should contain the name of the college where he/she studied.
47. (4.16.5) For suggesting changes in the archaic examination system, a committee consisting of three teachers, and two Principals must be nominated by each Vice-Chancellor of the six mainstream universities. Along with the Vice-Chancellor this committee would represent the university.

48. (4.16.6) These forty odd persons together with the State Council should meet and thrash out the issue. Outside expert advice may be sought, if needed. After thorough deliberations, they should report back to their respective universities.
49. (4.17.1 & 4.17.6) Question papers, too, require immediate remodelling. Each paper must have three components - short answers, multiple answers, and Essay type answers with the last component getting 40 per cent weightage, and the other two sharing the rest equally. The State Council must take up the responsibility of imparting the necessary training to the teachers in the art of question-paper setting in the new model.
50. (4.18.2) The system of internal assessment and question banks should be first tried out in the autonomous colleges.
51. (4.19.1 & 4.19.3) A complete reversal of the practice of not associating a foreign examiner for Ph D evaluation is recommended.

## Chapter 5 - The Teaching Ambience

52. (5.2.2) The distribution of teaching work should be done before the end of the preceding academic year.
53. (5.2.3) The Head of the Department must display the teaching schedules well in advance after collecting the same from the teachers.
54. (5.2.4) At the end of every month, the total number of lectures delivered, as well as the number attended by the student, must be added up and notified.
55. (5.2.7) Based on these monthly data, the Head of the Department must prepare a quarterly report at the end of the first term, and notify the same.
56. (5.2.9) At the end of the second term also, a similar exercise should be undertaken, and a review of teaching and attendance with the concerned teacher(s) conducted.
57. (5.3.7) There should be faithful and stringent enforcement of the attendance rules of the university.
58. (5.3.9) The work pertaining to collection, totalling, and record-keeping should be done by redeployment of the staff, if necessary.
59. (5.3.10) The Head of Institution should send a consolidated statement of the lectures delivered to the Vice-Chancellor by the end of the academic year.
60. (5.4.1) The Vice-Chancellor should review the situation with all the Principals on the basis of data received by him. He should send an annual report (which is both statistical and analytical) to the State Council by the 30th of April.



61. (5.4.2) By the 30th of June, the State Council must prepare a consolidated report in respect of all universities, and send the same to the Department of Education, which after due processing must be made a public document.
62. (5.5.3 & 5.5.4) At the end of each term, every teacher must get his students to assess his performance on the basis of a proforma developed by the State Council. This should be administered to the students in the presence of another teacher. The responses received would remain with the teacher and would be his exclusive property. No one would have the right to have access to it.
63. (5.6.1 & 5.6.2) Alternatively, an exit poll may be conducted in which those students who are leaving the institution after completing their studies are asked to indicate their opinion of each one of their teachers or of as many of their teachers as they wish to offer.
64. (5.6.6) The information so received from the exit poll should remain with the university authorities, but should not be used for any punitive purposes. It should be communicated to the teacher concerned with a view to enable him to improve his teaching methods.
65. (5.9.14 & 5.9.16) The State government should review all cases of Merit Promotion to decide whether the universities acted within their rights. The State government should also take a holistic view of the problem and examine whether these promotions have raised the stature of AP universities or lowered it.
66. (5.11.2) No appointment should be based only on an interview. In the first round, all those who are eligible should be called for the interview.
67. (5.11.3) Every candidate should be invited to talk for 10 minutes on any topic connected with his discipline, with or without the presence of the experts, and this should be tape-recorded.
68. (5.11.4) The second round should be like a normal interview conducted by a duly constituted Selection Committee which should also be tape-recorded. The Selection Committee should record its decision before it disperses.
69. (5.11.7) If the number of applicants is large, a short listing can be carried out with the mandatory association of one of the external experts.
70. (5.11.8) On an average, every candidate must be interviewed for 12 to 15 minutes.
71. (5.11.9) Confirmation in service must be based on confidential reports whose parameters have to be worked out with some degree of precision. The Head of the Department should file a report at the end of each term. A candidate should be confirmed after three favourable term-wise reports and a final report summing up his strengths and weaknesses. The candidate should also submit a self-appraisal form at the end of each term.

72. (5.11.10) As far as possible the universities should avoid making *ad hoc* appointments. Where, however, it becomes absolutely necessary to do so, no one should be appointed on *ad hoc* basis more than once, and even then, for a maximum tenure of 6 months. Any deviation from the salutary principle should be regarded as a form of misconduct by the Vice-Chancellor.
73. (5.12.11) We are not in favour of any State-sponsored system in respect of university appointments. Instead, the university system should be depoliticised and professionalised. This would be more rewarding than demolishing the system.
74. (5.13.3) Those who pass out of a department should be persuaded not to do research there as this would ensure the injection of new blood into the departments.
75. (5.13.4) In the Selection Committees at least one expert must be from outside the State.
76. (5.13.5) At the end of every academic year, each university must prepare a list of interviews held and a list of experts invited and submit the same to the State Council for review and comment. The State Council should scrutinise these lists to ascertain the standing of the experts, the frequency with which some are invited to a particular university or universities, and the State to which they belong.
77. (5.13.6) Within two months, the State Council should forward the lists to the government along with its comments, with a copy endorsed to the UGC.
78. (5.14.1) On the line of the German model, no one should be made a Professor in the university where he is working.
79. (5.14.2) When someone is selected as a Professor elsewhere, the Vice-Chancellor of the parent university should decide whether to relieve him or retain him. If he is good enough to be retained, then a suitable opening must be created in the parent university.
80. (5.14.4) Since the whole process is likely to take 6 months or so, the process of appointing a Professor must generally be initiated one year in advance.
81. (5.15.8 & 5.15.9) The Dr. B R Ambedkar Open University should enter into an agreement with IGNOU and organise the latter's Diploma in Higher Education course in 20 to 30 Centres in the State. Passing this course, in addition to clearing the NET examination, should be a mandatory requirement for any person intending to join the teaching profession.
82. (5.16.4 & 5.16.5) For inservice teachers, every university should organise monthly seminars (8 to 9 times a year) in which each teacher is expected to participate at least 2 or 3 times.
83. (5.17.6 & 5.17.7) Those PG Centres, which organise self-financing courses, charge high fees, and arrange for teaching by inexperienced *ad hoc* teachers, contribute to

the organised dilution of standards and should, therefore, in extreme cases, be closed down.

84. (5.17.9) The expansion of PG facilities at the PG Centres should be contingent upon the educational system's capacity to generate the required manpower.
85. (5.17.12) Self-financing courses be offered only at the university headquarters according to a well worked out plan, and the surplus generated should go to make the PG Centres stronger.
86. (5.17.13) Freshers in the teaching profession should not be recruited for the PG Centres, and seniors should be posted at these centres. Freshers should be posted at the university headquarters, so that they can be trained under the supervision of their seniors.
87. (5.17.15) Since the problem of PG Centres needs detailed study, the State Council should appoint a committee of the Directors of the PG Centres who must be asked to examine which of the Centres should be closed down and which are to be strengthened. All this should be done according to a 5 year plan of action and with a firm commitment of financial support from the government.
88. (5.18.2) The State Council should initiate a system of State-wide tests in each discipline, to be administered by different universities on a rotation basis.
89. (5.19.3) For each of the papers in a course at least half a dozen books produced in Telugu or in any other regional language should be made available to the student.
90. (5.19.4) Pending the publication of such books, every university must undertake to organise a mandatory course aimed at improving the student's comprehension of the English language. Such a programme may be drawn up in consultation with the Central Institute of English and Foreign Languages.
91. (5.20.3 to 5.20.10) Universities must organise Honours courses for which several models are available.

## Chapter 6 - The Governance of Universities

92. (6.1.6) As in Maharashtra, the tenure of the Vice-Chancellor should be for five years with no provision for a second term, since a renewable three-year term leads to the politicisation of the office.
93. (6.1.7) At no stage should a university be "headless".
94. (6.1.10) 3 to 6 months before the tenure of a Vice-Chancellor comes to an end, the decision regarding his successor should be taken.
95. (6.2.2) The minutes of the proceedings of various bodies should be made available to every single unit of functioning, including the departmental libraries, subject to the

needs of confidentiality. These can be printed in course of time, in case this practice is not already in vogue in any university.

96. (6.2.9) The university should issue a bimonthly summary of important developments, with an overview by the Vice-Chancellor which includes the funding situation, recruitment of staff, the student problem, if any, and dealings with the UGC etc.
97. (6.4.3) There should be a greater devolution of powers of a routine nature in favour of the Rector who is, at present, in several universities, seriously underemployed, and depending on the capabilities of the Rector, the Vice-Chancellor can delegate up to one-third of his load to the Rector.
98. (6.4.5) The Principal should be appointed for a longer tenure of, say, three years after observing his capabilities for one year.
99. (6.4.7) There should be an unambiguous demarcation between those activities in which the Principal has autonomy and those that have to be referred to the Vice-Chancellor, or to the Registrar.
100. (6.5.4 & 6.5.5) While the Vice-Chancellor cannot be precluded from exercising emergency powers, the State Council should constitute a committee consisting of the Secretary, Education, two experienced Vice-Chancellors or former Vice-Chancellors from neighbouring States, two academics and the Vice-Chancellors from the State. This committee should work out a set of standing instructions in terms of which a Vice-Chancellor may act when he has to use his emergency powers.
101. (6.6.7) The principle of rotation of headship should be retained, but in a modified form.
102. (6.6.10) The State Council should work out a set of guidelines which ensures that all key decisions are taken by the department as a whole and that the minutes are kept.
103. (6.6.11) These minutes must be circulated and sent to the Principal and the Vice-Chancellor.
104. (6.6.15) The system of automatic rotation should be replaced by one whereby the Principal of the college consults the members of the department and conveys the gist to the Vice-Chancellor. If an agreed name emerges out of this discussion, the Principal should go back to the department and strive for a departmental consensus on that basis.
105. (6.6.16) In case no agreed name emerges, the Vice-Chancellor should consult his senior colleagues and appoint a person for one year and reserve his final judgment which should be based on performance appraisal.
106. (6.7.2) The Vice-Chancellor and the State government, too, must have a code of conduct.

107. (6.8.2.ii & 6.8.2.iii) The minimum tenure of the Registrar should be three years or even five years and the choice of the person to be appointed should be left to the Vice-Chancellor, who will appoint a person with the approval of the Executive Council.
108. (6.8.2.iv) If there is a change in the Vice-Chancellorship, the new incumbent should have the freedom to retain the serving Registrar or choose a new person. In case the Registrar is to be replaced, the process of change must not be abrupt, and the Registrar to be replaced should be allowed 3-4 months to make alternative arrangements for himself.
109. (6.9.2) The office of the Chairman, Board of Studies, should be non-rotational so that balanced and mature judgment are exercised on the academic activities of the department and the university.
110. (6.11.3) Every campus should have a mobile corps of well-trained unarmed police personnel equipped with motor cycles and jeeps and an appropriate communication system under the command of a police officer of the rank of DCP on loan from the government for a specific period.
111. (6.11.5) Some senior and responsible person, say, the Rector should be vested with magisterial powers so as to be able to direct the police activity, when needed.
112. (6.11.7) The job of this body of personnel will be to handle emergencies and unexpected situations like a Rapid Action Force.
113. (6.11.8) These personnel should not live in the campus so as to discourage any possible fraternising with students.
114. (6.13.4) A committee appointed by the Executive Council of one of the senior universities in the State should look into how the various research institutions in the universities are evolving, the leadership thrown up by them, the funding procured by them and the possibility of funding in future and submit its report to the Executive Council of the concerned university. Based on it, the Executive Council should take a decision on the extent of autonomy to be granted to these research institutions.
115. (6.13.5) The autonomy granted should be at three levels. At the first level, they should be given complete autonomy except when they negotiate for a grant. At the second level, the grant may be negotiated by the institute but operated by the university. At the third level, the amount of autonomy granted should be much less. Once autonomy is conferred, it should not be abridged without due process.
116. (6.14.4) The State Council should keep a vigilant eye on the court cases involving universities, and the expenditure incurred on them. If a university spends more than a small fraction of its budget on litigation, there is something wrong with the way in which the university is being administered.

117. (6.15.1) The State Council should ensure that permission to affiliate colleges is not given haphazardly, but according to a plan and in response to the needs of a locality or region.
118. (6.15.9) The State Council should examine the rules of affiliation followed by different universities, monitor how these rules are applied and step in where it finds that the rules are being violated.
119. (6.15.10) The rules themselves must be framed in such a way that the distinction between provisional affiliation and permanent affiliation is clearly drawn and the rules for the former should be so drawn that they admit of only one answer - yes or no.
120. (6.15.12) In matters of affiliation, nothing should be left to chance or manipulation, and everything should be clearly specified and adhered to.
121. (6.15.13) Every single member of the Inspection Committee, while signing the report, should make sure that the required conditions are complied with, and if on subsequent verification there is any evidence of mis-certification, it should be treated as an act of academic misconduct.
122. (6.15.16) Instead of the State taking on the function of affiliation, it is better to ensure that those vested with a certain power put it to effective and mandatory use.
123. (6.16.7 & 6.16.9) To control student indiscipline and the unwanted truncation of the academic year, the syllabus in each discipline should be precisely drawn up to indicate the number of teaching hours required for each topic so that if the total number of hours so allotted are spread over 180 working days at the rate of 7 to 8 hours a day, there would be no time for the student to play truant.
124. (6.16.12) The government should extend full and unconditional support to the Vice-Chancellor, to enable him to take strong action. In case he still cannot, obviously he is unfit for the job, and the government had no business to appoint him to such a post in the first instance.

## Chapter 7 - Universities & The Government

125. (7.5.1) The State Council should be a prototype of the UGC as far as this State is concerned.
126. (7.5.2) Unlike the UGC, the State Council should pay attention to academic functions which have been listed elsewhere by amending the Act, if necessary.
127. (7.6.3) Many of the functions of the Department of Higher Education should be transferred to the State Council on the analogy of the relationship between the Department of Education of the Central government and the UGC.
128. (7.7.1) The State Council should have a small body of full-time members who will be assigned specific subjects to deal with.

129. (7.7.2) A consultative body consisting of all the Vice-Chancellors, two teachers from each university nominated by its Academic Senate and a few competent and committed teachers nominated by the Chancellor and the State government should be formed and whole-time members of the State Council should interact with the consultative body at least once in 3 months.
130. (7.10.4) The mode of appointment of the Vice-Chancellor or the choice of the incumbent should not be based on political considerations.
131. (7.10.7) The government can appoint a Vice-Chancellor straightaway and take the responsibility for the outcome of such a decision, since the process outlined in the Act for the appointment of the Vice-Chancellor deceives no one as regards the role of the government. Alternatively, the Chancellor can appoint the Vice-Chancellor, and take full responsibility in this regard. The Chancellor may seek assistance from a three-man committee consisting of a nominee each of the Executive Council, UGC, and a Chancellor from outside the State. The three man committee, operating on the basis of consensus, should submit a list of three to five persons in order of preference to the Chancellor who will be bound by it. In case the Chancellor wishes to modify the order of preference, he may do so after recording the reasons for it in writing. The three man committee itself should be guided by a panel prepared once a year by asking each university to nominate upto 5 names either from within the university or outside along with relevant information about them which would then be pooled. The tenure of the Vice-Chancellor should be 5 years, with the age of retirement at 65 and the age at appointment not exceeding 62 years.
132. (7.11.4) Universities ought to be treated with dignity and hence are entitled to have the best possible persons as their chief executives.
133. (7.12.3, 7.12.5 & 7.12.7) Only a certain proportion of the total membership of a university body should be filled through nominations, and in any case the percentage should not exceed 50 and no person within the university should be nominated by the government, specially to the Executive Council.
134. (7.12.3) The remaining 50 per cent should be from within the university and membership should be determined by rotation or in *ex officio* capacity to avoid political influence.
135. (7.12.4) The membership of the Executive Council should be tenure-based and not open ended
136. (7.12.9) Persons connected with industry and professions should also be nominated to the university bodies.
137. (7.13.2) No institution, other than the university, should be considered qualified enough to examine the academic aspects of affiliation.
138. (7.13.6) The State Council should monitor the performance of the affiliated colleges. The clause concerning the power to accredit, which was in the Act which brought

into existence the Commissionerate of Higher Education and which was deleted in the 1988 Act of the State Council, must be reinserted in the Act.

## Chapter 8 - The Open Learning System

139. (8.2.3) The enrollment in Science courses in the BR Ambedkar Open University (BRAOU) should be raised to 20 per cent within three years, 25 per cent in the next year and to around 30 per cent after 5 to 6 years.
140. (8.2.4) BRAOU should draw up a five year plan with the active involvement of the State Council for increasing the intake in the science stream.
141. (8.4.1.i) While BRAOU gives greater freedom to students than conventional universities in pacing their education, the time limit to complete an undergraduate course should be normally 5 years which, in exceptional cases, may be extended by one more year.
142. (8.4.1.ii) For those applicants seeking admission into the undergraduate course of BRAOU from the +2 stream with low marks of, say, 35 to 40 percent and for those who have come from the open stream, some kind of basic training should be given before an admission test is conducted for them. However, in the case of those applicants who have passed the +2 examination with scores higher than the minimum indicated above, basic training need not be insisted upon. For those who have passed the +2 examination and have scored more than 35 to 40 per cent, basic training should not be insisted upon, but an admission test is to be administered.
143. (8.4.1.iii) The decision of the Open University to reduce the age of entry from 20 to 18 should be re-examined, since a certain degree of maturity is necessary for studying through the distance education system.
144. (8.4.1.iv) The Open University should look closely at the experiments undertaken in favour of vocational courses.
145. (8.5.1) For the introduction of vocational courses from 1996 onwards, the Open University should establish a State-wide network of trade, industry and government departments.
146. (8.7.3) The BRAOU should become the nodal agency for initiating and sustaining this experiment.
147. (8.8.1) The people connected with distance education in the various universities should be moved to BRAOU *en mass*.
148. (8.8.2.i) The syllabi should not, as far as possible, replicate the ones followed in the conventional universities.
149. (8.8.2.ii) The quality of reading material should be enhanced, and the same should be put in the self-learning mode.



150. (8.8.2.iv) The university should insist upon the students returning the response sheets, which, at present, is not being done.
151. (8.8.2.viii) Model response sheets should be prepared, and those who are to handle them properly trained.
152. (8.9.1.x) The University should work out the principles and plan of action in regard to the geographical distribution and management of study centres with the State Council, and implement the same within 2 years.
153. (8.10.1) The chief of the study centres should be assisted by three or four deputies who will be in charge of the study centres under their jurisdiction.
154. (8.10.3) The tutors attached to the study centres should be made to attend training classes either at the regional or university level at regular intervals.
155. (8.11.2) Till the open learning system is stabilised at the undergraduate level, starting of PG courses by BRAOU would be premature and should be avoided.
156. (8.12.1a) BRAOU should set up an efficient student support system.
157. (8.12.1 & 8.12.2) A monthly news-letter should be brought out by BRAOU where information about all those things which students are seeking is given.
158. (8.13.2) Open universities from outside the State should not be permitted to operate in AP. If necessary, legal steps may be taken in case these universities undercut the policies of the BRAOU.
159. (8.13.3) IGNOU, being a national university, should be exempt from the recommendation contained in 8.13.2 above.
160. (8.13.4) The services of BRAOU should be made available to students from AP who are residing outside the State, by entering into a reciprocal arrangement with the open university of that State.
161. (8.15.2) BRAOU should reduce its dependence on conventional courses, and diversify into innovative and application-oriented courses. It should redesign its existing courses. The teaching materials should be improved in quality and presentation, and appropriately tailored for self-learning and self-appraisal. The University should insist on the students doing a minimum number of response sheets every year, and this should be made a condition for being allowed to appear for the University examination.
162. (8.16.3) Such of those students who show an inclination for external examinations conducted by the mainstream universities should be persuaded to join the Open University, so that they are ensured of some instruction.
163. (8.17.3) The universities which forgo distance education should be compensated by the government for loss of revenue on this score.

164. (8.17.4) While the Open University appears to be financially comfortable at present, it would not be so once it implements the measures suggested by this report, and hence the government should induce the University to enhance the fees.
165. (8.17.6) It is iniquitous that students of BRAOU are deprived of financial aid by the State, and, therefore, there is an immediate need to formulate uniform rules for all the universities in this regard.
166. (8.18.1) BRAOU should start a Research Cell for gathering, processing and analysing data on course-wise, gender-wise and region-wise enrollment, the socio-economic profiles of the students, effectiveness of different modes of communication in terms of student-feedback etc.

## **Chapter 9 - Universities & Research**

167. (9.3.5) The evaluation of Ph D theses should be made stringent enough to prevent a decline in the quality of doctoral work.
168. (9.5.8) Admission to Ph D must be through some kind of mandatory test.
169. (9.8.2) Inadequate funding and the escalating prices of books and journals has led to a great erosion in the real value of allocation to the university libraries. To arrest this we propose that an additional grant of Rs. 1 crore per annum per library be given for the next 5 years.
170. (9.8.4) The State Council should convene a meeting of the Librarians of the various university libraries to discuss effective ways of coordinating the use of documentation facilities available at Bangalore, Bombay and Baroda.
171. (9.12.1 & 9.12.2) The IIT model, whereby the staff member who is sanctioned a project by funding authorities is immediately vested with the powers of a Head of the Department, is recommended for the AP universities.
172. (9.13.2) Once a project is over the equipment procured for it should become the property of the university within two weeks of the completion of the project.
173. (9.14.2) The procedure for the purchase of equipment can be borrowed from the IITs after suitable modification.
174. (9.14.3) As regards the purchase of consumables, the universities must establish direct contact with the manufacturers.
175. (9.15.3) To encourage originality, a system of awards can be instituted for honouring people with originality, initiative and drive.
176. (9.15.4) The State government should set apart 5 per cent of what it spends on universities for funding research in the universities.

177. (9.16.4) Universities should concentrate on applied areas of research to enable them to draw closer to industry.
178. (9.18.1) Every university must set up a Research Board and there should be one such Board at the State level.
179. (9.19.2) To prevent the further debasement of standards at the Ph D level, one of the examiners must be from outside the country.

## **Chapter 10 - On Funding & Financial Management**

180. (10.4.3) An upward revision of fees should be undertaken, notwithstanding the fact that a large number of students enjoy the benefits of scholarships of various kinds. The Maharashtra model is commended in this regard.
181. (10.5.3) Raising of internal resources should not mean that the universities should start courses with poor infrastructural and other back-ups.
182. (10.5.3.i) Before any new course is started, a detailed market survey should be done to examine its employment potential.
183. (10.5.3.ii) The universities should coordinate with the industry drawing upon the latter's facilities for practical training etc.
184. (10.5.3.iii) Whatever the university earns on its own should be put in a separate budget head after a proper procedure is evolved with the help of the State Council.
185. (10.5.3.iv) Decisions on financial matters should be taken by the appropriate sanctioning bodies.
186. (10.5.4) Universities should be allowed to utilise whatever funds they raise outside their Block Grants without government interference.
187. (10.6.2) The State Council should analyse the budget figures of each mainstream university to ensure that surplus funds, if any, raised from correspondence or distance education students cease to be available to the university.
188. (10.7.1 & 10.7.2) There should be a separate sub-budget in regard to examinations, and fees should be so adjusted that this budget may just be balanced, so that the university neither makes money nor loses it.
189. (10.9.5) Courses which are conventional in nature should be de-emphasised to make way for courses which are more in line with the requirements of the economy.
190. (10.12.1) There should be a total ban on the engagement of any new non-teaching staff members for a period of ten years.

191. (10.2.2) The existing staff should be retrained so that the process of a more efficient distribution of staff can be initiated.
192. (10.13.1) A grievance redressal machinery should be set up in every university.
193. (10.15.3) The State government should go into the whole question of unanswered audit objections and the issue of bank reconciliation more seriously than is being done at present.
194. (10.16.12) Before a Vice-Chancellor's term is over, a special audit must be ordered and he must be made to answer audit objections, if any.
195. (10.18.1) For the purpose of the fixation of Block Grants, the government must consider the unit cost formula suggested by the Justice Punnaiah Committee.
196. (10.20.3) In the meanwhile, the State Council should immediately analyse each university's budget and the justification for various items of expenditure on the basis of zero-based budgeting.
197. (10.20.8) A clear cut decision regarding the unit cost formula must be taken within three to six months from the date of submission of this report.
198. (10.21.1) An exercise should be undertaken with the help of the State Council to determine how many people are needed in both teaching and non-teaching cadres by doing a workload audit for all cadres.
199. (10.22.3.i) The universities should curb wastage by streamlining the courses.
200. (10.22.3.iii) The universities should try to increase income from consultancy.
201. (10.22.3.iv) The universities should develop a system of incentives for those institutions which attract sizeable funds from various agencies that promote research.
202. (10.22.3.v) The universities should opt for expert management of their funds.
203. (10.22.3.vii) The universities should increase the affiliation fees.
204. (10.22.3.viii) The universities should gradually privatise the provision of certain key services.
205. (10.22.3.x) The universities should appoint qualified and competent finance officers.

## APPENDICES

### I) GOVERNMENT ORDERS: (3)

#### GOVERNMENT OF ANDHRA PRADESH ABSTRACT

Constitution of Experts Committee for the Evaluation of Administration and Programmes of the Universities in Andhra Pradesh --Orders--Issued.

#### EDUCATION (U.E.II.2) DEPARTMENT

G.O.Ms.No.141.

Dated 28.04.94

READ THE FOLLOWING

1. From the Principal Secretary to Government, Higher Education Department, D O Lr No 1/U.E.II.2/93-1, Dt.11.01.1993
2. From the Chairman, Andhra Pradesh State Council of Higher Education, Hyderabad, D O Lr No.APSCHE/70-93, Dt.18-3-1993
3. From the Chairman, APSCHE, Hyderabad, D O Lr No. APSCHE/80-93, Dt.6-7-1993
4. From the Dy.Secretary to Government, Education Department, Lr No.1/UE.II.2/93-6, Dt 15.11.1993
5. From the Chairman, Andhra Pradesh State Council of Higher Education, Hyderabad, D O Lr No.832/93, Dt.2-2-1994

#### ORDER

1. Government after careful consideration of the proposal of the Andhra Pradesh State Council of Higher Education, Hyderabad in the letters read above, hereby constitute the following Expert Committee to Review the working, administration and programmes of the Universities under Higher Education Department in Andhra Pradesh.

1. Prof Amrik Singh  
2/26, Sarva Priya Vihar  
New Delhi - 110016  
(Former Secretary, AIU)

Chairman

2.	Prof M V Pylee Asian Institute of Development & Entrepreneurship Cochin University Junction Cochin 682 022	..	Member
3.	Prof M S Agwani 167, Chaman pura Udaipur 313 001	..	Member
4.	Prof P N Srivastava Ex-Vice-Chancellor Jawaharlal Nehru University and Ex-Member, Planning Commission, Govt.of India, Nuclear Science Centre JNU campus, New Delhi 110 067	..	Member
5.	Prof P V Indiresan Indian Institute of Technology New Delhi	..	Member
6.	Secretary to Government Finance and Planning (Fin.Wing) Department or his nominee	..	Member
7.	Chairman Andhra Pradesh State Council of Higher Education, Hyderabad	..	Member
8.	Prof J Satyanarayana (Retired Professor) Commerce Department Osmania University Hyderabad	..	Member Secretary

2. The terms of reference of the Committee shall be as specified in the annexure I to this order.
3. The term of the Committee shall initially be for a period of six months.
4. The Chairman, A P State Council of Higher Education, Hyderabad shall obtain and submit to Government the Committee's Report with the remarks of A P State Council of Higher Education thereon, within a period of one month from its submission.
5. The Member Secretary shall fill up the posts by drafting personnel from various Universities and Government Offices on deputation terms. He will be free to select reliable serving staff in Universities and account for expenditure with the proper vouchers etc.

6. Sanction is also accorded for incurring expenditure of Rs.8.00 (Rupees eight lakhs only) towards T A and Honorarium to the Non-official members etc as detailed in the Annexure II to this order. The chairman, A P State Council of Higher Education, Hyderabad shall not be paid any sitting fee.
7. The expenditure sanctioned in this order shall be met from the block grants provided for all A P Universities by proportionate deductions from each university.
8. This order issues with the concurrence of Finance & Planning (Expr.T.E) Deptt.vide their G.O No 12863 A/226/Expr.TE/94,dated 22.4.1994).

**(BY ORDER AND IN THE NAME OF THE GOVERNOR OF ANDHRA PRADESH)**

P V Rao  
Principal Secretary to Government

To

All Members concerned through A P State Council of Higher Education (WE)

The Chairman, A P State Council of Higher Education, Hyderabad(WE)

The Registrars of all Universities in Andhra Pradesh(WE)

The Commissioner of Collegiate Education, Hyderabad(WE)

The Accountant General, A P, Hyderabad (WE)

The Director of Treasuries & Accounts/P A O.,Hyderabad(WE)

Copy to the director of L F Audit, Hyderabad (WE)

Copy of the Secretary to the Government of India,M H R D, New Delhi

Copy to the Secretary, University Grants Commission, New Delhi

Copy to U E.I. section for necessary action

Copy to all Higher Education sections

Copy to Joint Secretary (O.P)

//forwarded: by order//

Section Officer

## ANNEXURE - I

Terms of reference of the Committee constituted in GO Ms No 141 Education, dated 28.4.1994.

- (i) to evaluate the functioning of each of the 10 Universities under the Education Department, in terms of strengths and weaknesses on the basis of appropriate academic, administrative and financial criteria to be evolved by the Committee
- (ii) to evaluate the extent to which the Universities have tried to implement the various components of the NPE and suggest steps to facilitate the effort.
- (iii) to suggest steps for streamlining the administrative set-up of the Universities so as to ensure economy, efficiency and propriety in decision-making and implementation
- (iv) to evaluate and suggest steps for improving the qualitative dimension of each University system
- (v) to make recommendation on other matters relevant and related in the view of the Committee, to any or all of the above aspects
- (vi) review of projects sanctioned by UGC
- (vii) conducting of a common entrance test for PG courses
- (viii) viability of each department with reference to student teacher norms
- (ix) uniform rates for valuation, setting of papers, examination fees and other related fees
- (x) feasibility of introducing in-service training to Lecturers and Professors
- (xi) review of extension work.

P V Rao  
Principal Secretary to Government

//true copy//

sd/....  
// Section Officer



## ANNEXURE - II

TENTATIVE EXPENDITURE SANCTIONED TOWARDS TRAVELLING ALLOWANCE, HONORARIUM ETC FOR THE COMMITTEE CONSTITUTED IN G O Ms No 141 EDUCATION, DATED 28.4.1994.

		Rs.
(i)	4 Members traveling by air from Delhi and one Member from Cochin once every month for one year - Rs.6000-00 and Rs.3000-00 for every trip	3,84,000-00
(ii)	One trip to Vizag and Tirupathi by air for all Members from Hyderabad @ Rs.3000.00 per head for each trip	50,000-00
(iii)	Honorarium @ Rs.300.00 day for 30 days in all for members	1,05,000-00
	Total (i) to (iii)	5,39,000-00
(iv)	Other staff and contingent expenditure of @ 50% of the above	2,70,000-00
	Total (i) to (iv)	8,09,000-00
		OR
		8,00,000-00
		(Rupees eight lakhs only)

P.V.RAO  
Principal Secretary to Government

// true copy //

Section Officer

**GOVERNMENT OF ANDHRA PRADESH  
ABSTRACT**

Experts Committee for Evaluation of Administration and Programmes of the Universities in Andhra Pradesh - Appointment of Dr Ch.Raghu Ram as Member-Secretary in the place of Prof.J.Satyanarayana - Orders - Issued.

EDUCATION (UE II.2) DEPARTMENT

G O Ms No 270, Education

Dated 19.8.1994

Read the following:-

1. G O Ms No 141, Education, dated 28.4.1994
2. From the Chairman, A P State Council of Higher Education,  
D O Letter No.APSCHE/VCMP-294/94, dated 7.7.1994

**ORDER:**

In partial modification of orders issued in the G O first read above, Dr CH.Raghu Ram, Professor, Department of Economics, Osmania University, Hyderabad is hereby appointed as Member-Secretary of the Expert Committee constituted in the G O first read above for the Evaluation of Administration and Programmes of the Universities in Andhra Pradesh. The Tenure of appointment of Dr CH.Raghu Ram shall be co-terminus with the term of other Members of the Committee.

(BY ORDER AND IN THE NAME OF THE GOVERNOR OF ANDHRA PRADESH)

C S RANGACHARI  
PRINCIPAL SECRETARY TO GOVERNMENT

To

All Members concerned  
through the Secretary, A P State Council of Higher Education, Hyderabad  
The Chairman, A P State Council of Higher Education, Hyderabad  
The Registrars of All Universities in Andhra Pradesh  
The Commissioner of Collegiate Education, A P., Hyderabad  
The Accountant General, Andhra Pradesh, Hyderabad  
The Director of Treasuries & Accounts/Pay & Accounts Officer, Hyderabad  
Copy to Director of Local Fund Audit, Andhra Pradesh, Hyderabad  
Copy to the Secretary to Government of India, Ministry of Human Resource  
Development, New Delhi  
Copy to Secretary, University Grants Commission, New Delhi  
Copy to UE.I Section for necessary action  
Copy to all Higher Education Sections  
Copy to Joint Secretary (OP)

// forwarded: by order//

SECTION OFFICER

**GOVERNMENT OF ANDHRA PRADESH  
ABSTRACT**

Expert Committee for Evaluation of Administration and Programmes of the Universities in Andhra Pradesh -Extension of term of the Committee upto 30-6-1995 - Orders - Issued.

**EDUCATION (U.E.II.2) DEPARTMENT**

G.O.Ms.No.65 Edn

Dated 8-3-1995

Read the following:

1. G.O.Ms.No.141, Education, dated 28-4-1994
2. G.O.Ms.No.167, Education, dated 9-6-1994
3. G.O.Ms.No.270, Education, dated 19-8-1994
4. G.O.Ms.No.410, Education, dated 9-11-1994
5. From Prof Amrik Singh, Chairman, Expert Committee of Evaluation of Administration & Programme of the Universities D O Letter dated 16th January, 1995

**ORDER**

In the G.Os first to fourth read above, the following Expert committee to Review the working, administration and Programmes of the Universities under Higher Education Department in Andhra Pradesh was constituted subject to certain terms and conditions mentioned in the said G.Os:-

- |    |  |     |          |
|----|--|-----|----------|
| 1. | Prof Amrik Singh<br>2/26, Sarva Priya Vihar<br>New Delhi<br>(Former Secretary AIU)                                     | ... | Chairman |
| 2. | Prof M V Pylee<br>Asian Institute of Development &<br>Entrepreneurship<br>Cochin University Junction<br>Cochin 682 022 | ... | Member   |
| 3. | Prof M S Agwani<br>167, Chaman Pura<br>Udaipur 313 001   | ... | Member   |
| 4. | Prof P N Srivastava<br>Ex-Vice-Chancellor<br>Jawaharlal Nehru University<br>and Ex-Member<br>Planning Commission       | ... | Member   |
| 5. | Prof P V Indiresan<br>Indian Institute of Technology<br>New Delhi  | ... | Member   |

6.	Principal Secretary to Government Education Department Government of Andhra Pradesh	...	Member
7.	Secretary to Government Finance & Planning (Fin.Wing) Department or his nominee	...	Member
8.	Chairman A P State Council of Higher Education	..	Member
9.	Dr CH. Raghuram, Professor Department of Economics Osmania University Hyderabad	...	Member Secretary

2. In the G O first read above the term of the Committee was initially fixed for a period of six months. The term was subsequently extended upto 31-12-1994 vide G.O.fourth read above.
3. In the circumstances stated in the letter fifth read above, Government after careful consideration hereby extend the term of the aforesaid Expert Committee for a further period of six months upto 30-6-1995. The chairman, A.P.State Council of Higher Education, Hyderabad shall obtain and submit Committee report with the remarks of A.P. State Council of Higher Education, within a period of one month from submission.
4. Government also accord sanction an additional amount of Rs.2 lakhs (Rupees two lakhs only) for the said Committee in addition to the amount of Rs.8 lakhs (Rupees eight lakhs only) already sanctioned in the G O first read above to meet expenditure on Travelling Allowance, Honorarium etc., to the Non-official Members of the Committee.
5. This order issues with the concurrence of Finance & Planning (Fin.Wing) Department vide their G O No 1171/F.S/95 dated 1-3-1995.

(BY ORDER AND IN THE NAME OF THE GOVERNOR OF ANDHRA PRADESH)

C S RANGACHARI  
PRINCIPAL SECRETARY TO GOVERNMENT

To

All Members concerned through A P State Council of Higher Education, A P, Hyderabad  
The Chairman, A P State Council of Higher Education, Hyderabad  
The Registrars, All Universities in Andhra Pradesh  
The Commissioner of Collegiate Education, A P., Hyderabad

The Accountant General, A P, Hyderabad  
The Director of Treasuries & Accounts, A P, Hyderabad  
Copy to Director Local Fund Audit, A P., Hyderabad  
Copy to the Secretary to the Government of India, Ministry of Human Resource Development  
Department, New Delhi  
Copy to Pay & Accounts Officer, A P., Hyderabad  
Copy to the Secretary, University Grants Commission, Bahadur Shah Zafar Marg, New Delhi  
Copy to U E.I Section for necessary action  
Copy to All Higher Education Sections  
Copy to P S to Principal Secretary (Higher Education)  
Copy to Sf/MSF.

//forwarded ;; by order //

sd....  
Section Officer

## II. SCHEDULE OF COMMITTEE MEETINGS

### FIRST MEETING

Date(s) ..... 8 & 9, June 1994  
Venue ..... CCMB, Hyderabad

Members Attended:

- |     |                       |                  |
|-----|-----------------------|------------------|
| [1] | Prof Amrik Singh,     | Chairman         |
| [2] | Prof M V Pylee,       | Member           |
| [3] | Prof M S Agwani,      | Member,          |
| [4] | Prof P N Srivastava,  | Member           |
| [5] | Prof P V Indiresan,   | Member           |
| [6] | Prof P K Doraiswamy,  | Member           |
| [7] | Prof J Satyanarayana, | Member-Secretary |

### SECOND MEETING

Date(s) ..... 26 & 27, July 1994  
Venue ..... CCMB, Hyderabad

Members Attended:

- |     |                          |                  |
|-----|--------------------------|------------------|
| [1] | Prof Amrik Singh         |                  |
| [2] | Prof M V Pylee           |                  |
| [3] | Prof P N Srivastava      |                  |
| [4] | Prof N Balakrishna Reddy |                  |
| [5] | Prof J Satyanarayana     |                  |
| [6] | Prof C H Raghu Ram}      |                  |
| [7] | Prof P S N Reddy }       | Special Invitees |
| [8] | Sri R Krishna Murthy }   |                  |

### THIRD MEETING

Date(s) ..... 7 & 8, September 1994  
Venue ..... CCMB, Hyderabad

Members Attended:

- |     |                          |                  |
|-----|--------------------------|------------------|
| [1] | Prof Amrik Singh         |                  |
| [2] | Prof M V Pylee           |                  |
| [3] | Prof M S Agwani          |                  |
| [4] | Prof N Balakrishna Reddy |                  |
| [5] | Prof C H Raghu Ram,      | Member Secretary |
| [6] | Prof P S N Reddy,        | Joint Secretary  |
| [7] | Prof J Satyanarayana,    | Special Invitee  |

#### **FOURTH MEETING**

Date(s) ..... 24 - 27 October, 1994  
Venue ..... Hyderabad and Tirupati

**Members Attended:**

- [1] Prof Amrik Singh
- [2] Prof M V Pylee
- [3] Prof M S Agwani
- [4] Prof P V Indiresan
- [5] Prof C H Raghu Ram
- [6] Prof P S N Reddy

#### **FIFTH MEETING**

Date(s) ..... 22 - 24 December, 1994  
Venue ..... Hyderabad

**Members Attended:**

- [1] Prof Amrik Singh
- [2] Prof M V Pylee
- [3] Prof P N Srivastava
- [4] Prof P V Indiresan
- [5] Prof N Balakrishna Reddy
- [6] Prof C H Raghu Ram
- [7] Prof P S N Reddy
- [8] Prof J Satyanarayana

#### **SIXTH MEETING**

Date(s) ..... 27 Jan 1995 - 2 Feb 1995  
Venue ..... Hyderabad, Visakhapatnam Warangal

**Members Attended:**

- [1] Prof Amrik Singh
- [2] Prof M V Pylee
- [3] Prof P N Srivastava
- [4] Prof M S Agwani
- [5] Prof P V Indiresan
- [6] Prof N Balakrishna Reddy
- [7] Prof C H Raghu Ram
- [8] Prof P S N Reddy

## SEVENTH MEETING

Date(s) ..... 14 - 18 April, 1995  
Venue ..... Hyderabad and Guntur

### Members Attended:

- [1] Prof Amrik Singh
- [2] Prof P V Indiresan
- [3] Prof M V Pylee
- [4] Prof P N Srivastava
- [5] Prof M S Agwani
- [6] Prof C H Raghu Ram
- [7] Prof P S N Reddy

## EIGHTH MEETING

Date(s) ..... 6 - 8 June, 1995  
Venue ..... A P Bhavan, New Delhi

- [1] Prof Amrik Singh
- [2] Prof P V Indiresan
- [3] Prof M V Pylee
- [4] Prof P N Srivastava
- [5] Prof M S Agwani
- [6] Prof C H Raghu Ram
- [7] Prof P S N Reddy

## NINTH MEETING

Date(s) .... 20 July 1995  
Venue .... CCMB, Hyderabad

- [1] Prof Amrik Singh
- [2] Prof M V Pylee
- [3] Prof P N Srivastava
- [4] Prof M S Agwani
- [5] Prof C H Raghu Ram
- [6] Prof J Satyanarayana ( Special Invitee)



### III. SCHEDULE OF VISITS TO UNIVERSITIES

	UNIVERSITY	DATE(S) OF VISIT
1.	Jawaharlal Nehru Technological University	7th September 1994 31st January 1995
2.	Dr B R Ambedkar Open University	7th September 1994
3.	Sri Padmavati Mahila Visvavidyalayam	25th October 1994
4.	Sri Venkateswara University	26 & 27th October 1994
5.	Telugu University	22nd December 1994
6.	Osmania University	24th December 1994 29 & 30th January 1995
7.	Andhra University	27-29th January 1995
8.	Kakatiya University	31st January & 1st February, 1995
9.	Nagarjuna University	16 & 17th April 1995

#### IV. LIST OF STUDIES COMMISSIONED BY THE COMMITTEE

STUDIES UNDERTAKEN	NAME AND ADDRESS
1) Enrollment, drop outs and results in A P Universities	Prof S Sreedhara Swamy Director Academic Staff College Osmania University, Hyderabad
2) Extra-curricular activities in A P Universities	Prof D Babu Rao Professor of Civil Engg Geotechnical Engg Division Univ.College of Engineering Osmania University Hyderabad
3) University Libraries	Prof L S Ramaiah Librarian Central Institute of English and Foreign Languages,Hyderabad
4) Workload norms in A P Universities	Prof M Lakshmi pathi Rao Dept of Physics Nizam College, Osmania University, Hyderabad
5) Financing of University Education in Andhra Pradesh	Prof K S Chalam Director Academic Staff College Andhra University Waltair,Visakhapatnam
6) Affiliation Rules in A P Universities	Sri K Jayadeva Reddy Officer on special Duty (Exams) University of Health Sciences, A P Vijayawada
7) Syllabi upgradation in the subject - Telugu in A P Universities Hyderabad	Prof K Viswanatha Reddy Director (Academic) Dr B R Ambedkar Open University Jubilee Hills Hyderabad

- |     |  |   |
|-----|--|---|
| 8)  | Syllabi upgradation in the subject - Economics in A P Universities   | Prof C H Raghu Ram<br>Dept of Economics<br>Osmania University<br>Hyderabad  |
| 9)  | Syllabi upgradation in the subject - Commerce in A P Universities    | Prof P Subrahmanyam +<br>Dean, Management Studies<br>P B Siddardha College of<br>Arts & Sciences<br>Moghalrajapuram<br>Vijayawada |
| 10) | Syllabi upgradation in the subject - Chemistry in A P Universities   | Prof E V Sundaram<br>Dept of Chemistry<br>University College<br>Kakatiya University<br>Warangal                                   |
| 11) | Syllabi upgradation in the subject - Mathematics in A P universities | Prof J Hanumantha Chari<br>Dept of Mathematics<br>Sri Venkateswara University<br>Tirupati   |
| 12) | Distance Education Centres in A P Universities                       | Sri R Krishna Murthy<br>Joint Director of Higher<br>Education (Rtd)<br>6-1-299 B Padmarao nagar<br>Secunderabad                   |
| 13) | Examination and Evaluation system in A P Universities                | Prof P S N Reddy<br>Dept of Chemistry<br>Osmania University<br>Hyderabad  |
| 14) | University Hostels   | Prof M V Soundararajan<br>Registrar<br>Osmania University<br>Hyderabad  |

\* Submitted only data

+ Study report not received

## V. LIST OF CONTACT PERSONS IN UNIVERSITIES

1. Prof S V Suryanarayana  
Osmania University  
Hyderabad 500 007
2. Prof C Subba Rao  
Dr B R Ambedkar Open University  
Road No 46, Jubilee Hills  
Hyderabad 500 033
3. Dr Vijay Kumar  
JawaharlalNehru Technological University  
Mahaveer Marg  
Hyderabad 500 028
4. Prof B Ramakrishna Reddy  
Telugu University  
Telugu Bhavanam complex  
Hyderabad 500 007
5. Prof A Shankaraiah  
Prof A Amruth Rao  
Kakatiya University  
Vidyaranyaपुरi  
Warangal 506 009
6. Prof V T Naidu  
Sri Krishnadevaraya University  
Sri Venkateswarapuram  
Anantapur 515 003
7. Prof P Murali Mohan  
Sri Padmavathi Mahila  
Visvavidyalayam  
Tirupati 517 502
8. Dr T Rangaswami  
Prof A Sambasiva Reddy  
Sri Venkateswara University  
Tirupati 517 502
9. Prof D Dakshina Murthy  
Nagarjuna University  
Nagarjuna nagar  
Guntur 522 510
10. Prof S R Sagi  
Andhra University  
Waltair  
Visakhapatnam 530 003

## VI. INTERIM REPORTS (2)

### PROF AMRIK SINGH

Chairman  
Experts Committee for Evaluation  
of Universities  
Government of Andhra Pradesh

2/26, Sarva Priya Vihar  
New Delhi- 110 016  
Phone No 660738/6851521

Dt:

Dear Mr Naidu,

It was gratifying to have had the occasion of interacting with you at the lunch hosted by Telugu University. In the 30 or 40 minutes that we spent together after the lunch, it was also possible to exchange some views with you. In particular we were happy to receive assurance of continued support from the new Government which was extended to the Members of the Committee and myself both privately and publicly.

One of the things that you mentioned specifically at this meeting was that we should submit some kind of interim report, more particularly in relation to issues that have budgetary implications. Since the budget for the next year is being drawn up, we discussed this issue amongst ourselves and below two related points are given for your consideration and that the Government to which you belong.

(1) In the overall situation of scarcity of resources and the need for Universities and Colleges to generate some resources on their own, we propose that the Andhra Government should adopt the same approach as has been adopted by the Central Government, i.e., whatever resources are raised by a particular institution are allowed to be kept by the institution for such programmes as it might develop or promote. When this is done, there should be a separate entry in the budget so that the grants received from the Government and the resources raised by the institution are handled separately subject, it goes without saying, to the normal processes of auditing. A copy of the order issued in this behalf by the Ministry of Finance can be obtained from the UGC and that can be treated as a prototype for the State decision.

The UGC appointed a Committee under Justice K Punnayya which reported early this year. The principal recommendation of this committee is to give up the old "meet - the deficit" basis in terms of which grants were made for about a century and a half. In the said report, it was recommended that the new formula of determining the unit cost of each course be developed and grants be accordingly pegged to the numbers involved and so on.

This formula is being followed in most of other countries and with profitable results. It is not for us to go into the details of this formula. In late October 1994, a Seminar on this Committee's report was also organised at Hyderabad and some preliminary airing of views took place.

At the same time, there is a good deal more work yet to be done. We propose that the State government might look at this formula more closely and attempt to apply it both to universities and colleges and eventually even to schools. Once this new funding system is

enforced, it would become much easier to regulate their expenditure and the grants that they are given.

(2) The fee structure at the University and College level is both obsolete and a barrier in the way of more productive functioning. Till the late 50's, the all India situation was that something like 20 per cent of all expenditure on universities and colleges were met out of the fees. Gradually this has come down to as low as 3 to 4 per cent per year. This happened because fees were not revised upwards and the costs continued to escalate. This is an all-India phenomenon except that in some of the states, notably Maharashtra, significant changes have been made.

We would like the Andhra government to look at the Maharashtra model somewhat closely. While fees at the undergraduate level require to be enhanced as much as at other levels, perhaps a beginning can be made in respect of professional and postgraduate courses. Costs are much higher at this level and to continue to charge what was charged half a century ago is utterly untenable. In order to take care of the problems of adjustments we propose two systems. One, as already stated, is to revise fees at the higher levels, and two, gradually work for the enhancement at the undergraduate level. Having referred to the Maharashtra model, we do not find it necessary to add any further details. Should that be thought necessary, even those can be provided.

(3) Closely linked to the issue of enhancement of fees is the issue of support to the protected categories of the population. More than two thirds of the students belong to this category. In terms of proportions, the situation in Maharashtra is somewhat similar and even from that point of view that model can be consulted with profit.

One final point might be referred to though it has nothing to do with the points enumerated above. Several of the universities are at the moment are headless. We are not in a position to visit them to complete our work till such time as Vice-Chancellors have been appointed and have had a few weeks to settle down. While presumably you are seized of the problem, we wish to also underline the importance of an early decision in the matter. This would help us to finalise our work at an early date.

With best wishes,

Yours sincerely

Amrik Singh

To  
Sri G Muddukrishnama Naidu  
Hon'ble Minister for Higher Education  
Govt. of Andhra Pradesh  
Hyderabad

camp: Guest house - CCMB  
Hyderabad

Rev Com/MS/95/154  
16.6.95

Dear Mr Naidu,

I write today to say that while our report is almost ready, it would take a few weeks more yet before it is finalised and multiple copies are prepared. We were expected to submit it by the end of June'95. I regret to have to say that it would take us another two to three weeks to finalise the job. In specific terms, I wish to state categorically that the report would be submitted before the month of July'95 is over.

In this connection, I would like to say two additional things. One, it is because of the delay of about two months in revalidating the appointment of the Committee that has led to this delay. I hope you would understand. Secondly, I wish to draw your attention to the procedure for the submission of the report. We are required to submit the report to the State Council which in turn is to offer its comments and forward the same to the government within one month. This is odd for the reason that the Chairman of the state Council is a Member of this Committee. Given this situation, I hope you would agree that we submit it to you and the Chief Minister at the end of July'95 on a day which may be mutually agreed upon.

(2) Coming to a more substantive point, I wish to refer to the Interim Report submitted to you at your suggestion at the end of January'95. In paragraph of that report, we referred to the special concessions given to the protected categories of the population in Andhra Pradesh on a basis somewhat different from Maharashtra where also, in terms of proportions, the situation is approximately the same as in this state. I do not know if this matter has been pursued any further by your Department. In any case, we have a good deal to day on this subject in the report which is under finalisation.

The reason I wish to recall this point today is that the academic session is due to commence within the next month or so. Would the State government like to go into this issue at this stage or would it like to defer the decision till the report is submitted? Should it be the latter, any changes, if made at all, would be enforced only from 1996.

It was for this reason that the Committee which met early this month asked me to bring this fact to your notice so that in case you wish to pursue this issue any further at this stage, a synopsis of the relevant portions of the report may be made available to you within the next few days.

(3) We find it disquieting that the following part of G O Ms No 608 dt.17.7.82 Education (Y) department is not being complied with either by the universities or the concerned departments:

"The University/College shall not admit into hostels students exceeding the actual available number of seats. Sanction of Scholarships shall not be automatic and as such Universities/Colleges

should not extend mess facilities without payment in anticipation of scholarships by the Government".

Even the audit section of the State government has not drawn attention to this deviation from the norm as far as we could gather. The matter is brought to your attention.

With regards,

Yours sincerely

Amrik Singh  
Chairman

Shri G Muddukrishnama Naidu  
Hon'ble Minister for Higher Education  
Govt of Andhra Pradesh  
Hyderabad

NIEPA DC



D12710

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New Delhi-110016  
DOC, No. D-12710  
Date 21-10-2005