

**REPORT OF THE
REVIEW COMMITTEE
ON THE
UNIVERSITY GRANTS
COMMISSION**

JANUARY 1977

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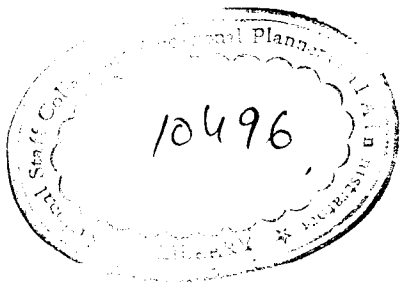
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**MINISTRY OF EDUCATION & SOCIAL WELFARE
GOVERNMENT OF INDIA**

Completed
5/21/99

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FOREWORD

In pursuance of the recommendation made by the Public Accounts Committee of Parliament in its 114th Report, Government of India was pleased to appoint this committee on August 31, 1974, to review the functioning of the University Grants Commission. The terms of reference were:

“To review the functioning of the University Grants Commission, with particular reference to coordination and determination of standards of higher education, and make recommendations conducive to more effective discharge of its responsibilities.”

2. Initially, government appointed Dr. V. S. Jha as Chairman and Dr. B. Datta as well as Prof. R. C. Mehrotra as members of the four-man committee the member-secretary of which was appointed in May 1975. Dr. B. Datta had, regrettably, to resign from the membership on grounds of health and in his place Prof. G. C. Pande was appointed member in July 1975. Before Shri S. N. Pandita joined as joint secretary in the ministry of education and member-secretary of this committee, Shri R. S. Chitkara, formerly director in the ministry, assisted in the committee's preliminary work. We are thankful to Dr. B. Datta and Shri R. S. Chitkara for their valuable assistance.

3. We addressed letters to 373 persons including educational administrators and academicians and others associated with higher education, seeking their suggestions. We prepared and issued three different questionnaires. Questionnaire I (7,076 copies) were sent to vice-chancellors, deans and other faculty members of universities, principals and teachers of colleges, state education authorities, members of Parliament, members of legislative assemblies and others who have been prominent in the field of higher education. Annexure to Questionnaire I (3,110 copies) were sent to universities and colleges. Questionnaire II (607 copies), were sent to past and present chairman and members of the UGC and its various committees. Besides, we interviewed about 1,000 persons including chancellors, chief ministers, education ministers, senior officers of state education departments, vice-chancellors and faculty members of universities, college principals and other prominent persons in the

field of higher education, research and planning. We took advantage of the presence of some foreign educationists visiting India and are grateful for their sparing time for discussions with us which proved very valuable. Copies of questionnaires and the list of persons we interviewed are given in appendices I and II.

4. The scope of work involved in the briefly-worded terms of reference was wide. We had to take a view of the policies and programmes of the UGC since its inception. Having been entrusted with the duty of specially studying the Commission's role in the matter of coordination and determination of standards of higher education, we had to seek the views of all concerned regarding the manner of realisation of the twin objectives of coordination and standards and spell out, to the best of our judgment, measures by way of constitutional and legal remedies as well as organisational inputs which we consider necessary for the effective performance of these functions by the Commission. We are convinced that efforts at achieving coordination and standards of higher education, vital to the interests of the country, can bear results only if an autonomous academic body like the UGC is supported by an adequate organisation for research, planning and evaluation of higher education, has close working relations with other bodies dealing with research and specialised sectors of education, is provided adequate funds and necessary authority to oversee the performance of, and provide effective leadership to, institutions of higher learning.

5. It is relevant—perhaps more so today—to repeat the following observation made in the introductory chapter of the report of the illustrious University Education Commission (the Radhakrishnan Commission 1949): “With the increasing complexity of society and its shifting pattern, universities have to change their objectives and methods, if they are to function effectively in our national life. A policy of drift in the vague hope that, if the universities are granted full autonomy and are permitted to pursue their own ends with intelligence and imagination, higher education will take care of itself, will be dangerous. Automatic and spontaneous adjustment will not take us to the future we want. We must

develop a comprehensive positive policy within the limits of which there should be ample scope for pioneering and experimentation." Such a policy needs to be continually reviewed and developed by the University Grants Commission, which is the instrument devised by our law-makers for achieving coordination and standards in higher education. In our view, this body should more appropriately be called the University Education Commission because grants are only a means for achieving the ends of coordination and standards. The Commission has done valuable work in the last two decades. The advance made in recent years in our country in fields like nuclear physics, space science, technology or import substitution, it would have to be admitted, is in no small measure due to good products of our university system. However, much requires to be done to raise the level of our average graduate and post-graduates through improvement of university standards. We are recommending measures which, we hope, will enable the UGC to perform its functions more effectively.

6. The views expressed and recommendations made by us are our own and we own full responsibility for them. However, we must acknowledge that in formulating them we have been greatly helped by the material supplied on our request by the UGC, the opinions expressed during interviews by a large body of academicians, educational administrators and eminent persons who have been connected with higher education, research and planning and the suggestions received in the replies to our letters and answers to our questionnaires. We are grateful to all those who spared their precious time and gave us well-considered advice in personal interviews or through written replies.

7. We would especially like to acknowledge the valuable advice we got, and the insight we gained into the working of the UGC, in the course of our discussions with Dr. C. D. Deshmukh, Dr. D. S. Kothari, and Dr. George Jacob—former chairmen of the UGC. We were deeply touched by the gesture of Dr. Jacob who despite a recent attack of illness travelled from Kottayam to Trivandrum and spared considerable time for us. Dr. Satish Chandra, the present chairman, was gracious enough not only to spare long hours for discussions with us but also to send a detailed reply to our questionnaire in his personal capacity.

8. We owe a debt of gratitude to the secretary and other officers of the Commission. They showed patience with us and had to put in considerable extra work to supply material in reply to our manifold queries. Shri R. K. Chhabra, the secretary, gave us many hours of his busy time and information of great value. We admire his wide and deep knowledge of the working of the Commission and the problems of higher education. Dr. J. N. Kaul, joint secretary, was helpful, like his other colleagues, in the long interview we had with him; and his learned study "The Higher Learning in India" proved to be a very useful reference material.

9. We would also like to acknowledge the benefit we had of the various published works by Indian and foreign authors on higher education. We are particularly grateful to Dr. F. H. Harrington, past president, University of Wisconsin, and programme adviser, Ford Foundation, New Delhi, Mr. R. Ellsworth Miller of USIS, Mr. S. E. Hodgson and Mr. Dennis Gunton of the British Council Division the British High Commission, New Delhi, and Mr. Henri de Coignac, Counsellor of French Embassy, New Delhi, who supplied us valuable literature and kept us informed about the visits of distinguished academicians from their countries. Mr. Dennis Gunton of the British Council Library was particularly obliging in getting for us from London some useful literature and loaning to us some of the latest published studies which he got flown by air.

10. We are grateful to the Jawaharlal Nehru University who so kindly offered us some rooms for the work of the committee in their building at 35, Ferozshah Road, New Delhi.

11. We are conscious of the time taken by us in completing our work and submitting this report. We had to make requests for extension which were readily given by government. We are grateful for the understanding shown by Prof. Nurul Hasan, the Education Minister, who also gave us valuable advice as an academician of standing. We had to seek more time because of the very nature and volume of the task involved. Moreover, because of unavoidable delays in the final composition of the committee, some time taken in getting the staff and putting the small office of the committee in position in an accommodation of its own, only preparatory studies, drawing up a programme of work and finalisation of

questionnaires could be completed by the end of 1975. Touring different states and meeting academicians and others in Delhi took us till September 1976. After analysis of material received from the UGC., the summaries of discussions, replies to questionnaires and the like, we could finalise our report only in January 1977. However, in May 1976 we felt it necessary to submit to government interim recommendations regarding constitutional amendments relevant to higher education.

12. We had a regular staff of only four persons—one OSD (Accounts), one assistant, one senior PA and one PA—and the ministry of education was generous in lending to us the services of one education officer and a few typist-clerks and messengers for which we are thankful. It was a great gesture on the part of Dr. Rais Ahmed, Director, NCERT, to allow two of his officers Dr. R. K. Mathur and Shri J. K. Gupta, experts in data-processing and statistics, to assist the committee in addition to their normal work. They rendered valuable assistance in

analysing the material and preparing data. While thanking the entire staff of the small cell that worked for us, we would specially commend the devotion and industry of Shri H. C. Malik, education officer, and Shri K. C. Kapoor, senior personal assistant, who spared no effort even on holidays and worked till late hours for the committee.

13. The chairman and other members of the committee would like to acknowledge that the burnt of the committee's work was borne by Shri S. N. Pandita whom we were fortunate to have as member-secretary. We cannot conclude our work without paying a tribute to his excellent organising ability in arranging, almost single handed, our work schedules, country-wide tours, interviews with a large number of persons and numerous meetings of the committee with meticulous precision. He took amazingly small time in grasping the situation obtaining in the field of higher education and his sensitiveness to its vexatious problems and wide studies have been assets to the committee and his assistance in drafting the report invaluable. We are grateful to him.

CHAPTER I
INTRODUCTORY—A SURVEY

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INTRODUCTORY—A SURVEY

1.1. The University Grants Commission in its present form, as a statutory body with defined responsibilities, was the outcome of the recommendation of the University Education Commission (known as the Radhakrishnan Commission), 1948-49. While the need for an autonomous central body to deal with the affairs of the universities—particularly in relation to disbursement of central grants to them and for securing coordination and standards in university education—was realized, there was considerable uncertainty in regard to the character and functions of such a body.

1.2. *Earlier Experience.*—Before independence, as a result of one of the recommendations of the committee set up by the Central Advisory Board of Education to report on "Postwar Educational Development in India" (known as Sargent Committee Report, 1943), a University Grants Committee consisting of four part-time members was set up in 1945 to deal solely with three central universities of Aligarh, Banaras and Delhi. In 1946 and 1947, its membership was increased and it was empowered to deal with all the universities in the country. The Sargent Committee had recommended that all central grants to universities for new developments should be made through the Grants Committee and that grants by states for new developments should be given after consultation with it. Besides this "main function", the committee should be empowered to coordinate university activities to "avoid overlapping" and as far as possible adjust "the output of the universities to the economic needs of the country", to prevent undesirable competition between universities, to remove inter-provincial barriers, and to encourage exchange of teachers and students with foreign universities. In actual practice, however, the Grants Committee did not prove to be very effective. It was only a recommendatory body with no funds of its own. It could do no more than make recommendations for grants to the education ministry.

1.3. *University Education Commission's Vision.*—While the Grants Committee was still a new body and there was "a good deal of doubt as to the way in

which it should exercise its powers and duties",¹ its activities were suspended in 1950 pending consideration of the recommendations of the University Education Commission which considered "a Committee or Commission for allocating both recurring and capital grants to universities from the Centre...so fundamental to our proposals for improving and developing our universities that if it were not in existence we would have to invent one. We, therefore, welcome its existence even in its tentative form. But to serve its full purpose, considerable changes are necessary in its powers and duties and also in its membership."

1.4. The University Education Commission envisaged a University Grants Commission of 5 or 7 members, with two secretaries to government (of education and finance departments) as *ex-officio* members and the rest whole-time non-official members—persons appointed by government who "command the confidence of all universities and the government" and who are "people of very high reputation both for wisdom and integrity" as the Commission "will have to take very unpopular decisions from time to time, decisions that are bound to disappoint particular universities and provinces." It was also recommended that the Commission should have "panels of experts in each subject or group of cognate subjects" appointed for a fixed period and a panel may include university professors up to half the number of its members. The University Education Commission was of the view that the only duty of the U.G.C. should be allocation of grants—recurring as well as capital—to universities within the total limits set by the government. Another function that would "accrue" to the U.G.C. would be that of always being available for consultation and advice—the initiative in seeking advice resting entirely with the universities. The University Education Commission was of the view that proffering unsought advice would spoil the U.G.C.'s relation with the universities which should be that of "friendship and not that of the policeman or even the inspector." It hoped that the mere knowledge of the Grants Commission diverting public

1. Report of the University Education Commission, 1949.

funds to "more profitable channels" if a university "persists in faction fight at the expense of its proper task" would be a "steadying influence." In a later chapter—dealing with new universities—the University Education Commission recommended that the U.G.C. be constituted as the agency for determining the merits of requests for recognition as universities.

1.5. *Central Government's Concern: Draft Universities Bill 1951.*—Government of India was indeed concerned about the need for coordination and determination of standards in universities as is evident from the exercise done in early 50's when the education ministry drafted for consideration of Parliament "The Universities (Regulation of Standards) Bill, 1951" with a view to regulating certain matters relating to the coordination and determination of standards in universities. It was felt that neither coordination of institutions nor determination of their standards, which under the Constitution (entry 66 of List I) lay within the exclusive authority of Parliament, was possible unless the central government had some control over the establishment of new universities, the definition of their territorial jurisdiction, and the determination of standards of teaching and examination in universities—both old and new. The problem, it was realized, had become more acute on account of the tendency to multiply universities.

1.6. The draft Bill envisaged the setting up of a Central Council of University Education with a view to securing coordination and determination of standards of teaching and examination in universities. The composition and functions of the Council were to be as follows:

- (i) the number, qualifications, terms and conditions of members of the proposed Council was left to be prescribed by Government who would appoint them, subject to the condition that at least one-third of the members would be vice-chancellors of universities;
- (ii) subject to direction and control of the central government, the Council was to be empowered to (a) establish and maintain panels of advisers and inspectors, (b) obtain information from universities relating to courses of study, rules and regulations pertaining to standards of teaching and examinations, and (c) direct a university to take action to implement the Council's recommendations;

- (iii) for coordinating standards of teaching and examination as between universities or for determining any such standards in any university, the Council could—after prior notice to the concerned university—cause an inspection (or inquiry) to be made of a university, its laboratories or equipment, of institutions maintained by it, and also of examination, teaching and other work conducted by the university; and after communicating its views to, and ascertaining the opinion of the university make suitable recommendations for action;

- (iv) on failure of a university to comply with any directions issued by it, the Council could advise the central government to refuse to recognize its degrees for the purpose of employment or for any other purpose;

- (v) the Council could also make rules to provide for the qualifications required for recruitment of teachers, to prescribed minimum standards of institution for grant of degrees and to require universities to furnish returns and information, as may be prescribed, in respect of standards of teaching and examination maintained by them.

1.7. It is significant that the Central Council of University Education envisaged in the draft Bill was not proposed to be given any financial responsibility in respect of the universities. Its only concern was conceived to be with matters relating to coordination and maintenance of standards in the sphere of university education.

1.8. The draft Bill also contained a provision that any institution of higher education, which may not be a university under an act of parliament or of a state legislature, could by notification in the Gazette be declared by the central government to be a university for the purposes of the proposed legislation which would apply to such an institution as if it were a university.

1.9. *Reactions to the Draft Bill.*—The proposed draft University (Regulation of Standards) Bill, 1951 was circulated to universities and state governments. There was expected resistance by both. The Inter-University Board—which was set up far back in 20's to maintain coordination between universities, facilitate exchange of teachers and students, and assist Indian

universities in obtaining recognition of their degrees and examinations in other countries—did not support the proposed measure. It, however, placed for an effective U.G.C. on the model of the University Grants Committee of the U.K.

1.10. *Government Resolution: Creation of Non-Statutory UGC.*—Meanwhile, after considering the recommendation of the University Education Commission in regard to establishment of a University Grants Commission, which was endorsed by the Central Advisory Board of Education as well as the Inter-University Board, Government of India on November 3, 1952, resolved to create a University Grants Commission consisting of a whole-time chairman, three non-official members and two representatives of ministries of education and finance. Its functions were: to advise government on the allocation of grants-in-aid from public funds to central universities, to advise government on the allocation of grants-in-aid to other universities and institutions of higher learning whose case for such grant may be referred to the Commission by government, and to advise universities and other institutions of higher learning in respect of any question referred by government to the Commission. This decision was without prejudice or commitment to subsequent implementation of University Education Commission's recommendations in this behalf. This interim Commission started functioning in December 1953—with Dr. Shanti Swarup Bhatnagar as the first Chairman who was not whole-time but held this office in addition to his otherwise full-time duties as secretary in the then ministry of natural resources and scientific research and director-general of the Council of Scientific and Industrial Research.

1.1.11. In view of the opposition to the proposed Universities (Regulation of Standards) Bill, 1951, by the Inter-University Board, many universities and some states, in April 1953, the ministry of education convened a conference of state education ministers and vice-chancellors of universities. The conference recommended that instead of two bodies—viz., the University Grants Commission and the Central Council of University Education, it would be more appropriate to set up a statutory University Grants Commission combining the functions proposed to be allotted to both these bodies. The earlier proposal regarding a bill to regulate standards was dropped and the processing of new University Grants Com-

mission Bill was taken in hand. The University Grants Commission set up in December, 1953, in pursuance of government resolution, was also consulted.

1.12. After further consideration, the University Grants Commission Bill 1954 was introduced in Parliament in September 1954. It was referred to a Joint Select Committee of both Houses, which *inter-ali* considered the views of vice-chancellors, and the UGC Act was passed in 1956. While the Act, was finally passed, gave the University Grants Commission the responsibility for allocation of funds, placed at its disposal to universities—for maintenance and development to central universities, and for development to other universities,—as a means to achieve the objectives of “promotion and coordination of University education and for the determination and maintenance of standards of teaching, examination and research”, the authority of the Commission to improve standards got very much diluted and remained merely advisory and, in the situation prevailing in the country, largely ineffective. As Dr. M. M. Das, the then parliamentary secretary in the ministry of education, said in the Lok Sabha on November 22, 1956, the Joint Select Committee had “reduced the UGC to a mere advisory, consultative body, having no power to enforce its recommendations or decisions”. The penalty clause (14) was drastically amended by deleting the provision empowering the Commission to advise the central or a state government to withhold its grants from, or take such other action as it deemed proper in respect of, a university which failed without due cause to comply with the Commission's recommendations under clauses 12 or 13 regarding measures for improvement of university education in general or of standards of teaching, examination and research or its finances in particular. However, government accepted the report of the Joint Select Committee almost in toto. The University Grants Commission Act, as finally passed in 1956, contained the following important provisions (Sections 5, 9, 12, 13 and 14):

- (i) It was to have nine members, with only one of them, the Chairman, as a whole-time salaried person who was not to be an officer of the central or state government. Three members were to be vice-chancellors of universities, two from officers of central government and the rest educationists of re-

pute or persons of high academic distinction.

- (ii) The Commission could associate with itself any person whose assistance or advice it may desire in carrying out its functions.
- (iii) The general duty of the Commission was to take, in consultation with universities and other bodies concerned, all such measures as it may think fit for the promotion and coordination of university education and for the determination and maintenance of standards of teaching, examination and research in universities.
- (iv) For the purpose of performing its functions, the Commission could.
 - (a) enquire into the financial needs of and disburse grants to universities (for maintenance as well as development to central universities and for development to other universities);
 - (b) recommend to universities measures for improvement of university education, advise central and state governments for allocation of grants to universities, advise central or any state government or university on any question *referred* to it, advise, (*if asked*) any authority on the establishment of a new university or on proposed expansion of the activities of a university;
 - (c) collect information on matters relating to university education in India or abroad and make it available to any university, call from a university information regarding its financial position, studies undertaken and rules and regulations followed in respect of standards of teaching and examinations;
 - (d) perform any other function deemed necessary for advancement of higher education;
 - (e) cause an inspection to be done, after prior notice, of a university to ascertain its financial needs or the standards of teaching, examination and research.
- (v) The Commission was empowered to withhold grants to a university in the event of

its failure, without due cause, to comply with the Commission's recommendations.

The U.G.C. Act was passed in March 1956, and a notification issued in the official Gazette on November 5, 1956, to bring into being the statutory U.G.C.

1.13. *Proposed Universities Bill 1951 and UGC Act 1956: a Comparison.*—The courageous move to ensure coordination of university education and maintenance of standards of teaching, examination and research in higher education, envisaged by the draft University (Regulation of Standards) Bill of 1951, ended in the shape of the UGC Act of 1956. The draft Bill of 1951 did not refer to disbursal of grants, it solely concerned itself with coordination and standards in university education. The proposed Central Council was to have effective powers: it could give directions to a university to take suitable action for implementing its recommendations. It could, in the event of failures of the university to comply with such direction, advise the central government to refuse to recognize the degree conferred by such university for the purpose of employment or for any other purpose. The Council could further lay down rules prescribing qualifications for teachers and minimum standards of instruction for the grant of a degree. As against this, the UGC Act 1956 created a body which was entrusted with the important and difficult task of coordination and determination and maintenance of standards in universities without sanctions necessary for performing these functions. In practice, the only task it could perform was that of doling out grant—which was meagre in the case of a state university. It could only offer advice which it had no means of getting implemented. It possessed no authority to prevent fall of standards in universities. It could only withhold grants proposed to be made from its own fund in the event of non-compliance with its recommendations. It could give advice in certain matters—like opening of a new university—only if such advice was asked for. In short, authority of the Council was substituted by advice of the Commission; the role of initiative of the former gave place to passivity of the latter. Whatever meagre scope for initiative was still available was never availed of in actual working. The history of university education in the last two decades and a half spotlights the wisdom and forethought which prompted the original Bill of 1951. How realistic was the assessment regarding the need for an

effective Central Council of University Education can only be appreciated in retrospect now.

1.14. *The U.K. Model.*—Despite awareness in early 50's in certain authoritative quarters about the rapid deterioration in the academic and administrative standards of universities and its adverse consequences for national life, there appeared to be no alternative to being content with the legislation that ultimately saw the light of day. One main reason—apart perhaps from states' jealous guarding of their own powers and authority in regard to universities—was the absence of any model except the U.G. Committee of the U.K. The U.K. model, though not wholly relevant, influenced the thinking of the University Education Commission, the vice-chancellors and even some Members of Parliament. There was perhaps lack of appreciation of the distinctive and unique character that was sought to be given to the University Grants Commission in India. In the U.K., the U.G. Committee was not—and is not—a statutory body. It was created by government. Its tasks were: “to enquire into the financial needs of university education in Great Britain; to advise the government as to the application of any grants made by parliament towards meeting them; to collect, examine and make available information relating to university education throughout the United Kingdom; and to assist, in consultation with the universities and other bodies concerned, in the preparation and execution of such plans for the development of the universities as may from time to time be required in order to ensure that they are fully adequate to national needs.” The U.G. Committee was originally attached to the Treasury, but since 1964 it has been attached to the ministry of education (department of education & science). It comprises a whole-time chairman and twenty members (14 drawn from universities, two from industry and four from other sector of education like polytechnics, schools and country education administration).¹ All members serve in individual capacity and none is representative of any particular university. They devote about one-fifth of their time to the Committee's work. The department of education and the research councils have assessors on the Committee who have no responsibility for the Committee decisions. Besides, the Committee appoints various sub-committees of experts covering a wide range of academic subjects, drawn

largely from the universities, who meet under the chairmanship of a member of the Committee. The secretariat staff is provided by the department of education & science but is responsible solely to the Committee.

1.15. The Committee in the U.K. is essentially a machinery devised to act as a buffer between the government and the universities, a machinery through which flow public funds to the universities and which reconciles the interests of the state as paymaster and the requirements of national policy with the proper academic freedom and autonomy of universities. It would be pertinent to mention here that with increasing costs of higher education, national economic constraints and larger public funding of higher education, the budgetary autonomy of the universities in the U.K. has been qualified in practice by convention. For example, even the block grant—which a university is free in theory to allocate as between departments, different activities, teaching and research—is utilised within the framework of national needs and priorities and in the light of the “guidance”, general or particular, given to the universities by the U.G. Committee. This is a well-established convention and an essential part of the U.G. Committee system. Non-recurring grants are earmarked for specific capital projects, only spending of equipment grants lies in the full discretion of a university. In respect of development plans the Committee collects and analyses a wide range of statistics about university enrolment and costs and gives “as clear and positive guidance as possible” about the pattern of development envisaged. In allocating quinquennial grants the Grants Committee gives each university a statement of student numbers on which grants have been calculated, general guidance on the broad picture of the development of the university in the five-year period, and comments on the proposals of the university which the Committee wishes to encourage or discourage. During at least one visit to each university in a quinquennium, the Committee discusses particularly such matters as plans for academic development, the balance between teaching and research, teaching methods, library services, and inter-faculty and inter-departmental cooperation. Since 1967, the Comptroller and Auditor General has access to books and records of the U.G.C. and the universities.²

¹See Appendix IV.

²W.H.F. Barnes : “Finance & Control of Universities ; Basic Principles ” in Present and Future in Higher Education (Ed. R.E. Bell & A.J. Youngson) ; Tavistock Publications, London, 1973.

1.16. *Changing Attitude of the U.K. UGC.*—Some voices have been raised in the U.K. against diminishing university autonomy, but by and large the British academic world accepts that no autonomy is absolute, that money granted has to be used for purposes for which it is given and the government has the right and duty to ensure this; that, apart from being in essence an educational institution, a university is also a large-sized business, spending large sums, and the government “has a right to be convinced they are efficient”. The universities have also an “obligation” to explain and defend their policies and decisions; they must expect criticism and be ready to meet it as a price for autonomy. Apart from this, self-determination is regarded an essential pre-requisite for transmission of knowledge, freedom of criticism and discovery of new truths, i.e., in practice—for formation of academic policies like determination of subjects to be studied, curricula and methods, standards required for various degrees, the balance between teaching and research; selection of staff and students; allocation of resources between different purposes; and in organisation, administration and internal discipline. Even so, the control by the U.G. Committee has been increasing in the matter of allocation of resources to different purposes, particularly teaching and research, and selection of subjects to be studied through ‘indications’ of new developments and encouragement by earmarking grants for particular subjects.¹ Even as early as in 60’s there had been a change in the role of the U.G. Committee “to more positive directing and bureaucratic force in university planning.”²

1.17. Some experts on higher education have been voicing the feeling that the U.G. Committee in the U.K. has moved noticeably into the government network and is no longer a buffer but an agent. In the opinion of Jack Embling, there has been marked change in the Committee’s exercise “of control over universities. . . . covered under the fiction of advice and guidance. . . . which is now much more expen-

sive and much more precise.”³ Nonetheless this ‘control’, if it be called so, is exercised in an unobtrusive manner because the universities themselves are very responsive and the committee of vice-chancellors and principals of universities is both active as well as effective. As Prof. R. C. Honeybone of the Institute of Education, University of London, who has been closely associated with the U.G. Committee, told us (during his visit to India in March 1976), in recent years the Committee looked into agricultural education and found that there were agriculture facilities in too many universities. The result was that with the agreement of universities three faculties were closed down and the staff provided jobs outside or given research assignments. Similarly, he said, the Committee may or may not agree to opening of a new faculty after taking the overall educational picture into account, and its decision is accepted. Even if a university starts such a faculty with funds raised from public, it does not get recurring grants from the U.G. Committee.

1.18. While it is obvious that the U.G. Committee in the U.K., without formal allocation of any such duty to it, does play a role of coordination in an effective though anonymous manner, its main function is funding the universities. Determination and maintenance of standards almost entirely and coordination largely is left to the Universities themselves. There has been a strong tradition of standards in universities in the U.K. over a few centuries. What is more, there have been active and effective academic forums like the committee of vice-chancellors and principals and the association of teachers. Despite the characteristic British regard for tradition, there has been awareness of changing needs and modification as well as addition of (new) courses to suit the needs of the day. In India, on the other hand, the story has been different. There were very few universities before independence, only 18 as in 1946, and only 25 when the Radhakrishnan Commission made its report on University Education in 1949.¹ Universities

¹W.H.F. Barnes : “ Finance & Control of Universities : Basic Principles ” in Present and Future in Higher Education (Ed. Bell & Youngson).

²S.A. Walkland : The Public Accounts Committee, the UGC and the Universities—“ Parliamentary Affairs ” Vol. 22 Autumn 1969.

³Jack Embling : A Fresh Look At Higher Education : European Implications of the Carnegie Commission Report. Elsevier Scientific Publishing Coy. Amsterdam, 1974.—a study got done by Higher Education Research Unit of the London School of Economics.

¹University Education Commission Report, 1949.

were created and funded not by a unitary government, as in the U.K., but the central as well as the state governments. While it is true that we had some outstanding people in our universities some of which had set very high standards, the rapid expansion of universities and colleges since independence and the socio-political factors obtaining in the states led to increasing dilution of the traditional regard for dedication to excellence, inhibited academic inter-change and prevented in-built vigilance in the university system in regard to coordination and standards. There developed, instead, in-breeding, isolationism, narrow outlook and lack of concern for standards. The atmosphere that prevailed during more than two decades before proclamation of emergency is a matter of common knowledge.

1.19. *Concern Over Standards.*—The need for ensuring standards was felt by the founding fathers of the Constitution of India. The following entry was provided in the Central List (entry 66 of List I): "Coordination and determination of standards in institutions for higher education or research and scientific and technical institutions." As Dr. Ambedkar told the Constituent Assembly in August, 1949 "apart from the question of financial aid, it is absolutely essential, both in the interest of the centre as well as the provinces, that the standards ought to be maintained on an all-India basis." This entry, as he pointed out, was "a very important and salutary provision" in view of the fact that provinces "are in a hurry to establish research institutes or establish universities or lightly to lower their standards in order to give the impression to the world at large that they are producing much better results than they did before." This was indeed a very salutary provision particularly because the Radhakrishnan Commission's recommendation to put university education on the Concurrent List was not accepted. And it was this provision which enabled government to move for setting up a statutory body concerned with coordination as well as determination and maintenance of standards in university education. Even when the UGC Bill was being considered by the Joint Select Committee of Parliament and only the non-statutory UGC was in existence, enlightened public opinion saw the wisdom of having a body which could exercise centralised control in respect of university education. As an illustration, we quote the following

editorial of "Bombay Chronicle" in its issue of 25-6-1955:

"The University Grants Commission, which will soon give place to a statutory Commission, considered at its meeting in Srinagar on Thursday the action taken by different universities to recognize degrees conferred by other universities, and is reported to have conceded the right to every university to make its rules for admission of students. This statement seems sound in principle, but has led to difficulties when some universities have refused to recognize each other's degrees either capriciously or out of spite. The very fact that this was considered by the Commission raises the still unresolved issue of the proper relations between the proposed statutory Commission and the universities. The latest to criticise the University Grants Commission Bill, now before a Joint Select Committee of Parliament, is Mr. Sampurnanand, Chief Minister of Uttar Pradesh. At a college function at Nainital on Tuesday he said the maintenance of high standards cannot be achieved by the control of money grants, and this would reduce learning to a sordid level. His further remarks, however, were in a surprisingly different strain. He is reported to have said that the proposed legislation had in it the seeds of future conflict between the Central and State Governments. 'In my opinion, we should in India follow the general practice of the U.S.A., where except for the research work of a very specialised nature the Federal Government helps universities and other centres of learning through the State in whose jurisdiction they are situated.' This is no assertion of the autonomy of universities. To put it bluntly, all that the Chief Minister of Uttar Pradesh is suggesting is to substitute the intervention of State Governments for that of the Centre.

"The entire question of the relations between Governments and universities should be discussed with greater vision. It is difficult to strike a balance between the needs of centralised control and university auto-

nomy. To overstress either leads to different kinds of risks. The decision must be governed not by what happens in any other country, but by the facts here. There are no traditions and long-established conventions as in other countries. Regional sentiments and parochialism are exercising their unsavoury influence. Linguistic divisions are destroying unity. Demands for higher education has become a mass upsurge, and colleges are coming up like mushrooms with poor staff and inadequate facilities. This is where the need for a measure of centralised control has arisen. A statutory University Grants Commission could be just that instrument of control. If it could have a strong and independent Chairman, and members who are both courageous and free from bias, it should be better than the direct influence by a Government Department. Within broad policies designed, first, to maintain high standards and, second, to promote inter-university relations, individual universities can have all the autonomy they need. The capacity to exercise that autonomy should be strengthened by having not politicians but independent and academic persons as vice-chancellors chosen by a uniform method. Universities suffer from internal politics and pressures, corruption and inefficiency, much more than they are likely to suffer from each control as the proposed Commission."

1.20. Despite the importance attached by the makers of the Constitution to coordination and standards in higher education, the statutory University Grants Commission created under the UGC Act 1956 has during two decades of its functioning found it difficult to fulfil the hope held out in the above-cited editorial in the matter of helping the universities to function as truly autonomous bodies maintaining high standards and promoting inter-university relations: this has been borne out during the interviews this committee had with a number of prominent persons connected with higher education and having experience of the working of the UGC in the last

20 years, and with hundreds of academics from universities and colleges all over the country. This view has also been confirmed by published studies on various aspects of higher education.

1.21. *Difficulties of the UGC.*—The significance of entry 66 relating to "coordination and determination of standards in institutions of higher education or research and scientific and technical institutions" in the Constitution of India received inadequate appreciation and, in so far as it related to university education, it was ignored in the mounting sensitiveness for the autonomy of the states. The premonition of Dr. Ambedkar proved real. The states were responsible for education including university education. They felt that they had power to establish universities, regulate them and even to interfere in their affairs. Matters concerning coordination and standards of education and research were assumed to take care of themselves. This spirit inspired sudden emergence of new universities and colleges—most of them hastily conceived, improperly planned, poorly financed, meagrely equipped, not too ambitiously staffed and inefficiently administered—which proliferated under local pressures in the hope of doubtful political gain. There was absence of norms in respect of human and material inputs necessary for establishment of universities, and whatever norms did exist in respect of affiliated colleges, were diluted and even ignored in practice to accommodate some interests. Strong sentiment, not unexpected in the wake of freedom, demanding admission of all, regardless of suitability, to the portals of higher education was not tempered by consideration of quality or of limited resources. This led to what is known as 'the open door policy' which went to the extreme, reportedly in one state of actually reserving 20 per cent seats for third divisions.¹ With the rapid expansion of secondary education there was considerable increase in the output, which included a large number of students from the rural areas who were mostly first generation learners and sought admission to the colleges and universities which appeared to be the main course open to them. There was no serious attempt to provide alternative courses of training in areas more relevant to the country's needs and more rewarding to the students themselves. Regional languages were soon introduc-

¹T. R. Jayaraman: "Higher Education and the State Governments" in *The Higher Learning in India* (Ed. A. Singh and P. G. Altbach): Vikas Publishing House, Delhi, 1974.

ed as medium of instruction. This single move could have raised the quality of work and original and creative thinking in the institutions for higher education. But it was taken diffidently, without proper planning, training of the staff for teaching through the new medium, preparation of teaching material and aids, and even without development of a link language necessary for communication and for sharing academic adventure and experience with other universities. It was not realized that establishment of universities, research institutions and colleges for higher education require large investments and that education without quality was no substitute for no education. Far from enabling universities to make their contribution to a nationally conceived policy of coordination of higher education, they tended to be insulated and sequestered by such academically retrograde measures as imposition of conditions of domicile and preventing admission of students from outside states. The position was further worsened by injection of politics and political factionalism in the seats of learning. The story is not known. As a result, internal and outside political pressures in the universities, indiscipline, inefficiency and corruption became widespread. It was in this background that the UGC was expected to usher in sanity and create conviction that universities mattered to the nation.

1.22. It is not surprising that in the dominating mood of the country of impassioned concern for state autonomy, the authorities of the UGC felt a little uncertain about initiating nationally conceived policies in the field of higher education. They, it appears, found it safe to be cautious and to avoid possibility of confrontation which would have done no good to anyone. Perhaps they also felt that their actions should not even appear to interfere with the autonomy of the universities which, on the contrary, they must respect. Whether it was because of lack of adequate sanctions or of deliberate strategy to avoid being misunderstood by the states and the universities, absence of bold initiative on the part of the UGC helped erosion of the very autonomy of the universities which it sought to uphold because of political and other—not excluding governmental—pressures on the universities. Absence of a live academic forum like the committee of vice-chancellors

and principals of the U.K. which could both cooperate with and offer criticism to the UGC (the inter-university board of India being an ineffective “foil” to fit)¹ further reduced its effectiveness. There was lack of clearcut conception of “development” which, barring a few exceptions, often tended to mean new projects or schemes of study and research taken up by a university rather than total growth, widening horizons and higher peaks of achievement. The implementation of development schemes suffered because of the requirement of matching grants which in several cases were not forthcoming from the states. As a result, the UGC found itself more or less ineffective. Only a few universities in the country could be regarded as national institutions; most of them continued to remain as isolated islands uninfluenced by any national endeavour directed towards coordination of higher education and improvement of standards.

1.23. *UGC at Work.*—When the statutory UGC was constituted in 1956, the socio-political atmosphere was somewhat difficult for initiating a national policy directed towards coordination of higher education and maintenance of standards in the universities. None-the-less, the new UGC made a fair bid to provide the much-needed leadership to the university system. Its functioning showed a marked contrast with the working of its predecessor, the non-statutory Commission which functioned from 1953 to 1956 with a part-time chairman and limited functions of advising the government in matters of allocation of grants to central universities and to such other universities and institutions whose cases may be referred to it by government, and of advising universities and other institutions in respect of questions referred to it by government. The interim Commission made some feeble beginnings and part from maintenance grants to central universities, developmental grants of about 2.78 crores were distributed from December 1953 to March 1956. The real functioning of the UGC as a statutory body started in 1956, its duties having been laid down in section 12 of the UGC Act 1956 and its powers in sections 13 and 14—referred to in detail earlier.

1.24. *A Review of the UGC's Activities.*—In viewing the work of the UGC it would be convenient to

1. Samuel Mathai; “The University Grants Commission” in *The Higher Learning in India* (Ed. A. Singh and P.G. Altbach).

take it up in phases corresponding to one or more Five Year Plan periods. It so happens that changes in the stewardship of the UGC also coincided broadly with different plan periods. The first phase from August 1956 to January 1961, corresponded more or less to the Second Five Year Plan period. The second phase from March 1961 to January 1973, corresponded broadly to the period covered by the Third Five Year Plan, and three annual plan years as well as four years of the Fourth Five Year Plan. The third phase may, for the sake of convenience, be taken from January 1973 till the end of 1974-75, till which year this committee is covering the period of UGC's functioning. The first phase was the period of path-finding during which the UGC attempted to find its bearing, to test its initiative and to count odds. The second was a longer phase of almost 12 years which was marked by the setting up of selected centres of excellence, development of central universities and strengthening of colleges of Delhi, special encouragement to the development of science and research, increased flow of grant to state universities and formation of important committees to report on vital problems of university education. In the prevailing socio-political milieu, the UGC appeared to have been driven to follow a policy of deliberate passivity and non-interference with the affairs of the universities regardless of pressures which steadily eroded standards of teaching and examination and undermined the authority of the universities making it difficult for them to maintain a high quality in their academic work. The third phase for the purpose of this review was a short period during which not only were earlier programmes continued, but new initiatives were shown and greater attention was paid to affiliated colleges, a perspective was built for Fifth Plan activities and thinking started on coordination of research, planning and evaluation.

1.25. This committee is in a position of disadvantage in reviewing the work of the University Grants Commission since its inception in the absence of any major policy statement by the UGC expounding its concept of coordination of higher education and indicating how it planned to tackle the various problems connected with determination and maintenance of standards of teaching, examination and research. Indeed there have been many important schemes launched by the Commission from time to time and valuable contributions made to deal with several

vital problems relating to universities. But the problems have been taken up in an *ad-hoc*e manner and there is little evidence of coordinated planning of university education in the country in harmony with teaching and research activities in sectors wholly or largely outside the purview of the UGC. The result is that what are construed to be plans of universities are, by and large, not anything more than compilations of schemes taken up by universities on considerations best known to them. However, as discussed in the paragraphs that follow, there have been some important gains achieved through the initiative of the UGC over the years which would merit recognition.

1.26. *The First Phase (1956—61): Proliferation of Universities.*—In its first phase, the Commission strove to come to grips with the problems of higher education with particular reference to coordination and standards. There was acute realisation of the fact that coordination and determination of standards could not be achieved if new universities came into being without proper planning and that promotion of university education did not mean mere expansion. While it was helpless in preventing the vast emergence of new unplanned and weak universities it did what it could in its very first report (1953—57) and that was to bring to the notice of parliament the fact that the state governments did not seek its advice in terms of section 12(f) before establishing new universities. The Commission emphasised that to be able to discharge its responsibility in regard to coordination and determination of standards in universities, it "must expect to be consulted in good time before new universities come into being, so that proper care may be taken to avoid wastage and needless duplication of facilities so that the promotion of university education in the country may be on a sound basis." However, the advice of the Commission remained unheeded. Universities continued to come into existence in the states without consultation with the UGC. Nor did these universities conform to the pattern of a university which the Commission would have considered to be normal. The Commission again expressed its "strong view" that new universities be established only after the most careful examination of all the aspects of the question and, "as the law provides, an opportunity should be given to the Commission to advise on any such proposal." It reported

having noticed "several instances of hasty establishment of universities largely as a result of improper or irrational pressures." In yet another report, it went on record to say that the state governments did not seek the Commission's advice in establishing new universities or "settling the detailed provisions of the relevant acts, so that care can be taken to see that the law embodies no provision constituting a serious invasion of the academic autonomy of the universities concerned or conflicting with well-established principle of selecting teachers on expert advice." "Such provisions," it warned, "are liable to be misused under political pressures for the ends of party politics."

1.27. *Admissions: Open Door Policy.*—While recognising the need for taking measures "both to control numbers and to provide for expansion", in its reports up to 1959-60 the Commission repeatedly emphasised the need for maintaining high standards and avoiding wastage through failures. It advocated selective admissions to colleges and universities of those fit to receive higher education, having right kind of preparation, intellectual equipment and motivation. For other young people, it advocated, "some other form of training would be far less frustrating and more fruitful." It expressed itself in favour of unitary universities having limited numbers with high standards for admission so as to have high standards of achievement, and supported expansion of opportunities for university education through increase in the number of colleges. The affiliating universities could, where necessary, be broken up into two or more manageable units and they should have a strong teaching core at the headquarters or in other important centres. Requirements of admission into colleges also, it was pleaded, needed to be raised. In one annual report, examples of U.S.S.R., Japan and U.K. were cited to show how stiff the entry to universities and higher institutions was in those countries. Again the time was not yet for the advice to be heeded.

1.28. *Role of Affiliated College.*—Recognizing that no improvement of university education can take place unless affiliated colleges maintain standards, the Commission tried to look beyond what it called "the headquarters activities" of the universities and within its limited resources started helping the colleges. It laid down regulations for aiding affiliating colleges in terms of section 2(f) of the UGC Act

and commenced assistance to them for improvement of staff, equipment, libraries and laboratories and other facilities. It initially kept government colleges out of its purview. It also pleaded in its annual reports for re-examination by state governments of their grants-in-aid system and for more generous assistance to colleges to enable them to be properly maintained, thereby enabling the Commission to play its part to develop them further. It wanted universities to prescribe and enforce strict conditions of affiliation and continued recognition and to insist on provision of adequate buildings, funds and staff. In the context of the existing constitutional set-up, it also pointed out in its annual reports the need for working out agreed conventions with state governments so that they come forward with their matching share for development activities of their universities and the development needs of state as well as central universities could be met alike and expeditiously.

1.29. *Attempts at Coordination.*—In the sphere of promotion and coordination, the Commission had frequent consultation with the All India Council of Technical Education and increased in a big way facilities for engineering and technology in the universities to meet the country's needs for trained technical manpower. It rejected or modified proposals from universities for new departments of engineering and technology after joint consideration along with AICTE. It introduced five-year integrated engineering course after getting the matter examined by a joint committee of AICTE and IUB (Inter-University Board). The closure of the high altitude research observatory at Gulmarg was endorsed by the UGC when it learnt that the atomic energy department was setting up a bigger laboratory; though, we learn, the observatory continues in existence till today. While introducing post-graduate courses in basic medical sciences it drew attention in its annual reports to the need of bringing about "restitution" in the "unhappy divorce" between medical education and the rest of university education. The Commission also drew pointed attention to the uncertainty of some of the provisions of the UGC Act, to the restrictive nature of rules made under it and to the technical and legislative hindrances in its work. It referred to the fact that ministries (other than that of education) of the central government did not refer to UGC for opinion or advice matters relating to universities and university education. This resulted in

a somewhat improved understanding and relations a year later—particularly in matters pertaining to agricultural education and research. The Commission in its annual reports also pointed out, in the interest of coordination and standards, the desirability of not having more than one channel for ministries of government to deal with the universities. The Commission could not increase its own powers or remove its legal limitations. The Commission did what it could and that was to mention its difficulties in its annual reports presented before parliament. The fact that nothing was done to remedy the situation is attributable to causes beyond the Commission's control.

1.30. *Maintenance of Standards.*—On its own, the UGC in its very first phase paid attention to standards. It clearly understood that determination of "practical steps to be taken for the coordination of the standards of teaching and research in different universities" in the country was the "primary function of the Commission" and it set up a committee under the chairmanship of the UGC Chairman himself to consider matters relating to laying down uniform practices for award of doctorates and master's degree, appointment and retirement of teachers, affiliation of colleges, the place of tutorials and seminars in teaching, appointment of examiners, and other important matters. It also made regulations to define qualifications for appointment of teaching staff. It even thought of drawing panels out of which universities could select professors. It defined criteria for recommending an institution for the status of a "deemed university". It evolved methods of selection of schemes of universities through visiting committees, screening committees and finally the Commission itself. It set up a building sub-committee with engineers and architects to advise on economy within the norms laid down by the UGC's building committee for various types of buildings. It persisted in its efforts to make universities adopt the three-year degree course and introduced general education as a part of the syllabus of the degree course, and on the Planning Commission's recommendation agreed to finance the former through 100 per cent assistance. Working groups on medium of instruction, on libraries and on examination reform were set up. It examined the problem of student discipline in depth and recommended that to keep away influences that vitiated discipline among staff and students, there should

be no election of teachers to university bodies, instead there should be nomination by rotation; and university teachers should not fight elections to legislatures but instead experts among them could be nominated. It introduced scholarships and fellowships, encouraged and assisted research, introduced and helped development of post-graduate centres (instead of starting new universities), promoted women's education and gave grants for various developmental schemes, including student welfare, hostels and staff quarters, library and laboratory buildings, books and equipment, publication of research work, university printing presses, summer institutes and refresher courses, non-resident student centres, students' homes, hobby workshops, health centres, even small industrial estates for universities, exchange of teachers within the country and outside and the like. It appointed review committees on different subjects some of which in due course produced excellent reports. New subjects and studies were promoted in suitable universities—emphasis being laid on science and technology.

1.31. *Grants to Central and State Universities.*—In the matter of allocation of grants, the Commission gave a clear picture in its reports of what it spent on maintenance grants to central universities and colleges at Delhi and what it spent on development grants to central and state universities. In the very nature of things, because the central universities had their matching share provided for, they had advantage. In state universities the matching share was not always forthcoming. Between 1956-57 and 1960-61, the main development grants¹ given to central and state universities were as follows:—

	<i>Humanities</i>	<i>Science & Technology</i>
Central universities . . .	106.72 lakhs	191.92 lakhs
State universities . . .	288.50 lakhs	652.26 lakhs

As in 1960-61, grants for humanities covered four central universities and 35 state universities; those for engineering and technology covered four central (including one deemed) universities and 16 state universities; and science education and research covered three central universities and 33 state universities.

During each year of the Second Five Year Plan period the proportion of development grant per central university was much higher than that per state university. The number of universities rose from thirty-three to forty-six (including two deemed universities), of colleges from 1107 to 1542 (out of which only 248 received development grants in 1959-60) and enrolment rose from 7.69 lakhs in 1956-57 to 10.00 lakhs in 1960-61. The total development funds (Plan funds) available with the Commission were Rs. 19.28 crores. It found the resources far too limited. Scarcity of foreign exchange also stood in the way of improvement in equipment, library books, foreign journals and the like.

1.32. *In Retrospect.*—The statutory commission made a vigorous start and dealt imaginatively with the many issues which affect standards and coordination of higher education. We were told that in a few instances, the U.G.C. put all its weight in support of universities where discipline and standards were eroded by unacademic forces abetted by people in authority. The number of universities was not so large as now and it was not too difficult for the Commission to keep itself acquainted through personal visits of chairman and secretary as also through visiting committees, with the affairs in most of the universities. It is difficult for us to understand the reasons why the Commission allowed grants, perhaps not too willingly, to the universities which came into being without its prior concurrence, or to appreciate the compelling situations which prevented it from using its powers for causing inspections to be made into the working of some obviously sick universities. Nevertheless, the Commission did perform its important function of acquainting parliament through its annual reports with the difficulties it experienced in performing its functions. If it did not succeed in making all state universities and colleges to adopt revised pay scales for teachers, if its advice for caution and proper preparation in respect of change of medium of instruction could not prevail, if it could not enforce desirable norms for admissions and for teacher recruitment and such other matters, it was because of inherent lack of effective powers and sanctions as well as of socio-political apathy to advancement of standards in teaching and research. The Commission initiated important measures as well as raised important issues. It had laid the foundations: it was in the years to come that traditions had to be built.

1.33. *The Second Phase: Programmes, Old and New: Centres of Advanced Study.*—The second phase of the U.G.C. covered a long period of nearly twelve years, from March 1961 to January 1973 during which period the Commission had the continuing leadership of the same chairman. During this period all the programmes initiated in the preceding phase were continued practically without exception. The more important of them were greatly enlarged and larger funds distributed by way of grants. Among the notable activities of this period, the pride of place must be given to the initiation of the imaginative scheme of centres of advanced study, supplemented towards the end of the period by the programme of special assistance to selected departments. It was a very wise decision aimed at building peaks of excellence on a selective basis within the limited resources available to the Commission. Thirty centres of advanced study—majority of them in science subjects—were created in various universities on the basis of strongly developed departments already functioning in them. The same philosophy governed the later programme of special assistance to selected departments. Post-graduate education and research—particularly in science—received a great fillip. Post-graduate centres outside the headquarters of universities were encouraged. Various fellowship and scholarship schemes were expanded. For improvement of colleges, college science improvement programme (COSIP) and university leadership projects in science subjects were the new schemes started with a view to improving courses, syllabi, teaching methods and equipment. Faculty improvement programmes like summer institutes for colleges and secondary school teachers and refresher courses for lecturers were enlarged and intensified. Binational conferences on science subjects, new schemes of national lectureships, national associateships and national fellowships were introduced to improve teaching competence and ability for research among teachers. Another new scheme was initiated to enable retired teachers to continue teaching and research activities and they were paid a honorarium of Rs. 4000 (raised later to Rs. 6000 and again in 1976 to Rs. 9000) per annum and Rs. 1,000 (raised in 1976 to Rs. 2,000) a year for contingent expenditure. The older schemes of support for publication of research work and doctoral theses was continued and its scope extended to colleges. Innovations like area studies and correspondence courses were encouraged. Various programmes for providing student facilities were enlarged. A new

scheme of book banks was introduced, covering 1000 colleges initially, for loaning text and reference books to deserving students. Grants for building hostels, staff quarters and other construction projects continued to be given on a larger scale. While a large number of programmes was initiated or expanded, there was no attempt at systematically evaluating their impact on improvement of standards of teaching, examination and research. Even the utilisation of grants by the recipient institutions was not assessed. Only utilisation certificates, received often with considerable delay, were considered adequate for the purpose.

1.34. *Committees at Work.*—During this period of about twelve years, a large number of committees, involving a larger number of academicians, was appointed to study various matters concerning higher education and make recommendations for action. The most important among them were the committees on standards in university education, a model act for universities (appointed by ministry of education with UGC chairman as its head), on governance of universities and colleges, on medium of instruction and on adult education. These committees as well as the review committees, appointed earlier to study and recommend curricular reform and revision of syllabi, produced useful reports. The Commission mostly endorsed these reports and circulated them to universities and in some cases also to state governments for consideration or suitable action. No follow-up action was taken nor the lever of withholding grant used to ensure the implementation of measures for reform and improvement in syllabi and other matters. In fact, it was admitted in the annual report of 1962-63 that "little was done to improve courses of study" after adoption of the three-year degree course by the universities—for which considerable grants were given. Some of the committees which were set up and had started doing useful work somehow disappeared from the scene after some time. For example, the advisory committee of vice-chancellors (having about 16 members) set up to advise the UGC (though it might have been appropriate to involve the Indian Association of Universities) on matters regarding development of higher education and coordination between different universities for post-graduate studies and research and other problems ceased functioning for unknown reasons after it had made some useful recommendations on the need for autonomous colleges, on removing restrictions on migration of students, on bringing about uniformity in the com-

mencement of the academic year and on having a system of block grants. Another useful committee on colleges stopped working after it had made a study of affiliated colleges in Rajasthan, Kerala and Orissa and made some recommendations on basic requirements of affiliation. The UGC associated itself with a committee on employment and manpower development set up, on the initiative of Director-General Employment and Training, jointly by the ministries of Labour and Home and the Planning Commission. Later, UGC itself set up a committee on manpower development, but nothing is known about the result of its labours. While recommendations of committees on area studies and on student welfare measures were acted upon and grants given, nothing tangible is seen of the outcome of the committee set up in 1966-67 to suggest principles governing establishment of new universities and of sundry other committees like those on model services rules for teachers, on residential accommodation for students and teachers, on audio-visual aids, on population studies, on social work education, on teaching of criminology, on development of teaching and research in transport economics and transport management and several other matters. Barring a few exceptions, the committee functioned in a leisurely fashion. The committee on standards took four years to produce its report. Several panels on examination reform worked for more than a decade and it was the working group set up by the ministry of education in 1971 which produced a Plan of Action, which was endorsed by the UGC and circulated to universities in 1973 for implementation. In mid-sixties some subjects panels were set up which, we were told, hardly met.

1.35. *Laissez-Faire.*—Although several good recommendations were formulated they were not sought to be implemented by whatever powers of purse it had but left to the universities, which were themselves subject to a number of outside pressures, and to the state governments to adopt. While mere stoppage of grant was considered for good reasons to be imprudent, as mentioned by some of the former chairmen in their interviews with this committee, no attempt appeared to have been made even to invite the attention of specific universities to the defects in their working and their refusal to improve standards was tolerated in deference to university autonomy. The annual reports of the Commission showed a distinct change in tone and temper. They included good charts and graphs, but one got the impression that

statistics became all important and raising vital issues and bringing them to the notice of parliament became secondary. The U.G.C. not only resigned itself to increasing numbers, but took pride in the expansion of science education at graduate, post-graduate and research level without assessing the general standards, saying "it is needless to point out that the number and quality of Masters turned out by our universities is a significant index of the strength and capacity of the teaching arrangements obtaining in a university or a college". Instead of emphasising—as in earlier years—the need for consolidation and standards, the UGC held the view that assistance had to be for both "rapid increase in numbers and raising of standards". In its report for 1965-66, it expressed satisfaction with the large expansion in universities and colleges as a fulfilment of one of the major aims of the Third Five Year Plan viz., to expand and intensify the educational effort so that "in all branches of national life, education becomes the focal point of planned development." It is rather difficult to believe that an academic body like the UGC should have endorsed the Planning Commission's vague ambition without a precise definition of the purpose of such education and in the absence of any well-founded correlation between educational output and national manpower needs. Creation of more educated unemployed cannot possibly be a "focal point of planned development". It is consoling, however, that the UGC did at the same time express an almost inaudible moan against reckless expansion of universities by talking about the "desirability" of prior consultation with itself regarding opening of new universities.

1.36. *Coordination and Standards.*—During this period, the instances of coordination with other bodies were not more perceptible than in the first phase. While on the one hand it "suggested" that to achieve effective coordination between various fields of higher education, particularly at post-graduate and research level, the grants given direct by ministries and other agencies for medical, agricultural and technical education to colleges should be allocated in consultation with the UGC, the Commission itself endorsed (*vide* annual report of 1962-63) that "agriculture and allied subjects did not receive the necessary attention" in a normal university and "it may be desirable to have universities where agriculture is the central and primary subject" and facilities be provided for basic sciences and humanities. It drew satisfaction from the fact that the ministry of agriculture had accepted

the Commission's recommendation not to name an agricultural university as such but after the town or locality in which it is situated. On a very important issue like the reservation of seats for weaker sections of society like scheduled castes and scheduled tribes, the Commission displayed a typically ambivalent attitude. It called universities as the best judges in determining the number of admissions, voiced its realization that "in terms of constitutional provisions, special arrangements will have to be made to ensure admission to higher learning" of socio-economically handicapped persons, and at the same time added, "we believe that it would be a violation of the essential character of university education to determine admission only on the basis of caste, community or regional considerations." To cap it all, it did not at all suggest in the report that persons belonging to weaker sections should have equal opportunity with others can be enabled with the help of special remedial courses to enter the portals of universities on their own merit. Surprisingly, the regulations framed in 1958 in respect of minimum qualifications for teachers, instead of being modified, were withdrawn when in 1961 the Commission took the view that it was not appropriate or desirable for the UGC to prescribe "minimum qualifications" for professorships and other teaching appointments in the universities. The situation was sought to be remedied recently.

1.37. Greater pre-occupation with central universities and colleges affiliated to them was noticeable. They received the pride of place even in the format of the annual reports. Of course, they got funds on a more generous scale than the state universities. For example, for the Fourth Five Year Plan period i.e. from 1969-70 to 1973-74, average development grant per annum per central university was 88.57 lakh rupees against an average of 12.03 lakh rupees per state university per annum during the same period. As against this, during the Second Plan period, as per figures available from the UGC annual report of 1960-61, development grants for humanities, engineering and technology and scientific education and research to central and state universities, worked out to an average of Rs. 27.15 lakhs and Rs. 11.76 lakhs per central and state university respectively for the entire plan period. During the Fourth Plan Delhi colleges got an average of 2.90 lakh rupees per college per annum, whereas affiliated colleges of state universities got 0.15 lakh rupees per college per annum. On the basis of enrolment, cen-

tral universities got 1,192 (varying from 536 for Delhi to 13,198 for JNU) rupees per student per annum whereas state universities got on an average only 337 rupees (varying from 161 for Allahabad to 2645 for Madras) per student per annum; Delhi colleges got 319 rupees whereas affiliated colleges of state universities got only 23 rupees (varying from 10 for Calcutta university colleges to 45 for Agra university colleges) per student per annum for the plan period.¹ It may be clarified here that for central universities and Delhi colleges the UGC was required to meet 100 per cent expenses on development projects including buildings and equipment, whereas in the case of state universities and their affiliated colleges grants were given only for selected schemes, generally on a matching basis. The period from 1961-62 to 1972-73 saw a steep rise in enrolment as well as in the number of new universities and colleges. The number of universities rose from 48 (including two deemed ones) to 99² (including nine deemed ones) and of colleges from 1783 to 4158. Enrolment shot up from 10 lakhs to about 35 lakhs during the same period. The effect on standards is not hard to visualise. However, the effectiveness of various programmes launched by the UGC for standards cannot be assessed as there has been no evaluation through inspection or otherwise. Expansion so overwhelmed the Commission that doling out grants became almost its sole function. It did set up some good committees but nothing was done to ensure the implementation of their recommendations or assess and evaluate the impact of such implementation anywhere. On the other hand, the U.P.S.C. and the Atomic Energy Commission felt the average standards had fallen as judged by them from the performance of candidates appearing before them, though it is generally agreed that the standards of the best candidates have improved.

¹ 1.38. *Recommendation for Amendment of Act.*—The UGC must, however, be complimented for having requested government in 1964-65 to amend the UGC Acts to make Commission's concurrence obligatory for opening new universities. While it remained busy running older programmes on an enlarged scale, introducing new ones and setting up a number of committees, it appeared to have taken no effective initiative in tackling the burning question of the state of indiscipline in universities and colleges which

prevailed unchecked for about a decade. In the concluding section of its annual report of 1971-72, the UGC referred to "serious disturbances in some institutions involving violence", etc., and listed as the first among several causes "the uncertain future facing the educated unemployed leading to a sense of frustration", but it did not consider it necessary to take a forceful stand on the need for limiting numbers. It repeated the words of the Education Commission (1964-66) to say that the "responsibility for the situation is not unilateral—it is not merely that of students or parents or teachers or state governments or the political parties—but multilateral. Some of the remedies for student unrest, therefore, go beyond the educational system." Re-echoing the Education Commission's refrain was of no avail: by doing so the UGC was abdicating its position of leadership of the academic world—a role which should have made it obligatory for this body to suggest positive remedies to government as well as to parliament for restricting numbers, for closing the doors of the temples of learning to those whom the UGC itself in late 50's called "professional students", so that its own programmes for improvement of standards could bear the desired fruit. Good men with good ideas found themselves unable to deal with bad situations.

1.39. *Looking Back.*—The second phase of the working of the University Grants Commission would appear to stand out for the expansion of schemes and programmes aimed at nurturing selected peaks of excellence, promoting science education in a big way, stressing the development of post-graduate education and research and intensifying teacher training programmes of short duration. It has also to its credit the production of some very good reports on various facets of higher education. But, its programmes remained almost entirely unevaluated, the good committee recommendations largely unimplemented. An ambitious Fourth Plan scheme of teacher education was cut down to a small size in implementation. Its effects at coordination with other research bodies and other sectors of higher education were ineffective and its attitude towards reckless proliferation of universities and colleges (which during this period shot up from 48 to 99 and 1783 to 4158 respectively) and more than three-fold increase in enrolment was one of sufferance rather than of protest. Its commen-

1. For fuller details please see Tables VII and VIII, Appendix V.

2. UGC Annual Report, 1972-73.

dable recommendation for amendment of the UGC Act also did not yield expected results.

1.40. *Amendment to the UGC Act.*—We have complimented the UGC for having requested government in 1964-65 to amend the UGC Act to make the Commission's concurrence obligatory for opening new universities. One has also to be thankful to the M.Ps. Committee on Higher Education (known as Sapru Committee) for having recommended, *inter alia*, that the UGC Act should have "specific provisions which would enable the Commission to consistently refuse to give any financial aid to universities established without its prior consultation." Government did indeed bring an amendment bill before parliament in 1966. As was stated by the then education minister during debates on the bill, the central government had not succeeded in bringing forth an amendment to get education included in the Concurrent List, as recommended by the Sapru Committee. It had, therefore, brought forth a bill to amend the UGC Act 1956. The bill, *inter alia*, proposed that the Commission "shall not" henceforth give any grant to any university "established without the previous approval of the Commission and of the central government." An amending bill was introduced by Shri M. C. Chagla in 1966 and passed by the Rajya Sabha but it lapsed with the dissolution of the Lok Sabha. It was re-introduced by Shri Triguna Sen in 1968, and piloted by him and Dr. V. K. R. V. Rao when the Amendment Act, 1970 was passed. However the ministry of education discovered later that there would be difficulties in enforcing the Amendment Act and another amending bill was introduced in 1972 by Prof. Nurul Hasan, the present education minister, who was more lucky than others to see it finally through. The significant amendment proposed originally got diluted and took the form of the existing section 12A, which reads:

"No grant shall be given by the Central Government, the Commission, or any other organisation receiving any funds from the Central Government, to a university which is established after the commencement of the University Grants (Amendment) Act, 1972, unless the Commission has, after satisfying itself as to such matters as may be prescribed, declared such a university to be fit for receiving such grant."

Some other proposed provisions like those relating to raising the number of members of UGC to 12 and having three whole-time members instead of fifteen members, five of them whole-time, as recommended by the Sapru Committee, were dropped. The resultant amendment in substance did not make any great difference in the effectiveness of the UGC's ability to enforce standards. As subsequent events showed, political realities mattered more than the provisions added to the UGC Act and the number of universities established during the five years, 1972 to (April) 1976, was exactly the same as during the five years, 1967 to 1971—seventeen in each quinquennium.

1.41. *The Third Phase: Attention to Affiliated Colleges.*—The third phase of the UGC began in January, 1973. For the purpose of this committee's work, this phase has been considered up to the end of the year 1974-75 (*i.e.* 31st March, 1975). In this phase, besides continuation of the earlier developmental programmes, greater attention was paid to development programmes for colleges and coordination of research. College science improvement and college social sciences and humanities improvement programmes were strengthened and enlarged and so were the university leadership projects. The centres of advanced study were subjected to assessment by expert committees and courage shown in closing a few of them whose performance was considered average. On the other hand, under the new scheme of special assistance to selected departments, 26 departments in various universities were covered. Special efforts were made to strengthen libraries. Examination reforms received much greater attention. An implementation committee was set up for this purpose. A committee was appointed which has laid down norms for opening of post-graduate courses in colleges. It remains to be seen how effectively these will be enforced. Correspondence courses were expanded, but there was not enough evidence of coordinated planning in this regard. Area studies programmes were supported in several universities, though here again in the view of a chancellor, who is in his own right an eminent educationist, UGC's agreeing to starting of Latin American studies in one university was unsound as "it was not at all workable", and the UGC had done so without consulting the state government. An innovative step taken was the establishment of a science research council. Book production programme continued though the output has been very meagre and the whole scheme needs reconsideration.

The scheme of "utilisation of the services of retired teachers" also continued without any ostensible evaluation of the work done so far. Other programmes of faculty improvement continued and so did student facilities and amenities.

1.42. In the third phase, there is visible a somewhat more open reporting, some thinking on coordination of resources, and an attempt at defining a perspective for the plan period. In the annual reports a change of attitude is visible. Before 1972-73, for some years the figures of expenditure were given in such forms that grants given to central and state universities were not clearly discernible as was the case in the first phase of the Commission. There was a revival of open statement on grants given—as could be seen in the reports of 1972-73 and 1973-74; but in the report for 1974-75 the position again got shrouded in a summarised version of grants under broad plan projects instead of giving comparative figures for central and state universities. Some thinking also started on development of centralised facilities and development of regional instrumentation centres. That a perspective in thinking was beginning to take shape is evidenced by a thoughtful section in the annual report for 1972-73 on "Emerging Problem, and Perspectives", a section on "Perspective for the Fifth Plan" in 1973-74, and a section on "Approach to Fifth Plan Development of Universities and Colleges" in 1974-75. The basis for earmarking funds for various programmes and activities and detailed patterns of assistance to universities and colleges were made known to parliament and public. Restructuring of courses, to give them rural orientation and make them relevant to development needs, started being mentioned. Adult and continuing education got support. Subjects panels were set up to review syllabi and courses and to assess status and suggest areas of research, though reportedly good reports of earlier review committees on syllabi and other matters remained unimplemented in the past. However, in the working of the Commission there still appeared to be: (a) lack of evaluation and assessment of programmes and their impact, and (b) absence of mechanisms and methods (to some extent due to absence of powers) to see good recommendations of various expert committees translated into action in universities and colleges, (c) lack of an overall perspective planning, and research in problems of higher education, and (d)

absence of an adequate mechanism for coordination with other bodies concerned with overall national planning or with other sectors of education and research. The powers of inspection and of stoppage of grant were never used; and as a former chairman told this committee equity, rather than need (for achieving excellence or for achieving a minimum acceptable standard), was the governing principle in giving grants. The net result was that while expansion went on, efforts in the direction of improvement of standards remained either unimplemented or their effect was never evaluated. The system and method of working of the UGC over the years helped this attitude.

1.43. *Latest Trends.*—It must be conceded, however, that in the last couple of years (reckoned from the date of submission of this report), the University Grants Commission has stirred itself into some serious thinking on various problems. Perhaps it was a delayed reaction to the recommendations of the Estimates Committee (1965-66) and Public Accounts Committee (1969-70). The former, among other things, had noted that the U.G.C. had not used its powers effectively so that standards are maintained and improved. It had not analysed the causes of slow progress in several universities so as to devise remedial measures. It had not taken any serious action to follow-up the recommendations of the standards committee and review committees, and that the only action taken on the reports of expert committees was to forward them to universities and state governments for views and comments or for suitable action. It drew attention to large number of failures in examinations and desired that the UGC pay more attention to affiliated colleges. The P.A.C. had drawn attention to large grants given to central universities. It had underlined the need for proper priorities in spending funds earmarked for education. It also recommended that stock be taken of the work done so far and a course of action be chartered for the future. It was on the recommendations of the P.A.C. that this committee was set up. From replies to our questionnaires by the Commission's office and in his personal capacity by the present chairman and during interviews with some of the members of the Commission, it became clear that the UGC had been inhibited by lack of powers, by considerations of infringement of university autonomy, by duality or even multiplicity of agencies dealing with different sectors of higher education

and research, and could not make a meaningful impact in regard to standards and coordination. It has been gratifying to learn that the Commission has prescribed minimum qualifications for college and university teachers in revising whose scales of pay to a respectable standard, comparable to other higher services, the UGC has played a significant role. It is showing consciousness about the inadequacies of its working methods. It is currently applying its mind to evolving measures for evaluation and assessment of institutions, implementation, monitoring and follow-up of programmes, and continuous thinking and research on problems of higher education with particular reference to measures for coordination. It has also started thinking about model syllabi, text-books and reading material for teachers in terms of objectives being set out for various degrees awarded by universities and listing research priorities so that Commission's assistance is directed to research in areas of relevance. Another feature has been greater effort at coordination with other research agencies in the country. If the queries directed to the UGC in 1974 and 1975, and questionnaires issued in early 1976 by this committee have by any chance stimulated this thinking, we should consider it gratifying.

1.44. *Summing-up.*—The retreat of central government under pressure from states and universities from the stand it had taken in the draft Universities (Regulation of Standards) Bill, 1951 and acceptance of radically diluted UGC Act, 1956, was a crucial event in the history of higher education in India. The result was a *laissez-faire* in the growth of universities and colleges whose proliferation left the UGC in the position of a hopeless spectator. The number of universities grew from 33 in 1956 to 111 in 1975; the number of colleges rose from 1004 in 1956 to 4388 in 1975; the number of teachers shot up from about 36,000 to over 1.5 lakh in the same period and yet the teacher-pupil ratio worsened from 1.18 to 1.20. An open-door policy was followed with scant regard for available facilities like buildings, equipment, libraries and adequately qualified staff. In an atmosphere in which any advice or caution could be construed as an infringement of the autonomy of the states, the UGC appeared to have been over-whelmed and it rarely tested the little initiative which it might have exercised. It did not even perform any clearing-house function, it was supposed to under the Act, on

matters concerning higher education. It went on satisfying demands as far as it could. It would be unfair to put the entire blame on the UGC for not daring to go against the powerful trend which had full political support. Even the Planning Commission, a powerful organ of government responsible for economic and social planning—a Concurrent subject—which could and should include educational planning, could do little to attempt a methodical planning of higher education in the country. Its targets of increase in university and college enrolment in arts, science and commerce subjects from 1.69 to 2.66 million from 1968-69 to 1973-74 were nearly reached in 1970-71 itself. In fact, the "targets" were not related to any definition of purposes of this sector of education. The Planning Commission found it difficult to relate enrolment in higher education to manpower forecasts. Its emphasis on consolidation and improvement (rather than expansion) of higher education and rational location of institutions of optimal size went unheeded and universities and colleges continued to multiply fast—19 new universities and over a thousand new colleges coming into existence between 1969-70 and 1973-74. Its concern for better utilisation of funds for betterment of standards remained unshared. Even the Planning Commission perhaps saw little point in pleading for restraint. The not-so-unequivocal suggestion of the Education Commission (1964—66) in respect of cautious enrolment policy was unacceptable to the Parliamentary Committee on Education which did not agree to "the Commission's proposal that a system of selective admissions should be adopted at higher secondary and undergraduate stages" adding further that, "we believe that every effort should be made to provide admission to institutions of higher education to all eligible students who desire to study further." This tantamounts to an open-door policy without any concern for standards and costs. There is a visible change in the nation's mood since the promulgation of emergency and sobered appreciation of realities which attend unlimited growth without commensurate inputs. This is reflected in the constitutional amendment placing education on the Concurrent List, as had also been recommended by us in our interim report of 4th May, 1976. This enabling measure opens up possibilities of rationalisation, planning and control with due regard to national priorities. Recommendations regarding such measures are embodied in the chapters that follow.

CHAPTER II
COORDINATION AND STANDARDS

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2.1. *Principal Function of the UGC.*—The principal function of the UGC relates to coordination and standards of higher education. The long title of the University Grants Commission Act, 1956 reads thus;

“An Act to make provision for the coordination and determination of standards in universities and for that purpose, to establish a University Grants Commission.”

The Act itself was passed under powers vested in parliament in terms of entry 66 in the Union List of the Seventh Schedule of the Constitution of India. The wordings of the entry are: “coordination and determination of standards in institutions for higher learning or research and scientific and technical institutions.” While entries 63, 64 and 65 of List I of the Seventh Schedule referred to powers of Parliament to legislate in respect of central universities, institutions declared by Parliament to be national importance and central agencies and institutions for professional, vocational or technical training and for promotion of special studies or research, entry 66 was intended to vest in parliament exclusively the limited authority (limited by entry 11 of List III of the Seventh Schedule which placed education, including universities, in the purview of powers of the States) in respect of coordination and standards on an all-India basis. As Dr. Ambedkar explained in the Constituent Assembly, this entry was meant to give powers to the centre in dealing with institutions maintained by the provinces to the limited extent of coordinating the institutions of higher education and research and of maintaining the standards in these institutions “to prevent these being lowered.” However, the UGC Act—which is the only legislation passed by parliament under entry 66 of the Union List—touches only part of the area of coordination and determination of standards envisaged in the said entry. There is no legislation on coordination and standards in the total sphere of higher education and research *i.e.* covering universities as well as other non-university institutions of higher education and research though there are bodies like AICTE and its coordination committee, the Medical Council of India, the

ICAR, the CSIR and the like dealing exclusively with technical or professional institutions. This has resulted in higher education and research tending to get compartmentalised without an organ set up under law for overall coordination.

2.2. In section 12 of the UGC Act have been laid down more elaborately the functions of the Commission whose general duty is “to take, in consultation with the universities and other bodies concerned, all such steps as it may think fit for the promotion and coordination of university education and for the determination and maintenance of standards of teaching, examination and research.” Since promotion and coordination has much wider connotation and includes promotion as well as coordination of standards as such, it would be appropriate to deal first with “standards” and then with “coordination.”

2.3. Addressing the special convocation of Allahabad University as early as in 1947, Jawaharlal Nehru summed up what a nation expects from its universities, “A university,” he said, “stands for humanism, for tolerance, for reason, for the adventure of ideas and for the search of truth. It stands for the onward march of the human race towards even higher objectives. If the universities discharge their duty adequately, then it is well with the nation and the people.” Social, economic and cultural growth of the nation as well as its security and quality of life depend to no small extent on what the universities think and do and the opportunities they provide for refinement of intellect and of tastes, cultivation of ideals and human attitudes, for acquisition of knowledge and skills necessary for making worthwhile contribution to economic growth and social efficiency and above all, building up faith in human values. The Carnegie Commission on Higher Education (1967—73, U.S.A.) considers that the fundamental obligation of the universities is “to preserve, transmit and illuminate the wisdom of the past. . . . provide an environment for research and intellectual curiosity in the present and to assure for the future the trained minds and the continuing interest so that the store of human knowledge may keep

on expanding." Higher education, if it is worthwhile, should bring about an improvement in the quality of life and generate "research and creative ideas for the solution of profoundly complex issues" as well as provide "basic research and higher skills to assure national economic growth and well-being." Robbins Report (1961—63, U.K.) highlighted among the goals of higher education its function of providing instruction "in skills suitable to play a part in the general division of labour." If the university fails and standards of higher education and research decline, the loss is far more serious than can be measured merely in terms of waste of funds and of human effort; the damage affects far more dangerously, it affects the nation's growth and security and its position in the internationally competitive societies. All this may sound an oft-repeated truism; but a nation pays dearly, if also less apparently, for indifference towards standards in higher education.

2.4. *Standards in Higher Education.*—We are not in a position to report on the standard of higher education in the country, nor do we feel that we are called upon to do so in the context of the present undertaking. Nevertheless, we have to take note of the observations made by the Radhakrishnan Commission, the Education Commission and other bodies in this regard. The Radhakrishnan Commission said: "It is true that many of our universities do not compare favourably with the best of British and American universities. . . . The average standard still remains on the low side." The Education Commission referred to reports of the U.P.S.C. and the opinion expressed by employers as well as the university teachers themselves that "the situation in higher education is unsatisfactory and even alarming in some ways, and the average standards have been falling and that rapid expansion has resulted in lowering of quality." The M.P.s (Sapru) Committee on Higher Education (1964) also found that barring some universities which had internationally comparable standards, "there is a noticeable tendency to lower standards and attach more importance to quantity rather than quality." Concern over poor standards has been expressed from time to time in Parliament also.

2.5. We realize that there can be no absolute standards and fixed norms of teaching, examination and research; there has to be pursuit of standards in a spirit of constant striving for something better. There is bound to be variety in the levels of performance of various institutions. As Dr. Robert

Goheen, President, Princeton University (U.S.A.) told our committee, maintenance and development of standards has been a matter of attitude and tradition rather than of regulation in the United States, none the less there are strong institutions which set a standard which others try to aspire for; in any case the category to which a university or college belongs from the point of view of standards is known to the public and is reflected in the choice of a university or college by students. From the top level of Harvard and some others to the bottom level of the Community Colleges the tiers of higher educational institutions are well-known. The standards are judged by various accrediting bodies and made known all over. Similarly in the U.K., as Prof. R. C. Honeybone told this committee, the system of external examiners and scrutiny of syllabi, question papers, answer scripts, and the like, by people from other universities from time to time determine and assess the standards of various departments and faculties in different universities. What we wish to emphasise is that improvement of standards is an unrelenting quest requiring considerable vigilance, ingenuity, experimentation, backed by public opinion and resources. It is not the cloistered concern of a university or of the UGC, it is a matter of national survival.

2.6. Standards of higher education are determined by a large number of factors which do not permit full analysis nor do they admit of arrangement according to priorities which differ with every situation. Much can be achieved if there is proper academic leadership, an atmosphere of urgency, and a determination to go ahead innovatively making do with whatever resources are available and improvising others. Nevertheless, there are factors which lend themselves to comparatively easy treatment and provide a base for ensuring quality of education. Some of the more important among them are as follows:

- (a) caution and care in establishing new universities and colleges with a view to ensuring that there is a need for them, that they do not adversely affect other existing institutions, and that there are adequate human and material resources to support them;
- (b) a thoughtfully laid down admission policy;

- (e) recruitment of teaching staff of the very best quality and its proper training;
- (d) effective and relevant curricula;
- (e) dependable methods of examination and evaluation of the attainments of the students and their quality of work;
- (f) adoption of effective teaching methods and utilisation of modern teaching aids and educational technology;
- (g) provision of libraries, laboratories, films, tapes, maps, charts and other equipment necessary to support teaching;
- (h) organisation of research with due regard to the resources available and its relevance to national/regional problems demanding solution;
- (i) a proper system of governance of universities and colleges which provides both for freedom to experiment and change and needed watchfulness and control.

2.7. *UGC and Standards.*—As early as in 1961 the U.G.C. appointed a committee to study the problem of standards in the universities and colleges and recommend needed action. The committee's report appeared in 1965 and it recommended a large number of measures for action. The report of the committee was important and it would be worth-while reproducing some of its recommendations. The standards committee, *inter alia*, drew attention to the need for:

- (i) rationalisation and modernisation of courses of study which it found "are not related to well-defined educational objectives", setting up boards of studies for formulation and modification of syllabi by the universities, setting up review committees as an in-built device within each university for a periodical critical evaluation of courses, adding an extension wing to centres of advanced study for offering facilities of refresher courses and research to teachers of universities and colleges, and institution by the UGC of standing review committees for continual study of university courses;
- (ii) having a three-year under-graduate course after 12 years of school education;

- (iii) allowing post-graduate studies to be started in colleges only if they fulfil requisite stringent conditions and the desirability of universities consulting the UGC before post-graduate colleges are started;
- (iv) greater coordination between departments of different universities in matters of research programmes, careful selection of candidates after assessing their research aptitude and careful supervision of research work;
- (v) improvement of science teaching at school level, continual review of science courses in the universities in view of the rapid advance of scientific knowledge, proper utilization of available scientific equipment and greater provision for research and development in the field of science;
- (vi) improving the conditions in teaching and learning in Indian universities and colleges, which it found "unsatisfactory", by imposing a curb on expansion of numbers beyond available resources like staff and libraries, laying greater insistence on written assignments and tutorial work rather than lectures and dictation of notes, and improving conditions of service of teachers, providing facilities for research to teachers, giving university teachers orientation in the techniques of teaching, and collection and communication to universities and colleges by the UGC of information regarding modern teaching aids like radio, television, films and the like, and organisation of exhibitions at suitable centres in regard to their uses;
- (vii) bringing about changeover in medium of instruction to a regional language only after the universities satisfy themselves about the competence of teachers to teach in that language and about the availability of sufficient number of good books, and imparting knowledge of English as a common link language for inter-university communication within the country and abroad;
- (viii) bringing about reform in the examination system by introducing internal evaluation,

objective tests and by careful setting of question papers for examination and preparation of a tentative outline of answers to ensure uniformity in evaluation, and moderation of results with reference to approved statistical procedures like sealing to a common mean and standard deviation, etc.;

- (ix) selecting able and academically minded persons as vice-chancellors with full authority and facilities to discharge their duties, high degree of university autonomy in academic matters, non-interference in academic programmes by laymen in university bodies like senate and syndicate, 'streamlining methods of administration to allow heads of the departments time to devote themselves to study and do research;
- (x) regulating and controlling the growth of colleges, having a reasonably uniform system of granting affiliation to colleges all over the country, giving "autonomous status" to good colleges, introducing the system of government meeting the 90 per cent of the deficit of colleges all over the country as was done in respect of constituent colleges of Delhi University.

(Now Delhi college's get grants to cover 95 per cent of deficit).

The committee envisaged for the UGC the role of raising the level of university education "firstly to the highest standards obtaining in our own country and secondly to raise the best attainable in our country to international standards," developing and strengthening academic facilities among universities on a regional basis to ensure utilisation of material and personnel resources, organizing more seminars and conferences and appointing more review committees and setting up more centres of advanced study. It wanted the Commission to have more funds to be able to provide effective leadership to universities in the sphere of standards and the central government to exercise strict control on the establishment of new universities by the states.

2.8. This valuable report was circulated to the universities in the country and constituted the basis

for UGC's efforts for raising the quality of teaching and other work in the universities. During the period under review by this committee, as has been stated in reply to our questionnaires by the authorities of the Commission, it has not been possible to define "national standards in respect of various courses" and to have a machinery for applying well-defined techniques for measuring them. However, the UGC is now giving thought to the need for laying down minimum standards in respect of syllabi of courses for various degrees. It has succeeded from time to time in having its recommendations in regard to revision of pay scales of university and college teachers accepted so as to attract qualified people to the profession of teaching. It has also initiated and supported a number of programmes for improvement of the faculty, of libraries and of amenities for students. These will be dealt with in subsequent chapters.

2.9. *Promotion of University Education.*—Section 12 of the UGC Act lays down promotion and co-ordination of university education as one of the main tasks of the University Grants Commission. It was realized that for a vast country like India opportunities for university education were not adequate and there was need to expand these opportunities to meet the needs of the country for men of ability in various spheres of national life. There were only 16 universities and 591 other institutions of higher education including colleges at the time of independence. Their number rose to 32 universities and 1004 colleges in the year 1955-56 when the statutory UGC was set up. In the decade 1950—60 there was an annual growth rate of 9.4 per cent in the enrolment in higher education in India. Whereas the number of students in higher education per 10,000 population in 1960 was 15 in India, it was 198 in the U.S.A., 112 in the U.S.S.R., 110 in Canada and Philippines, 85 in Japan, 74 in Israel, 59 in German Democratic Republic, 58 in the U.K., 52 in Federal Republic of Germany, 47 in France and 40 in Korea.¹ The need for promotion of higher education in India was, therefore, indisputable. The task of 'promotion and coordination of university education', entrusted to the UGC under the Act, implied that as an autonomous body it should assist in the development of opportunities for education and at

1. (a) Statistical Reports and Studies in Higher Education : UNESCO 1965.
(b) UNESCO Statistical Year Book for enrolment data for France.

the same time take measures to see that the higher education provided in institutions was of a good standard and that the growth and development in higher education was brought about through coordination of effort and resources. In practice, however, unplanned multiplication of universities and colleges prevented consideration of a coordinated national policy for promotion of higher education and the UGC was more or less presented every year with a *fait accompli* in terms of newly established universities and colleges. It could do no more than express concern at the proliferation of the universities and their establishment without consideration of need or of necessary inputs. In the circumstances, the Commission was virtually unable to exercise its role for promotion of higher education according to a coordinated plan based upon national needs.

2.10. *Coordination.*—Coordination of university education implies, in its positive aspect, organisation and direction of resources and several activities of universities in the country and the academic community to achieve certain clearly defined goals. There has got to be a clear picture of the direction in which the universities are functioning, an enunciation of the objectives and goals of their planning, a realistic assessment of the resources—human and material—available to them and a future perspective based on their capacity and potentials. It also involves understanding of the philosophy underlying national policies—social, economic, political and cultural—and the manner visualised for their fulfilment through various governmental and non-governmental agencies. It also raises the question of examining the profitability of investment in higher education. Coordination, in its negative aspect, implies that activities and resources should not be utilized to serve conflicting purposes and thereby to neutralise the gains, that scarce resources must be judiciously utilised and duplication avoided as far as possible. There was obviously need in India to provide opportunities for education in regions and areas which had remained neglected earlier. There was also the necessity to develop new branches of knowledge to keep pace with world developments and to meet national needs. This would, however, not mean adding facilities without reviewing the existing ones and without

re-organizing and restructuring them so as to bring optimum benefit to the nation keeping in view the limitation of resources and competing claims on them from various sectors of economy. Even in developed countries there has not only been realization of the high cost of expanding higher education but positive effort at placing a moratorium on expansion and concentrating on essential areas. In a rich country like the U.S.A. some universities and colleges had to be closed down for want of funds. There are various agencies for coordinating activities of universities and colleges at the state level as well as at regional levels and some voluntary organisations even at the national level like the American Council of Education. Clusters of under-graduate colleges with common post-graduate centres have grown in the United States. In the U.K. the White Paper of 1972 accepts that there will be no university expansion in 70's and only envisages advice from the UGC as to whether one or two more universities may be needed some time in the 1980's. In fact the House of Commons Committee on Expenditure (1972) had expressed itself in favour of the creation of a commission to have over-all responsibility for all higher education, though this proposal was not accepted by government as it was felt that the number of universities, polytechnics and other institutions would be too large and cumbersome for one body to deal with.¹ In France and the U.S.S.R. the control on expansion is still more rigorous and well coordinated. In several European countries including France and Sweden and almost all East European countries there is comprehensive planning into which educational planning must necessarily fit. In short the need for coordination of resources for higher education is an accepted principle even in economically advanced countries. It would be of interest to compare the annual rate of growth and enrolments in a few typical examples. In the decade 1960-70 the rate was 12 per cent in India as against 8.7 per cent in Japan, 7.1 per cent in the U.K., 6.7 per cent in the U.S.S.R., and 11.9 per cent in France.² This comparatively rapid growth in India has to be considered with regard to the country's resources in men and material and the claims on national resources from other sectors of economy like agriculture, irrigation and industry. We feel there is need for a workable national policy of

1. Jack Embling—A Fresh Look At Higher Education.

2. (a) Statistical Reports and Studies in Higher Education : UNESCO 1965.

(b) UNESCO Statistical Year Book for enrolment data for France.

promotion of higher education which should not be difficult to evolve now that education has been brought on the Concurrent List.

2.11. *UGC's Difficulties.*—Some universities came up in this country in areas where there was need and UGC support was fully justified but at the same time there has been proliferation of institutions under various pressures in several states. Despite the UGC's view in its first phase that accent should be on consolidation rather than expansion the number of universities from 1961 to 1975 shot up from 48 to 111 and that of colleges from 1783 to 4388, the number of teachers increased from about 60,000 to over a 1.5 lakhs. Not only did the number of institutions increase but there was also duplication and multiplication of similar facilities in various places. Institutions were set up without necessary resources. The University Grants Commission did at times raise its voice against unplanned and uncoordinated expansion, but by and large it remained helpless, having no authority to enforce its views. The UGC Act was amended in 1972 and grant to a new institution by the UGC or from the central government would not be given unless the Commission declared such an institution to be fit for such grant. Despite this provision a number of universities came into being in the years after 1972, some of them without the concurrence of the UGC. The number of new colleges added every year has shown a little fall. As against an increase of 277 colleges a year on an average during the years 1970-71 to 1972-73, the number of new colleges that came up in 1973-74 and 1974-75 was 150 and 80 respectively, though in 1975-76 the number again rose by 120 (as on 1-8-76). This was partly because of enforcement of somewhat stricter conditions regarding recognition of affiliated colleges by the UGC under section 2(f) of the UGC Act and partly because in the changing socio-economic set-up there are fewer organisations or individuals able to offer even the minimum necessary financial outlay for starting an institution.

2.12. *Segments in Higher Education.*—The UGC Act itself limits the role of the Commission to co-ordination and standards in respect of university education only. Our constitution-makers had conceived of "coordination and determination of standards in institutions for higher education or research and scientific and technical education", as per entry 66 of List I of the Seventh Schedule. A new dimen-

sion has been added to the work of coordination by what is now known as explosion of knowledge and by the growing need of interdisciplinary work and of greater attention to the bridge areas connecting fields of knowledge hitherto regarded as unrelated. Work of coordination in higher education calls for a new approach which treats the realm of knowledge as indivisible. However, as things are, large sectors of higher educational have been kept out of the UGC's purview. Medical education is given in medical colleges which are constituent or affiliated colleges of universities but they are more or less outside the purview of the UGC. They are funded by the Ministry of Health and Family Planning and overseen by the Indian Medical Council. As some eminent experts on medical education told us there are various areas in which science and social science faculties of a university and the medical faculty ought to work in close collaboration. Similarly IITs and regional engineering colleges are outside the university system though some of them have found it necessary to have faculties of humanities and social sciences. They are directly funded by the government and the All India Council of Technical Education deals with the matters of coordination and standards concerning these institutions. Agricultural universities have been put under a different organisation, the Indian Council of Agricultural Research under the Ministry of Agriculture and Irrigation, although there are agricultural colleges affiliated to the normal multi-faculty universities. In the field of legal education the All India Bar Council is concerned with the first law degree so far as it makes a law graduate eligible to practice the profession of law but masters level studies and research in law are with the universities and, therefore, a matter calling attention of the UGC. There is thus a sort of diarchy in dealing with matters of legal education. There is very little institutionalised coordination between the UGC and the Indian Medical Council. The same is true of relations between the UGC and the All India Bar Council. The only link with it is that some nominees of the UGC have been associated with the All India Bar Council. The contact between UGC and ICAR has hardly been of any significance except that there are representatives of the UGC on ICAR's standing committee on agricultural education. The position is slightly better in relation to AICTE which has UGC's nominees on it and which is consulted by the UGC in matters pertaining to engineering and technological institutions within

the university system. As an eminent scientist told this committee, the AICTE ought to have functioned as an agency of the UGC after the latter was set up. It was brought to our notice that some years ago the Planning Commission had, on its own initiative, constituted a committee to look into matters of coordination between health and agricultural education as well as other university education. The committee had the then education secretary as its chairman and representatives of ministries of health and agriculture. ICAR and Planning Commission as members. The need for coordination was accepted but when it came to working out details no concrete results were achieved, as each organisation wanted to have its distinct identity and function in the same way as the UGC was functioning in respect of the universities. Coordination, therefore, was largely dealt with in an *ad hoc* manner.

2.13. *Research*.—The university as a body of higher learning has, traditionally speaking, two lungs—teaching and research. Both together lend the breath of life to it. Yet in the field of research there is concentration of resources in bodies outside the universities, such as the national laboratories under the CSIR. Indeed specialised national laboratories have a place of their own and in the present day world of rapidly advancing technology a separate agency like the CSIR under the Department of Science and Technology has a significant role to play. Nonetheless, it is the universities which feed the laboratories with trained talent and fundamental research is a sphere in which universities must have primacy and the national laboratories should in turn influence the university departments to gear young scientists to applied research of relevance to social needs. Some studies conducted on behalf of the research and development group of the National Council of Science and Technology have revealed that research output of universities and other educational institutions has been much higher than that of R&D laboratories. For example, the report on research done in physics has revealed that universities and other education institutions together contribute about 75 per cent of the national research output as against the research laboratories' share of about 25 per cent.¹ It is necessary therefore, that there should be very effective coordination between research institutions and the universities and the University Grants Commission should

play a pivotal role. As it is now, the linkage between the UGC and the CSIR is not adequate. It is limited to avoidance of the same candidate getting a research fellowship from the UGC and the CSIR. There are some individual instances of collaboration between a university and a research institution like Bombay University and the Tata Institute of Fundamental Research, Madras University and Central Leather Research Institute, or Delhi University and the National Physical Laboratory. But these are linkages more on personal academic level than institutionally organized ones. The CSIR has, no doubt, been giving funds for research projects to various university professors and researchers but even in this matter there has not been in the past much joint consultation between the UGC and the CSIR. Similarly, the Atomic Energy Commission has been having direct contact with some universities and sponsoring research programmes there. At the UGC level there has been no adequate linkage. Even the Director-General of CSIR informed this committee that there was no systematic linkage between universities and other organisations like CSIR, IITs, etc., and whatever linkage was there was purely of individual cases on a bilateral basis.

2.14. It has been found as a result of perusal of the proceedings of the UGC over the years that on many occasions it was the CSIR or the Committee on Science and Technology which had taken initiative in seeking the establishment of a coordinating agency conjointly with the UGC. The Commission in a meeting in February, 1965, held the view that instead of setting up a central committee, as was suggested by the CSIR, it would be more useful to establish committees/panels on a working level between concerned universities and the national laboratories in the region. However desirable the decision of the Commission was for better coordination at the field level, it is difficult for us to appreciate why setting up such a coordinating body at the central level was not favoured by the UGC. Again an interesting and detailed note was sent by the CSIR containing recommendations and suggestions of the Third National Conference of Scientists, Technologists and Educationists which, *inter alia*, referred to matters of collaboration between universities and research institutions as well as to strengthening of the university system and building up of centres of excellence. This was considered

¹. A Report on the Research Activities in Physics in India—1966 to 1971—R & D Group of N. C. S. T.

by the Commission in its meeting of March 1971 and the note received from the committee on science and technology was circulated to the universities for information. It has not been possible for us to find out why the UGC itself did not take more active interest in the matter at its own level. One of the good results of coordination between CSIR and the UGC, at the initiative of the former, was the publication of a directory of scientific research in Indian Universities in 1975. Efforts at coordination with Atomic Energy Commission also appear to have emanated from the initiative taken by the AEC itself. There has been absence of meaningful coordination between research laboratories and organisations on the one hand and the UGC on the other. Even in the field of humanities and social sciences new organisations to promote research such as the Indian Council of Social Science Research and the Indian Council of Historical Research have been set up by the ministry of education. It appears to us that these areas of research should legitimately have been within the university system itself and people interested in these disciplines, who are outside the university system, should also have been involved in the university system. Though there are some linkages in the form of common membership of these organisations and the UGC or its committees in the matter of research in social sciences and history, it would appear that the UGC and the university system do not occupy the pivotal position in such research which they should have had.

2.15. Need for a High level Body for Coordination.—For coordinated development of higher education consistent with optimum utilisation of national resources, it would appear to be necessary to have an effective coordinating machinery at a high level to bring together and harmonise the activities of universities and colleges and other research organisations as well as the activities of different segments of higher education. In reply to our questionnaire the UGC has stated that they do not at present have “any machinery for coordinating the entire university level research work undertaken by universities and other agencies...in the absence of such a machinery there is repetition in the areas and projects of research.” Recently the need for coordination between the UGC and other organisation has been more keenly realized and some efforts for setting up joint consultative committees are being made. Also the science research council has been set up in the UGC for the purpose of liaising with other research

bodies, e.g., the CSIR, BARC and the like. We wish all higher education were under one ministry. However, in the present arrangement, we feel that there is need for a high-level coordinating body with heads of different organisations like the UGC, the NCST, the CSIR, the AEC, the ICSSR, the ICHR, the ICAR, the ICMR and AICTE as well as senior representatives of the ministries of education, health and agriculture and the Planning Commission as its members. This body should deal with policy matters regarding coordination of the activities of various educational and research organisations and earmark areas as well as funds required by them and lay down guidelines for joint activities, where called for. What we wish to emphasise is the need for a body to deal exclusively with matters of broad policy regarding coordination of activities and sharing of resources between areas of teaching and research in higher education involving universities falling within the purview of UGC, higher educational institutions outside the purview of the UGC and non-university research organisations. The UGC would naturally be expected to play the role of a *primus inter pares* in this multi-organisational body. We would recommend to the government to take necessary steps to set up such a body. This policy-making body should have a small standing committee which should meet more often to keep reviewing the implementation of the policy decision and take necessary follow-up action.

2.16. Coordination within the University System.—Within the university system itself, coordination at the national level is the responsibility of the University Grants Commission. However, there are various matters, particularly in regard to colleges, which need attention at the state level also. There is, therefore, need for a coordinating body in each state. It should consist of all vice-chancellors and selected college principals, some independent academicians and representatives of the state government as well as of the UGC. The chancellor should head this body which should deal with matters of coordination at the state level within the overall national policy. One essential factor of coordination of university education is to develop inter-institutional programmes for common and agreed purposes. There has been no perceptible effort at achieving such inter-action as between universities at the national or state level. As between colleges affiliated to the same university such collaboration has been largely absent. Inter-

iversity coordination in the matter of exchange of teachers, exchange of students, pooling of library facilities in regions, coordination in research, common facilities for costly and sophisticated equipment, has also not been evident. It is, however, encouraging to learn that the UGC is now thinking of having regional instrumentation centres and common library facilities. These are areas in which a well-conceived plan for action needs to be drawn up and implemented vigorously. With education already on the Concurrent List there should be no difficulty in giving mandatory (and not merely advisory) powers to the UGC for achieving these objectives and its own effort in this direction should bring useful results. In the matter of standards also there has got to be coordination between universities and colleges so that desired objectives of higher education are achieved. As the Supreme Court has observed (*Gujarat University versus Shri Krishna*), the power of parliament in respect of coordination and determination of standards is not merely a "power to evaluate" and fix standards of education, but is also a "power to harmonise or secure relationship or concerted action". The UGC should take measures which will harmonise and secure relationship among institutions of higher education for concerted action. The Commission has initiated certain programmes for the purpose of improving standards but partly because of limited resources and partly because of absence of powers to have its decisions implemented properly and also because it has not effectively exercised the powers of evaluation and inspection, the Commission's efforts have not borne the desired results. The reluctance of states to play their part, the resistance on the part of vested interests among older academics, the pervasiveness of local pressures have prevented any meaningful results coming out of whatever effort was made by the Commission to bring about uniformity in respect of course durations, preparation of core syllabi evaluation and examination system, norms of enrolment, laying down work loads of teachers and such other measures. It would be pertinent here to take a brief view of the various programmes the Commission has initiated in this regard.

2.17. *Unplanned Expansion*.—There has been an unplanned increase in the number of universities and colleges more or less throughout the period of exist-

tence of the University Grants Commission. Opening of new institutions without adequate resources in men and material has perhaps the severest effect on standards of higher education. The UGC did voice its concern, perhaps more vigorously in the earlier years, but found itself helpless because it had no powers to prevent coming into existence of higher educational institutions under different pressures. Even after the amendment to the UGC Act in 1972 though there has been some reduction in the rate of increase of colleges, the rate of increase of universities has not shown any appreciable decline. Now that education has been brought on the Concurrent List, it is necessary that the University Grants Commission should be given through appropriate legislative action adequate powers to prevent coming into existence of universities and colleges unless it is fully satisfied that planning for the setting up of such institution is adequate and the resources, both in men and material, are forthcoming. Above all, it must have a say in assessing whether there is need for a new institution.

2.18. *Enrolment and Admission Policy*.—The products of universities and colleges, both graduates and post-graduates, should have an adequate standard of educational achievement so as to be able to serve the nation and society in various walks of life with efficiency, integrity and character. It is imperative that our young men and young women receive the right kind of training and orientation of outlook when they are passing through the most sensitive years of their lives during their college and university education. This is possible only if the number of students in a university department, a college or a class is kept within the limit which permits effective imparting of instruction and kindling of enthusiasm for self-learning among the taught. What an eminent educationist and writer of the last generation in Canada, Stephen Leacock, called "a convoy system of education" is never going to yield the desired results in this direction. Unfortunately, we have had in some institutions large numbers of students lectured at by a teacher who is unlikely to feel challenged to prepare himself thoroughly to meet the inquisitiveness of individual pupils, to provoke questions and answers and to guide the students in self-study. In the course of our visits to different parts of the country, we learnt of institutions where

personal contact between teachers and the taught was negligible. In effect, students became passive or indifferent listeners to what the teacher said and often depended on bazar notes to pass the examinations. While theoretically the teacher-pupil ratio in higher education India may have varied between 1:16 to 1:21, in practice in various subjects the ratio at several places would be far worse. This, naturally, has not encouraged a proper system of tutorials, stimulating seminars or discussion groups, or scrutiny of individual assignments of students by the teachers.

2.19. People often mention the example of Oxford or Cambridge or Harvard as places where excellence is engendered in the universities. The real secret of promotion of excellence lies in an intimate two-way contact between the teacher and the taught, one provoking the other and both striving towards higher and still higher achievement. As Dr. David Selborne, a Fellow of Ruskin College, Oxford, who was on a visit to India in 1976, told this committee, he had seven students for tutorials and gave one hour to each in a week, giving them assignments and going through with each student the paper he had written and guiding him in further studies. As Dr. Selbourne told us, the students kept him on his toes and he had to delve deep into the literature on the subject to be sure that he could check up whatever the student had written—whether there was any plagiarism in the transcript of the student. Every university or college in India may not reach the level of Oxford but certainly we would expect a much better teacher-pupil contact than is possible in the prevailing circumstances in most of the places barring exceptional seats of higher learning which take care to see that the numbers do not exceed a certain optimum. Quite often in the past in the matter of enrolment there have been unacademic pressures on institutions to increase the admissions. There have been policies like making every student with 40 per cent marks in higher secondary eligible for admission to under-graduate courses and so on. While from time to time the UGC has in general terms urged through its guidelines and circulars the need for restricting admissions to available resources, as emphasised in the national policy resolution on education, it has had no authority to intervene and prevent admission of larger numbers than is warranted by available resources. Again

some educational institutions are compelled to disregard norms regarding admissions because of financial constraints and they have often even violated the guidelines of the UGC but the UGC has never utilized its powers of inspection under the Act to check up the actual situation on the ground. The Commission should lay down guidelines in respect of enrolment policy which should be followed by all universities and colleges.

2.20. Though the recommendations of expert committees, sent by the UGC from time to time to universities for adoption, have laid stress on tutorial system and other ways of closer contact between teachers and pupils, there has not been any attempt at developing norms and patterns of staffing to ensure proper adoption of the tutorial system. No norms have been laid down for work-load of teachers at all levels in terms of class lectures, tutorials, additional work involved in the system of internal assessment, which is being implemented as a pilot programme, and conduct as well as guidance of research. The UGC should evolve such norms expeditiously, communicate them to state governments and institutions, and see that they are put into effect in all universities who should be given adequate financial and other resources for the purpose. In view of the recent trend of decline in the rate of increase in enrolment and the expectation of further fall with the introduction of 10+2+3 system, it should be easier, to provide in a phased manner additional inputs in the form of increase in the number of faculty members the requirements of which should be assessed in terms of new tasks, which need to be performed efficiently and effectively.

2.21. In India we have had several sections of the community suffering from socio-economic disadvantages. It has been the legitimate concern of a popular government, committed to uplifting the disadvantaged, to see that opportunities are not only made available but guaranteed to students coming from the weaker sections of society. There have therefore, been reservations for different categories in different institutions. Not only have there been reservations for scheduled castes and scheduled tribes but also for what are termed backward classes and there have been instances in the past where admission has in a state been based on caste percentage

There can be no two opinions on the need for providing opportunities for higher education to weaker sections. But the method adopted for providing such opportunities has to be worked out with care so that the weaker sections do not continue to remain backward in spite of their entry into institutions of higher education. It is necessary, therefore, that while it should be ensured that a certain percentage of available seats are given to young men and young women from these groups of the society it is equally essential that students selected from among these groups be given adequate remedial and preparatory courses so that once they enter a college or a university they can on a level of equality with others get involved in the process of higher learning. This is a matter which needs special attention of all authorities dealing with different educational institutions and it is for the UGC, in the interest of maintenance of standards, to make sure that all the institutions adopt such measures in a systematic manner. In fact it is for the UGC to evolve with the help of academicians the frame-work of such remedial courses and strict guidelines for their implementation and also to inspect and evaluate implementation of these measures.

2.22. *System of Admission.*—As the committee on standards set up by the UGC found out, different institutions, including universities and colleges, have different methods of admission. Some have admission tests, some go by marks obtained at the previous qualifying examination, some only have a brief interview of candidates for admission. As against this there are combined or uniform admission tests for professional institutions of higher education like IITs, regional engineering colleges and medical colleges. The result is that the intake into these professional colleges is of young people of adequate calibre and wastage rate is also low. As against this the general attitude towards admission to universities and colleges is that anybody who has passed the qualifying examination should get admission, irrespective of the fact whether the candidate has in him the capacity to absorb, and benefit by, higher education. Moreover, admission to higher education must have some correlation with manpower requirements. This has unfortunately been a weak link in educational planning in this country, though admissions to professional institutions have been done according to some plan

projections. It is necessary, therefore, that there should be some manpower planning to guide enrolment in general university education and there should also be a policy and a system for selection of suitable candidates for admission to higher educational institutions. It would not be possible or practicable nor even desirable from the point of view of university autonomy to have a system like that of combined admission examinations but it is for the UGC with the help of academicians from time to time to devise methods of admission for the guidance of universities and colleges. Even in the U.K. where the UG Committee is not formally entrusted with the task of co-ordination and determination of standards it does indicate enrolment in each university not only in a particular year but even for the entire quinquennium and allocates grants accordingly. The University Grants Commission in India is responsible for co-ordination and standards and, therefore, it must be given the authority to enforce measures for regulating admissions to institutions of higher education.

2.23. Restrictions on admission need not mean denial of opportunity to those who may want to improve their academic achievement or their employability. For such people the avenues should be those of correspondence courses or, when they are set up, one or more open universities in different parts of the country and the facility of appearing as private candidates in public examinations. Restriction on full-time university entrants is practised in several countries. For example, in the U.S.S.R. only 45 per cent of the total were full-time students at university level in 1960 and the percentage rose to 51 per cent in 1968. In fact even these alternative avenues to higher education should not ordinarily be available to persons who have just come out of the secondary school system but only after they have had some experience of work in life so that their pursuit of higher education is well motivated and they have matured with experience of life and work. A very important concomitant to regulation of enrolment is the delinking of university degrees from recruitment to most of the services in governmental as well as non-governmental sector where university education is not considered necessary and a positive preference for people who have not wasted their own time and nation's resources in acquiring higher education of dubious

1. Nigel Grant—"Structure of Higher Education : Some International Comparisons" in *Present and Future in Higher Education* (Ed. Bell & Youngson).

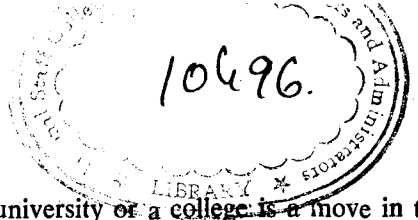
value which would not be of much avail to them in the professions or jobs they take. With the introduction of the 10+2+3 system it should be possible to achieve the objectives mentioned above and divert a large body of secondary school products to services and vocations.

2.24. Teacher Recruitment and Training.—The two most important components of standards are the students and the teachers. Merely regulating enrolment may not be of much avail unless careful selection is made of teachers of quality and character. In the matter of minimum qualifications for university and college teachers the UGC in its earlier days did prescribe such qualifications through regulations. However, these regulations were subsequently withdrawn. Now, with the revision of grades with effect from 1-1-1973 the Government of India have prescribed that all future recruitment must be in accordance with qualifications prescribed by the UGC from time to time. The UGC has also applied its mind to the problem and prescribed certain minimum qualifications for recruitment of lecturers in universities and colleges. The Commission has laid down a uniformly good record up to M.A./M.Sc./M.Com. level with B+ (good second class) at the post-graduate level and Ph.D. or M.Phil. degree or research work of a good standard. The UGC must be complimented for having recommended from time to time the revision of pay scales of university and college teachers so as to make them reasonably comparable with other higher services in order to attract the bright products of universities to the teaching profession. Earlier, not many of the brighter products of the universities went to teaching but preferred other more gainful avenues of employment. The result was that in many institutions substandard people got recruited to the teaching staff. With the revision of grades it should be possible for universities and colleges to attract suitable people to the profession of teaching in higher education. In fact in several disciplines, as we were told by the large body of vice-chancellors, principals and academicians whom we met, candidates with much better record than the minimum record up to M.A. level prescribed by the UGC are often available. However, in some subjects there may not always be available the required number of first class M.A.s to fill the vacancies in universities and colleges. Therefore, the minimum prescribed by the Commission, when it is applicable to all subjects, would appear to be a good working rule but in practice the very best

must always be recruited and it is for the Commission to devise a mechanism whereby it can evaluate and assess whether the very best available are recruited by a particular institution.

2.25. Research Qualifications for Teachers.—The UGC has prescribed for university lecturers the minimum qualifications of Ph.D. degree or research work of high order and a consistently good academic record with B+ (good second class) in the master's degree. The minimum prescribed up to master's level is relaxable if the research work of the candidate is of a very high standard. Also if no suitable candidate with doctorate is available a master's degree holder, provided he has done research work for at least two years, can be selected on the condition that he obtain a doctorate or gives evidence of research work of equivalent high standard in five years failing which he will not earn future increments. For college lecturers the qualifications prescribed are a uniformly good career up to M.A. level, as in the case of university lecturers, and an M.Phil. degree or published work indicating the capacity of a candidate for independent research work. If a suitable candidate with M.Phil. degree or published work is not available, a candidate with consistently good academic record up to M.A. level may be appointed on the condition that he obtains an M.Phil. or other recognized degree beyond Master's level or gives evidence of published work of high standard within five years failing which he will not earn future increments.

2.26. However, in the course of our interview we found that a considerable body of academic opinion—including some able academicians—did not favour prescribing a Ph.D. degree as a necessary qualification for recruitment of lecturers in all disciplines. They expressed the fear that such a stipulation would tend to dilute the already suspect standard of Ph.D., as there would be a race for securing a research degree. They also pointed out that a good teacher who is dedicated to his profession, keeps abreast of latest developments in his discipline through continuous study, possesses the skill of communication and can impart good instruction as well as inspire self-study among his students or have other qualities valuable for corporate life in the campus, may not necessarily be a researcher or holder of a Ph.D. degree. On the other hand, one who contributes innovation in teaching methods, reform of curriculum or writes good text-books should be entitled to



rated a good teacher. This committee appreciates that primary stress should be on teaching and there should be no over-emphasis on research to the neglect of teaching. The Robbins Committee report in England also gave emphasis to teaching *vis-a-vis* research and expressed the view that good research should flow from good teaching. Jack Embling, the British educational expert working with the OECD, has also said that the assumption that a university teacher should also do research is "one of the root causes of relative undervaluing of teaching and the tyranny of the doctorate" and it should be "abandoned in theory as well as in practice and is just not feasible in a situation of expanding higher education." In the U.S.A., the Carnegie Commission report refers to "over-emphasis on research to relative neglect of teaching" and says that except in relation to preparation for a Ph.D., "a greater emphasis on the prestige of the art of teaching is both possible and desirable." These observations are, however, not applicable to conditions in India where quantitatively as well as qualitatively research activity in universities is hardly comparable to that in American and European universities. In Indian universities, which started in colonial days mainly to provide educated personnel to man government jobs, tradition of research of good order needs to be developed and special emphasis laid as well as assistance provided therefor. However, one danger in prescribing a research degree with B+ in M.A. for recruitment to lecturership is that young people with first class academic record up to master's level may get diverted to other professions and be lost to the universities and colleges because of the rigidity with which, as we learnt, the requirements of new qualifications were being insisted upon by the institutions through the UGC's prescriptions have some flexibility in them. Whereas earlier, in colleges in various states, we were told, appointment of Ph.D's was being discouraged by the selecting agencies now in some places research qualifications are being insisted upon so rigidly as to exclude from eligibility for selection candidates who may have a first class record throughout but have yet to acquire a Ph.D. or M.Phil degree.

2.27. We have given serious thought to this problem and taken note of the reported inconsistencies and rigidities in the actual implementation of the UGC's intentions. We feel that the UGC's initiative in stressing the importance of research-mindedness for a tea-

cher in a university or a college is a move in the right direction. For, in higher education teaching and research have to go hand in hand and without aptitude for research or other creative work one cannot make a good teacher who involves himself in a continuing process of intellectual growth and shows capacity for innovation. We feel a balance has to be struck between the desirability of having persons with research training on the teaching staff of universities and colleges and the risk of the teaching profession losing first class products who would like to get into jobs rather than wait till they are able to complete their research. The answer to this appears to be a review and suitable modification by the UGC of the prescription it has made in regard to qualifications for recruitment at lecturer's level by making candidates with first class career up to M.A. level eligible for selection as lecturers. A condition may be imposed that in a period of five years they will either acquire a research degree or give other evidence of research work of a comparable order. Failing to do so should render a lecturer's tenure liable to be terminated. At the same time not only should opportunities and facilities be provided to new lecturers for doing research as is done under the schemes of the UGC, it should be made incumbent on the institutions appointing them to allow them to apply for and take advantage of such faculty improvement programmes. Also if a candidate with a first class career acquires a Ph.D. degree before he starts his teaching career, he should get the incentive of two or more increments in the pay scale, if found fit for appointment. Moreover, it is not only at the stage of recruitment but throughout his teaching career that a teacher in higher education should give evidence of creative work or of ability to interpret afresh the growing knowledge in his subject or innovation in skills of teaching and production of teaching material. A teacher, whether he is a lecturer or a reader or a professor, should be subjected to a periodical assessment of his teaching and other research or creative work, and norms of work-load must be prescribed taking into account the different activities of class-room teaching, tutorials, work involved in internal assessment of students, his own research work, guidance of research and other creative work of relevance to his profession.

2.28. *Process of Selection: National Examination.*—Once minimum qualifications, with appropriate flexibility, are prescribed by the UGC, norms would

have to be laid down for ensuring fair and objective system of selection to recruit only the very best. Firstly, some corrective must be provided against the tendency towards inflated grant of first divisions by some universities. Secondly, the method of selection would have to be so devised as to minimise chances not only of favouritism, parochialism or in-breeding but also of errors likely in judging a candidate in a brief interview of a few minutes even by senior experts. The remedy, in the first case, would appear to be to have a system of holding a test at the national level for post-graduates in different disciplines. Such a test, which may be called a national examination, should be conducted under a carefully designed system which may be jointly worked out by the UGC, the UPSC and academic bodies like the A.I.U. This scheme would be in consonance with one of the recommendations made in the Plan of Action on examination reform drawn up by an expert committee and endorsed in regional workshops of university men conducted by the UGC. It would, incidentally, be a measure for judging, as well as promoting, the maintenance of standards in different universities. A panel of qualifying candidates drawn on the basis of the national examination should be made available for use by all universities and colleges who should give weightage to candidates on such a panel in regard to eligibility for selection to the posts of lecturers. For example, in the U.S.A., educational institutions generally draw their research scholars and teaching assistants from those who have qualified in the graduate record examination organized on a voluntary basis. It needs to be emphasised here that the method and manner of conducting the examination need to be very carefully worked out to minimise the chances of the evils of the erstwhile external examination affecting its validity. The results of this examination may be given weightage in grant of research fellowships and in selection by the UPSC for other suitable jobs for which recruitment is made by them.

2.29. Regarding the procedure of selection out of the qualified candidates, the UGC should evolve a system which should be followed by all institutions. The main ingredients of such a system should be to have selection committee whose majority members are experts of integrity in their fields. The UGC should maintain a panel of such experts to be able to advise universities and colleges. Out of the UGC's panel one expert may be selected by the chancellor as his nominee on the selection committee. The method of selec-

tion should not be a mere interview for a few minutes. A more dependable system which may, for instance include seminar discussions and class lectures, would need to be evolved. It may be considered if the practice of a university not appointing one's own product for five years after his passing out, as followed in some American universities, be adopted by our universities and colleges all over the country. Such a practice as well as the national examination suggested earlier would be effective instruments for encouraging academic mobility, curbing in-breeding and promoting national integration.

2.30. At the level of readers, there may not be any screening test as the candidates would be persons who are already in the profession. At the level of professorship, there appears to be the need to introduce a system which induces the habit of continuing study and acts as a disincentive against resting on one's oars. A professorship may perhaps be offered to a person only on a contractual basis for a period of five years after which his performance may be reviewed. Also, it may be helpful if the UGC were to draw with the help of senior academicians who would be visiting various universities and colleges on behalf of the UGC and have opportunities of regular contact with faculty members, a panel of suitable persons for professorships in different subjects so that it may be in a position to commend such names should a university want them.

2.31. One very important question arises in regard to recruitment of teachers in higher education—that of giving representation to weaker sections of the community. We fully endorse the spirit behind such reservation, viz., representatives of disadvantaged classes should not be denied opportunities in the profession of teaching in higher education. We, however, feel that prescribing percentages of reservation on the basis of minimum qualifications would go against standards. What is worse, a teacher recruited with comparatively lower qualifications than those of his other colleagues would find it difficult to command the same respect from students. His lower level of performance would weigh on his own mind and make it difficult for him to have the confidence of the students. It is necessary, therefore, that in order to protect the interests of qualified persons belonging to weaker section of the community in the matter of recruitment to teaching posts in higher education, such candidates are given proper pre-recruitment training and facilities for improvement of their academic achievement so that they can compete with others on

a level of equality. They can be given remedial and supplementary courses as a preparation for their competing in the national examination where they should stand as equals with other candidates and come out on their individual merit. It so happens that some minority institutions under protection of Article 30(1) of the Constitution try to recruit people belonging to the minority community who have the minimum prescribed qualifications even though persons from other communities with much better qualifications are available. This, in our opinion, does not serve the cause of higher education nor the cause of the minority for whom the particular higher educational institution works. It would adversely affect the system of continuous internal assessment. We, therefore, feel that this right of a minority group to administer its own institutions of higher education should be subject to the same conditions of recruitment as are applicable to other institutions.

2.32. *Initial and In-Service Training.*—Recruiting a suitable candidate for lecturership is the first step, but only the first. The necessary immediate second step is to train the selected person for the profession which he is entering. In any field in the fast developing world of today professionals are trained. There is no reason why a teacher in higher education should also not receive initial training before he is face to face with a class of students. For school teachers there are courses of training at various levels. It is for the UGC to consider from time to time what type of initial training and subsequent refresher courses are necessary for teachers in universities and colleges. In the present situation it may be considered if there should be an orientation course for a fresh entrant to the profession which should familiarise him with principles of communication, the fundamentals of teaching methods and technology and other skills which are essential to the making of a good teacher. In regard to this initial training of a university or college teacher nothing has been done so far. There have been some instances in the past of some short courses organized in a few universities for fresh entrants among teachers in principles of pedagogy, but there has been no serious effort in this direction in a planned manner. This is an area to which the UGC should pay prompt and adequate attention and help universities in drawing up detailed programmes and models for initial training of teachers in universities and colleges.

2.33. There have, however, been considerable

efforts by the UGC for faculty improvement through summer institutes, workshops, seminars and conferences. Various associateships have been financed to give opportunity to teachers for visiting other institutions and attending short courses there or taking up research projects. In recent years university leadership projects have attempted to improve the capability of teachers. Between 1964 and 1974 about 18,500 college teachers have attended summer institutes in science subjects. From 1972 to 1974 about 5,000 college teachers attended summer institutes in English teaching. Considerable sums have been spent by the Commission for organising these summer institutes. These programmes have in the opinion of a large body of academicians we have met, had limited usefulness because of lack of follow-up and opportunities for trained persons to work out new ideas in their institutions. On occasions there is not adequate preparation for these summer institutes. We are not aware of any evaluation of the impact of these summer institutes on teaching in the institutions. There is, therefore, need for better planning and organisation as well as evaluation of the summer institutes. The same applies to various other refresher courses organized by the Commission from time to time. Lately, there has been a realisation in the Commission about the need for making these institutes more effective by involving the entire faculty in an institution. This is a step which seems to be in the right direction but the working of the entire programme needs to be reviewed to make it more effective. In regard to various fellowships for research given to teachers again there has been no evaluation. In fact some academicians pointed out that young teachers and even non-teachers fresh after their post-graduate education received fellowships for research and treated these fellowships more or less as stipends for the period during which they prepared for competitive examinations and joined the services. There ought to be some regulation and control of these fellowships so that they become productive for the higher education system. There should be evaluation of the performance of every participant in a refresher course or an in-service training course and those who do well should get credit for their performance and those who do not do well and show no improvement should be warned and given an opportunity to improve and in the event of consistent failure to improve relieved from the burden of teaching in higher education. In

the U.S.S.R. a teacher is appointed after very stiff tests and even after that he is generally given a contract tenure and at the end of the contract he has to compete sometimes with his junior, for getting a fresh contract. It may not be possible in the socio-economic conditions of India to introduce such a system at all levels except that of a professor but it should not be difficult to weed out after a period of probation or otherwise the undeserving from the echelons of higher education particularly when they are now having a comparable status and remuneration with other services in which government have lately been exercising their authority to weed out the inefficient as well as those who lack integrity. It is often such dead-wood in educational institutions which tends to accumulate and which is neither committed to teaching nor to learning but instead creates politicking in the institutions and spreads unhealthy atmosphere in campuses.

2.34. *Curriculum and Textbooks*.—One of the essential ingredients of coordination and maintenance of standards in higher education is to evolve certain uniform core syllabi for various subjects and to update the contents of each subject in the context of explosion of knowledge. There are institutions which still follow outmoded syllabi and are reluctant to introduce newness relevant to the times. The UGC had set up some good review committees in the sixties. It also had some very useful bi-national conferences particularly in science subjects. Some of the review committee reports and the recommendations of the bi-national conferences make very interesting reading. They suggested curricular reform, enrichment of the contents and updating of the syllabi and development of inter-disciplinary courses as well as selection of research areas and improvement of level or research. The UGC circulated the recommendations of these review committees and bi-national conferences to different universities advising them to adopt their suggestions. However, beyond this no effort appears to have been made and no assessment done of whether and how far these recommendations were implemented by different institutions. It is only recently that the UGC has set up subject panels which are going to review the syllabi of different subjects and also provide guidelines for areas of research of relevance in different subjects. This is a good step but it would lose its meaning if the recommendations of these panels have the same fate as the recommendations of the

earlier review committees had. The UGC has not exercised its powers of inspection to see how far the universities were following the recommendations of the review committees nor has it attempted to use its power of the purse to persuade the universities to adopt those valuable recommendations. But now the UGC can and should be given powers under law and rules to get implemented the recommendations of the subject panels so that all universities are able to achieve standards as well as coordination.

2.35. Connected with development of syllabi is the development of suitable textbooks. The UGC launched a book production programme over a decade ago. It organised since late 1950's the production of low-priced version of foreign publications and did considerable work in this direction. It also later undertook a scheme for the production of textbooks by Indian authors. From 1970 till 1975 it selected 309 projects for preparation of books in various fields of science and humanities for the university level. It is rather disheartening to find that only 33 manuscripts were completed till the end of 1975 but none has appeared in print. The UGC has been spending considerable amount of money on this scheme. In 1974-75 alone they spent about Rs. 8,69,000. Development of textbooks by Indian authors is a very important constituent of developing standards. The UGC's scheme, however, well-intentioned, does not appear to have borne the desired result. Under this scheme a well-known teacher is allowed to have for his assistance a research fellow who is paid Rs. 600 a month besides a contingency grant of Rs. 2,000 a year. This scheme can be more effective if a substantial amount is paid to an experienced and good teacher and he is asked to produce a textbook himself, the amount being by way of royalty or part royalty to him. We understand that some scheme of this type has been initiated in 1976. Also some publishers need to be encouraged to publish such books so that they become available to the students and teachers. The entire scheme calls for re-thinking to make it fully useful.

2.36. *Examination System*.—One of the key measures of standards of higher education is the examination system. Everybody everywhere talks of students cramming up for a few days and taking the final examination. The examination system has been causing concern to the UGC and other educational authorities for a long time. The Commission set up several working groups and committees right from

late fifties to look into the matter of examination reform. Unfortunately the efforts of these committees did not produce the desired results though their recommendations were forwarded to the universities. The UGC also sponsored some research projects on examinations in a few universities but adequate follow-up action on this was not taken. In 1971 the ministry of education set up a working group on examination reform and it produced a Plan of Action which was endorsed by the UGC and circulated to the universities. Recently the Commission has appointed an implementation committee in connection with examination reforms and 12 universities have been chosen for special assistance to enable them to serve as pace-setters in these reforms. We were informed that even these universities took considerable time to get the grants released for launching their special programmes. This is a matter of great importance and deserves the utmost priority. The examination reform scheme lays emphasis on continual internal assessment on the basis of sessional work of a student. In regard to the final examination it commends the scheme of grading. The UGC has conducted several workshops recently in connection with the important scheme of examination reforms, particularly with reference to grading. It was rather discouraging to this committee to find that a number of teachers in different parts of the country were still not very clear about the essentials of the grading system and the manner of its introduction. In regard to internal assessment there is need to evolve and introduce proper techniques and train teachers so that the subjective element or bias as well as outside influences do not vitiate the system. One of the important elements introduced in examination reform is that of question banks. This is a matter which also calls for continuing study and evaluation. A question bank needs to be set up not merely by collection of questions asked in previous years' papers, it calls for a very wide and deep study of question papers of well-known universities the world over to evolve good question banks which will really be useful. The examination system and the evaluation mechanism call for continuous research and the UGC should take care of this aspect with the help of specially trained and experienced experts.

2.37. Libraries and Laboratories.—Another important input for standards is adequate libraries and laboratories in universities and colleges. The UGC

has given considerable grants for libraries as well as for improvement of equipment in laboratories. However, one important thing about giving such grants should have been to ensure their utilisation to the maximum benefit of students. There should have been periodic check-ups of such utilisation of which there has been no evidence. Use of a library is itself a technique and unless students are trained to use libraries they may not derive any benefit from these. These matters need attention. As regards laboratory equipment, there have been instances of very valuable and sophisticated equipment not having been adequately based in some places while in other places the dearth of such equipment has been one of the factors for the quality of research not being of a high level. There has thus been neither evaluation of the use of the equipment nor any attempt at building a system where-by they could be used conjointly by a number of institutions. Only recently the UGC has been thinking about centralised library facilities as well as regional instrumentation centres for laboratory equipment. These should be organized expeditiously. One important lag in building up proper libraries and their utilisation by students has been the adoption of regional languages as medium of instruction by various institutions in various states and non-availability of books in these languages. The state governments have not succeeded very much in production of books in regional languages for the university level and whatever little has been done is not commensurate with the urgency of the problem.

2.38. Medium of Instruction.—Several universities have adopted Hindi and regional languages as medium of instruction for all or some subjects at undergraduate and post-graduate level. A number of academicians have expressed concern that because of lack of adequate preparation for the changeover the standards in higher education have been affected. The UGC in its early years appointed a committee on medium of instruction the report of which was published in 1961. The committee emphasised the desirability of bringing about change of medium after due preparation. It made recommendations regarding the need for preparation of books and other educational material and training of teachers in the use of Indian languages as media of instruction. No mechanism has, however, been evolved for ensuring the necessary preparation to make teaching through

the media of Indian languages effective. The Commission needs to draw up a detailed plan of action in this regard. It should have a vigorous programme for production of books in Indian languages. It should also help in organising production of teaching material in these languages. The teachers must be given thorough training in teaching in the changed medium. The committee referred to above recommended working out of a scheme for establishing teacher training colleges for using Indian languages as media of instruction. The advantages to a student receiving higher education in his mother-tongue can be reaped only if various measures are devised to improve teaching through the regional languages and to ensure that the change of medium in no way affects standards.

2.39. Teaching Methods and Educational Technology.—The one area in which great many changes are taking place the world over is that of teaching methods and educational technology. The open university in the United Kingdom has set an excellent example in this regard. As Dr. David Selbourne of Ruskin College, Oxford, told us the teaching material of the open university is of such a high quality that regular university teachers in older universities find it very useful. The UGC in late sixties set up a committee on audio-visual aids in higher education. The report of the committee was circulated to various universities, but no further action appears to have been taken. One important recommendation of the committee was that steps should be taken to establish immediately three or four centres of educational technology in selected universities and to set up a standing committee with representatives of various bodies dealing with mass communication and audio-visual education, broadcasting, films, programmed learning and the like, in order to coordinate the activities of the proposed centres of educational technology. There has been very little evidence of any measures having been taken in this regard. This is an area where we need not necessarily lag behind other countries of the world and action should start in right earnest. This is particularly necessary because the area of correspondence courses is getting enlarged and hopefully an open university or two may also be opened. Development of such technology would be a valuable step for the efficiency of correspondence courses as well as the proposed open university, and be of no small advantage to a con-

ventional university. Regarding the correspondence courses, though the UGC has a standing committee on it, there has been no evidence of any assessment of the quality of material brought out by various universities in their correspondence courses departments. This is very essential. Good material specially provided for a correspondence course should be suitable enough for being brought out as a textbook. We are already in the computer age and it is only desirable that in the area of computer-assisted instruction some efforts are initiated by the UGC.

2.40. Teaching and Research.—In university education, teaching and research have to go hand in hand. We have quite a number of colleges where research is done. Some of them are old, established good colleges. Others are not necessarily of adequate standard. The number of Ph.D.s has been increasing in recent years but the quality of output leaves much to be desired. There have been various complaints from academicians about low standard of Ph.D. in various places. Little has been done to evaluate the research work done in various universities. Such evaluation would have been a small beginning for evaluation of standards in higher education. Evaluation on a sample basis of the dissertations accepted for Ph.D. in various universities would have enabled an assessment of the standard of the university or college itself. Apart from giving some grants for publication of these, not much effort appears to have been made by the UGC in this direction. The Commission should lay equal emphasis on good teaching as well as on good research and evolve methods of evaluating both.

2.41. System of Governance of Universities and Colleges.—One very important factor which has a direct bearing on standards is the manner in which an institution is governed. Universities in India are set up under acts passed by the concerned legislatures. Further, a university frames its own statutes for various activities. These acts and statutes, *inter alia*, deal with appointment and selection of vice-chancellors, members of the faculty and composition and powers of the various bodies for governing the university. A very useful report was prepared by a committee set up under Mr. Justice P. B. Gajendra-gadkar by the UGC on governance of universities. Earlier, another committee set up by government prepared a report on a model act for universities. These reports were circulated to universities and stat-

governments. However, still in several places the acts are not on lines of the proposed model but, on the contrary, contain some provision which cause concern. We have given careful thought to the matter and we feel that it is necessary that the UGC should be in a position to advise on acts and statutes of universities and rules and procedures relating to administration of affiliated colleges so as to facilitate implementation of policies and programmes directed towards coordination and standards in higher education. This is possible only if the President of India is appointed visitor of all universities and not only should his prior approval to acts and statutes as also to appointment of vice-chancellors be necessary but he should also have the power to issue, on the advice of the UGC, such directions to universities as may be considered necessary in matters relating to co-ordination and standards.

2.42. There has been absence of effective measures for coordination and maintenance of standards and this has in no small measure been due to education being on the State List. Perhaps the prevailing situation inhibited the framing of regulations by the UGC for defining minimum standards of instruction for grant of a degree or for maintenance of standards and coordination of work and facilities in universities which it was empowered to frame under section 26(f) and (g) of the Act. The concept of university autonomy has also subscribed to this attitude on the part of the Commission. This, however, has not helped the universities and colleges. It would be pertinent to recall what Sir Walter Moberley, chairman of the British UG Committee, said nearly three decades ago, "On any showing universities are powerful and influential corporations, and they perform functions which are of high public importance so that in no country can the supreme political authority be completely dis-interested in the affairs of supervision over them. Nowhere is university autonomy absolute or unconditional". This political authority, in our view, should be none other than the President and the advice of an autonomous body like the UGC should be available to him.

2.43. Recommendations:

(1) A high-level coordinating body with heads of different organisations dealing with higher education and research like UGC, NCST, CSIR, AEC, ICSSR, ICHR, ICAR, ICMR and AICTE as well as senior

representatives of the ministries of education, health and agriculture and the Planning Commission as its members, may be established to deal with matters of policy regarding coordination of activities and sharing of resources between areas of teaching and research involving universities falling within the purview of the UGC, higher educational institutions outside the purview of the UGC and non-university research organisations. This policy-making body should have a small standing committee which should from time to time review the implementation of its decisions and take other follow-up action.

(2) In each state there should be a coordinating body, headed by the chancellor, consisting of all vice-chancellors of universities, selected college principals, independent academicians and representatives of the state government as well as of the UGC to effect co-ordination among higher educational institutions at the state level within the over-all national policy.

(3) The Commission should be given the authority to have plans prepared and implemented for exchange of teachers, pooling of library and laboratory facilities, and coordination of research in universities.

(4) It should be provided through proper legislative action that no university or college will be established unless the UGC concurs that it finds the need for a new institution justified and is satisfied that there is proper planning and adequate provision of resources for the purpose.

(5) The UGC should lay down guidelines in respect of enrolment policy which should be followed by universities and colleges.

(6) For the guidance of state governments and institutions concerned, the Commission should evolve norms of work-load for university and college teachers which should be applicable at all levels. These norms should take into account the requirements of staff for class-room lectures, tutorials, internal assessment, conduct and guidance of research and other activities.

(7) The UGC should, with the help of academicians, draw a frame-work of remedial courses for students from weaker sections of society to enable them to get admission to universities and colleges on a level of equality.

(8) The UGC's emphasis on research aptitude and training of candidates for posts of lecturers in universities and colleges is a move in the right direction. However, in view of the rigidity with which the qualifications prescribed by the UGC are sometimes applied, it would be desirable to make candidates with first class career up to master's level eligible for selection as lecturers on the condition that they obtain within a period of five years a research degree or give evidence of research work of equally high standard, failing which their tenure would be liable to be terminated.

(9) A national examination should be organised jointly by the UGC, UPSC and AIU for post-graduates in different subjects and candidates who are declared successful in this examination should be given weightage for selection to the posts of lectures and for research fellowships.

(10) The Commission should maintain panels of experts in different subjects to be able to advise universities and colleges. The chancellors of universities should select their nominees on the selection committees out of the panel of experts maintained by the UGC.

(11) UGC should concern itself with the methods of appointment and tenure of professors of universities. It should maintain a panel of suitable persons for professorships in different subjects to be able to commend such names should a university want them.

(12) The Commission should help the universities to organize initial training of teachers in universities and colleges. It should have a proper follow-up and evaluation of in-service training programmes which it is conducting.

(13) In view of the adoption of Hindi and regional languages as media of instruction by various higher educational institutions, a detailed plan of action for training teachers to teach through the new media as well as for preparation of books and teaching material should be drawn up and implemented expeditiously.

(14) The President of India should be the visitor of all universities and all acts and statutes as well as appointments of vice-chancellors should be subject to his prior approval. He should have the authority to issue, on the advice of the UGC, such directions to universities as may be considered necessary in matters relating to coordination and standards.

CHAPTER III
COLLEGES AND STANDARDS

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3.1. *Importance of Colleges.*—While considering problems of coordination and standards in university education, it is important to keep in mind the role colleges play in higher education in India and the special attention they demand. While the number of universities rose from 32 in 1955-56 to 111 (including 9 deemed ones) in 1975, that of colleges went up from 1004 to 4388 over the same period. Leaving out the nine deemed ones, of the 102 universities in 1975, 34 were unitary, four federal and 64 affiliating in character. Most of the colleges numbering 4388 are, therefore, affiliated to the 64 affiliating universities. An overwhelming percentage of students has all along been receiving education in affiliated colleges. Over 86 per cent. of the total enrolment in university education is in colleges. The enrolment in colleges at graduate level is over 90 per cent. and in post-graduate classes in arts, science and commerce, it is over 51 per cent. About 11 per cent of research enrolment is also in the colleges. It is obvious, therefore, that any attempt at improving standards and achieving coordination in university education would have little impact unless colleges are covered in an effective manner. This is all the more important because for about 85 per cent. students the first degree is the terminal point and unless standards in under-graduate education are adequate, the vast majority of university products would not have the requisite outlook and competence necessary for facing problems of life and contributing their due share to national development.

3.2. The UGC realized as early as in 1958 that the problem of raising university standards could not be solved by concentrating efforts at the point of post-graduate studies and research or through university departments only. The Commission, therefore considered it necessary to assist in the improvement of colleges by giving grants to them. Regulations were framed under section 2(f) of the UGC Act enabling the Commission to bring affiliated colleges within its purview. The coordination committee set

up in the first phase of the functioning of the UGC considered issues relating to affiliation of colleges and starting of new colleges. The Commission started giving small assistance to selected colleges for libraries, laboratories and construction of hostels and staff quarters. During the Second Five Year Plan period the ministry of education gave grants to some affiliated colleges for developing post-graduate teaching in science subjects; this task was transferred to the UGC in 1960. In 1962, the UGC set up a small committee under the chairmanship of Dr. D. S. Kothari, UGC Chairman, to advise the Commission on the general policy to be followed for developing colleges, make suggestions regarding proper and effective utilisation of the limited resources for this purpose, and to recommend ways and means of maintaining and improving the standards of collegiate education. In 1964 a reconstituted committee—known as committee on colleges—was set up under the chairmanship of Dr. G. S. Mahajani, Vice-chancellor, University of Udaipur, and it was to suggest measures to improve collegiate education in the fields of arts, science, commerce and education, as well as recommend steps to be taken in this regard in the Fourth Five Year Plan. About the same time a conference of principals of affiliated colleges was convened by the Commission to discuss problems relating to collegiate education.

3.3. *Committee on Colleges.*—The committee on colleges examined various aspects of collegiate education, it drew upon the studies made by the earlier committee which advised the UGC in regard to colleges and the recommendations of the conference of college principals held in 1964. The committee produced a small but useful report dealing, *inter-alia*, with matters like re-organisation of under-graduate education, general education, the tutorial system, opening of new colleges, conditions of affiliation, grant-in-aid codes and rules, post-graduate education, autonomous colleges, academic mobility, salaries of teachers and examination reform. The important

recommendations of the committee are summed up below:

- (i) admission to under-graduate courses should be after 12 years of school and intermediate/pre-university education;
- (ii) the under-graduate course should be so designed as to provide (a) adequate preparation for the very best to enter an honours or post-graduate course, (b) preparation for the large body of students for developing basic skills and knowledge for employment in various professions, and (c) transmission of the country's cultural and traditional heritage and a common standard of enlightened citizenship;
- (iii) under-graduate education should be kept under constant review and the UGC should have a standing advisory committee to outline objectives of undergraduate education in relation to contemporary life and advance made in various disciplines;
- (iv) the Commission should start a pilot project for tutorials in colleges and give assistance to those having teacher-pupil ratio between 1:20 and 1:10;
- (v) a ten year plan for establishing new colleges of various types should be drawn up by state governments and universities concerned in collaboration with experts and the UGC;
- (vi) the UGC should lay down minimum norms of affiliation which should not be watered down except with its prior approval. Andhra university's rules of affiliation as modified by the committee may be adopted;
- (vii) a collegiate grant committee should be set up by state governments for advice in regard to grant-in-aid to colleges which should be liberalized;
- (viii) the UGC should make a fact-finding survey of post-graduate education in colleges and suggest short-term and long-term measures to improve standards;
- (ix) the UGC should select on an all-India basis autonomous colleges, give appropriate assistance to them and examine from time to time their credentials for continued recognition;

- (x) there should be no disparity in salaries of university and college teachers in the three main categories of professors, readers and lecturers; and
- (xi) there should be coordinated development of post-graduate and research studies jointly for groups of colleges.

3.4. The committee on colleges noted that out of a total allocation of Rs. 56.28 crores during the Second and Third Five Year Plans a sum of Rs. 21.71 crores had been sanctioned by the UGC for development schemes in the colleges (numbering over 1500 in 1960-61), and it had helped the colleges to put up 251 hostels, 263 libraries and laboratories, 204 non-residential centres, 500 text-book libraries and assisted 518 colleges in revision of salary scales of teachers, 723 colleges in implementing three-year degree course and 153 colleges in development of post-graduate studies. The committee underlined the "definite need for assessing the results of the investment in affiliated colleges" in improving the standards. Though it recognized that the question of grants given to colleges did not reveal a "re-assuring" position in view of the fact that over 85 per cent of student population in higher education was concentrated in affiliated colleges, the committee was content with recommending that "the present scheme of aid of the Commission may continue during the 4th Plan period." It further recommended that the Commission may in the first instance give grants only to such colleges as were five years old and had fulfilled most of the conditions of affiliation, had a minimum of 500 students and had shown good results, say, 65 per cent or above in the university examination. This meant, in effect, lack of attention to inadequately developed colleges whose coming into existence without proper planning the Commission had been unable to prevent. Moreover, some of the conditions were hard on small colleges situated in rural and sparsely populated backward areas.

3.5. Another body appointed by the UGC, the committee on standards, had also in its report published in 1965, devoted a chapter to colleges. It noted that colleges occupied a "pivotal position in the present-day pattern of higher education in India", with 85 per cent of students enrolled in them and 83 per cent of the total number of university teachers teaching therein, and expressed concern over the addition of a number of colleges every year "under the influence of

political pressure, regional rivalry and parochial sentiments" without any thought being given "to their ability to provide at least a modicum of the requisite physical facilities and personnel." While pleading for a reasonably uniform system of affiliation to colleges all over the country and advocating that the power of affiliating a college should vest exclusively in the university, it found that the universities in laying minimum conditions were often rigid on non-essentials, the order of importance being "buildings, equipment and men, whereas the reverse order is the right one." It underlined the need for the universities to concern themselves more actively with the actual process of undergraduate education and to see that "no college is allowed to lower the quality of its education." It lamented that some good government and missionary colleges, which were well endowed to impart education of a high order and offered residential facilities as an integral part of their educational system, were unable to maintain the old standards which had made them renowned in the past. The committee, *inter alia* recommended conferring "autonomous" status on good colleges, giving special assistance to colleges doing good work and developing outstanding ones on the same lines as centres of advanced study. It advocated adoption of a rationalised system of grant-in-aid by state governments which would ensure continuity and adequacy of assistance to colleges. It endorsed the norms and conditions formulated by another committee of the UGC in regard to physical facilities and staff requirements for colleges so that they can impart good education. The UGC circulated these norms to the universities. The committee noted the Commission's emphasis in one of its annual reports that "the quality of university education in India will largely depend on the standards maintained by colleges", but found that the colleges "appear to have so far received only a low priority" in the various schemes of development sponsored by the UGC, due largely to paucity of funds at the disposal of the Commission.

3.6. The Education Commission (1964—66) in its report also made suggestions regarding affiliated colleges in various chapters. It particularly envisaged for the UGC the role of a clearing-house agency for supplying data about bright young scholars to colleges and inform the scholars about job availability in higher education. It wanted the UGC to give fellowship to students for teaching careers, undertake classification

of colleges according to their staff, equipment and performance, study the problem of planning and location of colleges, and give assistance to universities to set up a proper organisation for an efficient system of periodical inspection of colleges. The Education Commission also recommended that in matter of grant-in-aid to colleges, a committee of vice-chancellors of the universities in a state should advise the state government and a council of affiliated colleges should function in each university to advise on matters pertaining to colleges. Excepting award of fellow-ships—without any systematic evaluation of the resultant supply of personnel for teaching jobs—not much action appears to have been taken by the UGC. However, it has recently started thinking of having studies conducted for classification of colleges and of compiling data about bright young scholars for use in selection of prospective college teachers. Even in respect of the important recommendations of their own committee on colleges regarding evaluation and assessment of standards in colleges and the impact of UGC assistance to them, initiation of pilot projects for tutorial system and long-term planning for establishment of new colleges, no further action appears to have been taken. As for the state governments, there is little evidence of their having done much.

3.7. *Proliferation of Colleges: UGC's Assistance.*—The number of colleges steeply escalated from 1542 in 1960-61 to 4388 in 1974-75. By the end of the Third Five Year Plan the number had gone up to 2,572 colleges in 1965-66. The break-up for different periods is as follows:

- (a) Up to the end of the Third Plan only 997 colleges received a total of 4.56 crores¹ for miscellaneous schemes like hostels, libraries, laboratories, non-resident student centres, hobby workshops and staff quarters. Fifty-one colleges received centenary grants amounting to 36 lakhs. A sum of 167.2 lakhs was given as assistance to colleges for revision of scales of pay of teachers during the plan period.
- (b) Between 1965-66 and 1968-69 the number of colleges further rose by 540. The total development grants during the three years 1966 to 1969 paid to colleges was about 5.64 crores, the annual grant

¹. UGC Annual Report, 1965-66.

increasing from 1.49 crores in 1966-67 to 2.46 crores in 1968-69.

(c) During the Fourth Five Year Plan, the number of colleges was 3297 in 1969-70 (as on 1-1-70) and 4308 in 1973-74 (as on 1-12-73). But of these only 2622 in 1969-70 and 2974 in 1973-74 were recognised under section 2(f) of the UGC Act, giving a percentage of 79.5 per cent and 69 per cent, respectively, of the total number of colleges. After 1972-73, the rate of increase in the number of colleges did show marked decline, partly due to the UGC laying down stricter conditions for recognition under section 2(f) of the Act. In 1974-75, the increase was only 80, bringing the total to 4388 (as on 1-12-74). However, only 2977 colleges were recognised by the UGC under section 2(f) as permanent affiliation was imposed as one of the conditions for such recognition. In effect, only 67.8 per cent of the total number of colleges were eligible for assistance by UGC. The Commission's grant to colleges, as per annual report of 1973-74 increased from 1969-70 to 1971-72, but declined thereafter. The grants to colleges were of the order of 9 crores in 1971-72 but come down to 6.8 crores in 1973-74.

(d) In 1974-75 (the first year of the Fifth Plan) a new pattern of assistance to colleges was adopted but the amount of grant got further reduced to only 3.8 crores.¹

Out of 2879 colleges in respect of which enrolment figures for 1974-75 were available, as many as 1640 (57 per cent) had an enrolment of less than 500 and 814 (28.3 per cent) that of less than 200. (cf. Appendix V, Table XII).

3.8. An analysis² of the grants given by UGC in the Fourth Five Year Plan brings into sharp focus the position of affiliated colleges. Out of the Plan (development) grants of 112 crores, 75.97 crores went to

universities (numbering 104 in 1973-74) and only 36.03 crores went to affiliated colleges (numbering in all 4308 in 1973-74). Among the colleges, those of Delhi got the major share of 8.35 crores and the rest of the colleges 27.68 crores. However, out of the 4308 colleges in 1973-74 only 2974 were eligible for UGC grants. As against an average grant during the Fourth Plan per student per annum of Rs. 1,192 to central universities and Rs. 337 to state universities, Delhi colleges got Rs. 319 and affiliated colleges of state universities Rs. 23 per students.³ The per student grant for affiliated colleges has been calculated on the basis of the total enrolment of all colleges whether or not receiving grants from UGC, as the enrolment figure for only those colleges receiving grants was not available. However, even if the number of colleges not receiving grants were assumed to account for enrolment proportionate to their number the average grant per student in affiliated colleges would not exceed Rs. 35 per annum. It has come to our notice that a large portion of what appear to be higher allocations for central universities and Delhi colleges are spent on providing infrastructure like buildings and on plan expenditure on revision of pay scales, which has to be borne entirely by the central government through the UGC. Moreover, keeping in view the fact that colleges in Delhi are being looked upon as national institutions, serving citizens coming from all parts of the country, and are sought to be developed as quality institutions, the apparently higher allocations to them are not too generous in terms of cost per student in these colleges as compared to IITs and other prestigious institutions outside the university system. However, the fact remains that quality institutions need also to be developed in other areas of the country in state universities and their affiliated colleges. Meagre allocations made to them for development can make no dent and there is need for providing more funds to UGC to enable it to raise their standards. This is particularly necessary in view of the fact that a large number of colleges are not covered by the UGC and grants are given to others for limited activities with the result that the condition of affiliated colleges in states, particularly those which are not properly supported by state governments, is not at all satisfactory.

¹. UGC Annual Accounts, 1974-75.

². Tables V to VII, Appendix V.

³. For fuller details please see tables VII and VIII, Appendix V.

3.9. As has been mentioned above, as many as 1334 colleges in the country (out of a total of 4308) in 1973-74 actually got no development grant as they were not covered under section 2(f) of the UGC Act. In effect, they continued to remain stagnant or may have even worsened. No wonder that, barring known exceptions, standards in affiliated colleges of state universities continued to remain much lower! It is but proper that the UGC does not thinly spread its limited resources over a large number of colleges that have been coming up without proper preparation and planning: the Commission should have the power and authority to prevent their coming into existence and this should not be difficult to provide for now that education has become a concurrent subject. However, it is at the same time true that students of those colleges which are already in existence and continue to be recognized by universities but are not held eligible for UGC support, will suffer in standards unless those colleges are extended the benefits of UGC grants. The conditions for such eligibility may have to be relaxed once the UGC is given the authority to give approval for starting new colleges. Of course, the Commission would also have to evolve and apply a system of regular periodic inspection and assessment of the performance of colleges by the affiliating universities as also by its machinery with the help of academicians.

3.10. One important area which has received least attention of the UGC is the development of collegiate level institutions in rural areas aimed at improving the quality of mind of the students who should be enabled to discover areas of interest in the problems of rural life which demand solution. Efforts in this direction have so far been made only by private voluntary organizations in Gandhigram and elsewhere. In the interest of transformation of rural life it is vital for the UGC to pay special attention to such existing institutions and to help conversion of some of the conventional colleges in rural areas into institutions of higher education relevant to rural life. Colleges will need continuous assessment, guidance and help, and the UGC may find it necessary to revive and reinvigorate the initiative it showed some years ago when it sent committees to visit colleges of Rajasthan, Kerala and Calicut universities. The Commission had in 1970 decided that the practice of visiting colleges be continued but somehow no further action was taken.

3.11. *Matters Needing Special Attention.*—In the course of our discussions with a large number of academicians from universities and college principals as well as eminent persons with knowledge and experience of college education, it was brought home to us that various aspects concerning the establishment and functioning of colleges urgently needed the attention of the UGC which must by law be empowered to deal with them effectively. The UGC in its annual report of 1972-73 in the chapter "Emerging Problems and Perspectives"—a refreshing exception to the general tone of the annual reports—showed awareness of the fact that "affiliated colleges, specially with small enrolment and those situated in the backward areas, cannot provide a meaningful curriculum to their students—a curriculum which would combine elements of general education with productive labour oriented to the cultivation of marketable skills." It recognized that "the links between the university and the college provided by the system of affiliation are becoming more and more tenuous with increase in the number of colleges in far flung areas. More education has generally meant worse education and the universities are not in a position to give effective advice and guidance to colleges... many universities and state governments are not finding it easy to grant autonomous status to the colleges. It also realized that the "main programme of college development, namely the Rs. 3 lacs scheme of the UGC, has touched only 50 per cent of colleges" and the ceiling fixed due to paucity of funds with the Commission has "put constraints on the development of big and good colleges." The Commission's inability to spare resources for the development of "uneconomic and unviable colleges" as well as the "constraint of enrolment used in determining eligibility of colleges for UGC support" seem to have benefited neither the small nor the big colleges in any significant manner. In the context of location of new colleges and their proper development, the Commission also underlined the "need for perfect harmony between the state governments on the one hand and the central agencies, including the UGC, on the other, in determining the points of growth of higher education in the country." In respect of re-structuring of courses, particularly for rural colleges, the Commission has only recently started initiating action regarding appointing expert committees to examine and study the problem. The UGC ought to give priority to this task. The Radhakrishnan Commission and the Education Commission (1964—66) have made recom-

mendations which can be a starting point for careful study of the problem of relevance of courses to rural needs. There is unlimited scope for innovation and breaking of new ground. It calls for serious, sustained and continuous study and hard work, with the association of good college teachers in rural areas. In extending its aid to more colleges, it is handicapped by lack of funds and in the matter of planning the establishment, as well as location, of new colleges it has had no authority which it should be given.

3.12. *Administration and Affiliation of Colleges.*—The quality of undergraduate colleges constitutes the backbone of higher education in the country and it must squarely be the responsibility of the UGC to deal with them. Not only in setting up privately run but also government colleges, it was brought to our notice, has there been callousness towards standards. The government colleges are almost invariably not amenable to effective control of universities and they tend to recognize only the authority of the government which gives them money and administers them. This situation is not conducive to power academic development. For example, transfer of teachers of government colleges, which is a common feature all over, is unsound in principle and against the interests of higher education. It does not enable a teacher to cultivate a sense of belonging to the college and loyalty to it. This hinders growth of sound traditions. We feel that except in case of promotion, a college teacher should not ordinarily be transferred. If there are complaints against anyone, there should be a proper enquiry and suitable action. Instances were brought to our notice where a government college, under pressure, was opened in a three-room building without necessary physical facilities, and the vacancy of a teacher in one subject was filled by a person belonging to an entirely unconnected discipline. In regard to private affiliated colleges, the affiliation must be on academic considerations and, as happened in one state, a college should not under political pressure be got affiliated to an outside university because the one having jurisdiction refuses such affiliation on valid grounds of lack of minimum prescribed facilities and standards. Instances were also brought to our notice in which all the executive bodies of a university decided to disaffiliate a few colleges but were over-ruled and the affiliation of the colleges allowed to continue. In yet another state, a college was directed by the university syndicate not to make fresh admissions as it did not fulfil

the required conditions, but under political pressure this decision was over-ruled. Subsequently, however, the college had to close down because no students offered themselves for enrolment. The sooner these conditions cease to exist the better. Affiliation of all colleges should be contingent on provision of necessary resources, material as well as human. The funding of colleges must be in accordance with accepted norms. A uniform and sound system of grant-in-aid to affiliated colleges all over the country should be evolved from time to time by the UGC which should be followed by the governments concerned so that colleges are run with adequate resources. Also colleges must be well administered. The Commission should lay down guidelines and procedures so that the managing committees function in the best interests of the colleges. How well a college is administered depends on who heads the institution and what support he receives from university as well as the management. The appointment of the principal must be through a selection by expert academicians and with the approval of the vice-chancellor. The UGC should lay down and ensure observance of strict conditions relating to selection, confirmation and conditions of service of the principals of colleges government and non-government, because the principal is the key person on whose leadership depends the fate of the college.

3.13. The UGC should have some machinery to oversee the colleges. It should have close links with the coordinating body for university and college education which needs to be set up in each state. New colleges—government and private—should be set up only after a joint survey by the university, the JGC and the state government regarding need and location as well as subjects of study, intake and other matters. There must be adequate minimum financial support before a college is started and its affiliation must be subject to prior approval of the UGC. Existing colleges must conform to required academic and administrative standards and if they fail to improve after help, they should de-recognized. The UGC should not only have the authority to regulate the opening of new institutions, but also to reduce the number of colleges which are duplicating the activities of others and are not needed on the basis of enrolment. As a very eminent educationist advised us, the UGC should examine whether a conventional arts or science college, which is not viable and is only duplicating facilities available already, be not closed and reorganised as a

new college providing diploma level teaching of vocational courses in subjects like office procedure, management, local government functioning or other courses to suit the socio-economic conditions and the employment market of the region. The UGC should evolve meaningful relationship as between the colleges, between colleges and the affiliating university, the colleges and the state governments and colleges and the Commission itself. This is a function relating to coordination which the UGC should perform. It should prevent the identity and standards of established and reputed colleges from being made a casualty of the emergence of a new university. As the principal of an old established college told us there may be a good college suffering from the baneful effects of a bad affiliating university. At the same time, the Commission should lay down procedures to prevent colleges influencing, by virtue of their numbers and large representation on university bodies, the conduct of university functioning for selfish interests. In one affiliating university, we were informed, the academic council was dominated by college teachers and recommended grant of affiliations recklessly. The UGC should on its own select colleges for autonomous status and, with the cooperation of the state governments, help them to function as such.

3.14. *Improvement Programmes.*—The UGC has started various faculty improvement and other programmes which cover universities as well as colleges. It has also started special programmes for improvement of teaching in colleges. These are welcome moves which should give results. However, it is necessary that the impact of these programmes is evaluated from time to time. In programmes like college science improvement and college social sciences and humanities improvement programmes and other programmes for improvement of college teachers, there appears to be need for careful planning in association with college principals and teachers. There should also be adequate follow-up and feedback. The UGC should also evolve and apply vigorous tests before allowing starting of post-graduate education and research studies in colleges. No duplication should be allowed in the same town or a contiguous rural area. It would be more economical to give stipends to able students who go for post-graduate studies to good centres outside rather than allow such studies of low standard in too many places. Now that the scales of pay in undergraduate and post-graduate colleges are equal, there should be no vested

interests pressurising opening of post-graduate classes that are exorbitantly costly. Similarly, the same subject should not be permitted to be taught in more than one college in a town at undergraduate or post-graduate level unless the enrolment justifies it. For example, we were informed of Sanskrit being taught in several colleges in the same town, each having too small an enrolment, at an expense of several thousand rupees per student per year. The UGC should, through greater contact with teachers, study deficiencies in programmes initiated by itself and make them good. The Commission should have one or two academicians, who are principals or senior teachers of colleges as its members. And above all, it must have more resources to deploy for the improvement of colleges which have 85 per cent of university level students and 83 per cent teachers in them.

3.15. *Recommendations:* (1) New colleges should be set up only after a joint survey by the affiliating university, the UGC and the state government concerned regarding their need, location, courses of study, staff, limits of intake and other relevant factors. An adequate minimum financial support must be available before a college is started.

(2) Once a college comes into existence with the Commission's approval, it should be eligible for assistance for measures to achieve coordination and standards right from the beginning. Conditions regarding eligibility of existing colleges to be entitled to UGC's assistance under section 2(f) should not be rigid and newer colleges and those in remote areas should be given special consideration.

(3) The UGC should, with the help of academicians, undertake continuous assessment of the standards of colleges and provide necessary guidance and help to them. It should be empowered to close down a non-viable college which only duplicates facilities already available in the same area or to reorganize it as an institution for providing vocational courses to suit the needs of the region.

(4) Affiliation of colleges must vest only with a university and be given on academic grounds alone and no extraneous pressures should be allowed to come into play. No new college should be given affiliation by a university without UGC's prior approval.

(5) A reasonably uniform and sound system of grant-in-aid to affiliated colleges all over the country should be evolved from time to time by UGC which should be followed by the governments concerned so that colleges are run with adequate resources. The Commission should also lay down guidelines and procedures so that the managing committees function in the best interests of colleges.

(6) The Commission should provide guidance to existing colleges so that within a specified time, with necessary help, they improve their functioning and conform to required academic and administrative standards. The procedures should contain a provision that a college will be liable to be derecognized if it does not show the required improvement.

(7) The Commission should take initiative in selecting autonomous colleges and, with the coopera-

tion of the state governments, help them to function as such.

(8) Priority attention should be given by the UGC to restructuring courses, particularly in rural colleges, to make them relevant to rural needs and provide guidance and help to universities to evolve new courses for the special needs of different regions.

(9) Faculty improvement programmes as well as programmes for improvement of teaching in colleges must be carefully planned with the participation of colleges teachers and a system of regular follow-up and feed-back evolved.

(10) Two principals or teachers of colleges should be appointed members of the UGC.

(11) The Commission needs to be given more funds to improve colleges which are the back-bone of university education—having 85 per cent students and 83 per cent teachers in them.

CHAPTER IV
GRANTS

CHIEF OF BUREAU

GRANT

CHAPTER IV

GRANTS

4.1. The principal means available to the Commission for performing its general duty of taking measures for coordination and standards in university education under the UGC Act are the funds placed at its disposal for giving grants to universities and colleges. The grants are mainly for two purposes: (a) for maintenance and (b) for development. Grants for maintenance are given to central universities and those for development to central, deemed and state universities. However, since the amendment of the UGC Act in 1972 maintenance grants can be given (i) to state universities also "for any specific activities" and (ii) to deemed universities "in special cases". As the scheme of the U.G.C. Act makes it abundantly clear, grants given by the Commission are meant to subserve the objectives of "promotion and coordination" of university education and "determination and maintenance of standards of teaching, examination and research"; thus, the efficacy of the grant-giving function has to be judged in terms of the impact of such grants on coordination and standards. Judged in this context, the function of giving maintenance grants to central universities—*i.e.*, grants meant for normal running of these universities—may not appear to be on all fours with the *raison d'être* of the setting up of the Commission.

4.2. *U.G.C. and Central Universities.*—In the course of our meetings with the educationists and others the question was repeatedly raised: how far is the special relationship of central universities and Delhi colleges with the UGC in regard to maintenance grants consistent with the objectives for establishment of the UGC stated in the preamble to the Act? The reasons are historical and practical. The provision relating to the central universities and Delhi colleges is a legacy of the UGC Committee which was created in 1940's to advise the central government in regard to funds to be granted to the central universities. This was considered to be in accordance with the spirit underlying establishment of the UGC Committee in the U.K. which was regarded as a good working model because it instituted a

buffer between the government on the one hand and the universities on the other in order to safeguard the autonomous character of the universities. The system has no doubt helped the central universities to function—of course in varying degrees—as national institutions with a fair degree of freedom. However, the central universities and Delhi colleges form only a small part of university system and cover barely 3.8 per cent of the total university enrolment. It may be mentioned here that colleges of Delhi university have all along been treated as an integral part of the university and the teachers of constituent colleges as well as of university departments have been equal in status and salaries. Such an integration between the university and its constituent units is said to have conferred advantages in terms of development of standards and these need to be preserved and promoted.

4.3. The intention of the entry 66 of the Union List of the Seventh Schedule of the Constitution of India as well as of the recent placement of the subject of education on the Concurrent List in so far as it relates to higher education is to treat universities as national institutions working together harmoniously to provide trained leadership which the country needs and to advance the frontiers of knowledge, irrespective of whether they are sponsored by the central or state governments or by any other agency. Initiative and leadership of the UGC is considered necessary to harmonise the work of the universities and to maintain standards. While the universities, especially those situated in the states, have of necessity to accept and solve problems presented by the local environment, this should not affect their status as national institutions which must be reflected in their policies and attitudes as well as in matters such as appointment of staff, enrolment of students and sharing of facilities and experience, organisation of curricula and research projects. It is necessary to emphasise this because there has been a tendency to regard state universities as local entities circumscribed in their work and outlook by narrowing parochial

considerations. All universities and other institutions of higher education, while they must of necessity give attention to local problems, must also rise above immediately to belong to the family of the universities in the country—sharing common experiences and serving all together the wider national purposes. A change of attitude is necessary to enable the universities in the country to work in a coordinated manner and to strive for high standards of attainment.

4.4. We would very much wish that all universities in the country should have the special advantages which are enjoyed by the central universities and Delhi colleges, which come to them because their maintenance grants are provided by the UGC. However, in a large country like ours, with our federal structure, it is not possible practically to bring maintenance funds of all universities within the purview of the UGC. Nevertheless, it appears necessary to strengthen the system according to which a university deals with an autonomous body like the UGC instead of directly with government administrative machinery. Experience of the state universities has not been happy. Even in a state where a university grants commission has been established by an act of state legislature, there is little to show that the universities have functioned with freedom in matters which are their real concern. On the other hand, it appears that with the establishment of a state commission the little freedom allowed to the universities has, if anything, suffered. Moreover, there is force in the argument that there cannot be two independent agencies one at the centre and the other in the state, for the purpose of coordination of higher education and maintenance and determination of standards of teaching, examination and research, which under the Constitution is exclusively a central function. The apprehension is not unreal that a state UGC would in the circumstances tend to be hardly anything more than a wing of the secretariat of the state education department and would further tend to curb the autonomy of the universities.

4.5. At any rate, we believe that coordination of higher education should be a national concern and this is possible if every university is regarded as a national institution irrespective of the source of its creation. There should also be closer working relationship than obtains at present between the UGC and the state universities as well as between the former and the state governments. The recent change

in the constitution relating to education would hopefully demand consideration at the state level of the requirements of education from an overall national point of view without ignoring problems of local significance. We feel that the administrative structure of the UGC should be reorganised to enable it to attend more closely than before to the special problems of state universities.

4.6. In order to bring uniformity in dealing with all universities in accordance with a common policy and to allay prevailing fears that the central universities and Delhi colleges get a special advantage by their direct relationship with the UGC, we are of the view that the UGC should have a separate wing which should deal with the maintenance functions concerning the central universities and the colleges affiliated thereto. They should have a separate budget for dealing with the maintenance of these universities, produce separate reports on their functioning and operate through a separate administrative machinery for this purpose. Of course, the central universities and their affiliated colleges will continue to be entitled to share whatever development grants the UGC gives for the purposes of co-ordination and maintenance of standards.

4.7. *Allocation of Grants.*—It would be pertinent here to take a brief view of the allocation of grants by the Commission to universities and colleges over the years. The expenditure incurred by the UGC on non-Plan (maintenance) grants only to central universities and Delhi colleges and Plan (development) grants to all universities and colleges (falling under sec. 2(f) of the UGC Act) from its own funds during the period 1956-57 to 1973-74, was as follows:

Plan period	Grant. Distributed (in crores)	
	Non-plan	Plan
1956-57 to 1960-61 (II F.Y. plan)	8.36	20.49
1961-62 to 1965-66 (III F.Y. plan)	18.14	46.56
1966-67 to 1968-69 (Annual plan years)	19.73	34.15
1969-70 to 1973-74 (IV F.Y. plan)	50.00	110.64

(Figures of Non plan expenditure above do not include "administrative charges" of the Commission)

The funds placed at the disposal of the Commission were at no time adequate for its requirements to improve standards in university education. The apparent rise in the quantum of grants given by the UGC over the years has not proportionately increased its capacity to intensify and enlarge its programme for improvement of quality through development of teaching aids, libraries and the like because of rapid

increase in the number of institutions and their enrolment, rise in prices and corresponding rise in salaries of university teachers to which the Commission has contributed large amounts during different plan periods. In real terms the grants for development would appear to have lessened over the years. Under plan projects, in 1961-62, the per capita grant on the basis of enrolment was 80 rupees per student per annum and in 1973-74, it was 79 rupees. In 1968-69 it went down to 59 rupees and at its highest reached 93 rupees in 1972-73¹. In view of the steep rise in prices, these grants could hardly sustain standards. On the other hand, their impact on standards would have diminished. It may be recalled here that there were only 32 universities in the country in 1955-56 and their number rose to 104 in 1973-74. The number of colleges, which started receiving development grants from the Commission towards the beginning of 1960's was 1783 (out of which 1404 were within the purview of UGC in terms of section 2(f) of the UGC Act) in 1961-62 and it rose to 4308 (out of which only 2974 were within the purview of the Commission) in 1973-74. While the maintenance (non-Plan) grants to central (and some deemed) universities and Delhi colleges are paid out of the non-Plan budget of the Commission (instead of being directly paid by the central government as is done in the case of state universities by state governments), development grants to all universities and colleges are paid from the Commission's Plan budget.

4.8. An analysis of the grants distributed by the Commission during the Fourth Plan period reveals that after excluding administrative expenses of the Commission's office from the non-Plan expenditure, the distribution of grants among different institutions was as follows:—

1969-70 to 1973-74

Institutions	Non plan grant (figures in lakhs of rupees)	Plan grant	Grand total
Central Universities	3752.16 (23.2%)	2214.31 (13.7%)	
Deemed Universities	—	475.51 (2.9%)	
State universities	—	4907.60 (30.3%)	
Affiliated/constituent colleges of Delhi University	1247.58 (7.7%)	834.74 (5.1%)	
Affiliated colleges of state universities	—	2768.41 (17.1%)	
Total	4999.74 (30.9%)	11200.57 (69.1%)	16200.32 (100%)

¹See Table VIA, Appendix V.

Average development grant per institution as well as per student per annum works out as follows:

Name	Per Institution (figures in lakhs of rupees)	Per student Rs.
Central Universities	88.57	1 192
State Universities	12.03	337
Delhi Colleges	2.90	319
Colleges of other Universities	0.15*	23*

*This has been calculated on the basis of total enrolment of all colleges whether or not receiving grants from the UGC. Even after excluding the number of colleges not covered by UGC grants the per student grant would not exceed Rs. 35 per annum and grant per college would not exceed Rs. 0.20 lakh per annum.

The higher level of the UGC's grants to central universities and Delhi colleges may to some extent be due to the fact that the Commission bears hundred per cent expenditure for development schemes of these institutions which cover infrastructural items like buildings and raises in salary to teachers, which are the direct responsibility of the central government. Also it may partly be true that the lower incidence of utilisation of grants by state institutions is due to non-availability of matching share from state governments and managements as a result of which they are not able to avail of the UGC's assistance under schemes financed on a matching basis. None-the-less, the statistics cited above do indicate an uneven pattern of distribution of development grants as between central and state universities and colleges of Delhi and of the states. The funds at the disposal of the Commission are too small to enable it to cater for the needs of all state universities and colleges.

49. We tried to look into the significance of the UGC grants for different universities from the point of view of the proportion which these grants bear to the total income of universities over a period of years. Unfortunately, we were not able to get any information in this regard from the UGC's office though it has a statistics unit headed by a senior officer. Even though the UGC is empowered under section 12(i) to require, *inter alia*, a university to furnish such information as may be needed relating to the financial position of the university, it is not understood why the Commission has not been able to build up information in regard to sources of income and expenditure of universities (and colleges) in the country. This valuable information has not been compiled and tabulated. We requested universities to

send us the information we required. Only 29 universities responded. The replies are summed up in table IX of Appendix V. A look at the table would show that in a number of cases the grants by state governments to universities have not been adequate. The overall financial position of a university, whether it is having a surplus or a deficit, and the adequacy or inadequacy of the state government's grants to it do not appear to have been examined by the UGC in determining its own grants to a university or in advising the state government concerned to enhance its grants. Taking at random one old, one comparatively newer and one women's university, the position of their grants in a few randomly selected years is summed up below:—

(a) *Calcutta University*

Year	Total income (in lakhs)	Percentage contribution from different sources			Overall position
		State govern- ment	Other sources	UGC	
		%	%	%	
1966-67 .	167.6	13.3	51	35.6	Deficit
1970-71 .	213.2	36.1	49	14.8	"
1974-75 .	320.9	46.4	42.3	11.3	"

This was a case in which the state government should have been advised by the UGC in terms of section 12(a) of the Act to enhance its grants to the university.

(b) *Jodhpur University*

Year	Total income (in lakhs)	Percentage contribution from different sources			Overall position
		State govern- ment	Other sources	UGC	
		%	%	%	
1966-67 .	53.3	75.8	23.2	1	Deficit
1970-71 .	199.9	61.9	37	1.1	Surplus
1974-75 .	176.3	68.1	25.9	6	Deficit

This was a comparatively younger unitary university with good income from state and other sources and could have received greater assistance from the Commission.

(c) *SNDT Women's University*

Year	Total income (in lakhs)	Percentage contribution from different sources			Overall position
		State govern- ment	Other sources	UGC	
		%	%	%	
1966-67 .	29	13.6	83.7	2.7	Deficit
1970-71 .	54.5	19.5	80.4	0.4	"
1974-75 .	84	24.9	70.5	4.5	"

The only women's university deserved both larger grants from the UGC and recommendation to the state government to enhance its share of grants.

Besides the above instances, in the case of Saugar university, the UGC gave sizeable grants but the university was mostly in deficit for want of adequate grants from the state government, enhancement of which should have been recommended by the Commission. More details may be seen in Table IX of Appendix V. The above figures show that some old as well as new universities either did not receive adequate assistance from the UGC or did not receive the Commission's support by way of recommendation to the state government for more grants to them. The Commission ought to have advised the state governments in terms of section 12(e) of the UGC Act for enhancement of grants to their universities but as has been stated in reply to our questionnaire the Commission has not done so in any case. Its advice to states has been limited to its own schemes which require matching contribution during a Plan period and those which need to be continued without UGC assistance after a Plan period as recurring items. It also indicates that adequate steps were perhaps not taken to enquire into the financial needs of universities as required under section 12(a) of the Act, and the UGC's visiting committees only looked at the proposals formulated—if perhaps with inadequate expertise—by the university authorities themselves. In any case, an overall view of the financial position of universities does not appear to have been taken. This may have been due to the general attitude of the Commission to concern itself more with what it called "development programmes" of universities rather than the wider task of coordination as well as determination and maintenance of standards.

4.10. *Matching Grants and State Institutions.*—The Commission has been following the policy of giving most of the grants for various development activities to state universities and colleges on a matching basis. However, in respect of some of the quality improvement programmes it gives cent per cent assistance. The principle of matching grants appears to be proper and sound in so far as it ought to be the concern of sponsoring bodies, state governments or private managements, to improve the quality and standards of their institutions. However, in practice this principle has not worked entirely satisfactorily as in several instances in the absence of adequate matching share of the state governments or managing bodies, universities and colleges are not able to take full advantage of the various schemes of the UGC. As has been mentioned earlier, of the total expenditure Plan and Non-Plan, the central universities and Delhi colleges get about 50 per cent. This creates an impression in a large number of state universities and colleges that they receive a raw deal. Even though this impression may not be justified, it has a bad psychological effect on the relationship between such institutions and the Commission. The remedy to this lies in the bi-furcation of maintenance grants work from the development grants work of the Commission as suggested in para 4.6 above. Further with education now on the Concurrent List, a clear-cut mechanism should be laid down and rules framed under concurrent powers of the central government so as to ensure that state budgets automatically provide for their matching share in respect of the UGC schemes. This would also call for long-term and better planning than is done now in the sphere of higher education. Also the UGC should lay down norms for minimum maintenance grants for various activities of state universities. This aspect will be dealt with in the next chapter.

4.11. The share of assistance by the Commission in regard to major items for which grants are given varies according to activities. In respect of books and equipment, all universities and post-graduate departments of eligible colleges get 100 per cent assistance. However, in the case of colleges, assistance for facilities for improvement of under-graduate education is subject to a matching share of 25 per cent from state governments or managements concerned. In respect of programmes involving appointment of staff in universities no matching share is required for higher

posts, but for the posts of lecturers in both universities and post-graduate departments of colleges the matching share is 25 per cent. However, at the under-graduate level in colleges, the matching share is 50 per cent. In the case of construction projects like class-room buildings, laboratories, libraries and residential buildings, the matching share is generally 50 per cent for both universities and colleges but in backward areas this share is only 33 per cent. In respect of residential accommodation for students, the matching share for girls' hostels and hostels for institutions in backward areas is only 25 per cent. This pattern of matching grants is adverse in the case of affiliated colleges which find it very difficult to raise their matching share. As some academicians and others associated with college education told us, UGC's "generosity has encouraged indifference of state governments" in some places where they have stopped grants to colleges for non-recurring items of expenditure like buildings and equipment. We feel that while for development of excellence, post-graduate and higher research studies need special attention, for the improvement of general standards of 80 to 85 per cent of the university products for whom under-graduate education is the terminal point, the disadvantages suffered by colleges of under-graduate education, particularly in remote areas and poorer regions, in the present matching pattern need to be removed by suitable amendment of the pattern. Of course, this would necessitate larger funds being placed at the disposal of the Commission and the application of available funds to priority activities which contribute to raising of standards.

4.12. *Scheme of Grants: UGC's Approach.*—The approach of the Commission in its scheme of grants has been to include in it programmes to build up the physical infrastructure facilities of universities and colleges as well as quality improvement programme. As has been stated by the UGC in its reply to our questionnaire, the Commission has been "of the view that quality improvement can take place only in a certain level of physical environment and for this assistance for buildings... appointment of staff, purchase of books, journals and scientific equipment, and workshop facilities are unavoidable". In the light of the twin functions of coordination of university education and maintenance as well as determination of standards of teaching, examination and research, provision of assistance for infrastructural facilities might be viewed as something not within the

purview of the UGC but we appreciate that the UGC had perhaps no choice but to see that the minimum essential infrastructural facilities were available in all institutions which had been created by the sponsors without providing adequate infrastructural facilities not only necessary at the time of setting up of an institution but also in the process of its development and expansion. As the Commission had no authority to ensure that a university or a college comes up only after necessary infrastructural facilities are fully provided, it had to make up the deficiencies in such facilities through its own assistance so that efforts at improvement of standards could be meaningful.

4.13. Since the amendment of the UGC Act in 1972 the Commission has the authority to assess the suitability of a new university for receiving grants from the Commission or the central government. Now there is insistence on the provision of at least 2 crore rupees initially for the establishment of a university, though even this stipulation may not be adequate in all cases as the requirements may be much more in special areas in the light of the terrain and altitude of the place, the comparatively expensive material and labour for the construction of buildings and also the requirements of the particular studies which a particular university may be wanting to develop. None the less, even after this amendment some universities did come up without the concurrence of the UGC. In respect of colleges it has in recent years insisted on stricter conditions of affiliation but still inadequately provided colleges have been coming up here and there. Now with education on the Concurrent List, it should be possible to empower the Commission to ensure that infrastructural facilities are fully provided by the sponsoring authority before an institution is established. As regards already existing institutions the Commission is doing well in making good the deficiencies in regard to such facilities.

4.14. An analysis of the grants given by the Commission during the Fourth Plan, 1969-70 to 1973-74, reveals that nearly 53 per cent of the grant given by the Commission was spent on capital expenditure like buildings and hardware, about 11 per cent was spent on salaries of teachers, about 11 per cent (calculated on a rough and ready basis in the absence of detailed break-up of expenditure under some budget heads) on support for research, and nearly 25 per cent on other promotional schemes like teacher training programmes, examination reforms, books and journals

and student welfare schemes, correspondence courses, adult education, college science improvement programme, development of university centres for post-graduate studies and other miscellaneous activities. Construction of buildings being one of the major items of activity, the Commission has from time to time been sending out detailed guidelines and proforma to the recipients of grants. However, efforts at standardisation, economy and maximum utilisation of regional and local resources available do not appear to have been adequate. As the Commission in its reply to our questionnaire has said, "There is a felt need to standardise lay-outs, dimensions, specifications of all educational buildings. . . . Methods of light control techniques for satisfactory acoustic, environment and good hearing conditions also need proper attention. Standardised construction is an urgent necessity." It is gratifying that the Commission is showing realisation of this need and it should do well in setting up a proper machinery for evolving such standardised lay-outs.

4.15. As the funds at the disposal of the Commission have all along been limited and the major task of coordination and promotion of standards involves improvement programmes to cover the entire gamut of university and college education system, it would have been advisable if the Commission had had the means to advance loans for construction of such buildings as would give returns to the universities, e.g., staff quarters and hostels. The provisions of the UGC Act stood in the way of the Commission advancing such loans and for a few years in earlier days some loans were given by the ministry of education through the agency of the Commission but this system died out soon after. It may be worth-while amending the UGC Act to empower the Commission to advance loans for construction of such buildings to the universities and colleges and recover the money over a period of time. The Commission should be provided a revolving fund for this purpose. The loans should be interest-free and the recovery in easy instalments fixed with flexibility in view of the likely returns from the buildings. Another aspect which came to notice was application of some grants to purposes which did not have a direct bearing on standards. For example, about 2.8 crore rupees were given during the years 1966-67 to 1973-74 for such activities as did not appear to have a direct bearing on standards.

4.16. *UGC Grants and Standards.*—It is gratifying to find that the Commission has the realization that its grants to universities and colleges for improvement of standards have not at all been adequate. In reply to our questionnaire the Commission has stated that it has not been possible for the UGC, due to sheer inadequacy of resources and non-availability of matching share on the part of sponsors of institutions (state governments or managements), “to assist colleges in the manner in which, it would like to”, and even in the case of “many universities it has not been possible to provide the basic needs.” “The emphasis so far,” it has been stated, “has been on providing more and more physical facilities.” In the last 20 years the major part of the UGC’s assistance has been used “for acquiring basic facilities and the problem of qualitative improvement still remains, to a major extent, unsolved.” The visiting committees, it admits, “assess needs of programmes proposed by universities” and are able to make “only a general assessment of the level of functioning of universities.” In this context it would be pertinent to mention that in spite of effort over so many years only 30,000 teachers have been so far covered, as stated by the Commission, under teacher improvement programmes like summer institutes and refresher courses, “for their professional enrichment.” Again teacher education has not received proper planning and firm execution of schemes for its improvement. As against a special allocation of 8 crore rupees made by the central government for development of teacher education in the Fourth Plan, the accounts of the UGC show that only 1.19 crores could be spent on this activity in the universities and teacher training colleges. Similarly in 1974-75 a sum of 11 crore rupees was originally proposed to be spent by way of grants to constituent and affiliated colleges. But ultimately the grants boiled down to only 3.82 crore rupees which would appear to be due to lack of adequate planning for different schemes to utilise such a large amount of grant in a year. In fact, there should have been sufficient advance planning for such a scheme spread over a few years. In effect, therefore, partly due to lack of adequate resources and partly due to application of larger portion of such resources to basic infrastructure of institutions of higher education, the impact of UGC’s grants on raising of standards has been limited.

4.17. The broad pattern of assistance given by the UGC is to limit its grants to a plan period and ex-

pect the institutions to meet the expenses of such activities from the recurring budget in subsequent years. While as a rule this policy appears to be sound, there is need for the UGC to make exceptions in respect of a few selected items. For example the centres of advanced study set up in various universities in the country are intended to serve as pace-setters, devoted to achieving peaks of excellence. Stoppage of grants to such centres after one or even two plan periods would be risky in so far as the centres might for want of funds and adequate timely guidance and assessment relapse into ordinary departments. These centres should provide leadership and coordination in their respective subjects and, therefore, be treated as useful limbs of the Commission itself. Such centres may be maintained by the Commission on a regular basis. Otherwise there is the fear that while centres of advanced study in the central universities will continue to keep up their effort, those in state universities may find their activities abridged because of lack of adequate resources. Again as a modification to the matching formula it is worth considering that improvement programmes for certain sectors of education like post-graduate and research be assisted on a 100 per cent basis so that quality improvement programmes are implemented in a uniform manner by all universities and colleges. For optimum utilisation of limited funds for the purchase of sophisticated equipment it is necessary to effect coordination in the matter of use of such equipment on a regional basis and also have good regional common facilities in the shape of good libraries, so that grants are not given for the same item in too many places with definitely reduced impact on standards. It would also be advisable for the UGC to act as an advisory agency for procurement of equipment so that numerous professors from universities do not have to obtain quotations and get involved in long procedures for buying the same or similar equipment, spending a lot of time and energy in the process. Having such a centralised agency would not only result in economics but also ensure uniform quality of sophisticated material leading to easier maintenance and repairs. Also in securing foreign exchange for purchase of equipment the UGC should have adequate authority in the sense that its certification for the need of such foreign exchange should be sufficient for grant of an import licence by concerned authorities.

4.18. *Procedures for Release of Grants and their Utilisation.*—The Commission has drawn up detailed

procedures for calling proposals from institutions and for the release of grants sanctioned. There are various proformae which have been prescribed. One thing which attracts notice is that the procedures are by and large government procedures which are not necessarily suitable to the activities of institutions of higher learning. The Commission should try to evolve such procedures as are more flexible, cut delays and provide for sufficient accountability. For example in releasing grants to a central university, in the beginning of the year it gives only 1/12th in April on the basis of earlier expenditure and then follows up with further instalments later. Generally it releases grants in four instalments every quarter. Though by and large the percentage of release in different quarters has been evenly spread out, there is noticeable a tendency of larger releases of development grants in the last quarter and in the month of March. For example between 1971-72 and 1974-75 the releases in the last quarter were on an average of the order of over 35 per cent and in the month of March about 17 per cent of the annual releases. This is not conducive to efficient planning or efficient execution of the plans by universities. Commission's grants, therefore, need to be released on a different basis than the usual quarterly basis followed in government. The universities should be trusted in the matter of details and the Commission should ensure overall accountability. Instances were brought to our notice during interviews with university and college authorities that there are at times long delays in getting an instalment cleared after answering the various queries from the Commission on matters of detail. This results in overdrafts by universities and payment of sizable sums as interest to banks. This needs to be remedied.

4.19. *Need for Effective Check-up of Utilisation.*— In regard to utilisation of grants by the recipient institutions no effective system of check-up appears to have been followed by the Commission. It generally accepts utilisation certificates from the institutions as sufficient evidence of proper utilisation. Instances were brought to our notice during interviews that there are cases where utilisation is not all that perfect as utilisation certificates may indicate. It appears desirable that the Commission should send out small teams for physical verification on a sample basis of the utilisation of grants. Of course insistence should

be on major grants rather than on minor items. There have for example been complaints that "mobile" libraries used to lend books to colleges shortly before they were subjected to the visit of a team of the UGC.¹ Whatever be the truth in this complaint, it fully justifies surprise checks by small inspecting teams of the UGC. Also some architects from Delhi monopolised the construction projects in colleges, some years ago. In a state we were shown a circular letter to colleges from one such firm offering its services for preparation of plans and wanting payment only if the proposals were approved and grants sanctioned by the UGC. Whether such firms could ensure quality of construction is doubtful. Though the UGC has clearly informed the recipients of grants that there are no architects approved by it, it would be desirable to have spot checking and physical verification of proper utilisation of grants for buildings given by the UGC. In respect of grants for special projects there is also need for a mid-term appraisal of the progress in utilisation. For example, as one academician told us, in a particular university large sums were paid as grants for a project. The output of the project was only five volumes whereas large amounts were consumed by way of salaries to staff. Regarding construction grants, the Commission has evolved a system whereby building committees are required to be set up by colleges with a representative of local PWD and an outside expert. This is good. However, it was brought to our notice that in the matter of release of grants a certificate from the PWD was essential and quite often non-government colleges had to face a lot of difficulty and delay. While it would be difficult for the UGC to do away with the certificate of a qualified engineer of the state PWD it would be essential to work out an agreement with the state governments so that suitable orders are issued to the PWD authorities to avoid delays in making inspections and providing such certificates in respect of construction work of higher educational institutions. The Commission also require the recipient institutions to send progress reports of the implementation of various programmes for which it gives grants. This system would be useful only if such progress reports are regularly analysed and followed up with spot inspections on a random basis. The Commission has also forwarded a dummy budget to universities to facilitate preparation of estimates according to a uniform

1. Chanchal Sarkar—"Pickings from Education", Indian Express, December 5, 1973.

patern. This is a good measure the implementation of which needs to be ensured by the Commission.

4.20. By and large the philosophy of the UGC, as it has said in its reply to our questionnaire, has been that it "normally follows a policy of persuasion for completing the formalities and ensuring proper utilisation of the grants released to universities and colleges". We have no doubt that something more than mere persuasion is necessary in this matter, as it should be the responsibility of the Commission to ensure that there has been proper utilisation. For example, in the matter of some higher posts under development schemes several universities fill them by promotion from lower categories and leave lower posts vacant. The Commission has now imposed a condition that the lower posts must be filled within six months. It would be still more salutary if the Commission were to limit its grant to the difference between the salary drawn by the teacher in the new higher post and earlier in his lower post till the time a fresh incumbent on the lower post joins duty. There were several instances brought to our notice of a number of posts sanctioned by the Commission in one plan lying unfilled in the subsequent plan period because state governments did not increase the recurring budget of the universities. This situation should be easily remediable after a proper financial arrangement is worked out with the states as a consequence of education being on the Concurrent List.

4.21. *Need for More Funds:* The Commission certainly needs to have more funds for development grants if it has to maintain centres of excellence on the one hand and promote the general standards of higher educational institutions on the other. A natural corollary to restrictive enrolment combined with alternative opportunities like correspondence courses and private studentship for those not joining the universities, is to improve appreciably the standards in universities and colleges for those who are admitted thereto. A glance at cost per student in various universities in 1970-71, given in Table VIII of Appendix V, would show that there is a sharp variation between different institutions. It is true that the high cost indicated in respect of Jawaharlal Nehru University is not truly reflective of the position because this was a new university which had to spend large amounts on infrastructure and had hardly any enrolment, but barring such an exception as also the cases of special institutions like IARI, the Indian

Institute of Science, Tata Institute of Social Science and the Roorkee University, the *per capita* cost in other universities shows sharp variation ranging from 600 and odd rupees to over 4000 rupees. The Commission would be well advised to look into this aspect also while determining its grants for institutions. It should, on the one hand sustain pace-setting institutions at a high level and, on the other, bring up those which are poorly provided for. Calling proposals from universities and colleges within pre-determined ceilings for universities, post-graduate departments of colleges and under-graduate colleges for the Plan period would, therefore, not appear to be a wholly satisfactory basis for allocation of grants. The Education Commission had recommended that the UGC should assist secondary schools to improve efficiency. Nothing has been done in this regard so far; only now a committee of the UGC studying preparatory measures for introduction of 10+2+3 system is expected to look into this aspect.

4.22. *Recommendations:*

(1) To enable it to cope up with its role in respect of coordination and improvement of standards of universities, the University Grants Commission must be provided much larger funds than it has been so far.

(2) The grants should be related to the financial position and needs of each university or college and aim at promoting as well as sustaining centres of excellence and developing the general standards in other institutions.

(3) The Commission should take an over-all view of the financial position of universities and build up sound statistical information regarding different sources of income and different items of expenditure of universities and colleges. Such information together with data about per student cost in different institutions in terms of courses of study should be important considerations in the matter of allocation of grants.

(4) Maintenance grants to central universities and their affiliated colleges should be separately budgeted, separately operated upon and dealt with in a separate report on maintenance activities as distinct from development activities.

(5) On various items matching grants should be paid on the same basis to central as well as state

universities by the UGC. However, in the case of colleges, particularly those in remote areas and poorer regions, the matching pattern needs to be further amended to the advantage of the institutions.

(6) Consequent to education becoming a concurrent subject, rules and procedures should be laid down to ensure that the state governments make provision for their matching share in respect of all the schemes of the Commission for improvement of higher educational institutions. Also the UGC should be able to ensure that infrastructural facilities are fully provided by the sponsoring authority before an institution is established.

(7) The UGC Act needs to be suitably amended to empower the Commission to advance loans for construction of such buildings by the higher educational institutions as would give them some returns, e.g., hostels and residences. The Commission needs to be provided revolving funds for starting a loan scheme of this type. The loans should preferably be interest free and recoverable in easy instalments.

(8) The UGC should expedite laying down standard lay-outs and other specifications of all educational buildings.

(9) Centres of excellence like the centres of advanced study, which are intended to serve as pacesetters, need to be maintained by the UGC on a regular basis.

(10) The Commission should also consider giving 100 per cent assistance for improvement programmes for post-graduate and research studies.

(11) The UGC should act as an advisory agency for procurement of sophisticated equipment for higher educational institutions, thus saving time of individual institutions and also ensuring uniformity in quality.

(12) The procedures regarding release of instalment of grants need to be examined thoroughly and such a system evolved as would be conducive to efficient functioning of academic activities on a long-term basis.

(13) Utilisation of grants needs to be checked up more thoroughly than merely through persuasion or by calling utilisation certificates. Small teams should make actual physical verification of such utilisation on a sample basis.

(14) A system needs to be evolved with the co-operation of state governments so that the state PWD inspects academic buildings and issues necessary certificates without delay.

CHAPTER V
RESEARCH, PLANNING AND EVALUATION

CHAPTER V

RESEARCH, PLANNING AND EVALUATION

5.1. The role envisaged for the University Grants Commission in respect of promotion and coordination of university education as well as determination and maintenance of standards of teaching, examination and research in its very nature implies that the Commission should have adequate machinery for continuous thinking on various problems affecting coordination and standards in higher education as well as planning for higher education. As Lord Robbins has in his foreword to Jack Embling's book "A Fresh Look at Higher Education" said, "In the already increased and fast increasing percentage of population involved in some way or the other in higher education, all the questions relevant to structure, government, discipline, method and content present themselves in new forms, and if they are not deliberately faced in this context all sorts of things are likely to go wrong." It is, therefore, essential that a sound knowledge base, including statistical information, is built and consistent policy research conducted to formulate alternative policy objectives which can act as guidelines for consistent policy development. This is necessary for coherent planning. To use the words of an academician-chancellor whom we interviewed, the UGC should act as "a think-tank" getting information from all over the world and studying innovations and experiments and after systematic pooling of such information get going with innovations suiting to our conditions. The Commission should not only receive proposals and projects and study them but also initiate projects and proposals and send them on to the universities.

5.2. *Study of Problems.*—The need for continuous research on problems of higher education cannot be overemphasised and it is essential that the UGC develops a proper machinery for this purpose. The draft Fifth Plan document emphasises that an adequate support of R & D effort is essential to ensure optimal utilisation of resources in men, money and material in a major and significant sector of development like education. But, as the UGC has stated in reply to our questionnaire, there has been no re-

search on methods and effectiveness of teaching in universities and colleges or the reliability of examinations. The Commission has only "recently taken the view that a proper research and development policy has to be evolved to improve standards." It is rather ironical that in universities research is done on so many diverse subjects but there has been no noticeable effort at research on problems of higher education itself. The UGC should, therefore, hold itself responsible, and devise for the purpose a suitable organisation under it with adequate freedom in functioning, for continuing research on various aspects of higher education. This organisation should, with the cooperation of research departments of universities, undertake such research studies as the UGC wants, feed it with in-depth studies for evolving its policies as well as give operational shape to its policies. The areas of work of this organisation should include: (a) research in problems and performance of higher education, (b) development and innovation in materials, methods and media, (c) sponsored studies pertaining to future needs, evaluation and the like, and (d) planning. A small research and planning cell recently set up in the UGC does not appear to be an adequate answer to the problem. A suitable organisation, headed by a competent academician, having organising and administrative ability, should be established and the science research council established by the UGC or the humanities research body which is contemplated, should be merged into this organisation. The head of the organisation should be of the status of the vice-chairman and report directly to the chairman. The Commission may consider what precise form and shape the organisation should have: whether it should be called an institute or a council or given some other name.

5.3. The proposed organisation would have to have different units engaged in study of different problems. With changes in the socio-economic life of the country and with rapid explosion of knowledge, the problems to be viewed by this body would go on changing from time to time. By way of illustration

it could immediately apply itself to the following aspects of higher education:

(a) *Studies in Costs of Higher Education.*—One of the most important matters, which should cause concern, is the increasing cost of providing higher education and the constraint of resources, human as well as material. It is not only in a relatively poor country like ours that this problem has to be faced, even in richer countries higher education costs are becoming prohibitive. Despite the increasing emphasis on higher education since independence, the resources available have been far less than the minimum necessary. It is, therefore, imperative that studies are undertaken to assess requirements of resources for higher education as well as to devise strategies for optimum utilisation of funds available. This is an area, therefore, in which deep study is called for. Studies should be undertaken to devise economies which can be effected by change of scale. There can be economies through methods of teaching and through optimum utilisation of resources like space, equipment, and the like. An interesting study was carried out at Bradford University which indicated that by rationalising teacher hours the cost per student for staff time could be reduced by about 20 per cent, that of laboratories could result in saving up to 19 per cent, that with optimal use of existing accommodation the cost per additional student would be less than 12 per cent of the existing cost.¹ We have a great legacy in the form of Mahatma Gandhi's views on education and how to make it productive and to a considerable extent self-reliant. According to this concept productive work should be a part of the curriculum which should be related to the socio-economic environment of the student, and the educational institutions must have intimate links with society. We have some institutions, like the Lok Bharati in Sanosare, Gujarat, where an attempt is being made to put into practice the Gan-

dhian method of running a largely self-supporting and socially relevant institution. Methods have to be devised as a result of careful study as to how higher educational institutions can be run efficiently with less cost and how they can raise part of their own resources from productive effort of the student community under the active guidance of their teachers—whether the students work on land or in small production units or the vacation periods are so staggered among different institutions that students receiving technical training can run a production unit throughout the year and help make the institution to some extent self-supporting. By evolving such methods the educational system itself can be enriched and the products of universities and colleges will not get isolated from the working world and will develop dignity of labour. The models for providing assistance to the deserving and laying down norms for appropriate fees (which are very low) for those who can afford to pay would also have to be evolved to reduce the burden of higher education on the public exchequer while ensuring social justice to students from weaker sections of the community.

(b) *Rural Education.*—There is increasing urge among the rural population for Higher education. This is legitimate and justified because they have suffered neglect in the past. Moreover, there is great need for bringing about change in attitudes as well as social institutions in the countryside through education so that 80 per cent of our population living in rural areas is enabled to accept and adopt what is good in modern scientific outlook while retaining what is valuable in our great tradition. Higher education for the rural youth has, therefore, to be such as not to create merely prospective white-collar job-seekers. A system of rural higher education has to be so evolved that after becoming graduates or post-graduates the rural youth does not get alienated from its own environment. It is necessary, therefore, that in respect of

¹. J. N. Kapur : "Current Issues in Higher Education in India" S. Chand & Co (Pvt.) Ltd., New Delhi (1975).

rural institutions of higher education, their structure, subjects of study and their contents, teaching methods, and an in-built system of inter-action between the life of the community and the educational institution are taken up for special study and research with a view to making higher education relevant for rural youth. Some valuable recommendations were made by the Radhakrishnan Commission in this regard and they could be a starting point for further research in the context of the changed situation.

- (c) *Enrolment and Admission*: The Commission has informed us that it has not so far taken up any studies for operating a policy of admissions in higher education. Nor has it initiated any pilot studies to set up a central testing organisation to develop procedures for selection of students for admission and advise universities and colleges accordingly. Both these suggestions had been made by the Education Commission. It is necessary for the apex body on higher education, which the UGC is, to have special studies made on problems of enrolment and admission. Such studies would naturally have to be dovetailed with studies on manpower planning. Manpower planning in itself as well as in its relationship with educational planning is a difficult task. The planners in the country have in the past not succeeded noticeably even in making reliable projection in regard to manpower needs of technical and professional graduates, and for those with general arts, science and commerce degrees there has been no attempt at assessing the likely numbers that can be absorbed in the economy. The Commission would have to evolve a system of liaison with different categories of employers in the public and organized private sector. Its research organisation would, therefore, have to have close working relations with other manpower research organisations and after study of national as well as regional needs of educated manpower, higher education costs, human and material resources and other

relevant factors evolve criteria and procedures for enrolment and admissions. In our opinion the UGC is the appropriate body to undertake such studies and advise the government.

- (d) *Studies in Management of Universities*: Management and administration of universities is another aspect that calls for attention. There have been developments in certain parts of the country which, according to some academicians, are seemingly regressive. It needs to be studied whether all old traditional bodies in a university are necessary in the face of new developments. Applied research organisations feel that sometimes poor and whimsical university management leads to non-fulfilment of targets and failure in adhering to time schedules. What reforms are necessary for this? How best can a democratic, participative and yet efficient management be achieved? The whole area calls for study as well as exploration of alternatives.
- (e) *Courses of Study and Examination Reform*: In the light of national needs, the contents of the courses of study and the syllabi for different subjects would have to be continually studied and new courses and new subject—contents evolved to advise universities and colleges. So much is talked about examination reform, the semester system and internal assessment, grading and the like. Such an important concomitant of standards has to be a subject of continuous study. Experiments have to be made, their results assessed and new techniques evolved. The UGC has been having earlier review committees and new subject panels, it has also had committees on examination reform from time to time; but these have been ad hoc bodies and it is necessary to have a permanent unit to function as the nucleus and ensure continuity in the work of the various ad hoc committees and panels in respect of courses, syllabi, research areas, examination reforms and like, and to follow up implementation of reforms evolved and do further thinking in the light of experience gained.

- (f) *Innovation, Education Material and Technology*: Innovation in teaching methods, building up of educational material, as well as utilisation of technological aids for higher education must be a concern of the UGC. These matters need to be continually studied. Material for teaching in the class-room, self-instructional material, programmed learning and teaching material in correspondence courses run by universities need to be developed properly to enrich the educational process. Modern technological aids would appear to be necessary for reducing costs and for utilising to the fullest the human resources available in higher education. As has been stated in the draft Fifth Plan document, adoption of modern means of mass communication as support to teaching-learning process would require considerable research and development effort. It is high time that this effort is well organized so that tangible results are achieved.
- (g) *Development of Languages and Production of Books*: The regional languages have become the medium of instruction in a number of higher institutions but the development of these languages and production of good text-books in them has not been adequate. A book production programme has been started by the UGC but the progress has been very meagre. This is an area in which continuing efforts need to be made, text as well as reference books got prepared and published and made available to students and teachers in different parts of the country. While books would have to be got prepared with the help of able teachers as stated in chapter II, the UGC would need a cadre of competent persons to prepare plans, draw outlines, identify and contact good writers and undertake an adequate programme of production of books for higher education as the NCERT is doing in respect of school education.
- (h) *Clearing-house Functions*: The UGC does not appear to have performed any effective clearing-house functions in the past. The Commission has informed us that "it does not at present have adequate machinery to discharge its clearing-house functions effectively." The proposed organisation should act as a clearing-house agency of the Commission. It should collect and disseminate information about programmes of innovation obtaining in other countries, assess their relevance to national needs and disseminate such information to institutions of higher education in the country. It should also transmit experience gained in one institution in the country to others so that each learns from the other. It should run a number of journals on higher education in general, on problems of educational administration and on different subjects of study and research, and invite well written articles from a wide range and level of academicians and educational administrators all over the country and publish them. These journals, which should also appear in Indian languages, should be circulated to all higher educational institutions at a reasonable price. The UGC bulletin and the Higher Education Journal of which a few issues have already appeared are not adequate for the big task of dissemination of ideas and experiences among academicians all over the country.
- (i) *Data Bank*: The proposed organisation should have a sound system of collecting and preserving data on various aspects of higher education. As at present, there does not appear to be a very dependable and sound statistical system, similar statistics regarding higher education are kept by the Ministry of Education as well as by the UGC and they do not always agree because the parameters, like dates of reference, are different. Similarly the statistics of the UGC itself are not uniform. There are variations in data about the same subject in different reports. For example the figures regarding number of universities, number of colleges and number of students during the year 1972-73 as given in the annual report of 1972-73 and 1973-74 are at variance with each other, though the parameters are identical as indicated by footnotes in both the reports. The number of universities in 1970-71 and 1971-72 as

given in the UGC's own annual publication "University Development in India—basic facts and figures, 1971-72" and the figures published in the annual report of 1970-71 and 1971-72 do not agree. There is no explanation by way of a footnote. Similarly figures shown on page 12 of the annual report for 1974-75 in respect of enrolment in 1970-71 (after excluding pre-university, intermediate and pre-professional classes) do not tally with the total enrolment shown in the annual report of 1972-73 minus the enrolment for pre-university, intermediate and pre-professional classes shown in the same report at appendix IV. The figures of grants given, for example to central universities in the financial years 1969-70 to 1972-73, as shown in the annual report of 1972-73 are at variance with the same figures as shown in the annual report for 1973-74. Similarly there are discrepancies in figures of grants as shown in annual reports and as shown in the annual accounts statements. Data is not available about total income and expenditure as well as per capita expenditure in different institutions. An efficient statistical unit is a must for meaningful projections and planning of higher education strategies and programmes. Also readily available should be systematically arranged information about persons, facilities, research activities going on in different places, courses, examination papers and the like. This unit should be adequately manned and equipped to be able to function as a data bank for higher education in the country.

- (j) *Planning Unit*: The UGC should have a competently staffed planning unit. There has been no evidence of any serious effort at perspective planning by the UGC in the past. On the basis of studies and research into various aspects as indicated above and a sound statistical base, the planning unit in the proposed organisation of the UGC should draw up proposals for long term perspective plan for higher education for consideration by the Commission. Naturally, these plans will also continually undergo changes as a result of fresh research and

fresh findings. In the light of the perspective plan, which should cover a period of fifteen to twenty years, operational plans for each five year plan period can be drawn.

- (k) *Evaluation*: General evaluation of standards of various university departments and colleges as well as monitoring of the programmes supported or initiated by the Commission for academic improvement in higher education have hardly been attempted so far. The visiting committees, in the words of the UGC, are able to make "only general assessment of the level of functioning of universities", and this cannot be a substitute for proper evaluation. An adequate evaluation system has got to be built up. For this purpose, an evaluation unit would have to be set up in the proposed organisation. It would deal with various aspects of evaluation of higher educational institutions which will be referred to in detail in subsequent paragraphs.

5.4. We do not envisage that the organisation for research, planning and evaluation should be an unwieldy body. It will have to have an adequate number of experts and units dealing with different aspects of higher education. It will mainly have to draw upon the services of active academicians and research departments of universities. It can commission individuals or groups of academicians for undertaking specialised studies of various problems. The different units in the institute will work as nuclei and will maintain continuity of effort. The Government of India have set up a National Staff College for Educational Planners and Administrators. This has been a step in the right direction. It would be desirable to have a close linkage between the training programmes of the staff college in regard to higher educational institutions and the research activities done on behalf of the UGC. For example, the Indian Institute of Public Administration performs dual functions in a coordinated manner. As an institute it is involved in research and as the School of Public Administration it is involved in training. Similarly, the NCERT combines research and training functions in respect of school education. In the same way, research and training relevant to higher educational institutions can continually influence each other, resulting in enrichment of both.

5.5. Planning for Higher Education : Achievement of coordination and standards in higher education, which is the responsibility of the University Grants Commission, can be possible only within the framework of long term as well as short term educational plans prepared to achieve the objectives of higher education in India. The objectives themselves, as also the methods of achieving them, will continually have to be reviewed in the context of the nation's socio-economic and cultural goals and will from time to time be determined in the light of research studies on various aspects of higher education. It is necessary, therefore, that the UGC be made responsible for higher educational planning of the country, within the overall policy directions of the ministry of education. In universities no effective organisations have, by and large, been built to prepare their plans for development. In the states also planning has to some extent "remained a peripheral activity." According to some studies, even at the national level the planning organisation is "inadequately staffed at the research and technical levels".¹ With the organisation of research in higher education, the UGC will have the necessary research backing and competence to take up the task of planning for higher education. Only then can it be expected meaningfully to achieve coordination and standards in higher education.

5.6. In the Fourth Five Year Plan, the Planning Commission estimated the enrolment in university education to rise from 1.69 to 2.66 million between 1968-69 to 1973-74. These targets were exceeded and enrolment in 1973-74 was estimated at 3 million as per data given in the draft Fifth Five Year Plan. The annual report of the UGC for the year 1973-74 put the figure at 3.58 million (including enrolment in intermediate classes in Uttar Pradesh). It is significant that whereas the achievement in terms of enrolment during the Fourth Plan was lower than the targets for the primary, middle and secondary levels it exceeded the estimates at the university level (cf. Table XIX, Appendix V). As had been stated in the chapter on "Education and Manpower" in the Fourth Plan document, there are uncertainties inherent in the task of providing adequately yet not excessively, for the scale and pattern of educational development which will best serve the purpose from the point of view of the individual as well as of the requirements of edu-

cated manpower for the varied task of economic development. However off the mark such projections might have turned out to be in the context of the overall economic situation, there has generally been an attempt at manpower planning in regard to some of the important categories of professional and technical manpower like doctors, engineers, agricultural graduates and the like. In respect of the output of academic courses in general education in arts, science and commerce, there has been no noticeable concern with manpower planning on the part of planning and policy-making organs of higher education. Despite the Planning Commission's guideline in the Fourth Plan that "the main emphasis will be on consolidation and improvement of staff and library and laboratory facilities", there was wide expansion in higher education with no improvement in teacher-pupil ratio and an insignificant rise in per capita (on the basis of student enrolment) development expenditure of the UGC in the context of rising prices and salary revisions.

5.7. Higher education planning has so far been more or less based on likely availability of financial resources. In fact, the share of provision for education in different plan allocations has shown a downward trend. From about 7.8 per cent of the total plan outlay in the Second Plan it has come down to 3.3 per cent in the Fifth Plan. Allocations for university education which were 30 per cent of the allocations for entire education in 1966-67 have come down to 23 per cent in the Fifth Plan. Considerable amounts have been allocated in the state sector and yet the state universities and colleges have found it difficult to get matching contributions for UGC's grants for development. Generally, two years before the commencement of a plan period, a planning or steering group, with representatives of central and state governments and the UGC and some academicians, is set into motion by the Planning Commission. The group divides itself into a number of committees on various sectors of education, and one such committee deals with higher education. This committee draws up a broad outline of the plan on the basis of resources likely to be available, keeping in view the progress achieved and the problems that have emerged. The broad contours of the school education plan drawn up by another committee are also kept in view

1. T.N. Dhar : *The Problems of Manpower Planning* ; Minerva Associates (Publications) Pvt. Ltd., Calcutta (1974).

and the two committees have some joint meetings. However, as we gathered in the course of our discussions with functionaries associated with the formulation of educational plans, in practice each committee tends to work more or less in a vacuum and it is at the level of the bigger steering group that some sort of coordination between sectoral plans is attempted and a total view of policies and tentative sectoral allocations arrived at. The whole exercise is initiated by the Planning Commission. It appears that no document setting out problems and prospects of higher educational development is required to be put forth by the University Grants Commission. It is only after tentative allocations are indicated that the exercise of detailed planning on the basis of likely resources starts. In the prevailing situation it was not possible to consider either manpower estimates or any firm enrolment indicators, particularly in respect of non-professional university level education. In the exercise done in connection with the formulation of the Fifth Plan two sub-committees were set up to attempt projections on enrolment and to study costs of university education. Under pressure of social demand, the labours of the first sub-committee resulted in no concrete projections but only in the evolution of a "package" strategy to reduce the rush to universities. The package (comprising vocationalisation of secondary education, limiting of admissions to regular institutions and provision of higher education through evening colleges, correspondence courses and private study), will it is hoped, control enrolment. The second sub-committee's elaborate work regarding costs proved to be in vain because, as someone associated with it put it, everything became "topsy-turvy" as a result of large funds being consumed by revision of pay scales and in view of the total outlay that was ultimately available, and "the plan thought of originally was unrecognisable" in the light of final provisions made.

5.8. UGC's Plan: The University Grants Commission's plan proposals form the major part of the central education ministry's plan on higher education. The Commission, we were informed, sends in the beginning guidelines to the universities regarding the different development programmes it intends to take up during the ensuing plan period without indicating any monetary limits. The universities prepare their

plans in the light of their own needs but are later required to revise them when the UGC, on the basis of overall allocations indicated by the Planning Commission, indicates to each university the ceiling of financial assistance likely to be available to it. In a sense, the UGC's own plan is the "aggregate of the five-year plans of the universities as scrutinised by the visiting committees appointed for the purpose and as finally approved by the Commission."¹ The universities draw their plans in accordance with their own assessment of needs and often design them so as to meet their pressing problems of space, staff and equipment necessitated by increasing numbers over which they have very little control. As Shri J. N. Kaul, Joint Secretary of the UGC, has in his book said, "the plans of the universities are generally reactions to the emerging situations and the programme of the University Grants Commission is, therefore, a reaction to the reaction of the universities." This is but natural in the absence of a time-bound plan of UGC's own. As a senior functionary of the Planning Commission commented, the UGC did not show any evidence of "advance planning, its plan appeared to be a revision of the previous one." In practice, the UGC's plan does not correspond to the normal plan period but covers a period of five years which include different five financial years for different universities. This is inherent in the working of the visiting committees which involves too long a time to scrutinize the plans of universities. In the Fifth Plan the working of these committees has greatly improved and yet plans of only about 70 universities have been finalised till the end of 1976. The annual plan allocations for 1977-78 having been practically finalised already, the remaining universities will have plans which will cover only one year of the national Fifth Plan and most of their development programmes will be carried-over programmes in the next plan. Some other improvements have also been effected in the method of working in the current plan. For example, instead of sets of two separate visiting committees on science and humanities, one composite committee has visited a university; savings on items of recurring expenditure are not permitted to be diverted to non-recurring items as sanctions are given for posts and not for money for the posts; there is greater emphasis on specialisation in the programmes. In the Fourth Plan universities received total grants for staff, buildings, libra-

1. N. Kaul : Higher Education in India : Indian Institute of Advanced Study, Simla, 1974.

ries and laboratories and the universities in practice selected convenient areas and savings were made by delay in filling of posts and diverted to library or equipment. Such re-appropriation has been checked and stress is on coordinated development. However, in regard to essentials of planning much more needs to be done. For example, the visiting committees' work has no bearing on preparation of the plan; they only review the proposals of the universities. UGC's plan exercise has to be more methodical and systematic.

5.9. Once the UGC is entrusted with the task of planning for higher education, it will have to work in close collaboration with the national planning organisation, with research bodies and agencies dealing with specialised sectors of education not falling within its own purview. From our discussions with various authorities, we got the impression that the UGC had over the years not been having adequate continuing contact and dialogue with the Planning Commission. There was a feeling that the UGC was drawing its programmes more or less in isolation and in an *ad hoc* manner. The University Grants Commission is an autonomous body and so are the universities. This character and status of the UGC should not create the impression that it is functioning in isolation. On the other hand, its prestige should enable it to have its views, which should be backed by adequate data and research studies, accepted by the Planning Commission. The crucial role that the Planning Commission plays is to lay down the approach, the priorities, and the strategies for the plan; it also determines the financial allocations for various sectors, both for the states, and the ministries at the centre. The UGC should function as the premier ally of the Planning Commission in regard to formulation of the higher education plan. As has been mentioned earlier, the planning exercise is started at the initiative of the Planning Commission. In the fitness of things, higher educational planning should originate from the UGC and their policy document should form the basis of such planning. This would necessarily imply a closer link with planning for higher education in the states. In the existing system of working there does not appear to be any effective coordination between the state governments and the UGC in respect of formulation of higher education plans in the states. While the UGC authorities say that their representative always

attends discussions of state plans on higher education, the Planning Commission functionaries gave us the impression that UGC's association with such discussions was not effective and the UGC has, thus, not been able to ensure that provision was made in state plans for the states' share of expenditure on schemes the Commission intends to launch for improvement of standards in universities and colleges. Senior functionaries of the UGC, on the other hand, said that the state universities did not appear to prepare any plan other than what they did in response to UGC's guidelines and the state governments had a feeling that all development programmes of the universities would be taken care of by the UGC. In fact the UGC was not sure whether all the universities sent the copies of their development plans to the state governments also, though presumably they did. Similarly, in respect of planning of research studies in higher education there was an impression that the UGC's contact with other planning or coordinating bodies like the NCST was not effective. There was need for greater coordination and detailed planning by the UGC on the one hand and other research bodies falling within the purview of the NCST on the other. It was not enough to have the chairman of the UGC as a member of the NCST, there was need for more active participation by university men in the deliberations of the NCST and a considerable number of them should be represented on the NCST itself. For a closer working between the Planning Commission and the UGC, it would be advisable to have Secretary, Planning Commission, as an *ex-officio* member of the UGC.

5.10. *Approach to Higher Education Planning*
Universities and colleges have not only to communicate existing knowledge and to create new knowledge but they have also to act as pace-setters in building a new society and evolving a national life style. Higher education has to play a crucial role in economic development as well as social change, in developing skills, attitudes and personality traits of young men and women and in creating a well informed and educated citizenry, while at the same time bringing about personal enrichment of the individual citizen who enters the portals of higher learning. It has also to be realized that while planning for higher education in India, the problems of this country have to be clearly understood and our own models developed and exercises done in progressive approximation

As the Prime Minister, Mrs. Indira Gandhi, said at the 33rd Session of the Indian Political Science Congress at Calcutta University in December, 1972, "To try to model our system after other countries makes no sense to me at all. This has to be done in the context of our own conditions." The Prime Minister has been emphasising repeatedly the need for evolving an educational system suited to India's conditions and needs. It is, therefore, imperative that the University Grants Commission should through closer contact and more systematic relationship with the Planning Commission and after thorough and detailed discussions with other agencies concerned draw up a plan for higher education and thus acts as an instrument of change. With this lead by the UGC, the process of formulation of plans by the universities would be set into motion and both would interact on each other. The Commission must have a long-term perspective plan for higher education covering 15 to 20 years and into this perspective plan should be fitted programmes of different five year plan periods. The policies and programmes of the UGC should be open and command respect and acceptance. As appears to have been the practice so far, higher education planning should not start only when some indications regarding outlay are available. Educational planning in its very nature has to cover a generation and objectives as well as strategies have to be evolved in perspective. Plans and programmes need to be drawn up with reference to the objectives and strategies that are nationally desirable. Of course, there will have to be categorisation of various programmes according to priorities so that the final higher education plan for a particular plan period is pruned to fit in with the available resources and items of lower priority are taken up in a subsequent plan period. Good ideas about development programmes aimed at achieving academic improvement need to be worked out in detail so as to bear scrutiny and carry conviction with the authorities which have to allocate resources and thus enable these authorities to make firmer commitments about the outlays than they have been able to do so far. In higher education planning the commitments by the Planning Commission will also have to be firmer and made well in advance. Even in the U.K., as Professor Honeybone told us, "the plan for the quinquennium 1972—77 was finalised in 1970-71" and only in extremely difficult financial years are there "very marginal variations." In Russia, accord-

ing to an eminent scientist, even during the war education budget was not subjected to cuts.

5.11. *Non-Plan Sector*: It is very important to mention here that by and large education is an activity which falls more under what is called the non-plan sector than under the plan sector. Any higher education planning would lose its significance if the exercise were to be confined merely to formulating proposals for development programmes in a plan period. A total view of the educational effort and, therefore, of the activities under the non-plan sector would be essential. In fact the non-plan sector of higher education would have to be constantly reviewed and modified in the light of overall strategies for educational development. With education on the Concurrent List now, the UGC should be given the requisite authority not only to draw up the national plan for development of higher education but also to oversee and modify the non-plan programmes of higher education in the states so as to make them well-coordinated, more purposeful and productive. It would be pertinent to mention here that, as we learnt during our discussions with various authorities, the Finance Commission makes allocations for the states in respect of the committed expenditure on schemes initiated in the previous plan under the plan budget. However, the allocation of resources is done in bulk for all the activities of the state governments and no earmarked sector-wise. There are instances where the funds for education tend to get diverted to other more pressing sectors in the non-plan budget. It is necessary to devise a system to guard against this because efforts at improving standards and quality of higher education would receive a serious set-back in case there are not adequate funds for maintenance of activities taken up under development programmes in a preceding plan. Some programmes initiated by the UGC in one plan have suffered after the plan period because the state governments have not provided funds in the non-plan budget for the continuance of such programmes with the result that posts have remained vacant and equipment has remained un-utilised or under-utilised for want of proper maintenance.

5.12. *Higher Education and Manpower*: As has been mentioned earlier, there has been no effort at man-power planning in relation to general higher education in arts, science and commerce. There are no doubt inherent difficulties in such an exercise. In fact the assumptions underlying manpower approach to

educational planning have been questioned by some experts. A study undertaken by the Directorate of Scientific Affairs of the OECD has shown "the absence of a close correspondence between educational level and economic development. . . there are no statistically significant relationships between the educational profiles of occupation and levels of economic development."¹ Similarly Marg Blaug in his "Approaches to Educational Planning" has questioned the importance of manpower forecasts as the exclusive ingredient of educational planning. He has said that much of the effort of educational planning should "give full scope to the process by which industry adapts its demand to the supply of educated manpower, and the supply of students adjusts itself to the changing demands of industry"—a two-way process. The Robbins Committee in its reference to the findings of the 1961 census in England and the study of the deployment of scientists in the USA by William Kornhauser have shown that a considerable number of scientists and technologists are in categories of employment in which it is unlikely that they were making full and direct use of their qualifications. Manpower planning equations can at times fail to take into account the influence of social and political framework within which planning takes place. Moreover, educational and occupational choices in democratic societies are a matter of individual concern. Further, in a federal form of government manpower planning becomes particularly difficult because of the many decision-making points. Still, more than any other method, manpower forecasts provide an empirical basis for directing the educational effort. However, uncertain such forecasts may be, they do provide a certain rational basis for making educational adjustments.

5.13. It is, therefore, necessary that the UGC should be closely associated with manpower planning, at least in its bearing on higher education. It should have close liaison with other organisations doing manpower forecasts and should undertake studies and research in regard to educated manpower through its own research organisation and the university system. During the sixties and first half of seventies economic growth in the country has been below the expected level whereas enrolment in higher edu-

cation has been very much higher. From the national point of view the total resources feed both economic and educational system and it would be hard to divert funds from the slow growing system to the fast growing one. The solution to providing educational opportunities for the fast growing population in both the economic as well as the educational system lies in faster economic growth. As Warren F. Ilchman has said in his paper² "People in Plenty: Educated Unemployment in India", next to the USA "India probably has more students in universities than any other country though the proportion of university students per thousand population is among the lowest." He has rightly pointed out that "the affiliating and constituent colleges system in India has permitted the lowest per student expenditure on education probably in the world, and hence allows the establishment of new colleges with relatively little investment and lower academic costs." Control of numbers in general higher education is, therefore, an important priority. Further, providing a first degree course to a large number of students combining elements of general education with purposeful and productive labour oriented to cultivation of marketable skills will have to be given priority even in a policy of selective admissions. Plan targets, therefore, will have to be not mere projections based on current trends of social demand but firm indicators of desired objectives and the methods to be adopted to achieve them. The proposed organisation for research, planning and evaluation should be able to take up the task of planning and submit proposals for decision by the U.G.C.

5.14. *Implementation and Evaluation:* Determining objectives of higher education and strategies to achieve them, and formulating a higher education plan are only the first two steps. The third important step is to evolve a system of overseeing prompt and efficient implementation of the plans and programmes and evaluating their impact. The Fifth Plan itself emphasises the need for evolving devices for evaluation and monitoring in education. It is, therefore, necessary that in this regard the University Grants Commission plays the primary role in the sphere of higher education. We have recommended an evaluation cell to be a constituent part of the proposed research organisation of UGC. This cell,

1. T. N. Dhar : The Problems of Manpower Planning.

2. "The Higher Learning in India" (Ed : Amrik Singh and P. G. Altbach).

howsoever competently manned (as it ought to be), would not be in a position to undertake the task by itself. The Commission would, therefore, have to involve academic bodies and individual academicians to perform the task of monitoring and evaluation. In this area there has been very little effort of significance in the past. The process of monitoring and evaluation will have to be evolved with experience and study. However, to begin with, action may be taken along the following lines.

5.15. *Accreditation and Grading*: In all educationally advanced countries there is some system or the other by which standards of higher educational institutions are kept under watch. In countries like France and Russia the admission process itself is very stringent. In the United Kingdom the system of external examination and the visitation by committees of the UGC and very frequent contact and intimate association between UG Committee on the one hand and the association of vice-chancellors and principals on the other achieve this objective. The system of external examiners involves overseeing of syllabi, question papers, answer scripts, and the like. Because of a strong tradition wedded to standards the heads of universities themselves ask for a special visitation by a UGC Committee if they are not happy with the performance of any department. In the United States, there is a very elaborate system of accreditation. As we gathered from our discussions with three American educationists Dr. Harold L. Enarson, President, Ohio State University, Dr. Milton Schwebel, Dean, Graduate School of Education, Rutgers State University, and Dr. M. Hazlett, Educational Consultant, who visited India in December, 1975, there are various accreditation agencies functioning in the United States on national, regional and state levels. There are accreditation policy boards who send their agencies to institutions to look into equipment, library, faculty and other standards. Accreditation is largely done on a voluntary basis in America and academic and professional bodies are associated with it.

5.16. The basic purpose of accreditation is to encourage institutions to improve their programmes by providing for them standards or criteria established by competent bodies. Other purposes are to facilitate transfer of students from one institution to another, to inform employers about the quality of training which graduates in different institutions have

received, to raise the standards of education for the practice of professions and the like. A significant effect of accrediting is to serve as a support to educational administrators or the faculty who want to maintain high standards but face considerable local difficulty in effective improvement. The pronouncements of accrediting agencies or associations are often helpful in such cases and "political interference in colleges and universities has frequently been stopped by the courageous action of accrediting bodies."¹ The accrediting agency sends to the institution under evaluation questionnaires and forms of various types not only to obtain information for the visiting examiners but also to stimulate the institution to evaluate itself. There are various bodies like the national commission on accrediting and regional and state accreditation bodies. Besides, there are accrediting agencies of various professions who deal with professional schools. The pioneering work in the matter of accreditation in America has been done by the National Association of State Universities which was founded at the end of the 19th century. The accreditation system categorises institutions as "accredited as meeting the highest standards", "fully accredited," and the like, or categories them into class A, class B and so on. Institutions deficient in one or more aspects are placed on probation and probationary accreditation is listed publicly. Outstanding institutions which are called *Matura* are subjected to accreditation visits once in ten years, others generally between three to five years. It is necessary in the interests of maintenance of standards that in India also the university departments and colleges, whose standards vary sharply from institution to institution, are subjected to a system of accreditation and grading. This is all the more necessary now because as a reform of the examination system universities and colleges are adopting internal assessment as a process of evaluation of students. In judging a university department or a college the performance of the institution would have to be judged in the light of the quality of enrolment it has. As the Carnegie Commission has observed "the quality of an institution should be determined by what it does for the student it enrolls, not by the characteristics of its entering students or by the record of its graduates." Care would have to be taken that the mechanism of accreditation does not inhibit innovation.

1. "Accreditation in Higher Education": Lloyd E. Blauch. U. S. Deptt. of Health, Education and Welfare (1959).

5.17. *Revitalising AIU*: The task of accreditation in a country like ours where there are more than 100 universities and more than 4000 colleges would have to be done with full association and involvement of academicians all over. A detailed system and procedures of accreditation would have to be worked out and various proforma and information dossiers designed. To make the system acceptable to the academic community it would be proper to associate organisations of academicians with this task. We have already an Association of Indian Universities which has been functioning for a long time. In his book on the AIU. Prof. S. S. Bhandarkar,¹ while enumerating some of the good things done by the AIU or its predecessor the IUB (Inter University Board) has stated that the AIU "has failed to come up to certain minimum expectations." in so far as it has not been able to increase to any significant extent inter-communication between universities at levels other than the vice-chancellors, nor has it been able to draw into all university developments the intellectual energy and initiative of the great mass of teachers. The organisation has not been able to play a really practical and decisive role in solving day to day problems, nor has it entirely succeeded in making its presence felt among the universities or enthusing them to participate actively in many aspects of its work. As against this, the committee of vice-chancellors and principals in the U.K. though, according to Sir Eric Ashby "from the outset it had no official status and no authority to commit the universities and it still has none. . . . it acts by creating a climate of opinion which profoundly influences policy both among universities and among government departments." Through its influence, "the British universities were brought closer together and the areas increased in which they found themselves able to take common action." The committee of vice-chancellors in the U.K. produces and publishes important documents on matters such as teaching and research in a university, on the use of academic staff time, on codes of safety in universities and the like. The AIU has also brought out some publications, including the useful "Bibliography of Theses Accepted" and "Research in Progress". However, there has not been enough evidence of "active acceptance of complementary relationship by the two organisations", the UGC and

the AIU, particularly in matters of coordination and determination of standards for which the UGC is responsible under the law and which has also been a function of AIU under its constitution. It is important for the healthy growth of academic life in institutions of higher education that the AIU is revitalised and other professional bodies of academicians are activated to make a meaningful contribution not only to thinking and research on higher education but also to evaluation of standards. A beginning could therefore be made by the UGC in close association with the AIU to set up an accreditation system and involve academicians and professional groups in the task of accrediting higher educational institutions. Such an accreditation procedure would be a great help even in the task of deciding equivalence of degrees which is the function of the AIU. It would be wise to leave it to the UGC, the AIU and the academicians themselves, with the help of the ministry of education, to work out detailed mechanism in this regard. The Commission should be given the power to recommend to government de-recognition of a degree of a university grounds of lack of standards. Such powers are vested in the Indian Medical Council in respect of degrees of medical colleges.

5.18. *Other Areas of Evaluation.*—In university education, teaching and research have to move hand in hand. The UGC has recently been laying stress on Ph.D. as a qualification for recruitment of university teachers. Unfortunately, there is a feeling among academicians themselves—including the A.I.U.—that the standards of Ph.D. are not of the desirable level everywhere. We were told during our visits to states of various examples of substandard work being accepted as doctorate theses and even of malpractices here and there. It is necessary, therefore, that a system of evaluation of Ph.Ds. is introduced, theses written and reports of the examiners on the theses are scrutinised by selected groups of top academicians of known integrity in an anonymous manner. Similarly standards of examination in different institutions vary sharply. It would be worth while to do random evaluation of examination papers and examination scripts of different universities and colleges from time to time. Class teaching as well as the teacher both need to be exposed to the gaze of evaluation by their own peers as also by their pupils. The synopsis of

1. S. S. Bhandarkar : " Association of Indian Universities, 1925-72, Association of Indian Universities, New Delhi, 1975,

lecture notes, the work-load undertaken by a teacher in an academic session, the assignment work got done by him by his students—all these call for random sample evaluation. The Commission should apply its mind to evolving a system of regular annual assessment of the performance of university and college teachers. Even the views of responsible and academically good students may be obtained. This annual assessment should be taken into account in making periodic evaluation of teachers for suitable rewards to outstanding persons. There should also be a system of disincentives against poor performance. There should be no conflict between academic freedom and university autonomy and a system of evaluation of performance. It is disheartening to find instances where such academic freedom and institutional autonomy have been abused. A good teacher and a good academician would, we believe, not only fully cooperate in but welcome a system designed to evaluate and assess the performance of persons involved in the important national task of imparting higher education. Of course, the system would have to ensure absolute objectivity.

5.19. *Monitoring of Programmes.*—The various quality improvement programmes supported by the UGC also need to be monitored. Their implementation requires to be checked up objectively from time to time, so that any errors in implementation can be corrected before it is too late. For example grants are given to libraries: it would be necessary to see whether the libraries are properly maintained, the right type of books are stocked there and the students are guided and encouraged to profit by them. Similarly in respect of utilisation of equipment such monitoring could be done. This would also apply to programmes for improvement of faculty. The result of summer institutes and conferences on actual teaching in institutions by the participants after such training needs to be evaluated and assessed. In fact, the very performance of a participant in a summer institute should be evaluated and good performances rewarded and disincentives provided against indifferent performance. Research programmes sanctioned for institutions, programmes for colleges like COSIP and COHIP need to be continually monitored and their impact on teaching evaluated.

5.20. In reply to our questionnaires the UGC authorities have stated that the Commission has yet to evolve evaluation techniques and that there is need

for a machinery to be entrusted with the responsibility of assessing the standards of instruction and classifying institutions of higher education according to their levels of achievement. The visiting committees are the only agencies the UGC has been having so far to look into the financial needs of the universities and to have a general view of their performance. We learnt in the course of our discussions with university men that often these committees function in great hurry and there is not enough evidence of adequate preparation. This is not an adequate system. In the Fourth Plan 67 visiting committees were constituted to evaluate and recommend quantum of assistance to different universities. The total number of professors involved was 178 only, and out of these several worked on more than one committees. In the Fifth Plan there was some attempt at rationalising the schedules of visiting committees and 39 visiting committees were constituted involving 253 professors. Also in many cases one single committee covered a number of universities in the same area, where as earlier in the Fourth Plan even neighbouring universities in the same city or within the same state were covered by different committees which was neither conducive to proper assessment nor to economy. As regards colleges the contact of the UGC with them through its committees has been minimal. The total number of university professors in the country would run into several thousand. Also there are bound to be bright young men working as readers or even lecturers. It is only right and proper that a larger number of academicians, both senior and junior, are involved in the task of mutual assessment of institutions, those from one region visiting another. The Commission would do well in drawing up an elaborate system involving a considerably large number of academicians in the task of evaluation of university departments and colleges as well as monitoring the implementation of various programmes. This would be necessary because of the vastness of the task which would need to be well done so that those who are subjected to assessment and evaluation have the satisfaction of being heard fully and there is no hurry in the working of visiting or assessment teams.

5.21. *Recommendations:*

(1) A suitable organisation should be set up as a limb of the UGC, with adequate freedom in functioning, and it should continually be engaged in studies and research on various aspects of higher education. The science research council or other units already

set up or proposed to be set up by the Commission should be merged with it.

(2) The UGC, through this organisation, should conduct studies on various aspects of higher education like higher education costs and how to reduce them, rural higher education and how to make it relevant to socio-economic needs of the vast rural areas, enrolment and admission policy in higher education, courses of study and examination reform, innovation in teaching methods, educational material and technology, development of languages and production of books. It should perform clearing-house functions on behalf of the UGC. It should have a sound statistical unit as well as units concerned with higher educational planning and evaluation of higher educational institutions in general and monitoring of UGC's improvement programmes in particular.

(3) Research departments of universities as well as individual academicians should be involved in conducting research projects. Research activity should be linked with training programmes for higher educational planners and administrators.

(4) Higher education planning should be the responsibility of the University Grants Commission which should work in close collaboration with the Planning Commission and with research bodies and other agencies dealing with specialised sectors of education not falling within the purview of the Commission. In order to have closer connection with the Planning Commission, Secretary, Planning Commission, should be an *ex-officio* member of the UGC. Similarly, the UGC and the university system should have closer links with the NCST and there should be larger representation of academicians on the latter body.

(5) Educational planning in its very nature has to cover a generation and objectives as well as strategies have to be evolved in perspective. The UGC should prepare long term perspective plans for higher education and develop models suited to national needs. The plans for different five year periods should be drawn in the context of the perspective plan. The task of preparing plan proposals for the Commission's consideration should be entrusted to the proposed organisation for research, planning and evaluation.

(6) Commitments by the Planning Commission in regard to outlays for higher education should be firm and made well in advance to enable proper planning of programmes for a plan period.

(7) Education is in major part a "non-plan" activity and the non-plan sector of higher education calls for constant review and modification in the light of over-all strategy for educational development. The UGC should be given the authority to oversee and modify non-plan programmes of higher education in the states. This should be possible as a result of education having been brought on the Concurrent List.

(8) A system needs to be devised to ensure that adequate provision is made for all programmes when after a plan period they are covered under non-plan budget of a university. In the allocations made by the Finance Commission to the states the provisions corresponding to committed expenditure on higher education should not be diverted to other sectors.

(9) Manpower requirements should guide framing of educational programmes even in non-professional higher educational sectors and for the determination of an enrolment policy. Control of numbers in general higher education needs to be exercised to ensure proper standards in universities and colleges.

(10) The UGC in close cooperation with the Association of Indian Universities and other academic as well as professional bodies should undertake accreditation and grading of university departments and colleges and evolve a proper system of accreditation. The Commission be given the power to recommend to government derecognition of a degree of a university on grounds of lack of standards, as the Indian Medical Council is empowered in respect of Medical colleges.

(11) There should be a system of evaluation of Ph.D. theses, of examinations, of class teaching in higher educational institutions through teams of academicians.

(12) A system should also be evolved for assessment by the universities and colleges of the performance of teachers on an annual basis. This annual assessment should be taken into account in making periodic evaluation of teachers for suitable reward to outstanding persons. There should also be a system of disincentives against poor performance.

(13) The working of the visiting committees needs to be improved and a larger number of academicians of attainment and integrity involved in the task of assessment and evaluation of institutions.

(14) All the programmes aimed at improvement of teaching and the faculty in university departments and colleges should be monitored regularly.

CHAPTER VI
ORGANISATION AND STRUCTURE

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6.1. In the foregoing chapters we have indicated the tasks which should be undertaken by the University Grants Commission for its being able to function as an effective autonomous national agency in regard to promotion and coordination as well as determination and maintenance of standards in university education—teaching as well as research. The role envisaged for the UGC is much wider than it has been in practice heretofore. Also in view of the greatly increased number of universities and colleges in the country the strength of the Commission will need to be increased and the secretariat adequately strengthened. For a body like the UGC, entrusted with the task of coordination and determination of standards of university education all over the country, an administrative expenditure of the order of 1.16 per cent of its total budget—plan as well as non-plan—during the Fourth Five Year Plan appears to be too small. To function effectively, the UGC will have to involve more and more academicians in its working and have more committees and panels as well as require the support of the proposed organisation for research, planning and evaluation. In view of the varied tasks that have been envisaged for the Commission, its composition, structure as well as organisational set-up need to be reviewed and rationalised as well as enlarged.

6.2. *Membership of UGC.*—At present the Commission has only a chairman and a vice-chairman who are whole-time and ten other members who are part-time. The part-time members are generally whole-time functionaries in their respective fields. The only other country which has a body of this nature is the U.K. where there exists the UG Committee. The role of that Committee, as has been discussed in Chapter I, is limited in comparison with the role of the statutory Commission in India. With only about 46 universities in the U.K., the UG Committee has a Chairman and 20 other members. In a large country like India where the number of universities is about 110 (it is about 90 even if agricultural universities are not taken into account) and the number of colleges over 4,000, and the problems of

higher education are manifold and need special attention and examination, a larger body than the presently constituted Commission would, we feel, be fully justified. This was realized as early as in 1966 when an amendment of the UGC Act was first moved. In the proposed amendment the total membership was intended to be raised to 12 with three whole-time members whereas the Committee of M.Ps. known as the Sapru Committee had recommended 15 members, five of them whole-time. Much earlier, the Radhakrishnan Commission had also recommended that non-official members should be whole-time. A large body of academicians including vice-chancellors, deans and college principals whom we met stressed the need for more whole-time members of the UGC, so that functionaries at the level of whole-time members could look after the problems connected with broad disciplines of humanities, science and technology, social sciences, commerce and management and the like. Senior academicians also felt that it was necessary for them to have frequent personal contact at an appropriate level in the Commission whenever they wanted to discuss their problems; and in the absence of more whole-time members it was not possible for them to do so. We have carefully considered the views expressed by academicians, which some members of the Commission, past and present, have also supported.

6.3. In today's situation when the number of universities and colleges has further gone up by about 50 per cent since 1966, it may appear desirable to give fresh thought to the proposal of the Sapru Committee in the context of the present day requirements. The basis of Sapru Committee's recommendation was that the work demanded by the number of universities, which had at that time risen to 55, and the "enormous number of affiliated colleges" was far too heavy for one whole-time chairman and eight part-time members the Commission had in 1964. We find, however, that for good reasons the amending act in 1972 provided only for a vice-chairman and not whole-time members as recommended by the Sapru Com-

mittee because the composition of the UGC would have been of two categories of members—some whole-time and some part-time—and this would have led to difficulties in taking collective decisions. In view of the need for adequate contact with universities and colleges as well as for continually devising and implementing varied measures aimed at coordination and standards in higher education, having whole-time high-level experts in the Commission would, in our opinion, be very helpful. This requirement, we feel, need not be met by having more whole-time members but by providing adequate high-level academic experts in the Commission's office which needs to be reorganized to cope up effectively with the tasks envisaged by us. We will deal with this aspect in detail in a later paragraph.

6.4. Even after an expert's cadre is provided in the Commission's organisation, the number of members would in our opinion need to be raised. We would like to suggest addition of six members of the following categories:—

- (i) two college teachers (including principals), one of whom may, as far as possible, be from a women's college;
- (ii) one person from the field of secondary education;
- (iii) one expert in the field of higher education in rural areas;
- (iv) one expert in the field of non-formal education;
- (v) Secretary, Planning Commission, as an ex-officio member;

We feel that to deal with the problems of coordination and standards of over 4000 colleges, the advice of working principals or senior teachers of colleges should always be available to the Commission in its deliberations. The peculiar problems of women's education should get adequately presented before the Commission so that they are kept in view when policy decisions are taken. Also there is need for strong linkage with the secondary school system and advice and experience of a person of standing in this field would be useful to the Commission. Rural higher education is an area which has remained neglected and needs special attention and the presence of an expert in this field would be useful for the working of the Commission. Non-formal education is becoming an important component of higher

education and inclusion of an expert in this field as a member is also desirable. We have already in the preceding chapter indicated the need for closer linkage between the Planning Commission and the UGC and have, therefore, suggested that Secretary, Planning Commission may be an ex-officio member of the UGC. In effect the UGC would have 18 members including the whole-time chairman and vice-chairman. We would recommend that the UGC Act may be amended suitably to make provision for the increase in number of members accordingly.

6.5. The chairman has to be an outstanding person of proven administrative ability and academic merit and should, preferably, be an academician who has had considerable administrative experience. Among the suggestions made regarding the selection of the chairman, it was advocated that the selection should be made at the highest level in the government out of a panel of names from a wide field. As an eminent scientist put it, the chairman of the UGC would have to be an eminent person who enjoyed highest political support as well as confidence of the academic community so that he could take decisions which may not always be popular. We commend these suggestions for government's consideration in making appointment to this high office. The choice of the vice-chairman and other members should be so made that broad disciplines, humanities including languages, science and technology, social sciences, and commercial and management studies as well as universities situated in different parts of the country find expression in the Commission.

6.6. *Terms of Office:* The term of the chairman is at present five years. This appears to be the proper tenure. There was a suggestion from some eminent persons that this appointment should normally be the last appointment a person should hold under government and the term should not be renewable. In principle this appears to be a sound formula and we would support this suggestion for consideration by government. The term of the vice-chairman and other members should be, as it is now, three years. The persons may be eligible for re-appointment for one more term. The appointment of part-time members should be so arranged that not more than one-third of them retire at the same time. This arrangement would help continuity of thinking. The ex-officio members would be there for the duration

of their substantive office. A majority of members of the Commission being whole-time functionaries in their respective fields it would have to be ensured that such people are appointed as can devote enough time to the work of the Commission. In the U.K. the members of the UG Committee spend about one-fifth of their time on the work of the Commission. As some eminent persons who have been members of the UGC or have been associated with its working told us, the meetings of the Commission—generally held once a month—tend to be a hurried affair and the agenda is too long, including even some routine matters. It was, therefore, not always possible to discuss in depth the important matters that should receive thought and attention of the Commission. Though with the appointment of high level whole-time academic experts and the preparatory work which the proposed organisation for research, planning and evaluation would do for the Commission its functioning is bound to improve, it is still necessary that the members appointed are such as can devote adequate time to the work of the Commission. During their tenure as UGC members they should, if necessary, be relieved of part of their work of the whole-time job in their respective organisations by being provided suitable assistance. The UGC should assist their parent organisations for providing such help to the members. This, we understand, is also done in the U.K.

6.7. *Avoidance of Regionalism:* During our discussions with a large number of academicians and educational administrators all over the country, several persons advocated the need for a regional set-up of the UGC. They pointed out the need for continuing contact between the UGC, through its regional offices, and universities and colleges as well as state governments. We have given careful thought to this matter. We have no doubt that there is need for greater contact between the UGC and universities and thousands of colleges in the country as well as between the Commission and state governments. We, however, strongly feel that higher education is one area in which no regionalism should be permitted and all institutions of higher learning must be imbued with a national outlook and have a national perspective. Looking at the special needs of backward regions is certainly an important task of the UGC, but we don't see any need for a regional set-up for this purpose. As a chief minister advised us,

setting up of regional units could generate more problems than solve. We have, therefore, recommended strengthening of the organisation of UGC at the national level by having (a) a research, planning and evaluation organisation which can work for the whole country with the help of academicians all over, and (b) high-level whole-time academic experts placed in this organisation who can keep direct contact, through visits, with universities and colleges and the state governments in different areas allotted to them by rotation periodically. Should experience indicate the need for some more field staff to assist the academic experts, the matter can be considered by the UGC and government in future. The academic experts would need to go out for contact with educational institutions on their own or at the request of such institutions when there are good reasons to do so.

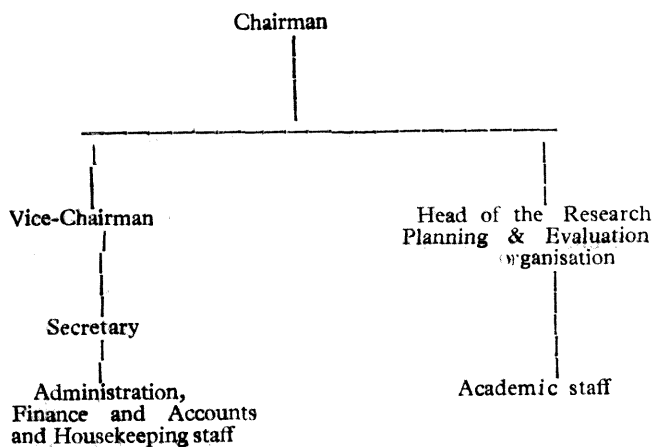
6.8. We would, however, recommend that the Commission evolve a regular system of conferences of state education ministers, vice-chancellors, selected college principals and other state educational authorities of a group of states together once a year outside Delhi in different parts of the country. Such conferences should be attended by the chairman, or, in his unavoidable absence, by the vice-chairman of the UGC and the academic expert incharge of the area. We would also recommend that the Commission may hold three or four meetings every year outside Delhi so as to provide an opportunity to academicians and educational administrators to meet the chairman, vice-chairman, members and senior officers of the Commission, to remove fears and misgivings, and to promote a sense of belonging among the higher educational institutions.

6.9. *Organisational Structure:* The tasks of the University Grants Commission, as envisaged by us, can be divided into two broad heads:

- (a) educational planning and policy, and
- (b) administration and grants.

The secretariat of the Commission, therefore, needs to be re-organized so as to function as an effective tool for the performance of these tasks. We feel the Commission's organisation should have two broad divisions. One division will encompass the research, planning and evaluation functions in regard to academic matters and the other will deal with disbursement of grants, account-keeping and establishment and house-keeping functions. The administrative and accounts

divisions would have to be headed by the secretary and the academic planning and policy division by an academician, with expertise in planning. The head of the planning and policy division who would also be the head of the research, planning and evaluation organisation proposed in chapter V, should be in a position to advise the Commission independently. While in practice he should be directly answerable to the chairman, he should have access to the meetings of the Commission and be able to offer advice. It would be necessary to give the head of the division the same salary and perquisites as the vice-chairman without his being a member of the Commission. He would be an expert adviser to the Commission and its chairman. He may be given an appropriate designation. The secretary of the Commission would have to be primarily an administrator who should have interest in and experience of higher educational administration. Both the posts of secretary and head of the planning set-up should be filled on tenure basis by suitable individuals selected from a wide range of eligible persons. The organisational chart would be something like this:



6.10. *Academic Planning and Policy Division:* The academic planning and policy division should, besides the head, have four academic experts with some administrative experience, belonging to different disciplines, humanities including languages, science and technology, social sciences, commerce and management and the like. They should be drawn from academicians of the level of university professors on deputation for a period of three to five years and should go back to their substantive jobs. These functionaries, who may be given appropriate designations, should apart from being responsible for studying

problems pertaining to their respective broad disciplines and acting as heads of different units of the research, planning and evaluation set-up, be allotted different geographical areas by rotation annually for contact with universities, colleges and state governments. There are some difficulties which the Commission may face in getting suitable men of right calibre from the universities and colleges. Academicians may not be willing to come to administrative jobs but some of them do have a flair for the work of educational administration. They may perhaps hesitate to come on deputation as they would be dislocated and for part or whole of their tenure with the UGC they may have to maintain two establishments for the convenience of their children's education or other family reasons. It would, therefore, be desirable that the terms of appointment of such deputationists are sufficiently attractive. It has to be remembered that the Commission's secretariat must have people who are among the best academicians in universities and colleges. Comparisons with rates of deputation in government may really not be appropriate when it is intended to draw some of the best academicians from their teaching and research assignments into the UGC for a period of three to five years. Apart from getting a generous deputation allowance, an arrangement would have to be worked out with the universities to allow the families of their academic staff taken on deputation by UGC to retain their residences should they need to do so in the interest of their children's education. Also the Commission would have to have its own residential accommodation for such deputationists. To enable these academicians to retain touch with their normal research work they should be permitted to spend one-fifth of their time in their respective institutions during a year. This would be helpful to their work in the Commission also. There would be need for other functionaries in this division who should also be drawn from the academic field on deputation for periods of three to five years, the term being renewable only in exceptional cases. The requirements of such functionaries would have to be worked out.

6.11. *Administrative Division.* The administrative division, or the Commission's secretariat proper, headed by the secretary, should deal with finance, budget, personnel, allocation of grants to universities and colleges, work relating to meetings of the Commission and its committees, and other house-keeping func-

tions. This division would need to be manned by persons having expertise in finance and accounts and knowledge of UGC's working, procedures and rules. It would, therefore, be appropriate for the UGC to have a small cadre of its own for manning position in this division. The personnel would need to be given suitable in-service training to familiarise them with the working of the universities and colleges and to create in them awareness of academic problems. However, to instil freshness from time to time at senior levels a small percentage of posts could be filled by suitable deputationists from outside. Such deputationists would also require to be put through a short orientation course for manning positions in the UGC. There were complaints by university men and college principals of delays in issue of sanctions and release of grants and also repetitive queries on different points at different stages in respect of the same matter. Whatever be the reality behind these complaints, it can safely be stated that persons manning finance and accounts desks need to be familiar with the working of the universities and colleges and alive to academic problems. Also it implies that the procedures that are followed by the Commission's office need to be streamlined to subserve the aims of the Commission. As was pointed out by several eminent academicians with experience of administration, the Commission ought to evolve its own procedures and not follow the convenient way of adopting governmental procedures in regard to its work. By evolving its own procedures, the Commission would also help the universities and colleges to evolve proper procedures for efficient working. The Commission may from time to time seek management consultancy to improve its working system. Or, still better, it should have a work study unit in its research, planning and evaluation organisation for improving its working methods as well as rationalising its organisational structure in the light of experience gained.

6.12. *Personnel Requirements.*—In the light of the recommendations made in foregoing paragraphs the requirements of personnel in the Commission's organisation and their mode of recruitment would have to be studied afresh by the UGC with the help, if necessary, of some outside experts. Their number and placement would have to be rationalised to meet the needs of the two separate divisions suggested above. At present the Commission's secretariat has 31 senior

(class I) officers who include one secretary, one additional secretary, two joint secretaries, seven deputy secretaries, eight assistant secretaries, eight education officers, one publicity officer and three officers dealing with finance and accounts. Besides, there are 48 junior officers (class II) including section officers, assistant education officers, personal assistants and the like. Ministerial staff of various categories is about 300 and class IV staff about 90. Today the top positions in the secretariat of the UGC like the post of secretary and additional secretary are filled on a tenure basis. This is a sound principle. In practice this would mean either appointment of an outsider to the tenure post or promotion of a lower functionary in the Commission. In the latter case if a functionary is borne on the permanent strength of the UGC and is young, the tenure might mean the termination of his assignment before he is due to retire and would normally result in renewing the tenure. Such a situation should ordinarily be avoided. It may, therefore, be advisable to have, as far as possible, administrators from government service with experience of education or academicians from the university system, who have also administrative experience, to man these senior positions. To enable appointment of suitable persons on tenure basis it would be necessary to have the secretary of the Commission of an appropriate level—not lower in status to that of a joint secretary to central government and the additional secretary of the status of a director in the government. We have had the benefit of a detailed discussion with the present incumbents of these senior posts. Their intimate knowledge of the Commission's working and their ability and capacity for hard work have impressed us. But in future, in the light of recommendations made by us regarding the role UGC should play, it would be desirable to have suitable government officers or senior academicians on deputation for a term of five years on the posts of secretary and additional secretary of the Commission.

6.13. We have had a look at the rules of recruitment for various posts in the UGC's secretariat. We find that in the case of secretary and additional secretary, no rules have been prescribed and the matter has been left to the full Commission to decide. A high-level autonomous body like the UGC should have its freedom in determining matters of detail; but in regard to mode of recruitment, whether by

selection or promotion or deputation, and the broad background and experience required of the candidate, some specifications may profitably be laid down. The rules of recruitment of joint secretaries, deputy secretaries and other senior functionaries which provide for selection, direct recruitment and promotion, would need to be revised in the light of our recommendation for having more deputationists. As we learnt from our discussions with a number of officers of the UGC there has been a lot of internal promotion in the UGC secretariat from lower ranks to officers' cadres. This would not appear to be conducive to efficiency in dealing with academic matters. Also academic persons holding positions in the UGC have been there for too long a period. A large proportion of such senior officers has been there for 15 years or more as they were appointed through the process of direct recruitment. Such an arrangement is likely to keep these functionaries away from the actual working of the higher educational institutions and their day-to-day problems. We feel, there should be a system of promotion from lower functionaries only for a few posts of officers dealing with administration, personnel and finance and accounts functions. Most, if not all, of the senior functionaries dealing with academic work should be appointed by selection for a prescribed tenure. Exceptionally able lower functionaries who give evidence of academic interests may be considered only if a suitable deputationist is not available. We would like to emphasise again the need for periodic exposure of officers and other staff to suitable training or orientation courses of short duration in educational administration, which may be evolved by the UGC in consultation and collaboration with appropriate training organisations.

6.14. *Committees.*—The Commission in the very nature of its functioning will have always to draw upon academicians and other experts to work on its committees from time to time. As has been pointed out in the previous chapter the Commission should involve as many academicians as it can in the various tasks it will have to perform so that too much time of a few academicians is not taken by the ad hoc duties which they have to perform for the UGC. Moreover, adequate facilities like board and lodging during meetings at Delhi and other places in the country must be provided for such academicians to make them feel at ease and enable them to devote their time and attention to the task entrusted to them.

They ought to be given some out-of-pocket allowance, apart from the normal D.A. There should, as far as possible, be frequent rotation of academicians on the committees which admit of such rotation.

6.15. *Annual Report.*—The annual report of the Commission is written in term of section 18 of the UGC Act which lays down that it shall give a "true and full account of its activities during the previous year." Copies of this report are forwarded to the central government who lay them before both the Houses of Parliament. The very stipulation in the Act tends to construct the scope of the annual report by limiting it to a true and full account of the activities of the Commission during the previous year. There is need to amend this section to enable the Commission to give in addition to a true and full account of its activities an account of what it perceives as the problems and perspectives of higher education and the situation obtaining in respect of standards and coordination so that parliament and the nation know from time to time the stage of affairs in the sphere of higher education and the new thinking that is called for.

6.16. *Periodic Review.*—It would be desirable that the Commission evolves a system of having a periodic review of its working and organisation by academicians and other experts from time to time say every ten years.

6.17. *Recommendations:*

(1) The number of members of the Commission should be increased from the present 12 (including chairman and vice-chairman) to 18, by adding six members as follows:

- (a) two college teachers (including principals one of whom may, as far as possible, be from a women's college.
- (b) one person from the field of secondary education.
- (c) one expert in the field of rural higher education.
- (d) one expert in the field of non-formal education.
- (e) Secretary, Planning Commission, as an *ex officio* member.

(2) The choice of members should be so made that broad disciplines as well as universities in different

parts of the country find expression in the Commission.

(3) The Commission should organize annual conferences of education ministers, vice-chancellors, selected college principals and state education authorities in different parts of the country. Also some meetings of the Commission itself should be held at places other than Delhi every year.

(4) The Commission's office should have two main divisions to deal with (a) educational planning and policy and (b) administration and grants.

(5) The planning and policy division should be headed by an academician of standing who possesses expertise in planning, and should have four senior academicians belonging to different broad disciplines who should be in charge of research and evaluation in their respective fields and be allotted areas for establishing regular contact with universities and colleges.

(6) The head of the planning and policy division, who will also be the head of the research, planning and evaluation organisation referred to in chapter V, should without being a member of the Commission, be of a status comparable to that of the vice-chairman and act as an expert adviser to the Commission and its chairman.

(7) Senior academicians should be appointed, on a tenure basis on deputation from the academic field. Their terms of deputation should be generous and facilities of accommodation and opportunities for research work assured. Other academic staff in the Commission's office should also be appointed on deputation from educational institutions.

(8) The secretary should head the administration division and be answerable to the chairman. The post should be filled on a tenure basis preferably by an administrator with experience of education or an academician with administrative experience.

(9) Arrangement should be made for in-service training of various categories of staff.

(10) The UGC should evolve its own procedures suitable for the efficient functioning of an organisation dealing with academic policies and programmes.

(11) Staff requirements would need to be rationalised in the context of the proposed organisational structure. Recruitment rules would also need to be reviewed.

(12) The Commission should involve larger number of academicians in the work of its committees and give them facilities like accommodation for short stay, for efficient functioning.

(13) The Annual Report of the Commission should not only give "true and full account of its activities during the previous year", as laid down in the Act, but also present to parliament its assessment of problems and perspectives of higher education and of the state of coordination and standards in universities.

(14) The UGC should evolve a system of periodic review of its working and organisation at least once every ten years.

CHAPTER VII
CONSTITUTIONAL AND LEGAL ASPECTS

CHAPTER VII

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7.1. In the course of our deliberations we found that the University Grants Commission felt inhibited in the effective performance of its functions relating to coordination and determination of standards in higher education by the statutory position which gave the states the full authority to establish and maintain universities. The result was that in actual practice ingredients essential to coordination and determination of standards, instead of receiving attention at the national level, have remained the concern of the states. This committee, therefore, submitted an interim recommendation on May 4, 1976, to the effect that higher education be brought on the Concurrent List. This has since been done and entire education, and not only higher education, has been brought on the Concurrent List as a result of recent amendment to the constitution as ratified by the state legislatures. Our interim recommendations are reproduced at the end of this chapter.

7.2. Another interim recommendation which we had made was in respect of application of law, rules or regulations for achievement of coordination and standards in higher education to institutions which the minorities have a right to establish and administer according to their choice under article 30(1) of the constitution. We felt that without interfering with the constitutional right of administering such educational institutions, the requirements in respect of coordination and standards could be made applicable to them also. Perhaps it might not have been considered necessary by government to bring this about through an amendment of the constitution. The purpose would be achieved if fulfilment of this requirement can be ensured through rules and regulations. We would recommend that the government have this matter examined.

7.3. *Action Consequential to Concurrency of Education.*—Having brought education on the Concurrent List empowers parliament to legislate on matters of education for the whole country. With regard to coordination and determination of standards in university education there is need for taking suit-

able legislative measures either by amending the UGC Act or through a fresh legislation, as government may consider advisable, so that higher educational institutions are made to conform to certain nationally applicable norms relating to coordination and standards. We have discussed this aspect in different parts of the report and, in our view, the major provisions which require to be made are as follows :

- (a) The President of India should be the visitor of all universities in the country.
- (b) The University Grants Commission should be the advisory agency for the visitor in matters of university education, particularly regarding aspects relative to coordination and standards.
- (c) All acts and statutes of universities should have the prior approval of the visitor who should be advised by the UGC.
- (d) Appointments of vice-chancellors of all universities should be subject to prior approval of the visitor.
- (e) The visitor, on the advice of the Commission, should have the power to issue directions to all universities in the country in matters affecting coordination and standards.

7.4. There are other recommendations which we have made which might necessitate amendment of the UGC Act. These are :—

- (a) The Commission should have six more members as recommended in chapter VI.
- (b) The name of the University Grants Commission may more appropriately be changed into University Education Commission.
- (c) Commission's prior approval to the establishment of new universities and colleges should be obligatory.
- (d) The Commission's functions should include activities relating to development of standards and coordination in respect of all

universities and colleges in the country. It should be entrusted with the task of research, planning and evaluation of higher education. The Commission should particularly be authorised to evolve a system of accreditation of university departments and colleges. It should by law be given the power to recommend to government de-recognition of a degree of a university on grounds of lack of standards in the same manner as the Indian Medical Council is empowered in respect of a medical college.

- (e) The Commission should be enabled to advance loans for buildings to universities and colleges.
- (f) The annual report of the Commission should besides giving a true and full account of activities also present before parliament problems and perspectives of higher education and the situation in regard to coordination and standards in universities and colleges. The annual reports should be circulated to all universities and state governments.
- (g) The Commission should report separately on
 - (i) the maintenance activities in respect of central universities and their affiliated colleges and such other institutions as may be given maintenance grants, and (ii) the developmental activities in respect of all universities.

7.5. The UGC Act in its present form contemplates formulation of rules and regulations under various sections. We find that regulations in respect of maintenance of standards and coordination of work of facilities in universities, minimum standards of instructions for grant of degrees, delegation of powers within the Commission and such other matters have not been framed so far. We would suggest that all rules and regulations envisaged in the UGC Act may be framed expeditiously.

7.6. *Interim Recommendations (submitted on May 4, 1976:*

"The University Grants Commission Review Committee understands that government are considering measures to amend the Constitution of India in the light of experience gained so far of its working

and in the interest of speedy and effective implementation of national policies and realisation of socio-economic objectives. The committee has been entrusted with the task of reviewing the functioning of the University Grants Commission with particular reference to coordination and maintenance of standards of higher education, and recommending measures conducive to more effective discharge of its responsibilities. While the committee will take some more time to complete its labours and submit a report to government, it is of the view that it should not delay its recommendations relating to changes in the Constitution of India which it considers imperative and which government may consider along with other contemplated changes in the Constitution. This Committee, therefore, considers it necessary to submit at this stage interim recommendations which relate specifically to the need of such amendments to the Constitution as are relevant to our terms of reference.

(2) "Concern for coordination and maintenance of standards in university education has been voiced in several export reports on higher education. The "Post-War Education Development of India" (known as Sargent report) emphasised in 1944 the need for careful coordination "in order to eliminate overlapping or dispersion of effort" by the universities. It underlined the absence of a body with competence to "insist on raising of standards". The University Education (Radhakrishnan) Commission in 1949 advocated the setting up of a statutory University Grants Commission for the main tasks of allocating grants to universities with a view to insulating the grant-giving process against pressures, acting as an agency for determining the merits of requests for recognition of universities and being available to render advice to universities.

(3) "The Radhakrishnan Commission recommended that university education be made a concurrent subject so that while states would continue to play a major role, the centre would be able to ensure national guarantee of minimum standards of efficiency, to secure necessary and desirable interchanges between the universities and to achieve coordination of facilities. The report envisaged the role of the University Grants Commission to be that of coordination and recommended that for ensuring satisfactory standards of university administration the President

of India should be the visitor of all universities and with him should rest the ratification of University Acts.

(4) "The Ministry of Education was itself concerned over the "rapid deterioration in the academic and administrative standards" of universities and in early 50's it contemplated initiating a bill to regulate standards in universities. This bill envisaged setting up of a body with effective sanctions to ensure coordination and standards. However, after debate and discussion with the vice-chancellors and state education ministers, a substantially modified University Grants Commission Bill was piloted which after further amendments emerged as the University Grants Commission Act, 1956.

(5) "The Radhakrishnan Commission's recommendation regarding placing university education in the Concurrent List did not somehow get translated into action. This recommendation was reiterated by the (Sapru) Committee of M.Ps. on Higher Education. The question again came up before the Education (Kothari) Commission whose report (1966) clearly shows that opinion on the subject was not unanimous and that there was a minority opinion expressed strongly in favour of the whole of education being placed in the Concurrent List so that national policies could be implemented satisfactorily and the excellent recommendations of various commissions and committees did not merely remain on paper. The majority opinion, however, did not favour the suggestion that the entire field of education should be included in the Concurrent List on the ground that it would result in undesirable over-centralisation and rigidity. It also held the view that inclusion of higher education in the Concurrent List would result in fragmentation of education. However, the majority opinion advocated exploitation of existing constitutional provisions for the development of education and the evolution of a national educational policy, and added, significantly, that the problem could be reviewed after 10 years.

(6) "It is now about ten years since the Education Commission brought out its report and time is ripe to review the position. This committee has already had the benefit of frank discussions with hundreds of academicians (including vice-chancel-

lors, deans and principals of colleges) and exchange of views with several state authorities like Governors, Chief Ministers and Education Ministers. The committee found little evidence of any evolution of a national educational policy in the field of higher education as was hoped for by the Kothari Commission. The actual evidence indicates a contrary trend. The academic and other persons whom this committee met have overwhelmingly expressed themselves in favour of the view that higher education should be placed in the Concurrent List. Even after the proposed change, the states shall continue to play their legitimate role and there will be hardly any risk of too much centralisation, rigidity or fragmentation.

(7) "In the existing constitutional framework entry 66 of Union List does give the centre the power to legislate in respect of coordination and determination of standards. The only legislation that has flown from this in respect of universities is the UGC Act, 1956, as amended from time to time. Significantly, there has been little effort to lay down policies which relate to the essential ingredients that determine coordination and standards of higher education such as the following:

- (a) prevention of establishment of new universities, colleges and other institutions for higher education which may be unnecessary and unsupported by necessary resources;
- (b) ensuring that all Acts and Statutes enacted for establishment and maintenance of universities in the states include provisions enabling coordination and maintenance of standards in accordance with the criteria and policies laid down by the University Grants Commission and exclude whatever is repugnant to the interests of higher education and to the goal of national integration;
- (c) regulating from time to time policy for enrolment to universities, including affiliated and other colleges, with due regard to available resources and social needs;
- (d) enabling the best possible selection of teaching and administrative personnel required for the universities and freeing the

procedure from narrowing and unacademic influences and inbreeding.

This list is by no means exhaustive: it is only illustrative.

(8) "These and such other considerations would necessitate more effective and vigilant overseeing of the entire system of higher education by a properly constituted autonomous body of academicians like the University Grants Commission, which should be required by law to bring to the notice of the central government, for corrective measures, any instances of university acts and statutes containing provisions detrimental to coordination and maintenance of standards. This would be practicable only if higher education is brought into Concurrent List and the UGC Act amended suitably to invest the University Grants Commission with necessary authority, which may not be possible in the present constitutional framework because of apprehensions of likely overlap with the states' authority under entry 11 of State List.

(9) "The committee has perused some legal pronouncements and it feels that in the light of the view held by the highest judiciary that whether or not a state legislation infringes on entry 66 of the Union List is "a question of fact to be ascertained in each case", any legal measures for overseeing by the union government and for making the University Grants Commission more effective in the discharge of its functions can be a subject of legal debate. The committee, therefore, feels that the power of the centre to enact such legislation must be unequivocal and beyond doubt and debate.

(10) "In the context of considering measures to ensure coordination and maintenance of standards, the committee has given thought to Article 30(1) of the Constitution and its implications. Under this provision "all minorities, whether based on religion or language, shall have the right to establish and administer educational institutions of their choice". Whether, in the altered conditions of our national life, the provision needs to be retained at all is a matter of political decision and not within the purview of this committee to comment upon. The committee has, however, given thought to this constitutional provision and considered it along with some of the judicial pronouncements on issues raised

in the law courts on the subject. The committee considers it essential that this provision in the constitution should be suitably amended in order to make it clear in unequivocal terms that the policies and directives initiated by the University Grants Commission and universities concerned bearing on the coordination and maintenance of standards of higher education shall be applicable fully to the kind of institutions of higher education covered by the said Article.

(11) "Such an amendment is essential to protect these institutions against uncoordinated growth and perpetuation of sub-standard education and to ensure for the students of these institutions optimum resources, best available teaching staff and academically sound system of evaluation, which are some of the factors relevant to determination of standards. For example, provision of this Article has been construed to permit minority institutions to recruit teaching staff with the sole obligation of ensuring that a person fulfils the minimum prescribed qualifications despite the availability of better talent. This the committee considers harmful for higher education and damaging to the interests of teaching standards.

(12) "From the point of view of standards, another parameter is being added by the process of reform in evaluation procedures which involves internal assessment by the teachers of an institution. This will imply, if the present situation continues, that evaluation will be carried out by teachers of unequal standards, thus jeopardising even uniformity in evaluation, leave alone maintenance of high standards. Although the provisions of this Article apply specifically only to special minority institutions, yet, if a few institutions within a university system are allowed to compromise standards it would be well nigh impossible to enforce measures necessary for coordination and maintenance of standards in other non-minority institutions as well.

(13) "We, therefore, enclose a brief interim recommendation proposing the amendments which should be made to bring higher education (universities and colleges) into the Concurrent List and to amend Article 30(1) of the Constitution. The precise wording and form is a matter for legal experts to determine:

"The U.G.C. Review Committee makes the following interim recommendations to the

Government of India regarding constitutional amendments:

- (1) Seventh Schedule List III—add the following entry:

‘24A. Universities, colleges and institutions of higher education and research subject to the provisions of entries 63, 64, 65, and 66 of List I.’

- (2) Seventh Schedule List II—entry 11:

For the words ‘Including universities’ substitute the words ‘excluding universities and colleges.’

- (3) Article 30(1):

Substitute ‘.’ after ‘choice’ by ‘,’ and add:

‘subject to requirements of law, rules or regulations framed under entry 66 of List I of the Seventh Schedule.’”

7. Recommendations:

(1) Legal provisions be made as suggested from (a) to (e) in para 7.3 above.

(2) Provision be also made for the implementation of suggestions made in (a) to (g) in para 7.4 above.

(3) Rules and regulations be framed by the UGC expeditiously. It should also be examined how the intention of our second interim recommendation can be achieved through suitable provision in rules or regulations, as suggested in para 7.2 above.

Concluding Remarks

We commenced this report by recalling the vision of the founding fathers of our Constitution who had realized the necessity of coordination and maintenance of standards in university education and provide for making these areas a matter of national responsibility. We have referred to the serious thinking on the part

of our leaders about the creation of an instrument for discharging this responsibility of the central government, which resulted in the establishment of an autonomous statutory body, the University Grants Commission.

2. We have taken note of the valuable work done by the UGC, as well as of the factors which have tended to inhibit its effective functioning during the two decades of its existence. We have attempted to spell out the major implications of coordination and determination of standards and the manner in which these objectives can be achieved. We have jointly and unanimously adopted the conclusions reached.

3. We have been profoundly impressed by the fact that a large body of responsible men and women involved in university education, whom we met, stressed the urgency of treating higher education as a matter of national concern and keeping it above all considerations of regional interests and party politics. We strongly endorse this view for, the hope of mankind lies in the emancipating role of education.

‘या विद्यं सा विमुक्तये’

Sd./-

(V. S. JHA), *Chairman.*

Sd./-

(R. C. MEHROTRA), *Member.*

Sd./-

(G. C. PANDE), *Member.*

Sd./-

(S. N. PANDITA), *Member-Secretary.*

APPENDICES

APPENDIX I-A

LETTER TO ACADEMICIANS AND EDUCATIONAL ADMINISTRATORS

Dr. V. S. Jha

D.O. No. F. 9-70/74-U.2

University Grants Commission Review Committee, Shastri Bhavan ('C') Wing)

New Delhi, the 31 October, 1974.

My dear

As you may be aware, the Government of India have appointed a Committee under my Chairmanship to review the functioning of the University Grants Commission with particular reference to co-ordination and determination of standards of higher education and to recommend measures conducive to more effective discharge of its responsibilities. The other Members of the Committee are:—

(1) Dr. Bhabatosh Datta (ex-Education Secretary, West Bengal); and

(2) Dr. R. C. Mehrotra (Vice-Chancellor designate, Delhi University).

We have already invited memorandum containing opinion and concrete suggestions bearing on the terms of reference of the Committee from those concerned with or interested in the subject through an advertisement in the leading newspapers. I shall be grateful if you will kindly spare some time and let us have a note giving your observations and suggestions at your earliest convenience. I am enclosing for reference a copy each of the Preamble and Section 12 of the University Grants Commission Act, 1956 prescribing powers and functions of the Commission.

With kind regards,

Yours sincerely,

(Sd.) V. S. Jha,

APPENDIX I-B

UGC REVIEW COMMITTEE

QUESTIONNAIRE-I

NOTE.—Please feel free to answer only those questions in which you are interested and indicate whether you wish your reply be treated as confidential and the authorship kept anonymous. The Review Committee would be grateful if you illustrate your opinion wherever possible.

The primary function of the UGC as envisaged in the UGC Act is to take, in consultation with universities and other bodies concerned, all such steps as it may think fit:—

- (i) for the promotion and coordination of university education; and
- (ii) for the determination and maintenance of standards of teaching, examination and research in universities.

For the purpose of performing the above function, the UGC may enquire into financial needs of universities and—

- (i) allocate and disburse grants to central universities for their maintenance and development or for any general or specified purpose;
- (ii) allocate and disburse such grants to other universities as it may deem necessary or appropriate for the development of such universities or for the maintenance, or development, or both, of any specified activities of such universities or for any other general or specified purpose; Provided that in making any grant to any such university, the Commission shall give due consideration to the development of the university concerned, its financial needs, the standard attained by it and the national purposes which it may serve;
- (iii) allocate and disburse to institutions deemed to be universities under Section 3 of the Act for (a) maintenance in special cases, (b) for development, and (c) for any other general or specified purpose.

The UGC is also required to—

- (i) recommend to any university measures necessary for the improvement of university education and advise the university regarding action to be taken for the purpose of implementing such recommendation;
- (ii) advise Central or State Government for allocation of grants to universities for general or specified purposes;

(iii) advise, on being asked, on the establishment of a new university or on proposals connected with the expansion of the activities of any university;

(iv) advise Central or State Government or any university on any question which may be referred to the UGC;

(v) collect information on matters pertaining to university education in India and other countries as it thinks fit and make the same available to any university;

(vi) require any university to furnish information regarding financial position, studies in various branches of learning, rules and regulations relating to standards of teaching and examination;

(vii) perform such other functions as may be prescribed or deemed necessary by it for advancing the cause of higher education in India or as may be incidental or conducive to the discharge of above functions.

The UGC has to declare a university fit for receiving grants from the Central Government, UGC itself or any organisation receiving funds from the Central Government before such grants can be given.

The UGC can cause, after consultation with a university, an inspection of any department or departments to be made in such a manner as may be prescribed, make recommendations to the University of action to be taken as a result of such inspection, and in the event of the university failing to comply with such recommendations within a reasonable time withhold after the university is allowed opportunity to show cause, grants to such a university.

In the light of the foregoing, please give your views on the following:

I-OBJECTIVES

1. What is meant by coordination of university education? What, in your view, should be the scope of endeavour relating to coordination of university education?
2. What measures in your view should be taken bringing about such coordination?
3. What measures has the University Grants Commission taken to bring about coordination

university education? Do you consider these measures relevant and adequate? If not, why not?

4. What in your view should be the main considerations for determination of standards of higher education?
5. What measures should be taken to achieve higher standards?
6. How far, in your experience and knowledge, has the UGC been able to take such measures?

II-FUNCTIONAL ASPECTS

7. How far do you think the UGC has succeeded in achieving the purposes for which it was constituted?
8. If you think that achievement has not been adequate, what are the reasons for it?
9. Is there any constitutional difficulty in the way of UGC performing its legitimate functions? Particularly, has the constitutional or other relationship between the Central and State Governments with regard to the subject of education any bearing on the functioning of the UGC?
10. Is there any legal difficulty in the way of the UGC realising its objectives?
11. What, from your knowledge and experience, is the nature and extent of control exercised by the Central Government over the functioning of the UGC? Could you illustrate? Do these controls, if any, restrict proper functioning of the UGC?
12. What checks and controls, if any, on the working of the UGC would you consider justifiable?

III-COMPOSITION & STRUCTURE

As at present, the UGC—a corporate body—consists of a whole-time Chairman, a whole-time Vice-Chairman and 10 other members to be appointed by Central Government. These 10 include: (a) two representatives of the Central Government; (b) not less than four teachers of universities; and (c) remaining members out of persons (i) who have knowledge of or experience in agriculture, commerce, forestry or industry, (ii) who are members of engineering, legal, medical or any other learned profession, or (iii) who are Vice-Chancellors of universities or who not being teachers of the universities, are in the opinion of Central Government, educationists of repute and have obtained a high academic distinction. Not less than half of the members under (c) shall be persons other than Central or State Government officers. The Commission, whose office is located in Delhi, can associate any person with its working for specific purposes e.g., Visiting Committees, Subject Panels and other bodies. In the light of the foregoing, please give your views on the following:

13. Is the present composition and structure of the UGC adequate for its proper functioning and realisation of objectives of higher education?
14. (a) Does the location of UGC at Delhi, without any regional offices, in any way handicap adequate contact between universities/colleges and the UGC? (b) Does it hinder the achievement of the latter's objectives?
15. Does the UGC have adequate agencies, if any, for maintaining continuing consultation and relationship with universities, colleges and State Governments? What suggestions would you offer in this regard?
16. Do you find the functioning of various UGC Committees like Standing Committees, Visiting Committees, Subject Panels, and other bodies set up by the UGC from time to time, adequate and effective? If not, what modifications would you suggest?

IV-WORKING METHOD

The UGC has been functioning for over two decades. It has undertaken various programmes like promoting centres of advanced study, studies on examination reform, studies on standards in education, and research projects in various fields. It has been giving grants for such purposes as the development of libraries, organising summer institutes, seminars, symposia and workshops. Despite all these efforts by the UGC, there is an impression in some quarters that standards in the universities have not improved or have even declined. In the light of the above, please answer the questions that follow.

17. How far in your opinion is this impression in some quarters about the decline of standards in the universities justified? Please elaborate.
18. If the above impression is justified,
 - (a) What are the main reasons for the decline in standards?
 - (b) to what extent is it attributable to inadequacy, if any, on the part of the UGC?
19. (a) What are your views in the UGC's method of functioning to achieve coordination in university education and determination of standards of teaching, examination and research in universities?
 - (b) How far has the UGC succeeded in realising the objectives laid down for it in the Act?
 - (c) What is the total effect of the various methods adopted by the UGC on higher education in the country?
20. (a) What steps, in your knowledge and experience, has the UGC taken to initiate, encourage and assist innovation and reforms in university education?
 - (b) Have you found them effective?

- (c) Would you suggest any modifications and/or new steps?
21. What is your assessment of the effectiveness of, and deficiencies; if any, in the following programmes initiated by the UGC? To what extent have universities/colleges benefited from these?
- centres of advanced study;
 - special assistance for selected departments;
 - area studies;
 - research/post-graduate facilities;
 - library development;
 - summer institutes, seminars, symposia, refresher/orientation courses, workshops and other similar measures;
 - assistance for research, by teachers;
 - publication grant for learned work by members of staff, doctoral theses and research projects' reports;
 - preparation and development of teaching materials and aids;
 - improvement of the teaching of science in the colleges;
 - institution of research fellowships/scholarships, travel grants to teachers and research scholars;
 - grants for buildings;
 - grants for laboratories, workshops for science departments;
 - grants for hostels and teachers' residences;
 - students aid and welfare grants;
 - book grants;
 - assistance to teachers' training colleges;
 - award to retired teachers;
 - sending teachers to foreign countries under Cultural Exchange Programmes.
22. What efforts, if any, have been made for providing training to university and college teachers and how effective have the measures been?
23. The teacher is a key factor in raising the standards of teaching, examination and research in the universities.
- Is it necessary to provide the young teachers pedagogical education and training? If so, at what stage, and what should be the nature of training?
 - The teacher needs to be helped to keep abreast of the rapid growth of knowledge in the subject he teaches and other related subjects. What methods or programmes would you suggest to achieve this end?
- (c) Do you consider it to be the responsibility of the UGC to arrange such training and programmes as envisaged in (1) and (2) above? Has the UGC taken any steps in this direction and to what effect?
24. (a) Should there be in-service refresher courses for teachers, say after every five years of service?
- If so, what should be their nature and how should they be conducted?
 - What has been done in this regard by—
 - your university/college;
 - UGC?
 - Should UGC initiate steps necessary for various types of training?
25. What role should the UGC have in regard to—
- designing courses of various types of university education and syllabi in different subjects;
 - framing guidelines for research in various subjects;
 - determining methods of evaluation and examination and ensuring their proper administration, integrity and dependability?
 - development of Indian languages as medium of instruction in university education;
 - laying down norms in respect of the physical requirements of the universities and colleges such as (i) buildings, (ii) equipment, (iii) laboratories, (iv) libraries, (v) teaching aids, (vi) hostel and other student amenities (the list is only indicative).
26. Should the UGC take initiative in matters like those referred to in the above question? If so, what method should it adopt to secure effective consideration of its recommendations by the universities consistent with their autonomy?
27. What effort has been made by the UGC for the improvement of postgraduate and pre-Phd. education? How effective have been the measures? Have you any suggestions to make?
28. University education in India is often said to lack relevance to national and local needs. What are your views in this matter? Has the UGC initiated consideration of curricular reform and other measures to provide correctives?
29. What are your views on the UGC's scheme of autonomous colleges? Has the scheme been taken up for effective implementation? If not, why not?

30. Has in your experience and knowledge the UGC performed any clearing-house functions with a view to enabling exchange of ideas and experience among the universities? Has it evolved any method by which experiences gained in an institution in respect of innovation, reform or efficient administration are communicated to other institutions? Would you like the UGC to perform this task?

V-UGC & ACADEMIC BODIES

The UGC has to deal with universities and colleges and in achieving its objectives, it has to carry various academic communities with it. In the light of this, please comment on the following:—

31. Is the function of UGC relating to coordination and determination of standards of higher education consistent with the autonomy given to the universities in the Act by which they are established?

32. Does the autonomous character of university in any way help or hinder the UGC's efforts at securing coordination and determination of higher standards?

33. From your experience and knowledge, how far do the procedures adopted by the UGC to initiate and implement programmes to coordinate university education and raise the standard of teaching, examination and research enjoy the confidence of the academic community?

34. (a) Do you find the procedures for giving grant, as adopted by the UGC, adequate? Do these procedures provide for proper scrutiny and check up of the utilisation of the grant? If not, what are your suggestions?

(b) Do you think a university should be free to utilise a grant given by UGC for a specific purpose for any different purpose?

(c) If so, would it conform to the canons of accountability?

(d) Are there any instances in which grants were utilised for purpose other than that for which they are given?

(e) What comments have you to offer on the principle of matching grants from the State Governments and managements of colleges adopted by the UGC in respect of certain schemes?

35. There is an impression in some quarters that considerable political and other pressures are exercised and influences such as those of provincialism, regionalism, "institutional casteism" are brought to bear on matters which affect

standards of education in university and colleges—for example, admission of students, appointment of the officers and authorities, and selection of teachers.

(a) How far is this impression justified?

(b) What has the UGC to prevent the possibility of the exercise of such influences?

(c) Have any reforms in the procedure of admission of the universities and colleges and appointment to various offices been advocated by the UGC with a view to minimising such influences?

(d) Do such measures come within the purview of the UGC? If not, should they not?

36. The UGC has suggested certain measures regarding examination reform. How far have these helped to improve the situation? Have you any suggestions in this regard?

37. Has any advice been rendered by the UGC regarding different facets of student indiscipline and how to tackle it? If so, what? Have you any suggestions to make in this regard?

VI—ACCREDITING BODY

38. Should the UGC function as an accrediting body which should accredit and grade universities according to their overall standards, research competence, and other relevant aspects? If so, what should be the mechanism?

39. (a) What, in your opinion, needs to be done to minimise, and eventually altogether rule out, the chances of sub-standard universities coming into existence and continuing to exist?

(b) What should be the role of the UGC in this process?

(c) What statutory powers should be vested in the UGC to enable it to perform this function?

40. Section 3 of the UGC Act provides that on the advice of the Commission, the Central Government may declare any institution for higher education as "deemed to be a university". How far has the category of deemed universities helped or hindered coordination and determination of standards of higher education? Have you any suggestions to offer?

41. Under Section 18 of the UGC Act, the UGC is required to submit an annual report giving a true and full account of its activities during the previous year and this report is to be laid by the Central Government before Parliament. Do

you find the form and content of this report adequate for bringing out the activities of the UGC? Should it not contain an exposition of the crucial issue concerning higher education and research for consideration by Parliament? Would you like to suggest any modifications?

42. Does the nomenclature 'University Grants Commission' truly reflect the important functions

of the UGC as envisaged in the Act or what ought to be the functions of this highest body in regard to higher education? Would you suggest any change in it?

43. Do you have any suggestions regarding amendment of the UGC Act with a view to promoting coordination and determination of standards of higher education?

Appendix I-C
UGC REVIEW COMMITTEE
ANNEXURE TO QUESTIONNAIRE-I

NOTE:—This Annexure is being sent only to universities and colleges. It seeks Institutional information on various points.

Please furnish the following information in regard to your university/college.

The information may, as far as possible, be given plan period-wise from the beginning of the second Five Year Plan or the date of establishment of your institution, whichever is later, up till now. Should you find

the space provided inadequate, please attach a separate sheet adopting the proforma as per relevant table.

1. Name of the University/College.
2. The name of the university to which the college is affiliated.
3. When was your institution established?
4. Please furnish information regarding your institution in the following table:

Table 1

Enrolment and Staff

<i>Information (figures regarding)</i>	<i>academic year 1956-57</i>	<i>academic year 1961-62</i>	<i>academic year 1966-67</i>	<i>academic year 1969-70</i>	<i>academic year 1974-75</i>
1	2	3	4	5	6
(1) Student enrolment					
(2) Teaching staff					
(3) Teacher-student ratio:					
B.A./B.Com.					
B. Sc.					
B.A./B. Com. (Hons.)					
B.Sc. (Hons.)					
M.A./M.Sc./M. Com.					
(4) Non-teaching staff					
Please indicate separately also					
(a) Library staff					
(b) Laboratory staff					

Table II

New Departments and Research Areas

<i>Information regarding</i>	<i>During II Plan period 1956-61</i>	<i>During III Plan period 1961-66</i>	<i>During IV Plan period 1966-74**</i>	<i>During the academic year 1974-75</i>
(1) Name of new departments set up				
(2) Particulars of new research areas.				

(**The UGC'S IV Plan covered the period 1966 to 1974)

Please furnish information regarding major student unrest in the last 10 years i.e. from 1965 onwards in the following table:

Table III

No. and duration of protest/unrest under the following heads

<i>Cause of Student unrest. (Please indicate No. and duration of student protests/unrests)</i>	<i>Peaceful protests</i>	<i>Boycotting classes (No. of days lost)</i>	<i>Violent demonstrations (indicate briefly the nature of violence and damage to person or property, if any).</i>	<i>Closure of institution</i>	<i>Police help sought</i>	<i>Any other information</i>
1	2	3	4	5	6	7
(1) Academic dissatisfaction (please make brief mention of the precise cause).						
(2) Dissatisfaction with amenities						
(a) general						
(b) hostel amenities						
(3) Dissatisfaction with examination timings or question papers (please indicate if this dissatisfaction was justified and, if so, how?)						
			(4) Student union problems.			
			(5) Unrest inspired or encouraged by group rivalries among teachers.			
			(6) Unrest due to political causes (mention briefly the precise causes)			
			(7) Caste or communal tension			
			(8) Any other			
5. Please furnish information regarding the assistance you received by way of grant from the UGC under various heads in the following table.						

Table IV

Grants received from the UGC

<i>Name of grant</i>	<i>During II Plan Period 1956-61</i>	<i>During III Plan period 1961-66</i>	<i>During IV Plan period 1966-74**</i>
(**)The UGC's IV Plan covered the period 1966 to 1974.)			
(1) For maintenance			
(2) For development			
(3) For maintenance or development or both of any specified activities (please mention specified activity)			
(4) For any other general or specified purpose (Please mention briefly the purpose)			
6. What major schemes for expansion have been considered by your university/college since the beginning of the Second Five Year Plan? In respect of how many of those schemes was UGC's advice sought? What was the UGC's advice on each scheme?			

7. Please furnish information in the following table in respect of schemes or projects for which grant was sought by your institution from the UGC:

Table V

Schemes/Projects for which grant sought from the UGC

<i>Name of Scheme/Project</i>	<i>Amount of grant asked for</i>	<i>Grant sanctioned</i>	<i>Reasons, if any, given by UGC for rejection.</i>
	<i>Date of submitting scheme</i>	<i>Date of UGC's decision</i>	
(1) II Plan period (1956-61)			
(2) III Plan period (1961-66)			
(3) IV Plan period (1966-74**)			

(**The UGC's IV Plan covered the period 1966 to 1974).

8. Please furnish information in the following table in respect of schemes or projects for which grant was sanctioned by the UGC, listing the schemes chronologically from the beginning of II Five-Year Plan.

Table VI

Grants for Schemes/Projects.

<i>Name of Schemes/Projects</i>	<i>Date and amount of grant by the UGC</i>	<i>Date of completion of implementation</i>	<i>Difficulties in implementation & how they were solved</i>	<i>Result of evaluation if any, done after implementation</i>	<i>Amount of un-utilised grant and reasons for non-utilisation</i>
9. How was the priority of schemes, for which grant was sought from the UGC, arranged?					
10. What procedures had you to adopt to seek the grant?					
11. What are the schemes for which you have received matching grants? Do you find this principle of matching grants workable in all cases? Have you any suggestions to offer?					
12. Have you received any advice or guidance from the Commission in regard to economy in construction like standard models etc., for construction of buildings for which grant was sanctioned to your institution? If so, did you act upon this guidance? If not, why not?					
13. Please indicate the courses for which regional language(s) have been introduced as medium of instruction and examination mentioning the year when the medium was introduced. It may also be indicated in each case if the regional language is the sole medium. Also please briefly mention what difficulties you have experienced in this regard and what help was sought from the UGC and offered by it?					
14. How do you ensure that the quality of research work in your institution is of a high standard? Would you support the idea of UGC evaluating the standard of theses written for doctorates? Would you support the UGC scrutinising, or laying down norms for, appointment of examiners for doctoral theses?					
15. Have you introduced any scheme of book banks? What are its main features? What has been its effect? Have you any suggestions in this regard? What guidance and help have you received from the UGC?					
16. Do you have tutorial system in your institution? If so, in what classes? What are the main features of the system? Would you like to strengthen it or do away with it? Please give reasons.					
17. Do you have residential facilities for students? If so, are you able to provide adequate facilities by way of diet, etc., to students in the context of rising costs? Does your institution provide any subsidy towards messing or other charges of students? Have you any suggestions to offer in this regard?					

18. How often have you asked the UGC for any special information relating to university education? What information was sought and what was made available by the UGC?
19. Have you tried any innovation or experimentation in matters relating to teaching, examination and research? Have you asked for and been given any advice or grant or assistance in any other form by the UGC for a pilot project to experiment with innovation? Please give particulars (plan period-wise).
20. Did you receive any advice from the UGC in respect of measures necessary for the improvement of education in your institution? Please give full details thereof. What action was taken by your institution? (Information may please be given Plan period-wise).
21. Have you sought and, if so, received any advice from the UGC in regard to problems of malpractices in examinations, student indiscipline or, in some cases, teacher indiscipline?
22. Have you undertaken any special projects apart from the normal curriculum, which would serve any specific national purpose, e.g., social development, national integration, family planning, national unity and security, ecological and environmental problems and the like? Have you sought or received any assistance from the UGC for such a project?
23. What are your views on (a) the academic atmosphere in your institution and its effect on the development of teaching and research?
and (b) the part you would like the UGC to play in helping in improvement of standards of teaching and research in your institution?

UGC REVIEW COMMITTEE

QUESTIONNAIRE-II

(For past and present Chairman, Members and Members of Visiting Committees, Subject Panels, etc. of the UGC).

(A copy of the same Questionnaire with slight modifications including deletions and additions was sent to the Secretary, UGC, for eliciting the Commission's views.)

Note:—Please feel free to answer only those questions in which you are interested. Please indicate whether your reply should be treated as confidential and the authorship kept anonymous. The Review Committee would be grateful for illustrating your opinion wherever possible.

The *raison d'être* of the establishment of the University Grants Commission is that it should take necessary steps for the promotion and coordination of university education and for the determination and maintenance of standards of teaching, examination and research in universities. In this context your views are solicited on the following:—

1. (a) What is meant by coordination of University education? What, in your view, should be the scope of endeavour relating to coordination of University education?

(omitted for the UGC)

- (b) What measures should be taken to bring about such coordination?

(omitted for the UGC)

- (c) What has been the view of the UGC in regard to the concept and scope of coordination and how has it endeavoured to achieve it?

- (d) Have there been any handicaps, other than paucity of funds, in the way of UGC acting according to such concept and scope and taking necessary measures accordingly?

2. (a) What should be (have been*) the considerations for the determination of standards of higher education?

*(as modified for the UGC)

- (b) What measures should be (have been*) taken by the UGC to achieve higher standards?

*(as modified for the UGC)

- (c) How far has the UGC taken into account such considerations and adopted such measures?

(omitted for the UGC)

- (d) Have there been any handicaps, other than paucity of funds, in the way of UGC adopting such considerations and taking necessary measures accordingly?

3. In view of UGC's responsibility for determination and maintenance of standards of higher education, have any norms and guidelines been established in regard to various aspects of teaching, examinations and research? How and with whose consultation have such guidelines, if any, been formulated?

4. In the light of emphasis on quality and selectivity by the Education Commission (1964—66) and in the interest of coordination as well as determination of standards what steps have been taken by the UGC in initiating, sustaining and evaluating such activities at various levels as would promote quality, e.g. establishment of strong postgraduate departments, schools of research and centres of advanced studies; strengthening of postgraduate and undergraduate colleges known for high standards and drawing up as well as implementing development plans to draw in more and more institutions into the core sector of high excellence?

*What strategy was adopted and what evaluation of results was done?

*(as added for the UGC)

5. With reference to procedures adopted by the UGC in setting up Visiting/Reviewing Committees for assessing the need of universities, colleges, information may please be given on the following points:

- (a) Mode and criteria of selection of members of such committees;

- (b) Whether any proforma or standard forms have been prescribed for recording observations and recommendations by a Visiting Committee;

*Please supply a copy/copies of any such proforma etc. prescribed in the past years.

*(added for the UGC)

- (c) When considering proposals of an institution whether all relevant information regarding the institution's past performance is made available to the Visiting Committee/UGC;

- (d) The type of guidelines/briefings, if any; given to the members of the Committees

before they start their visits (for example recommendations of earlier committees in respect of a particular institution, or any significant observations etc.)

*Please supply a copy/copies of such guidelines/briefings supplied to members of Visiting Committees in the past years.

*(added for the UGC)

(e) Whether the UGC advises Visiting Committees to suggest if universities/colleges can be given any incentive like a higher percentage of allocation for adoption of various reforms such as re-structuring of courses, examination reforms, setting up of autonomous colleges, inter-disciplinary programmes, pooled and optimal utilization of equipment and facilities by universities and colleges, etc?

*Please supply a copy/copies of documents containing such advice, given in the past years.

*(added for the UGC)

(f) Whether any mid-term appraisal is done to monitor the implementation of recommendations of Visiting Committees:

(g) Whether the Visiting Committees are advised to discuss with State Government authorities like Chief Minister, Education Minister, Finance Minister, Chief Secretary, Education Secretary, Finance Secretary regarding State's priorities and commitments so as to be in a position to make operative recommendations which are likely to be implemented?

6. What has been the main purpose of setting up of Subject Panels from time to time? How are these Panels constituted?

7. What has been done by the Subject Panels so far and what has been the impact of their effort?

8. Regarding the development of teaching and research, do the Subject Panels prepare any Status Reports on research in a university in their respective fields? Have they been asked to work out (or have they done so on their own) model syllabi at Bachelor's and Master's degree levels and guidelines with regard to Pre-Ph.D. courses? Have the panels been asked to draw up norms for B.Sc., M.Sc., laboratories in different subjects?

9. Are research fellowships given only on the basis of records of qualifications or are interviews held at regional or national levels? Has such a system of interviews or any other system been evolved to monitor 'first-class' products at M.A./M.Sc. level of universities?

10. What is (has been*) the modus operandi for ensuring co-ordination in respect of research fellowship grants given by such bodies as ICAR,

CSIR, ICSSR, Tata Institute and similar other institutions and the UGC itself?

*(as modified for the UGC)

11. Has the UGC devised any method for coordination of research work in various fields in the universities on the one hand, with the research programmes conducted by agencies like the CSIR, ICAR, ICSSR, on the other?

12. What has been the impact of the programme of granting research fellowships on the quality, content and usefulness of research in universities and colleges?

*Has any assessment of such impact been made?

*(added for the UGC)

13. What are your views about the quality and adequacy of effort by the UGC, if any, to improve postgraduate education? Have you any suggestions to offer?

*What efforts, if any, have been made by the UGC to improve postgraduate education?

*(as modified for the UGC)

14. Has the UGC followed any research and development policy relating to coordination and raising of standard of university education? Has it undertaken or contemplated programmes of research on the methods and effectiveness of teaching in the universities and colleges and reliability of the examinations held by them?

15. What efforts have been made for providing (i) initial and (ii) in-service training to university and college teachers to acquaint them with the developments in techniques of teaching as well as to help them keep abreast of the rapid growth of knowledge in their own and allied subjects? How effective have these measures been?

16. What has been the effort made so far in the direction of preparation of university level books or development of new curricula, laboratories and equipment by the UGC or through academic bodies? What has been the effect of such effort?

*Has there been any assessment?

*(added for the UGC)

17. What measures has the UGC taken to initiate, inspire and assist innovation, experimentation and reform in university education and to encourage measures to make higher education relevant to realities of changing life as well as to human aspirations in higher spheres of thought and culture? Please give examples.

18. What planned efforts have been made to promote the following and with what results?

(a) Non-formal education.

(b) New education technology.

- (c) Modern aids in education.
- (d) Inter-college and inter-university cooperation in the fields of teaching and research and collaboration with research organisations outside the university system.
19. What has been the response to the UGC's scheme of autonomous colleges? What steps have been taken by the UGC to ensure speedy and effective implementation of this scheme?
20. In the various quality programmes initiated by UGC from time to time what procedures have been adopted to ensure the support and confidence of the academic community concerned? How far have the major programmes succeeded in achieving the objectives?
21. What plans has the UGC made for the development of Indian languages, particularly in the context of adoption of these languages as media of instruction in higher education? What measures have been adopted, or are contemplated, to deal with the problems arising out of adoption of Indian languages as media of higher education like restrictive effect on mobility of teachers and students and maintenance of high standard of instruction and research?
22. The UGC gives grants to universities and Colleges for various purposes.
- (a) Are all grants given by the UGC relevant to its statutory functions?
- (b) What machinery is available with the UGC to ensure that the money was spent for the purpose for which it was granted?
23. What are the procedures adopted for giving grants? Are they adequate? Do they provide for close scrutiny and proper check-up?
24. Considerable amounts are given as grants for buildings. What is the system followed for checking proper utilisation of these grants? In the interest of economy in construction, have any standard models been prescribed?
25. What are the priorities considered by the UGC in giving help to universities and colleges for amenities for student and teacher welfare and extra-mural activities?
26. What are the schemes for which UGC gives (has been giving*) matching grants? Do you find (Was*) this principle of matching grants (found*) workable in all cases? *Have you any suggestions to offer? (If not, why not?)
- *(as modified for the UGC)
27. Have there been instances of institutions not following conditions regarding appointment of necessary teaching staff? How often has relaxation of conditions been subsequently allowed?
28. It is said that in some cases grant given by the UGC for a specific purpose has been diverted to some other purpose with a view to evading commitment to recurring expenditure in future. Is this correct? If so, could you please mention any instances?
29. There is an impression in some quarters that considerable political and other pressures are exercised and influences such as those of provincialism, regionalism, "institutional casteism" are brought to bear on matters which affect standards of education in universities and colleges—for example, admission of students, appointment of the officers and authorities and selection of teachers.
- (a) How far is this impression justified?
- *Has the UGC had any knowledge of it?
- *(added for the UGC)
- (b) What has the UGC done to prevent the possibility of the exercise of such influences?
- (c) Have any reforms in the procedures of admission to universities and colleges and appointment to various office been advocated by the UGC with a view to minimising such influences?
- * (d) Do such measures come within the purview of the UGC? If not, should they not?
- *(omitted for the UGC)
30. Has the UGC given thought, and taken any measures, to check the growth of communalism, casteism, social discrimination and political and other narrowing influences said to affect institutions of higher education? Please mention salient measures taken so far.
31. What measures have been taken by the UGC to effect reforms in examination? Has any attention been paid to the problem of malpractices in examinations? What advice and guidance has been offered to the universities and colleges?
32. Has the UGC made any study of and rendered any guidance and advice to universities and colleges in regard to the problem of student indiscipline? Have any specific programmes been undertaken to solve the problem?
33. What are the agencies through which the UGC works and maintains continuing relationship with universities, colleges and State Governments? How far have these agencies been effective?
34. There is feeling that the State Governments are not adequately consulted in regard to schemes for development of universities. Have any steps been taken to remedy the situation?

35. Has the UGC performed any clearing-house functions and passed on experiences gained in one institution in innovation, reforms or efficient administration to other institutions?
- *Please cite instances.
- *(added for the UGC)
36. Should the UGC not function as an accrediting body which should accredit and grade universities in regard to their standards, research competence and special achievements? Are there any factors which prevent the UGC from functioning as such?
- *Has the UGC at any time thought of functioning as an accrediting body which should accredit and grade universities in regard to their standards, research competence and special achievements? Has anything prevented the UGC from functioning as such?
- *(as modified for the UGC)
37. In spite of the UGC functioning for so many years and trying to improve standards in universities there is an impression in some quarters that standards have been on the decline. *To what extent do you agree with this?* Has the UGC thought of any measures which need to be taken to minimise and altogether rule out the chances of sub-standard universities and colleges coming into existence and continuing to exist?
- *-*(deleted for the UGC)
38. Does (*Has) the autonomous character of the Universities help or hinder (*helped or hindered) the UGC's efforts relating to coordination of university education and determination of standards?
- *(as modified for the UGC)
39. In the light of your experience what are the factors, if any, which inhibit UGC's performance of its functions?*
- *(omitted for the UGC)
40. Are there any constitutional or legal factors, particularly in respect of Centre-State relationship in regard to the subject of higher education, that stand in the way of UGC's effective functioning?*
- *(omitted for the UGC)
41. Are (*Have) UGC's (i) organisational structure and (ii) procedures regarding grants and other functions (*been found) adequate for its efficient and effective functioning? Has any management consultancy been sought to review from time to time and reform, if necessary, the structure and procedures in the office of the UGC?
- *(as modified for the UGC)
42. Does the nomenclature 'University Grants Commission' truly reflect the important functions of the UGC as envisaged in the Act or what ought to be the functions of this highest body in regard to higher education? Would you suggest any change in it?*
- *(omitted for the UGC)
43. Have you any suggestions to offer regarding involving the UGC more effectively in the development programmes of the universities?*
- *(omitted for the UGC)
44. Does the Annual Report of the UGC adequately bring (*Has the UGC considered its Annual Report as adequately bringing) out a true and full account of its activities as envisaged in Section 18 of the UGC Act? Do you have any suggestions in this regard?
- *(as modified for the UGC)
45. Section 3 of the UGC Act provides for declaration of "deemed universities". How far has the category of deemed universities helped or hindered (*UGC's efforts at) coordination and determination of standards in higher education? **Have you any comments/suggestions to offer?
- *(as modified for the UGC)
- ***(omitted for the UGC)

UGC REVIEW COMMITTEE

Supplementary List of Questions

(For UGC only)

1. How often has the UGC recommended measures to any University/college for improvement of university education and advised them upon the action to be taken in terms of Section 12(d) of the UGC Act? What action has been taken by the university/college? (Please give information plan period-wise as far as possible).
2. How often has the UGC advised the Central or State Governments on allocation of grants to universities for any general or specified purposes in terms of Section 12(e) of the UGC Act? What action was taken on the UGC's recommendations? (Please give information plan period-wise as far as possible).
3. In how many cases has the UGC collected information on matters pertaining to University Education in India and other countries and made the same available to any university in terms of Section 12(h) of the UGC Act? (Please give information plan period-wise as far as possible).
4. In how many cases has the UGC made recommendations to universities under Section 13 of the UGC Act?
5. Have there been instances of universities failing to comply with UGC recommendations (under Section 13 of the UGC Act) referred to above; if so, in how many cases has action been taken by UGC as envisaged in Section 14 of the Act?
9. The Education Commission (1964—66) report made certain recommendations in respect of the role of UGC. What steps has the UGC taken to consider the recommendations and plan implementation thereof? The Education Commission particularly envisaged the following roles:—
 - (a) The UGC should be responsible for assisting universities in working out programmes for adoption of regional languages as medium of instruction and in production of literature, particularly scientific and technical, in regional languages. (Paras 1.50—1.54 of Education Commission Report). What has the UGC done in this regard?
 - (b) The Education Commission stressed the establishment of a few major universities, with a pivotal role for the UGC. What was the decision taken on this recommendation? What role, if any, has the UGC played? (Paras 11.17—35).
 - (c) The UGC should be responsible for effecting transfer of all pre-university or intermediate work from universities to affiliated colleges and schools. (Para 2.23). What has been done in this regard?
 - (d) The Ministry of Education and the UGC, in consultation with the State Governments and universities, should increase instructional days in colleges and schools and cut down holidays (other than regular vacation) to 10 in a year. (Paras 2.37-38). What has been done in this regard?
 - (e) Universities and college should, to break the isolation in which educational institutions at different stages generally function, assist secondary schools by improving their efficiency through a variety of measures. (Paras 2.48-49). Has UGC taken any initiative?
 - (f) The UGC should give ad hoc grants to teachers at secondary level for research to enable them to qualify for university and college work. (Para 3.20). What steps have been taken?
 - (g) The UGC should take responsibility for maintenance of standards in teacher education and funds should be made available to it in the 4th Plan for improving teacher education in the universities. It should set up a Joint Standing Committee for teacher education in collaboration with the NCERT. (Para 4.63—66). What steps, if any, have been taken in this regard?
 - (h) The UGC should act as a clearing house agency for supplying data about bright young scholars in universities and colleges and conversely to such young people about job availabilities in universities and colleges. The UGC should also sponsor a scheme for instituting fellowships to attract outstanding persons to the profession of teaching at various levels. (Paras 11.37—40). What steps, if any, have been taken in this regard?
 - (i) The UGC should, in consultation with the State Governments and universities, examine the question of classification of colleges in terms of level of achievement and make use

- of such classification in allocation of grants under the Fourth Five Year Plan. (Para 11.41). Has anything along these lines been done?
- (j) The Education Commission had envisaged that it should be the special responsibility of the UGC to promote collaborative and co-operative programmes which cut across the linguistic or regional frontiers as between universities in a State or region and even at national level in matters like research on problems of socio-economic development, development of regional languages, on relating university output to manpower needs. (Para 12.30). What steps, if any, have been taken in this regard?
- (k) The Education has observed that most careful attention should be paid to the question of educational standards of deemed universities who should in their limited fields maintain highest standards of teaching and research without making the organisation a replica of a university. (Para 12.43). Has anything been done in this regard?
7. The Education Commission had also made some other suggestions which are given below:—
- (a) The UGC should undertake a study of problems of location of new colleges particularly small ones and advise universities and State Governments in the matter. (Para 12.26) Has anything been done in this direction? If so what?
- (b) The UGC should set up (i) a Special Committee to examine the teaching methods in higher education in universities and colleges; (ii) an Examination Reform Unit for higher education at a sufficiently high level which should work in collaboration with universities; and (iii) explore the possibility of organising health services for university teachers and students on the lines of CGHS. (Paras 11.50, 11.55, 11.66). What steps, if any have been taken in regard to these suggestions?
- (c) The UGC may consider appointment of Committee to examine in detail the question of working out-norms and criteria for determining the number of seats and courses in different faculties in the light of available facilities for teaching and self-study and make its recommendations available to universities/colleges. (Para 12.43). Has anything been done in this regard?
- (d) The UGC may undertake studies and co-ordination of developments in the field of admission to universities by formation of university admission boards who may advise the concerned universities on admissions and analyse the results of admission policy at the end of the course. (Para 12.18). When steps, if any, have been taken in this regard?
- (e) The UGC may initiate setting up of a Central Testing Organisation to develop procedures for selection of students (for admission) at various levels and advise universities/colleges regarding selection. In this context the UGC may develop pilot studies and experimentation programmes in the first stage. (Para 12.19). Has anything been done in this direction? If so, what?
- (f) The UGC may establish a Standing Committee on part-time Education. (Para 12.21). Has any step been taken?
- (g) The UGC should explore the possibility of making some or all the universities in a State join together in a "Consortium", as it were, to operate all the affiliated colleges in State. (Para 12.39). What was done on this recommendation?
- (h) It was envisaged that the UGC should play the role of bridging the gap between educational research and current practice in the field of higher education, as NCRRT should do at school level. (Para 12.62). Was any effort made in this direction; if so, what?

ITEMS ON WHICH INFORMATION WAS SOUGHT FROM THE UNIVERSITY GRANTS COMMISSION

Notes and/or statistical information on the following:

- (a) A working note on the factors that have inhibited the activities and handicapped the efforts of the UGC to realise its objectives. (This could be the starting point for future discussion, etc.)
- (b) Measures taken from time to time to ensure full and proper utilisation of grants given to various institutions by the Commission.
- (c) Main lines of action followed and measures adopted by the Commission from time to time for improving standards of higher education. How these measures have been implemented by various institutions and what has been the effect thereof?
- (d) Procedures adopted by the Commission in giving financial assistance to universities and colleges and in the selection of institutions for assistance regarding implementation of quality improvement programmes initiated by the Commission itself.
- (e) List of priced and un-priced publications of the Commission, indicating very briefly the theme of such publications as were aimed at coordination and determination of higher standards.
- (f) A note on the role of the Commission in the maintenance and development of (i) central

universities and (ii) colleges of Delhi University.

- (g) Statements giving data about grants (Plan and non-Plan) sanctioned to universities and colleges during the 3rd and 4th Plans and thereafter upto the end of financial year 1974-75. The statements may kindly be made for central universities, colleges of Delhi University. State universities and institutions deemed to be universities, giving break-up of grants under different heads, namely: buildings, equipment, books and journals, staff, improvement of libraries, improvement of laboratories and aid for humanities, science, technical and professional education, etc., in each case.
- (h) A note, with figures, regarding grants paid to the universities and colleges during the 3rd and 4th Plans and upto the end of 1974-75 for implementation of schemes initiated by the Commission for development of research activities, Centres of Advanced Studies, special assistance to selected departments, support for publications and research, area studies, correspondence courses, teachers' education and other measures for improving staff competence, establishment and development of post-graduate centres and such other activities. If any portion of grants given under (g) above would also pertain to schemes initiated by the Commission that may kindly be briefly indicated.

LIST OF PERSONS INTERVIEWED INDIVIDUALLY OR IN SMALL GROUPS BY THE UGC REVIEW COMMITTEE IN VARIOUS STATES AND IN DELHI.

ANDHRA PRADESH

State Government

1. Shri J. Vengala Rao, Chief Minister.
2. Shri M. V. Krishna Rao, Education Minister.
3. Shri C. Srinivasa Sastry, Education Secretary.

Universities

1. Shri M. V. Rajagopal, Vice-Chancellor, J. N. Technological University.
2. Shri Justice P. Jaganmohan Reddy, Vice-Chancellor, Osmania University.
3. Shri M. R. Appa Rao, Vice-Chancellor, Andhra University.
4. Prof. Satchidananda Murty, Vice-Chancellor, Sri Venkateswara University.
5. Dr. Ramesh Mohan, Director, Central Institute of English & Foreign Languages.
6. Prof. G. Venkataratnam, A.P. Agricultural University.
7. Prof. Mir Hamid Ali, A.P. Agricultural University.
8. Prof. Laxmi Narayan, Osmania University.
9. Prof. M. V. Nadkarni, Inst. of English & Foreign Languages.
10. Prof. R. K. Bansal, Inst. of English & Foreign Languages.
11. Prof. A. Adivi Reddy, A.P. Agricultural University.
12. Prof. K. K. Nair, Osmania University.
13. Prof. B. S. Murthy, Andhra University.
14. Prof. S. Dutt, Andhra University.
15. Prof. (Mrs.) M. F. Jussavalla, Osmania University.
16. Prof. G. N. Reddy, Sri Venkateshwara University.
17. Prof. R. Srinivasa Rao, Sri Venkateshwara University.
18. Prof. Mohammed Ghouse, Sri Venkateshwara University.
19. Prof. M. V. Rama Sharma, Sri Venkateshwara University.
20. Prof. V. R. Krishnan, Sri Venkateshwara University.
21. Prof. G. Ramakrishnan, Sri Venkateshwara University.

Principals of Colleges

1. Navjivan Women's College, Hyderabad.
2. R.B.V.R.R. Women's College, Hyderabad.
3. St. Francis College for Women, Secunderabad.
4. A.N.R. College, Gudivada.
5. University College for Women, Hyderabad.
6. St. Joseph's College for Women, Waltair.
7. Dharma Apparao College, Nuzvid.
8. Andhra University College of Arts, Commerce & Law.
9. Osmania University College of Science.
10. Osmania University College of Arts.
11. Osmania University College of Commerce & Business Management.
12. G.R.R. Govt. Arts and Science College, Karimnagar.
13. New Science College, Hyderabad.
14. D.N.R. College, Bhimavaram.
15. A.N.A.L. College, Anakapalli.
16. Andhra Loyola College, Vijayawada.
17. Andhra Christian College, Guntur.
18. V.R.S. & Y.R.N. College, Chiralu.
19. C.R.N. College, Warrangal.
20. Sardar Patel College, Secunderabad.
21. Kasturba Gandhi College for Women, Secunderabad.
22. S.P. Women's College, Tirupati.
23. S. V. Arts College, Tirupati.

Prominent Persons

1. Dr. C. D. Deshmukh, ex-Chairman, UGC.
2. Dr. D. S. Reddy, ex-Member, UGC.
3. Shri Vavilala Gopalkrishnanyya, Chairman, Official Languages Committee.
4. Shri L. Bullayya, ex-Vice-Chancellor
5. Shri V. P. Raghavachari, M.L.C.
6. Shri C. Anna Rao, Chairman, Tirupati Devasthanam Board.

ASSAM

State Government

1. Shri S. C. Sinha, Chief Minister.
2. Mrs. Syeda Anwara Taimur, Minister of State for Education.
3. Shri M. P. Bezbaruah, Education Secretary.
4. Shri S. D. Gogoi, Director of Technical Education.

Universities

1. Dr. H. K. Baruah, Vice-Chancellor, Gauhati University.
2. Shri J. N. Das, Vice-Chancellor, Dibrugarh University.
3. Dr. P. K. Sharma, Assam Agricultural University.
4. Prof. J. M. Choudhury, Gauhati University.
5. Dr. S. N. Mehrotra, Gauhati University.
6. Dr. H. P. Das, Gauhati University.
7. Prof. K. C. Medhi, Gauhati University
8. Prof. D. K. Baruah, Dibrugarh University.
9. Prof. A. Dutta, Gauhati University.
10. Prof. S. M. Dubey, Dibrugarh University.
11. Dr. A. C. Srivastava, Dibrugarh University.
12. Shri K. C. Bhattacharyya, Registrar, Gauhati University.
13. Shri S. C. Goswami, Treasurer, Gauhati University.
14. Shri B. N. Dowerah, Gauhati University.
15. Shri A. Jalil, Gauhati University.
16. Shri S. N. Sarna, Gauhati University.

Principals of Colleges

1. Mangaldoin College, Darrang.
2. Cachar College, Silchar.
3. B. Borooah College, Gauhati.
4. Handique Girls College, Gauhati.
5. Sibsagar College, Goysagar.
6. Aryavidyapith College, Gauhati.
7. Arya Vidyapeeth College, Gauhati.
8. D.C.B. Girls' College, Jorhat.
9. J. B. College, Jorhat.

Prominent Persons

1. Shri S. C. Rajkhowa, ex-Vice-Chancellor.

BIHAR

State Government

1. Shri R. D. Bhandare, Governor.
2. Shri Jagannath Misra, Chief Minister.
3. Dr. Ram Raj Prasad Singh, Minister for Education.
4. Shri K. P. Sinha, Education Commissioner.
5. Shri G. Narayan, Joint Secretary, Education

6. Shri R. N. Roy, Deputy Director, Higher Education.

Universities

1. Prof. (Dr.) D. N. Sharma, Vice-Chancellor, Patna University.
2. Shri D. P. Singh, Vice-Chancellor, Bhagalpur University.
3. Dr. A. K. Dhan, Vice-Chancellor, Ranchi University.
4. Shri N. Jha, Pro-Vice-Chancellor, Bhagalpur University.
5. Prof. C. D. Singh, Pro-Vice-Chancellor, Magadh University.
6. Dr. Madneshwar Mishra, Vice-Chancellor, L. N. Mithila University.
7. Dr. K. K. Mandal, Vice-Chancellor, Bihar University.
8. Dr. A. S. Yadav, Pro-Vice-Chancellor, Patna University.
9. Prof. R. P. Roy, Patna University.
10. Prof. G. P. Sinha, Patna University.
11. Prof. R. C. Sinha, Patna University.
12. Dr. E. Ahmad, Ranchi University.
13. Prof. S. B. Singh, Magadh University.
14. Dr. S. B. Singh, Magadh University.
15. Prof. J. S. Dutta Munshi, Bhagalpur University.
16. Prof. N. L. Nadda, Patna University.
17. Dr. K. D. P. Singh, Patna University.
18. Prof. J. N. Chatterjee, Patna University.

Principals of Colleges

1. B. N. College, Patna.
2. Patna Law College, Patna.
3. Patna College, Patna.
4. T.N.B. College, Bhagalpur.
5. Patna Women's College, Patna.
6. M. R. Mahila College, Darbhanga
7. Jamshedpur Women's College.
8. Simdega College, Simdega.
9. St. Columba's College, Hazaribagh.
10. Science College, Patna.
11. M. M. College, Patna.
12. P. N. College, Parsa (Saran).
13. D. B. College, Jayanagar, Darbhanga.
14. Mahanth Darsan Das Mahila College, Muzaffarpur.
15. Ramgarh College, Ramgarh Cantt.
16. G. J. College, Rambagh, Patna.
17. Rameshwar College, Muzaffarpur.
18. B. S. College, Dinapore.
19. M. S. College, Motihari.
20. G. D. College, Begusarai.

21. C. M. Science College, Darbhanga.
22. College of Commerce, Patna.
23. Giridih College, Bihar.
24. Gaya College, Gaya.
25. A. N. S. College, Barh.
26. A. N. College, Patna.

Prominent Persons

1. Dr. G. S. Marwaha, Director, Indian School of Mines, Dhanbad.

GUJARAT

State Government

1. Shri K. K. Viswānathan, Governor.
2. Shri H. M. Joshi, Education Secretary.
3. Shri K. Ramamoorthy, Director of Education.
4. Shri Balwant Singh, Joint Director of Education.

Universities

1. Shri A. R. Desai, Vice-Chancellor, South Gujarat University.
2. Shri V. R. Mehta, Vice-Chancellor, Gujarat Agricultural University.
3. Prof. P. J. Madan, Vice-Chancellor, M. S. University of Baroda.
4. Shri I. J. Patel, Vice-Chancellor, Gujarat University.
5. Shri D. M. Desai, Vice-Chancellor, Gujarat Vidyapeeth.
6. Shri Harsukhbhai Sanghvi, Vice-Chancellor, Saurashtra University.
7. Shri T. V. Vyas, Vice-Chancellor, Gujarat Ayurved University.
8. Shri Suresh Sethna, Pro-Vice-Chancellor, M.S. University of Baroda.
9. Shri R. D. Adatia, Rector, Gujarat Vidyapeeth.
10. Prof. K. N. Shah, Gujarat University.
11. Dr. M. N. Desai, Gujarat University.
12. Prof. K. S. Shastri, Gujarat University.
13. Prof. P. D. Mistry, Gujarat Agricultural University.
14. Dr. C. J. Patel, Gujarat Agricultural University.
15. Dr. I. K. Dave, South Gujarat University.
16. Prof. Mohanbhai Patel, Gujarat Vidyapeeth.
17. Prof. Suryakant Shah, South Gujarat University.
18. Prof. Purushotam A. Patel, Gujarat Vidyapeeth.
19. Prof. V. J. Thakur, Gujarat Ayurved University.
20. Prof. L. S. Bhatnagar, Gujarat Ayurved University.
21. Prof. H. L. Dave, Saurashtra University.
22. Prof. (Dr.) I. R. Dave, Saurashtra University.
23. Prof. S. M. Solanki, Saurashtra University.
24. Prof. (Dr.) D. N. Vora, Saurashtra University.

25. Prof. S. C. Pandeya, Saurashtra University.
26. Prof. M. M. Shah, Saurashtra University.
27. Shri Shantibhai Acharya, Gujarat Vidyapeeth.
28. Shri Kanubhai, Reader, Gujarat Vidyapeeth.
29. Shri M. M. Patel, Gujarat Vidyapeeth.
30. Shri N. P. Vyas, Gujarat Vidyapeeth.
31. Dr. V. D. Mene, Registrar, Gujarat Agricultural University.
32. Shri V. S. Raval, Academic Officer, Saurashtra University.
33. Shri V. M. Desai, Registrar, Saurashtra University.
34. Shri D. M. Joshi, Registrar, Gujarat Ayurved University.
35. Shri B. P. Shah, Deputy Registrar, Saurashtra University.

Principals of Colleges

1. H. K. Arts College, Ahmedabad.
2. B. D. College, Ahmedabad.
3. H. A. College of Commerce, Ahmedabad.
4. Arts & Commerce College, Chikhli (Valsad Distt.).
5. C. D. Barfiwala College of Commerce, Surat.
6. M.T.B. Arts College, Surat.
7. Commerce College, Rajpipla, Distt. Broach.
8. B.K.M. Science College, Valsad.
9. B. P. Baria Science Institute, Navsari.
10. C. A. Mahavidyalaya, Jamnagar.
11. P.D.M. College of Commerce, Rajkot.
12. Dharmendrasinhji Arts & A.M.P. Law College, Rajkot.
13. H. & H. B. Kotak Institute of Science, Rajkot.
14. Virumi Arts & Commerce College, Rajkot.
15. M.V. Mahila College, Rajkot.
16. Smt. J. J. Kundaliya Commerce College, Rajkot.

Prominent Persons

1. Shri J. S. Patel, Gadapura.
2. Smt. Indumati Chimanlal ex-Member, UGC, Chairman, National Council for Women's Education.
3. Smt. Leena Mangaldas, "Shreyasi", Ahmedabad.
4. Dr. K. R. Ramanathan, Director, Physical Research Laboratory, Ahmedabad.
5. Shri Jhinabhai R. Desai, Ambawadi, Ahmedabad.

HARYANA

State Government

1. Mr. Justice R. S. Narula, Acting Governor.
2. Shri B. D. Gupta, Chief Minister.
3. Shri Maru Singh, Education Minister.

4. Smt. Prasanni Devi, Minister of State for Education.
5. Shri L. M. Goyal, Director of Public Instruction.
6. Shri S. K. Jain, Deputy Secretary, Education.
7. Shri D. S. Dhilon, Deputy Director (Colleges).
8. Shri Kuldip Singh Batra, Joint D.P. Instruction.

Universities

1. Dr. S. K. Datta, Vice-Chancellor, B.N. Chakravarty University.
2. Shri M. L. Batra, Pro-Vice-Chancellor, B.N.C. University.
3. Prof. S. D. Chopra, B.N.C. University.
4. Prof. Dool Singh, B.N.C. University.
5. Prof. Narendra Nath, B.N.C. University.
6. Prof. A. K. Datta Gupta, B.N.C. University.
7. Prof. S. N. Mukherji, B.N.C. University.
8. Prof. S. N. Kakkar, Haryana Agricultural University.
9. Dr. Mohan Lal Sharma, Haryana Agricultural University.
10. Shri R. D. Sharma, Registrar, B.N.C. University.
11. Shri Rajendra Singh, Registrar designate, Rohtak University.

Principals of Colleges

1. Mukand Lal National College, Yamunanagar.
2. S.D. College, Ambala Cantt.
3. S.L. College of Education, Ambala City.
4. Government College, Bhiwani.
5. University College, Kurukshetra.
6. D.A.V. College of Education for Women, Karnal.
7. I.C. Government College for Women, Rohtak.

HIMACHAL PRADESH

State Government

1. Shri S. Chakravarty, Governor.
2. Dr. Y. S. Parmar, Chief Minister.
3. Shri R. C. Gupta, Secretary (Education).
4. Shri B. L. Handa, Director of Education.

Universities

1. Dr. B. S. Jogi, Vice-Chancellor, Himachal Pradesh University.
2. Prof. H. O. Agarwal, H.P. University.
3. Prof. R. N. Singh, H.P. University.
4. Prof. V. S. Mathur, H.P. University.
5. Dr. B. R. Chauhan, H.P. University.
6. Shri K. D. Gupta, Registrar, H.P. University.

Principals of Colleges

1. S.D.B. College, Simla.
2. Government College, Simla.

3. H.P. University Evening College, Simla.
4. St. Bede's College, Simla.

JAMMU AND KASHMIR

State Government

1. Shri L. K. Jha, Governor.
2. Shri S. Banerjee, Chief Secretary.
3. Dr. Satya Bhushan, Education Commissioner.
4. Prof. P. N. Ganju, Deputy Director (Colleges).

Universities

1. Shri J. D. Sharma, Vice-Chancellor, Jammu University.
2. Shri R. H. Chishti, Vice-Chancellor, Kashmir University.
3. Prof. Y. Prakash, Jammu University.
4. Prof. Ved Ghai, Jammu University.
5. Prof. J. N. Bhan, Jammu University.
6. Prof. M. Varma, Jammu University.
7. Dr. N. S. Gupta, Jammu University.
8. Prof. Inderjeet Singh, Jammu University.
9. Prof. Satya Bhushan, Jammu University.
10. Prof. M. R. Puri, Jammu University.
11. Prof. Saran Gurdev Singh, Jammu University.
12. Prof. Sansar Chandra, Jammu University.
13. Prof. Jan Mohamad, University of Kashmir.
14. Dr. D. N. Fotedar, University of Kashmir.
15. Prof. (Dr.) Shamsuddin Ahmad, University of Kashmir.
16. Dr. S. N. Ahmad Shah, University of Kashmir.
17. Dr. Shakeelur Rehman, University of Kashmir.
18. Prof. N. B. A. Khan, University of Kashmir.
19. Dr. B. D. Sharma, University of Kashmir.
20. Dr. Z. U. Ahmed, University of Kashmir.
21. Shri K. K. Gupta, Registrar, Jammu University.
22. Shri Saifuddin Soz, Registrar, University of Kashmir.
23. Prof. R. N. Kaul, Controller of Examinations, Srinagar.

Principals of Colleges

1. M.A.N. College, Jammu.
2. College of Education, Jammu.
3. Government College for Women, Jammu.
4. Government G.N. Science College, Jammu.
5. Government College for Women, Gandhi Nagar.
6. Government Degree College, Udhampur.
7. College of Commerce, Jammu.
8. Government Degree College, Kathua.
9. Government College, Anantnag.
10. A.S. College, Srinagar.

11. Government Degree College, Baramulla.
12. Government College for Women, Srinagar.
13. M.E.T. Teachers' College, Sopore.
14. Islamia College of Science & Commerce, Srinagar.

Prominent Persons

1. Shri Mohindra Singh, *ex-Education Secretary, Editor, Education News and Views, Jammu.*
2. Shri Mahmood Ahmed, *(Retired Principal).*
3. Shri S. L. Pandit, *Retired Professor & Principal.*
4. Dr. A. S. Bhat, *Principal, State Institute of Education.*
5. Begum Zafar Ali, *Chief Inspector of Schools (Women's).*
6. Shri S. Siddiqui, *Retired Principal.*
7. Prof. S. L. Seru, *Retired Professor.*
8. Shri S. L. Sadhu, *Retired Principal.*
9. Mufti Jalal-ud-din, *Retired Principal.*
10. Miss Mehmooda Ahmed Ali, *ex-Principal.*
11. Mrs. Sajda Zameer Ahmed, *ex-Director of Education.*

KARNATAKA

Universities

1. Dr. H. Narasimahaiah, *Vice-Chancellor, Bangalore University.*
2. Dr. R. C. Hiremath, *Vice-Chancellor, Karnatak University.*
3. Dr. D. V. Urs, *Vice-Chancellor, Mysore University.*
4. Dr. H. R. Arakeri, *Vice-Chancellor, University of Agricultural Sciences.*
5. Prof. M. I. Savadatti, *Karnatak University.*
6. Prof. (Dr.) C. G. Pattanshetti, *Karnatak University.*
7. Prof. B. K. Ramaiah, *Bangalore University.*
8. Prof. (Dr.) M. Shadashara Swamy, *Bangalore University.*
9. Prof. (Dr.) K. Narasaiah, *Bangalore University.*
10. Prof. K. H. Chelvaraju, *Bangalore University.*
11. Dr. K. Ramakrishnan, *University of Agricultural Sciences.*
12. Prof. M. R. Rajasekhara Shetty, *Mysore University.*
13. Prof. H. H. Annaiah Gowda, *Mysore University.*
14. Prof. R. C. Misra, *Mysore University.*
15. Sri J. N. Ramachandran, *Mysore University.*
16. Prof. (Dr.) K. B. Y. Thotappa, *Mysore University.*
17. Prof. B. Sheik Ali, *Mysore University.*
18. Dr. H. M. Nayak, *Director, Institute of Kannada Studies, Mysore University.*
19. Dr. T. R. Ramaiah, *Mysore University.*
20. Prof. B. Krishnan, *Mysore University.*

21. Sri P. Mallikarjunappa, *Director, Institute of Correspondence Course & Continuing Education, Mysore University.*
22. Dr. N. Rathna, *Joint Director, All India Institute of Speech & Hearing, Mysore.*
23. Sri P. R. Nayar, *Controller of Examinations, University of Mysore, Mysore.*
24. Shri R. Krishnappa, *Registrar, University of Agricultural Sciences.*

Principals of Colleges

1. V.M.D. *Central Institute of Home Science, Bangalore.*
2. *Government Science College, Bangalore.*
3. *Government Science College, Tumkur.*
4. *Government College, Kolar.*
5. *Rural College, Kanakapura.*
6. *D.G. College of Commerce, Hubli.*
7. *Government Law College, Bangalore.*
8. *S.J. Engineering College, Mysore.*
9. *St. Philomena's College, Mysore.*
10. *Vidyavardhaka Law College, Mysore.*
11. *Maharaja's College, Mysore.*
12. *University Evening College, Mysore.*

Prominent Persons

1. Dr. V. K. R. V. Rao, *ex-Education Minister, ex-Vice-Chancellor.*
2. Dr. D. C. Pavate, *ex-Vice-Chancellor, ex-Member, UGC.*
3. Prof. V. K. Gokak, *ex-Vice-Chancellor, ex-Member, UGC.*
4. Prof. D. M. Nanjundappa, *Economic Adviser, Government of Karnataka.*
5. Shri K. Ramakrishnan, *Prof. of Agriculture.*

KERALA

State Government

1. Shri Achuta Menon, *Chief Minister.*
2. Shri Chakkeeri Ahmed Kutty, *Education Minister.*
3. Dr. V. Venkita Narayanan, *Special Secretary, Education.*
4. Dr. (Mrs.) Molly Thomas, *Director of Collegiate Education.*

Universities

1. Dr. N. K. Panikkar, *Vice-Chancellor, Cochin University.*
2. Dr. R. S. Krishnan, *Vice-Chancellor, Kerala University.*
3. Dr. N. A. Noor Mohamed, *Vice-Chancellor, Calicut University.*
4. Dr. C. Kuriakose, *Pro Vice-Chancellor, Cochin University.*

5. Dr. N. S. Mone, Kerala University.
6. Prof. (Dr.) P. G. Nair, Kerala University.
7. Prof. (Dr.) E. I. George, Kerala University.
8. Prof. (Dr.) M. V. Pylee, Cochin University.
9. Dr. A. B. Soans, Calicut University.
10. Prof. Sayed Mohidin Shah, Calicut University.
11. Prof. V. K. Sukumaran Nair, Kerala University.
12. Prof. (Dr.) J. C. Alexander, Kerala University.
13. Prof. (Dr.) R. Anantharaman, Kerala University.
14. Prof. S. S. Moosath, Kerala University.
15. Prof. (Dr.) V. I. Subramaniam, Kerala University.
16. Prof. (Miss) Aleyamma George, Kerala University.
17. Prof. T. K. Ramakrishna, Kerala University.
18. Prof. (Dr.) K. K. Menon, Kerala University.
19. Prof. C. A. Ninan, Kerala University.
20. Prof. (Dr.) S. V. Subramania Iyer, Kerala University.
21. Prof. (Dr.) Y. Sitaraman, Kerala University.
22. Shri T. K. Koshy, Registrar, Calicut University.

Principals of Colleges

1. St. Thomas College, Trichur.
2. Sree Vyasa N.S.S. College, Wadakkancherry.
3. M.E.S. College, Mampad, Mallappuram.
4. St. Berchman's College, Changanecherry.
5. N.S.S. College for Women, Trivandrum.
6. C.M.S. College, Kottayam.
7. S.N. College, Quilon.
8. University College, Trivandrum.
9. Government Law College, Trivandrum.
10. Mar Theophylus Training College, Trivandrum.
11. College for Women, Trivandrum.

Prominent Persons

1. Shri Stephen Padua, M.L.A.
2. Shri U. A. Beeran, M.L.A.
3. Dr. George Jacob, *ex*-Chairman, UGC.
4. Dr. K. N. Raj, *ex*-Vice-Chancellor.
5. Shri Samuel Mathai, *ex*-Secretary, UGC & *ex*-Vice-Chancellor.
6. Dr. N. P. Pillai.

MADHYA PRADESH

State Government

1. Shri Vasant Rao Uikey, Education Minister.
2. Shri Samar Singh, Special Secretary (Education).
3. Shri A. B. Lal, Chairman, M. P. Uchcha Shiksha Anudan Ayog.
4. Shri C. B. Singh, Member, M. P. Uchcha Shiksha Anudan Ayog.
5. Shri M. Y. Godbole, Member, M.P. Uchcha Shiksha Anudan Ayog.

Universities

1. Dr. Ravi Prakash, Vice-Chancellor, Bhopal University.
2. Dr. P. G. Deo, Vice-Chancellor, Indore University.
3. Shri G. N. Tandon, Vice-Chancellor, Jiwaji University.
4. Dr. Shiv Mangal Singh 'Suman', Vice-Chancellor, Vikram University.
5. Shri Kanti Chaudhari, Vice-Chancellor, Jabalpur University.
6. Shri J. C. Dikshit, Vice-Chancellor, Ravi Shankar University.
7. Shri Narayan Singh, Vice-Chancellor, A. P. University.
8. Shri G. C. Jain, Vice-Chancellor, Indra Kala Sangeet Vishwavidyalaya.
9. Dr. R. L. Kaushal, Vice-Chancellor, J. N. Krishi Vishwavidyalaya.
10. Dr. T. S. Murthy, Vice-Chancellor, Sagar University.
11. Prof. S. C. Saksena, Jiwaji University.
12. Prof. I. A. Khan, Vikram University.
13. Mrs. Satya Sapra, Jiwaji University.
14. Mrs. Mira Mukerji, Vikram University.
15. Prof. K. C. Gupta, Bhopal University.
16. Prof. (Dr.) N. G. Paithankar, Bhopal University.
17. Prof. S. D. Dube, Bhopal University.
18. Prof. R. C. Chaurasia, Bhopal University.
19. Dr. S. S. Gupta, Bhopal University.
20. Prof. M. G. Nadkarni, University of Indore.
21. Prof. M. M. Laloraya, University of Indore.
22. Prof. P. N. Mathur, Bhopal University.
23. Prof. S. D. Misra, Jiwaji University.
24. Prof. Ram Murti Tripathi, Vikram University.
25. Prof. (Dr.) H. N. Sharma, Vikram University.
26. Prof. (Dr.) U. D. Nagar, University of Indore.
27. Prof. K. G. Bansigir, Jiwaji University.
28. Prof. (Dr.) S. Banerjee, Jiwaji University.
29. Dr. M. S. Chaudhary, R. S. University.
30. Dr. Inder Deo, R. S. University.
31. Dr. Suresh Chandra, R. S. University.
32. Dr. C. D. Sharma, Jabalpur University.
33. Dr. H. P. Dikshit, Jabalpur University.
34. Dr. S. C. Dutta, Jabalpur University.
35. Prof. Narendra Singh, Jabalpur University.
36. Prof. (Dr.) S. B. Saksena, Sagar University.
37. Prof. (Dr.) B. Mishra, Sagar University.
38. Prof. (Dr.) R. P. Roy, Sagar University.
39. Dr. D. N. Mishra, Sagar University.
40. Dr. S. R. Nema, Khiragarh University.
41. Dr. B. P. Tiwari, J. N. Krishi Vishwavidyalaya.

42. Shri E. V. Subbarao, J.N. Krishi Vishwavidyalaya.
43. Dr. M. P. Singh, J.N. Krishi Vishwavidyalaya.
44. Dr. D. K. Sharma, J.N. Krishi Vishwavidyalaya.
45. Dr. S. V. Arya, J.N. Krishi Vishwavidyalaya.
46. Dr. D. P. Mofiramani, J.N. Krishi Vishwavidyalaya.
47. Dr. M. R. Patel, J.N. Krishi Vishwavidyalaya.
48. Dr. S. L. Diwakar, Jabalpur University.
49. Dr. P. Chandra, Jabalpur University.
50. Shri D. K. Ghosh, Registrar, I.K. Sangeet Vishwavidyalaya.
51. Shri R. K. Dube, Joint Registrar, J.N.K. Vishwavidyalaya.
52. Shri V. P. Singh, Assistant Superintendent, Bhopal University.

Principals of Colleges

1. Government Science College, Gwalior.
2. Regional College of Education, Bhopal.
3. Ambah Postgraduate College, Ambah (Morena).
4. U. R. Girls' College, Gwalior.
5. Holkar Science College, Indore.
6. M.L.B. Arts & Commerce College, Gwalior.
7. Saifia College, Bhopal.
8. M.L.B. Girls' P.G. College, Bhopal.
9. Kasturbagram Rural Institute.
10. Hamidia Govt. College, Bhopal.
11. S.S.L. Jain College, Vidisha.
12. K. P. College, Dewas.
13. Madhav Vigyan Mahavidyalaya, Ujjain.
14. Regional Science College.
15. Government Science College, Gwalior.
16. Government Girls P.G. College, Raipur.
17. Government College, Bhatapara, Raipur.
18. Government College, Shahdol.
19. Sir H. S. Gour College, Sagar.
20. Bhatinda Mahavidyalaya, Jabalpur.
21. Government Polytechnic, Jabalpur.
22. Government Music College, Indore.
23. College of Education, Chhatarpur.
24. Government College, Satna.
25. Government College, Sidhi.
26. Government Science College, Jabalpur.
27. K. N. G. College, Satna.
28. Hitkarini College, Jabalpur.
29. G. S. College, Jabalpur.
30. M.A.M. College, Jabalpur.
31. M.H. College of Home Science, Jabalpur.

MAHARASHTRA

State Government

1. Shri Ali Yavar Jung, Governor.

Universities

1. Shri T. K. Tope, Vice-Chancellor, Bombay University.
2. Shri S. V. Chavan, Vice-Chancellor, Konkan Krishi Vidyapeeth.
3. Shri P. G. Patil, Vice-Chancellor, Shivaji University.
4. Shri Shankarrao R. Kharat, Vice-Chancellor, Marathwada University.
5. Shri V. S. Khuspe, Vice-Chancellor, Marathwada Agricultural University.
6. Prof. M. R. Bhiday, Poona University.
7. Prof. N. D. Patil, Shivaji University.
8. Prof. D. N. Kamat, Shivaji University.
9. Prof. R. K. Kanbarkar, Shivaji University.
10. Prof. S. G. Bhanushali, Shivaji University.
11. Prof. S. G. Kanabur, Shivaji University.
12. Prof. (Smt.) Prtibha Deo, Bombay University.
13. Prof. E. H. Daruwalla, Bombay University.
14. Prof. P. R. Brahamananda, Bombay University.
15. Prof. C. B. Deshpande, Bombay University.
16. Prof. V. M. Sirsikar, Poona University.
17. Dr. S. D. Patil, Poona University.
18. Dr. H. K. Todmal, Poona University.
19. Dr. S. B. Mujumdar, Poona University.
20. Prof. T. F. D'Souza, Konkan Krishi Vidyapeeth.
21. Prof. M. B. Vanamat, Bombay University.
22. Dr. P. V. Salvi, Konkan Krishi Vidyapeeth.
23. Mrs. K. D. Patwa, S.N.D.T. Women's University.
24. Prof. (Dr.) B. B. Puneekar, S.N.D.T. Women's University.
25. Prof. (Smt.) Neera Desai, S.N.D.T. Women's University.
26. Kum. Vidyut K. Khandwala, S.N.D.T. Women's University.
27. Prof. V. V. Borkar, Marathwada University.
28. Shri B. V. Nemade, Marathwada University.
29. Prof. G. N. Sharma, Marathwada University.
30. Dr. Y. C. Bhatnagar, Marathwada University.
31. Prof. K. B. Deshpande, Marathwada University.
32. Prof. R. Nagabhushnam, Marathwada University.
33. Prof. B. H. Rajurkar, Marathwada University.
34. Prof. V. V. Itagi, Marathwada University.
35. Prof. D. D. Khanolkar, Marathwada University.
36. Prof. Y. M. Pathan, Marathwada University.
37. Dr. G. S. Amur, Marathwada University.
38. Dr. S. G. Prabhu Ajaonkar, Marathwada University.
39. Prof. Shivshankar Misra, Marathwada University.
40. Dr. W. B. Rahudkar, Marathwada Agricultural University.

41. Prof. K. R. Pawar, Marathwada Agricultural University.
42. Prof. (Dr.) M. N. Kulkarni, Marathwada Agricultural University.
43. Prof. M. K. Sawant, Marathwada Agricultural University.
44. Prof. J. N. Nankar, Marathwada Agricultural University.
45. Prof. B. D. Khot, Mahatma Phule Krishi Vidyapeeth.
46. Smt. P. S. Duduskar, Mahatma Phule Krishi Vidyapeeth.
47. Shri G. K. Gharat, Mahatma Phule Krishi Vidyapeeth.
48. Shri J. K. Dorge, Mahatma Phule Krishi Vidyapeeth.
49. Prof. A. S. Kaikini, Punjabrao Krishi Vidyapeeth.
50. Prof. V. V. Gokhale, Punjabrao Krishi Vidyapeeth.
51. Prof. T. L. Deshpande, Punjabrao Krishi Vidyapeeth.
52. Prof. K. R. Sahasrabuddhe, Punjabrao Krishi Vidyapeeth.
53. Shri N. C. Deshmukh, Nagpur University.
54. Dr. (Miss) V. B. Mehta, Nagpur University.
55. Prof. N. R. Deshpande, Nagpur University.
56. Dr. (Smt.) Usha Ithape, Registrar, Shivaji University.

Principals of Colleges

1. Nootan Mahila College, SNDT Women's University.
2. B. M. Ruia Mahila Mahavidyalaya, Bombay.
3. Sophia College, Bombay.
4. Smt. Maniben M.P. Shah Women's College, Bombay.
5. Arts, Science & Commerce College, Thana.
6. R. Ruia College, Bombay.
7. D.B.J. College, Chiplur, Tarnagiri.
8. D.B.R. College of Arts & Science, Sholapur.
9. Sangameshwar College, Sholapur.
10. V. W. Sabha's Arts & Commerce College, Dhulla.
11. Parle College, Vile Parle, Bombay.
12. Shree Shahaji Chhatrapati Mahavidyalaya, Kolhapur.
13. Willingdon College, Sangli.
14. Arts & Commerce College, Wai.
15. Abasaheb Garware College, Poona.
16. Bhusawal Arts, Science & Commerce College, Bhusawal.
17. B.Y.K. College of Commerce, Nasik.
18. Agricultural College, Poona.
19. Jijamata Mahavidyalaya, Buldana.

20. Naik College, Aurangabad.
21. Dr. Sow I.B.P. Mahila Kala Mahavidyalaya.
22. Shri Bankatswami Mahavidyalaya.

Prominent Persons

1. Shri M. C. Chagla, ex-Education Minister and ex-Vice-Chancellor.
2. Prof. B. M. Udgaonkar, Tata Institute of Fundamental Research.
3. Shri Datto Vaman Potdar, Rashtra Bhasha Bhawan, Poona.
4. Shri G. D. Parikh, Bombay.
5. Dr. S. S. Bhandarkar, Bombay.
6. Dr. (Miss) Aloo J. Dastur, Bombay University.
7. Dr. M. S. Gore, Tata Institute of Social Sciences.
8. Shri G. K. Chandiramani, Dorabji Tata Trust.
9. Dr. A. K. De, Director, I.I.T., Bombay.
10. Dr. N. R. Tawade, ex-Vice-Chancellor.
11. Shri G. M. Shroff, Aurangabad.
12. Dr. G. S. Lokhande, Aurangabad.
13. Shri M. B. Chitnis, Aurangabad.
14. Dr. Y. S. Khedkar, Aurangabad.

MEGHALAYA

State Government

1. Shri L. P. Singh, Governor of Assam & Meghalaya.
2. Shri S. K. Marak, Minister of Education.
3. Shri P. G. Marbaniang, Minister of State for Education.
4. Shri Ramesh Chandra, Chief Secretary.
5. Shri J. M. Phira, Education Secretary.

Universities

1. Dr. Chandran D. S. Devanesen, Vice-Chancellor, North Eastern Hill University.
2. Prof. George A. Cheuarghese, N.E.H.U.
3. Prof. R. George Michael, N.E.H.U.
4. Prof. Daya Nand Verma, N.E.H.U.
5. Prof. L. R. Shah, N.E.H.U.
6. Prof. V. Suryanarayan, N.E.H.U.
7. Prof. C. N. Bhalerao, N.E.H.U.
8. Prof. T. Mathew, N.E.H.U.
9. Prof. P. S. Ramakrishnan, N.E.H.U.

Principals of Colleges

1. St. Anthony's College, Shillong.
2. Shankardev College, Shillong.
3. Post-graduate Training College, Shillong.
4. Synod College, Shillong.
5. Shillong College, Shillong.

6. Commerce College, Shillong.
7. St. Mary's College, Shillong.
8. Lady Keane Girls' College, Shillong.
9. President, M.C. Teachers' Association, Shillong.
10. General Secretary, M.C. Teachers' Association, Shillong.
11. Treasurer, M.C.T.A., Shillong.
12. Organising Secretary, M.C.T.A., Shillong.
13. Vice-President, M.C.T.A., Shillong.

Prominent Persons

1. Miss Sitimon Sawian, Umsohsun, Shillong.
2. Dr. D. P. Mukherjee, Deputy Director, Anthropological Survey of India, Shillong.

ORISSA

State Government

1. Shri Akbar Ali Khan, Governor.
2. Smt. Nandini Satpathy, Chief Minister.
3. Shri J. N. Das Mohapatra, Education Minister.
4. Shri J. Patraik, Deputy Minister, Education.
5. Shri R. K. Rath, Secretary to Chief Minister.
6. Shri B. N. Ray, Deputy Secretary, Education.
7. Dr. D. C. Misra, D.P.I. (Higher Education).
8. Shri D. D. Jena, Deputy D.P.I. (Higher Education).

Universities

1. Shri B. K. Patro, Vice-Chancellor, Berhampur University.
2. Shri Gian Chand, Administrator, Utkal University.
3. Prof. B. Behera, Vice-Chancellor, Sambalpur University.
4. Shri J. Das, Vice-Chancellor, Orissa University of Agri. & Technology.
5. Prof. P. S. Radhakrishna Murthy, Berhampur University.
6. Prof. B. B. Jena, Berhampur University.
7. Prof. P. K. Das, Berhampur University.
8. Prof. S. Mahapatra, Berhampur University.
9. Prof. H. Pattnaik, Berhampur University.
10. Prof. R. Rath, Utkal University.
11. Prof. S. R. Mohanty, Utkal University.
12. Prof. B. Misra, Utkal University.
13. Prof. B. K. Bohura, Utkal University.
14. Prof. B. Padhi, Utkal University.
15. Prof. S. K. Das, Utkal University.
16. Prof. B. N. Sinha, Utkal University.
17. Dr. T. R. Mehta, University of Agri. & Tech.

Principals of Colleges

1. Revenshaw College, Cuttack.
2. M.S. Law College, Cuttack.
3. Khallikote College, Berhampur.
4. M.P.C. College, Baripada.
5. D.A.V. College, Koraput.
6. Kondrapara College, Kondrapara.
7. Gopabandhu Choudhury College, Cuttack.
8. Banki College, Banki.
9. Women's College, Berhampur.
10. College of Veterinary Science & Animal Husbandry.

PANJAB

State Government

1. Shri Gurmail Singh, Education Minister.
2. Shri Sadanand, Joint Secretary, Education.
3. Mrs. H. M. Dhillon, D.P.I.

Universities

1. Dr. R. C. Paul, Vice-Chancellor, Panjab University.
2. Sardar Bishan Singh Samundri, Vice-Chancellor, Guru Nanak Dev University.
3. Mrs. I. K. Sandhu, Vice-Chancellor, Panjabi University.
4. Prof. P. N. Mehra, Panjab University.
5. Prof. G. P. Sharma, Panjab University.
6. Prof. B. Ghosh, Panjab University.
7. Prof. I. C. Pande, Panjab University.
8. Prof. V. S. D'Souza, Panjab University.
9. Prof. R. P. Bamba, Panjab University.
10. Prof. Gurdev Singh Gosal, Panjab University.
11. Shri Jiwan Tiwari, Panjab University.
12. Prof. P. C. Khanna, G.N.D. University.
13. Prof. S. S. Sandhu, Guru Nanak Dev University.
14. Prof. Rajinder Singh Sandhu, G.N.D. University.
15. Shri Jagjit Singh, Registrar, Panjab University.

Principals of Colleges

1. D.A.V. College, Jullundur.
2. Panjab University Evening College, Chandigarh.
3. Government College, Ludhiana.
4. Government College for Women, Ludhiana.
5. Guru Nanak Dev Bharat College, Kapurthala.
6. Lyallpur Khalsa College, Jullundur.
7. Kanya Maha Vidyalaya Jullundur.
8. Doaba College, Jullundur.
9. M.C.M.D.A.V. College for Women, Chandigarh.
10. Government College, Malerkotla.
11. D.A.V. College, Chandigarh.

12. Khalsa College, Amritsar.
13. Government College for Education, Jullundur.
14. Government College for Women, Chandigarh.
15. M. R. College, Fazilka.
16. Government College for Men, Chandigarh.

Prominent Persons

1. Prof. P. N. Chhuttani, Director, P.G. Institute of Medical Education & Research, Chandigarh.

RAJASTHAN

State Government

1. Shri Hari Deo Joshi, Chief Minister.
2. Shri M. Changani, Education Minister.
3. Shri J. S. Mehta, Education Secretary.
4. Dr. R. N. Chowdhury, Director of Collegiate Education.

Universities

1. Dr. P. S. Lamba, Vice-Chancellor, Udaipur University.
2. Dr. S. C. Goyal, Vice-Chancellor, Jodhpur University.
3. Dr. C. R. Mitra, Director, B.I.T.S. Filani.
4. Prof. G. S. Sharma, Rajasthan University.
5. Prof. G. C. Shivahare, Rajasthan University.
6. Prof. T. K. N. Unnithan, Rajasthan University.
7. Prof. R. C. Sarin, Rajasthan University.
8. Prof. B. D. Tikiwal, Rajasthan University.
9. Prof. G. C. Patni, Rajasthan University.
10. Prof. J. N. Gaur, Rajasthan University.
11. Prof. K. C. Joshi, Rajasthan University.
12. Prof. S. Lokanathan, Rajasthan University.
13. Dr. R. K. Kaul, Rajasthan University.
14. Prof. B. L. Saraf, Rajasthan University.
15. Prof. H. G. Pant, Rajasthan University.
16. Dr. D. Kumar, Rajasthan University.
17. Prof. R. B. Upadhyaya, Rajasthan University.
18. Prof. K. K. Mehrishi, Udaipur University.
19. Prof. B. K. Tandon, Udaipur University.
20. Prof. R. G. Sharma 'Dinesh', Udaipur University.
21. Prof. Ram Kumar, Udaipur University.
22. Prof. M. C. Joshi, Jodhpur University.
23. Prof. S. Divakaran, Jodhpur University.
24. Prof. D. N. Elhance, Jodhpur University.
25. Prof. R. C. Kapoor, Jodhpur University.
26. Dr. V. Krishnamurthy, B.I.T.S.
27. Prof. T. S. K. V. Iyer, B.I.T.S.
28. Dr. R. C. Sharma, B.I.T.S.
29. Dr. B. M. Mithai, B.I.T.S.
30. Dr. V. K. Tewary, B.I.T.S.
31. Dr. S. Venkateswaran, B.I.T.S.

32. Prof. K. V. Ramanan, B.I.T.S.
33. Dr. V. V. Mandke, B.I.T.S.
34. Dr. H. L. Kundu, B.I.T.S.
35. Dr. P. Parimoo, President, Staff Association, B.I.T.S.
36. Dr. (Miss) S. Gupta, B.I.T.S.
37. Shri V. P. Beri, B.I.T.S.
38. Shri Amar Singh, Public Relations Officer, B.I.T.S.
39. Shri H. C. Mehta, Librarian, B.I.T.S.
40. Dr. H. C. Misra, B.I.T.S.
41. Dr. L. K. Maheshwari, B.I.T.S.
42. Shri A. N. Bhargava, Registrar, B.I.T.S.
43. Shri R. S. Shah, Budget Officer, B.I.T.S.
44. Shri S. Chakrabarti, Registrar, Jodhpur University.
45. Shri G. S. Sharma, Registrar, Udaipur University.
46. Prof. N.K.N. Nurthy, B.I.T.S.
47. Prof. K. S. Kushwaha, Jabalpur University.

Principals of Colleges

1. Maharani College, Jaipur.
2. Maharaja's College, Jaipur.
3. Regional College of Education, Ajmer.
4. B. V. College of Education, Banasthali Vidyapith.
5. Vishwavidyalaya Rajasthan College, Jaipur.
6. Government College, Kota.
7. Commerce College, Jaipur.
8. Government College, Ajmer.
9. R. R. College, Alwar.
10. Vidya Bhawan G. S. Teachers' College, Udaipur.
11. Lokmanaya Tilak Teachers' Training College, Udaipur.
12. M. V. Shramjeevi College, Udaipur.
13. R. V. Udaipur School of Social Work, Udaipur.
14. Meera Girls College, Udaipur.
15. B. N. College, Udaipur.

Prominent Persons

1. Shri Devi Shankar Tiwari, Jaipur.
2. Shri P. N. Mathur, Tonk.
3. Shri D. N. Handa, Jaipur.
4. Shri R. K. Mishra, M. P.
5. Dr. Mohan Singh Mehta, Udaipur.
6. Shri Kishore-Saint, Udaipur.

TAMIL NADU

State Government

1. Shri V. R. Nedunchezhiyan, Minister of Education.
2. Shri P. Sobanayagam, Chief Secretary.
3. Shri C. G. Rangabashyam, Education Secretary.
4. Shri Krishnamurthy, Joint Secretary, Education.
5. Shri K. Mohanarangam, Director of College Education.
6. Smt. Stella Soundararajan, Joint Director, College education.
7. Shri K. Aludia Pillai, Deputy Director, College Education.

Universities

1. Dr. Malcolm S. Adisheshaiah, Vice-Chancellor, Madras University.
2. Dr. S. Chandrasekhar, Vice-Chancellor, Annamalai University.
3. Dr. S. V. Chittibabu, Vice-Chancellor, Madurai University.
4. Dr. G. Rangaswami, Vice-Chancellor, T. N. Agricultural University.
5. Prof. C. V. Subramaniam, Madras University.
6. Prof. T. S. Bhanumurthy, Madras University.
7. Prof. T. M. P. Mahadevan, Madras University.
8. Prof. G. S. Laddha, Madras University
9. Prof. T. S. Rama Rao, Madras University.
10. Prof. P. M. Mathews, Madras University.
11. Prof. R. Srinivasan, Madras University.
12. Prof. M. Venkataraman, Madurai University.
13. Prof. K. Rajayyan, Madurai University.
14. Prof. N. Armugam, Madurai University.
15. Prof. S. Neelakanthan, Madurai University.
16. Prof. K. S. Chandrasekaran, Madurai University.
17. Prof. V. Sachithanandam, Madurai University.
18. Prof. K. Rajappan, Madurai University.

Principals of Colleges.

1. Presidency College, Madras.
2. Teachers' College, Saidapet, Madras.
3. Guru Nanak College, Madras.
4. Islamiah College, Vaniyambadi.
5. Dr. Zakir Husain College, Ilayangudi.
6. H. K. R. College, Uttampalayam.
7. Kamraj College, Tuticorin.
8. V. H. N. S. M. College, Virudhunagar.
9. V. V. Vaniaperumal College, Virudhunagar.
10. Shri Avinashilingam Home College for Women, Coimbatore.
11. Shri Parasakthi College for Women, Courtallam

12. American College, Tallakulam, Madurai
13. Aditanar College of Arts, Tiruchendur.
14. Stella Mari's College, Madras.
15. Queen Mary's College, Madras.
16. Loyala College, Madras.
17. Voorhees College, Vellore.
18. Scott. Christian College, Nagercoil.
19. Law College, Madras.

Prominent Persons

1. Dr. M. Santappa, Member, UGC.
2. Shri N. Mahalingam, Madras.
3. Prof. K. R. Srinivasa Iyengar, Madras.
4. Shri Varadarajan, Madras.
5. Shri S. R. Ranganathan, T. N. College Librarians' Asscn.
6. Prof. G. R. Damodran, M. L. C.
7. Shri G. Ramachandran, Candhigram.
8. Shri T. Manickavasagam, Madurai.

UTTAR PRADESH

State Government

1. Shri N. D. Tewari, Chief Minister.
2. Shri S. B. Saran, Education Secretary.
3. Dr. A. P. Mehrotra, Director, Higher Education.

Universities

1. Dr. D. D. Pant, Vice-Chancellor, Kumaon University.
2. Dr. A. S. Raturi, Vice-Chancellor, Rohilkhand University.
3. Shri B. D. Bhatt, Vice-Chancellor, Garhwal University.
4. Shri Bhakt Darshan, Vice-Chancellor, Kanpur University.
5. Prof. K. N. Kaul, Vice-Chancellor, Chandra Shekhar Azad University of Agriculture and Technology.
6. Dr. R. V. Singh, Vice-Chancellor, Lucknow University.
7. Dr. Devendra Sharma, Vice-Chancellor, Gorakhpur University.
8. Shri Ram Sahay, Vice-Chancellor, Allahabad University.
9. Dr. Karunapati Tripathi, Vice-Chancellor, Sampurnanand Sanskrit Vishwavidyalaya.
10. Shri A. D. Pandey Vice-Chancellor, Acharya Narendra Dev University of Agriculture and Technology.
11. Dr. Surender Singh, Vice-Chancellor, Avadh University.
12. Prof. A. M. Khusro, Vice-Chancellor, Aligarh Muslim University.

13. Shri B. P. Johari, Vice-Chancellor, Agra University.
14. Shri B. S. Mathur, Vice-Chancellor, Meerut University.
15. Shri G. B. K. Hooja, Vice-Chancellor, Gurukul Kangri Vishwavidyalaya.
16. Shri L. G. Joshi, Adviser to Vice-Chancellor, Banaras Hindu University.
17. Dr. R. P. Bahadur, Pro-Vice-Chancellor, Gorakhpur University.
18. Prof. Mohammad Shafi, Pro. Vice-Chancellor, Aligarh Muslim University.
19. Shri Ram Nath, Pro. Vice-Chancellor, Gurukul Kangri Vishwavidyalaya.
20. Prof. G. S. Misra, Pro. Vice-Chancellor, Lucknow University.
21. Prof. A. R. Roy, Lucknow University.
22. Prof. K. N. Shukla, Lucknow University.
23. Prof. S. C. Agarwal, Lucknow University.
24. Prof. P. N. Masaldan, Lucknow University.
25. Prof. B. G. Gokhale, Lucknow University.
26. Prof. R. C. Pathak, C. S. Azad Univ. of Agri. and Tech.
27. Prof. Daulat Singh, C. S. Azad Univ. of Agri. & Tech.
28. Prof. O. N. Mehrotra, C. S. Azad Univ. of Agri. & Tech.
29. Prof. H. K. Saksena, C. S. Azad Univ. of Agri. & Tech.
30. Prof. Shankar Lal, Roorkee University.
31. Prof. (Dr.) K. S. Bhargava, Gorakhpur University.
32. Prof. (Dr.) H. S. Chaudhary, Gorakhpur University.
33. Prof. (Dr.) K. B. Lal, Gorakhpur University.
34. Prof. (Dr.) Nitish Kumar Sanyal, Gorakhpur University.
35. Prof. (Dr.) S. P. Chaubey, Gorakhpur University.
36. Prof. (Dr.) V. P. Mital, Gorakhpur University.
37. Prof. (Dr.) A. P. Baijal, Gorakhpur University.
38. Prof. (Dr.) R. P. Rastogi, Gorakhpur University.
39. Prof. (Dr.) H. S. Srivastava, Gorakhpur University.
40. Prof. Raghuveer Singh, Gorakhpur University.
41. Prof. S. P. Mishra, Gorakhpur University.
42. Major R. C. Kulshreshtha, Gorakhpur University.
43. Dr. Ram Chandra Tiwari, Gorakhpur University.
44. Prof. (Dr.) Ulagir Singh, Gorakhpur University.
45. Prof. (Dr.) Udai Raj, Gorakhpur University.
46. Dr. (Smt.) Laxmi Saxena, Gorakhpur University.
47. Prof. (Dr.) L. B. Tripathi, Gorakhpur University.
48. Prof. M. Bhattacharjee, Allahabad University.
49. Dr. R. L. Dwivedi, Allahabad University.
50. Prof. R. D. Tiwari, Allahabad University.
51. Prof. B. V. L. Saxena, Allahabad University.
52. Prof. S. C. Biswas, Allahabad University.
53. Prof. L. S. Varshneya, Allahabad University.
54. Prof. T. Pati, Allahabad University.
55. Prof. Mahesh Chandra, Allahabad University.
56. Prof. M. S. Bisht, Allahabad University.
57. Dr. (Smt.) R. Pant, Allahabad University.
58. Prof. D. B. Pant, Allahabad University.
59. Prof. B. N. Asthana, Allahabad University.
60. Prof. U. S. Srivastava, Allahabad University.
61. Prof. B. K. Bhatnagar, Allahabad University.
62. Dr. R. C. Tripathi, Allahabad University.
63. Prof. Vidya Niwas Mishra, S. S. Vishwavidyalaya.
64. Prof. Jagannath Upadhyaya, S. S. Vishwavidyalaya.
65. Prof. Badri Nath Shukla, S. S. Vishwavidyalaya.
66. Prof. Chandra Prakash Goyal, Kashi Vidyapeeth.
67. Prof. Keshav Prasad Singh, Kashi Vidyapeeth.
68. Prof. D. N. Chaturvedi, Kashi Vidyapeeth.
69. Dr. T. R. Anantaraman, Banaras Hindu University.
70. Shri U. Prasad, Banaras Hindu University.
71. Prof. K. N. Udupa, Banaras Hindu University.
72. Prof. R. L. Singh, Banaras Hindu University.
73. Prof. B. S. Verma, Banaras Hindu University.
74. Prof. S. S. Saluja, Banaras Hindu University.
75. Prof. Sitaram Shastri, Banaras Hindu University.
76. Prof. Lallanji Gopal, Banaras Hindu University.
77. Prof. H. S. Rathor, Banaras Hindu University.
78. Prof. H. S. Kulshreshtha, Banaras Hindu University.
79. Prof. B. Qanungo, Banaras Hindu University.
80. Prof. (Dr.) R. S. Mishra, Banaras Hindu University.
81. Prof. P. S. Kapoor, Avadh University.
82. Prof. F. H. Rizvi, Aligarh Muslim University.
83. Prof. S. M. Alam, Aligarh Muslim University.
84. Prof. Habib Rasul, Aligarh Muslim University.
85. Prof. R. S. Tripathi, Aligarh Muslim University.
86. Shri Ziauddin Ahmad, Secretary, A.H.U. Staff Association.
87. Prof. S. A. H. Haqqi, Aligarh Muslim University.
88. Dr. P. C. Banerjee, President A.M.U. Staff Association.
89. Prof. M. Y. Ansari, Aligarh Muslim University.
90. Prof. M. R. Zafar, Aligarh Muslim University.
91. Prof. C. D. Gupta, Agra University.
92. Prof. V. G. Sastry, Agra University.

93. Prof. S. Tyagi, Agra University.
 94. Prof. Roshan Singh, Agra University.
 95. Prof. D. D. Joshi, Agra University.
 96. Prof. K. S. Saxena, Agra University.
 97. Prof. O. N. Kapoor, Agra University.
 98. Prof. M. K. Singal, Meerut University.
 99. Prof. (Dr.) R. P. Bhatnagar, Meerut University.
 100. Prof. S. D. Sharma, Meerut University.
 101. Prof. Brij Raj Chauhan, Meerut University.
 102. Prof. Y. S. Murty, Meerut University.
 103. Prof. V. Puri, Meerut University.
 104. Dr. Champat Swarup, Gurukul Kangri Vishwavidyalaya.
 105. Shri Vijay Shankar, G. K. Vishwavidyalaya
 106. Shri Budh Prakash Shukla, G. K. Vishwavidyalaya.
 107. Shri Nand Lal, G. K. Vishwavidyalaya.
 108. Shri Vasudev Chaitaniya, G. K. Vishwavidyalaya.
 109. Shri Hari Prakash, G. K. Vishwavidyalaya.
 110. Shri Ambika Prasad Bajpai, G. K. Vishwavidyalaya.
 111. Shri Sadashiv Bhagat, G. K. Vishwavidyalaya.
 112. Shri Hargopal Singh, G. K. Vishwavidyalaya.
 113. Shri J. S. Senger, G. K. Vishwavidyalaya.
 114. Shri Radhey Sham, G. K. Vishwavidyalaya.
 115. Shri Ahhedanand, G. K. Vishwavidyalaya.
 116. Shri R. S. Goyal, Librarian, Gorakhpur University.
 117. Dr. Bholendra Singh, Registrar, Gorakhpur University.
 118. Shri Ramanuj Ojha, Pradhanacharya, S. S. Vishwavidyalaya.
 119. Shri B. K. Joshi, Registrar, Banaras Hindu University.
 120. Shri R. C. P. Sinha, Controller of Examinations, Banaras Hindu University.
 121. Shri O. P. Tandon, Deputy Registrar, Banaras Hindu University.
 122. Shri A. S. Srivastava, O.S.D., Acharya Narendra Dev University of Agriculture and Technology.
 123. Shri Chandrasen Agarwal, Up-Shiksha Nideshak, Faizabad Mandal.
 124. Shri L. K. Shrivastava, Finance Officer, Avadh University.
 125. Shri P. V. George, Registrar, Aligarh Muslim University.
 126. Capt. Iftikhar Ahmed Khan, Proctor, Aligarh Muslim University.
 127. Shri R. P. Srivastava, Finance Officer, Meerut University.
 128. Shri B. M. Singh, Registrar, Meerut University.
 129. Shri V. B. Bansal, Deputy Registrar, Meerut University.
 130. Shri R. K. Singh, Assistant Registrar, Meerut University.
 131. Shri Ganga Ram, Registrar, Gurukul Kangri Vishwavidyalaya.
 132. Shri S. B. Whora, Finance Controller, Gurukul Kangri Vishwavidyalaya.
- Principals of Colleges*
1. D. S. B. College, Nainital.
 2. V.S.S.D. College, Kanpur.
 3. V. P. College, Lakhimpur Kheri.
 4. Almora Post-graduate College, Almora.
 5. Sahu Jain P. G. College, Najibabad.
 6. D.A.V. College, Kanpur.
 7. P.P.N. College, Kanpur.
 8. A.N.D. College, Kanpur.
 9. G.D.H.G. College, Moradabad.
 10. S. M. College, Chandausi.
 11. Hindu College, Moradabad.
 12. Nari Shiksha Niketan Degree College, Lucknow.
 13. Mahila Vidyalaya, Lucknow.
 14. Jai Narain Degree College, Lucknow.
 15. Lucknow Christian College, Lucknow.
 16. H. C. Postgraduate College, Varanasi.
 17. T. D. Postgraduate College, Jaunpur.
 18. Kisan Degree College, Basti.
 19. S.M.M. Town Postgraduate College, Ballia.
 20. Kunwar Singh Degree College, Ballia.
 21. J.A.S. Imambara Girls Degree College, Gorakhpur.
 22. M. G. Degree College, Gorakhpur.
 23. St. Andrew's College, Gorakhpur.
 24. Gulab Devi Girls Degree College, Ballia.
 25. K. B. Postgraduate College, Mirzapur.
 26. Birla Sanskrit College, Varanasi.
 27. Snatakotar Mahavidyalaya, Pratapgarh.
 28. Shastri College, Gonda.
 29. Kishan Post-graduate College, Bahraich.
 30. B.N.K.B. Degree College, Akbarpur, Faizabad.
 31. P. C. Bagle College, Hathras.
 32. Sri Varshneya College, Aligarh.
 33. D.S. College, Aligarh.
 34. T.R.K. Mahavidyalaya, Aligarh.
 35. St. John's College, Agra.
 36. Baikunthi Devi Kanya Mahavidyalaya, Agra.
 37. Agra College, Agra.
 38. J. N. Degree College, Etah.
 39. Smt. B. D. Jain Girls' College, Agra Cantt.
 40. D.E.I. Women's Training College, Dayalbagh.
 41. R.B.S. College, Agra.
 42. Narain College, Shikohabad.

43. K. R. Girls Degree College, Mathura.
44. S. S. V. College, Hapur.
45. M. M. College, Modi Nagar.
46. R. G. College, Meerut.
47. D. A. V. Collge, Muzaffarnagar.
48. Nanak Chand Anglo-Sanskrit College, Meerut.

Prominent Persons

1. Shri Justice B. Malik, ex-Vice-Chancellor, Allahabad and Calcutta Universities.
2. Dr. R. K. Singh, ex Vice-Chancellor.

WEST BENGAL

State Government

1. Shri A. L. Dias, Governor.
2. Shri Siddartha Shankar Ray, Chief Minister.
3. Prof. M. Banerjee, Education Minister.
4. Shri B. R. Gupta, Chief Secretary.
5. Shri D. K. Guha, Education Commissioner and Secretary, Deptt. of Education.

Universities

1. Dr. S. N. Sen, Vice-Chancellor, Calcutta University.
2. Dr. Surajit Chandra Sinha, Vice-Chancellor, Visva-Bharati.
3. Prof. A. K. Datta, Vice-Chancellor, North Bengal University.
4. Prof. P. C. Mukherjee, Vice-Chancellor, Kalyani University.
5. Dr. Ramaranjan Mukherjee, Vice-Chancellor, Burdwan University.
6. Prof. D. K. Ghosh, Burdwan University.
7. Prof. S. C. Sengupta, Visva-Bharati.
8. Prof. (Dr.) D. Chatterji, Visva-Bharati.
9. Prof. K. Mukerji, Calcutta University.
10. Prof. B. B. Roy, Calcutta University.
11. Prof. S. N. Roy, Calcutta University.
12. Prof. Momota Adhikary, Calcutta University.
13. Shri Anil Sarkar, Calcutta University.
14. Prof. N. K. Bose, Calcutta University.
15. Prof. Santosh Kumar Mitra, Calcutta University.
16. Dean, Faculty of Science, Visva-Bharati.
17. Shri S. N. Chakrabarti, Registrar, Kalyani University.
18. Shri B. C. Guha, Administrative Officer, Burdwan University.

Principals of Colleges

1. Viharilal College of Home & Social Sciences, Calcutta.

2. Lady Brabourne College, Calcutta.
3. Presidency College, Calcutta.
4. New Alipore College, Calcutta.
5. City College, Calcutta.
6. Surendranath College, Calcutta.
7. St. Xavier's College, Calcutta.
8. Katua College, Burdwan.
9. Sreegopal Banerjee College, Hooghly.
10. Vivekananda Mahavidyalaya, Hooghly.
11. Bankura Christian College, Bankura.
12. Ramakrishna Mission Residential College, Narendrapur.
13. Rashtaguri Surendernath College, Barrackpore.
14. General Secretary, W.B.C.U.T.A.
15. Vice-President, W.B.C.U.T.A.
16. Inspector of Colleges, Burdwan University.

Prominent Persons

1. Dr. D. M. Sen, ex-Vice-Chancellor & ex Edu. Secretary, W.B.
2. Dr. Bhabatosh Datta, ex-Education Secretary, W.B.
3. Dr. C. S. Jha, Director, I.I.T. Kharagpur.

DELHI

Universities

1. Dr. B. D. Nag Chaudhuri, Vice-Chancellor, Jawaharlal Nehru University.
2. Dr. U. N. Singh, Pro Vice-Chancellor, Delhi University.
3. Prof. Masud Husain, Vice-Chancellor, Jamia Milia Islamia.
4. Dr. A. B. Joshi, Director, I.A.F.I.
5. Prof. Namwar Singh, Jawaharlal Nehru University.
6. Prof. P. N. Sharma, Jawaharlal Nehru University.
7. Prof. P. N. Srivastava, Jawaharlal Nehru University.
8. Prof. Asok Mitra, Jawaharlal Nehru University.
9. Prof. Mohammad Hasan, Jawaharlal Nehru University.
10. Prof. K. P. Misra, Jawaharlal Nehru University.
11. Prof. Bimal Prasad Jawaharlal Nehru University.
12. Prof. R. P. Anand, Jawaharlal Nehru University.
13. Prof. C. N. Chakravarti, Jawaharlal Nehru University.
14. Prof. B. V. Rangarao, Jawaharlal Nehru University.
15. Prof. C. J. Daswani, Jawaharlal Nehru University.
16. Prof. Ram Rahul, Jawaharlal Nehru University.

17. Prof. M. S. Agwani, Jawaharlal Nehru University.
 18. Prof. M. S. Rajan, Jawaharlal Nehru University.
 19. Prof. M. S. Venkataramani, Jawaharlal Nehru University.
 20. Prof. B. Bhatia, Jawaharlal Nehru University.
 21. Prof. (Dr.) Vishal Singh, Jawaharlal Nehru University.
 22. Prof. Moonis Raza, Jawaharlal Nehru University.
 23. Prof. K. J. Mahale, Jawaharlal Nehru University.
 24. Prof. K. B. Rohtagi, Delhi University.
 25. Prof. D. K. Singh, Delhi University.
 26. Prof. I. P. Singh, Delhi University.
 27. Prof. A. S. Paintal, Delhi University.
 28. Prof. Mohinder Singh, Delhi University.
 29. Prof. P. B. Mangla, Delhi University.
 30. Prof. S. Neelamaghan, Delhi University.
 31. Prof. R. S. Sharma, Delhi University.
 32. Prof. Ziaul Hasan Farooqi, Jamia Milia Islamia.
 33. Prof. S. C. Shukla, Jamia Milia Islamia.
 34. Prof. Gopi Chand Narang, Jamia Milia Islamia.
 35. Prof. (Dr.) Azhar Ansari, Jamia Milia Islamia.
 36. Dr. Qazi Mohd. Ahmad, Jamia Milia Islamia.
 37. Dr. Zahid Hussain Zaidi, Jamia Milia Islamia.
 38. Shri L. R. Hirekerur, Indian Agricultural Research Instt.
 39. Shri S. Pandey, I.A.R.I.
 40. Prof. V. L. Chopra, I.A.R.I.
 41. Prof. G. S. Venkataraman, I.A.R.I.
 42. Prof. V. V. Chenulu, I.A.R.I.
 43. Prof. G. S. R. Krishnamurthy, I.A.R.I.
 44. Prof. Ranjit Singh, I.A.R.I.
 45. Prof. N. V. Sundaram, I.A.R.I.
 46. Prof. A. S. Sirohi, I.A.R.I.
 47. Prof. Rajat De, I.A.R.I.
 48. Prof. B. V. Subbiah, I.A.R.I.
 49. Prof. Rajendra Prasad, I.A.R.I.
 50. Prof. B. R. Murty, I.A.R.I.
 51. Prof. K. N. Singh, I.A.R.I.
 52. Prof. B. Choudhury, I.A.R.I.
 53. Prof. (Dr.) M. S. Naik, I.A.R.I.
 54. Prof. (Dr.) Abhiswar Sen, I.A.R.I.
 55. Prof. (Dr.) Prem Narain, I.A.R.I.
 56. Prof. (Dr.) D. Singh, I.A.R.I.
 57. Prof. (Dr.) S. K. Mukerjee, I.A.R.I.
 58. Prof. (Dr.) N. N. Goswami, I.A.R.I.
 59. Prof. (Dr.) T. D. Biswas, I.A.R.I.
 60. Prof. (Dr.) C. L. Sethi, I.A.R.I.
 61. Prof. (Dr.) A. R. Seshadri, I.A.R.I.
 62. Shri S. P. Phadnis, I.A.R.I.
 63. Prof. N. C. Pant, I.A.R.I.
 64. Shri A. B. Chandiramani, Registrar, Jawaharlal Nehru University.
 65. Shri Shoaibur Rehman, Registrar, Jamia Milia Islamia.
 66. Shri Shahabud Din Ansari, Librarian, Dr. Zakir Husain Library.
 67. Shri J. B. Gupta, Chief Administrative Officer-cum-Registrar, I.A.R.I.
 68. Shri M. C. Jayaraman, Deputy Registrar, I.A.R.I.
 69. Dr. K. Kanungo, I.A.R.I.
- Principals of Colleges*
1. St. Stephen's College, Delhi.
 2. Vivekananda Mahila College, Delhi.
 3. Hindu College, Delhi.
 4. Janki Devi Mahila Mahavidyalaya, New Delhi.
 5. Indraprastha College, Delhi.
 6. Miranda College, Delhi.
 7. Sri Venkateswara College, New Delhi.
 8. S.G.T.B. Khalsa College, Delhi.
 9. Ram Lal Anand College, New Delhi.
 10. Hastinapur College, New Delhi.
 11. Dr. Zakir Husain College, Delhi.
 12. Bhagat Singh College, New Delhi.
- Prominent Persons*
1. Shri P. N. Haksar, Deputy Chairman, Planning Commission.
 2. Prof. S. Chakravarty, Member, Planning Commission.
 3. Prof. H. N. Mukerjee, M.P.
 4. Dr. V. B. Singh, M.P.
 5. Shri Sudhakar Pande, M.P.
 6. Prof. D. S. Kothari, ex-Chairman, U.G.C.
 7. Dr. A. R. Kidwai, Chairman, U.P.S.C.
 8. Shri Dharam Vira, I.C.S., ex-Governor.
 9. Shri Prem Kirpal, ex-Union Education Secretary.
 10. Dr. Sarup Singh, ex-Vice-Chancellor, Member, U.P.S.C.
 11. Swami Ranganathananda, Ramakrishna Mission.
 12. Prof. Satish Dhawan, Director, I.I.S. and Secretary, Department of Space.
 13. Dr. Amarjit Singh, Director, Electronics Instt. Pilani.
 14. Dr. C. Gopalan, Director-General, Indian Council of Medical Research.
 15. Dr. B. N. Sinha, President, Medical Council of India.
 16. Dr. U. B. Krishnan, Secretary, Medical Council of India.
 17. Dr. V. Nayudamma, Director-General, C.S.I.R.

18. Dr. M. S. Swaminathan, Director-General I.C.A.R.
19. Prof. M. V. Mathur, Director, National Staff College, & Member, Education Commission.
20. Shri R. P. Naik, Secretary, Deptt. of Official Language.
21. Dr. Rais Ahmed, Director, N.C.E.R.T.
22. Dr. M. L. Dhar, Chairman, I.I.T. Kanpur.
23. Dr. N. M. Swani, Director, I.I.T. New Delhi.
24. Shri J. P. Naik, Member-Secretary, I.C.S.S.R. and formerly Adviser (Education), Govt. of India and Member-Secretary, Education Commission.
25. Rev. T. A. Mathias, General Secretary, All India Association for Christian Higher Education.
26. Prof. V. V. John, Former Vice-Chancellor and Fellow, Institute of Advanced Studies, Simla.
27. Prof. J. N. Kapur, I.I.T. Kanpur.
28. Prof. Shanti Narain, Retired Dean of Colleges and ex-Principal, Hans Raj College, Delhi University.
29. Dr. Amrik Singh, Secretary, Association of Indian Universities.
30. Dr. N. H. Keswani, Asstt. Director, A.I.I.M.S.
31. Shri D. P. Nayar, Consultant, National Staff College and formerly Adviser (Education), Planning Commission.
32. Dr. Gurbax Singh, Vice-Chancellor, Hyderabad University.
33. Shri J. L. Azad, Director (Education), Planning Commission.
34. Dr. (Mrs.) Veena Majumdar, Chief Editor, Indian Council for Social Science Research, New Delhi.

University Grants Commission

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2. Prof. B. Ramachandra Rao, Vice-Chairman.
3. Prof. J. B. Chitambar, Member.
4. Shri R. K. Chabra, Secretary.
5. Dr. D. Shankar Narayan, Additional Secretary.
6. Dr. J. N. Kaul, Joint Secretary.
7. Dr. S. K. Dasgupta, Joint Secretary.
8. Shri S. Vishwanath, Deputy Secretary.
9. Dr. T. N. Hajela, Deputy Secretary.
10. Shri S. P. Gupta, Deputy Secretary.
11. Shri A. B. Gupta, Deputy Secretary.
12. Dr. S. C. Goel, Deputy Secretary.

Foreign Educationists

1. Dr. F. H. Harrington, Past President, University of Wisconsin (USA), Programme Adviser, Ford Foundation, New Delhi.
2. Mr. R. Ellsworth Miller, United States Information Service, New Delhi.
3. Dr. Robert Goheen, President, Princeton University (USA).
4. Dr. Harold L. Enarson, President, Ohio State University (USA).
5. Dr. Milton Schwebel, Dean, Rutgers State University (USA).
6. Dr. M. Hazlett, Educational Consultant (USA).
7. Prof. R. G. Honeybone, University of London, Institute of Education (UK).
8. Prof. David Selbourne, Fellow, Ruskin College, Oxford (UK).
9. Mr. S. E. Hodgson, Education Officer, British Council, New Delhi.
10. Mr. Henri de Coignac, Counsellor, French Embassy, New Delhi.

APPENDIX III

COMPOSITION OF UNIVERSITY GRANTS

COMMISSION, NEW DELHI

(as in January, 1977)

-
1. Professor Satish Chandra Chairman
 2. Professor B. Ramachandra Rao Vice-Chairman
 3. Shri K. N. Channa
Secretary,
Ministry of Education and Social Welfare,
Government of India, New Delhi.
 4. Shri G. Ramachandran
Secretary, Ministry of Finance,
Department of Expenditure,
Government of India, New Delhi.
 5. Prof. R. P. Bhambah
Director, Centre for Advanced Study in Mathematics,
Panjab University, Chandigarh.
 6. Prof. S. S. Saluja
Director, Institute of Technology.
Banaras Hindu University, Varanasi.
 7. Prof. (Miss) A. J. Dastur
Department of Political Science,
Bombay University, Bombay.
 8. Prof. S. Gopal
Jawaharlal Nehru University, New Delhi.
 9. Prof. J. B. Chitambar
Principal, Allahabad Agricultural Institute,
Naini, Allahabad.
 10. Prof. Maqbool Ahmad
Department of West Asian Studies,
Aligarh Muslim University, Aligarh.
 11. Prof. B. M. Udgaonkar
Tata Institute of Fundamental Research,
Bombay.
 12. Dr. Chandran D. S. Devanesen
Vice-Chancellor,
North-Eastern Hill University, Shillong

APPENDIX IV

COMPOSITION OF UNIVERSITY GRANTS

COMMITTEE, UNITED KINGDOM

(as in June, 1975)

1. Sir Frederick Dainton FRS (Chairman) Formerly Dr. Lee's Professor of Chemistry, University of Oxford; and Chairman of the Advisory Board for the Research Councils.
2. Professor R J C Atkinson Professor of Archaeology University College, Cardiff.
3. Sir Donald Barron Chairman, Rowntree Mackintosh Ltd.
4. Professor A J Brown CBE FBA Professor of Economics University of Leeds.
5. D P J Browning Esq Chief Education Officer Bedfordshire County Council.
6. Professor Violet R Cane Professor of Mathematical Statistics University of Manchester.
7. Professor K M Clayton Professor of Environmental Sciences University of East Anglia.
8. Professor W H Cockcroft G F Grant Professor of Pure Mathematics University of Hull.
9. Professor J Cruickshank Professor of French School of European Studies, University of Sussex.
10. Professor T W Goodwin CBE FRS Johnston Professor of Biochemistry University of Liverpool.
11. Professor J C Gunn FRSE Cargill Professor of Natural Philosophy University of Glasgow.
12. Miss M Hulme Headmistress, Withington Girl's School, Manchester.
13. Professor N C Hunt CBF Head of Department of Business Studies University of Edinburgh.
14. J Munn Esq Rector, Cathkin High School Glasgow.
15. Sir Alex Smith Director, Manchester Polytechnic.
16. Professor P G Stein FBA JP Regius Professor of Civil Law Queens' College, Cambridge.
17. Professor Barbara M H Strang School of English Language and Literature, University of Newcastle.
18. Professor Sir Charles Stuart-Harris CBE Postgraduate Dean of the Faculty of Medicine, University of Sheffield.
19. Professor B C L Weedon CBE FRS Professor of Chemistry Queen Mary College, University of London.-
20. Professor J C West Professor of Electrical Engineering, University of Sussex.

(one vacancy—to be filled by an industrialist)

Secretary : J P Carswell Esq

APPENDIX V

STATISTICAL TABLES

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- VI. Incidence (per student per annum) of development grants in Fourth Plan (1969-70 to 1973-74).
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TABLE I

Distribution of Plan and Non Plan expenditure incurred by UGC

(1956-57 to 1973-74)

(Grants in lakhs of rupees)

Payments	1956-57	1961-62	1966-67	1969-70
	to	to	to	to
	1960-61	1965-66	1968-69	1973-74
<i>Section I—Non-Plan Projects</i>				
A) Administration charges . . . . .	..	83.75	80.69	196.49
B) Block grants to central universities . . . . .	..	1177.00	1458.66	3541.73
C) Block grants to deemed universities . . . . .	..	283.35	..	..
D) Maintenance grants to constituent/affiliated colleges of Delhi University . . . . .	..	350.95	513.01	1247.58
E) Grants to central universities for schemes not covered under block grants . . . . .	..	2.88	1.45	210.44
Total—Non-Plan Projects	*835.86	1897.93	2053.81	5196.24
<i>Section II—Plan Projects</i>				
A) Grants to central & state universities for humanities	762.83	486.11	365.84	1233.95
B) Grants to central & state universities for science	417.65	865.29	757.48	2258.86
C) Grants to central & state universities for technology & engineering	424.56	595.16	601.45	1039.79
D) Grants to constituent and affiliated colleges	215.57	610.05	564.01	3534.82
E) Grants to central & state universities for miscellaneous schemes	228.03	2091.39	1108.92	2950.58
F) Miscellaneous expenditure incurred by UGC on seminars and conferences, etc.	0.63	8.14	17.32	45.80
Total—Plan Projects	2049.27	4656.14	3415.02	11063.80
<i>Section III—Expenditure from grants received from Government of India and other sources for specific purposes</i>	..	54.79	140.33	182.60
<i>Section IV—Deposits & Advances</i>	..	10.84	13.17	525.57
Total (Section I to IV) . . . . .	..	6619.70	5622.33	16968.21

*This excludes administration charges of UGC.

Source : Annual Accounts of UGC.

TABLE II

Distribution of development grants and other plan expenditure incurred by UGC

(1956-57 to 1973-74)

(Grants in lakhs of rupees)

Grants	1956-57 to 1960-61	% of total Plan exp.	1961-62 to 1965-66	% of total Plan exp.	1966-67 to 1968-69	% of total Plan exp.	1969-70 to 1973-74	% of total Plan exp.	Total 1956-57 to 1973-74	% of total Plan exp.
I	2	3	4	5	6	7	8	9	10	11
(A) Grants to central & state universities for humanities	762.83	37.22	486.11	10.44	365.84	10.71	1233.95	11.15	2848.73	13.45
(B) Grants to central & state universities for science	417.65	20.38	865.29	18.58	757.48	22.18	2258.86	20.42	4299.28	20.29
(C) Grants to central and state universities for technology & engineering	424.56	20.72	595.16	12.78	601.45	17.61	1039.79	9.40	2660.96	12.56
(D) Grants to constituent & affiliated colleges	215.57	10.52	610.05	13.10	564.01	16.52	3534.82	31.95	4924.45	23.25
(E) *Grants to central & state universities for miscellaneous schemes	228.03	11.13	2091.39	44.92	1108.92	32.47	2950.58	26.67	6378.92	30.11
(F) Misc. Expenditure incurred by UGC on seminars & conferences, etc.	0.63	0.03	8.14	0.17	17.32	0.51	45.80	0.41	71.89	0.34
Total (Plan Projects)	2049.27	100.00	4656.14	100.00	3415.02	100.00	11063.80	100.00	21184.23	100.00

*Miscellaneous schemes include revision of salaries, extension of libraries, staff quarters, library buildings, student welfare schemes, scholarships and fellowships, medical colleges of central universities, etc. etc.

Source: Annual Accounts of UGC.

TABLE III
Allocation of funds by UGC during the Fourth Plan
(1969-70 to 1973-74)
(grants in lakhs of rupees)

S. No.	Items	Universities	Colleges	Total	% of Plan expenditure	% of total expenditure	Proportion of grant to universities	Proportion of grant to colleges
1	2	3	4	5	6	7	8	9
<i>Plan Projects (including Section III-grants for specific purposes)</i>								
1.	Staff including payments on account of revision of salary scales	1246.90	6.09	1252.99	11.14	7.39	99.5	0.5
2.	Buildings	951.90	..	951.90	8.46	5.61	100.0	..
3.	Staff quarters	192.28	156.99	349.27	3.11	2.06	55.1	44.9
4.	Student hostels	300.15	246.83	546.98	4.86	3.22	54.9	45.1
	<i>Sub-total (Item 2 to 4)</i>	<i>1444.33</i>	<i>403.82</i>	<i>1848.15</i>	<i>16.43</i>	<i>10.89</i>	<i>78.2</i>	<i>21.8</i>
5.	Equipment	1111.74	1084.42	2196.16	19.53	12.94	50.6	49.4
6.	Books & journals	648.43	200.97	849.40	7.55	5.01	76.3	23.7
7.	Students welfare schemes	129.46	610.79	740.25	6.58	4.36	17.5	82.5
8.	Scholarships/ Fellowships	583.65	57.31	640.96	5.70	3.78	91.1	8.9
9.	Summer institutes, seminars, etc.	201.87	22.75	224.62	2.00	1.32	89.9	10.1
10.	Medical colleges & attached hospitals of central universities	483.89	..	483.89	4.30	2.85	100.0	..
11.	Development grants to central universities	531.73	814.31	1346.04	11.97	7.93	39.5	60.5
12.	Teacher training programme	29.88	89.08	118.96	1.06	0.70	25.1	74.9
13.	Centres of advanced studies & special assistance to selected departments	426.71	121.44	548.15	4.87	3.23	77.8	22.2
14.	College science improvement programmes	57.49	161.12	218.61	1.94	1.29	26.3	73.7
15.	Area study	24.10	..	24.10	0.21	0.14	100.0	..
16.	Examination reform	0.83	..	0.83	0.007	0.005	100.0	..
17.	Correspondence courses	12.20	..	12.20	0.11	0.07	100.0	..
18.	Adult education	2.02	..	2.02	0.02	0.01	100.0	..
19.	Research schemes	37.76	..	37.76	0.34	0.22	100.0	..
20.	Indo-USSR credit projects	77.52	..	77.52	0.69	0.46	100.0	..
21.	Writing of books	19.29	2.87	22.16	0.20	0.13	87.0	13.0
22.	Centenary grants	53.34	6.61	59.95	0.53	0.35	89.0	11.0
23.	University centres for post-graduate studies	157.66	..	157.66	1.40	0.93	100.0	..
24.	Miscellaneous schemes	316.78	14.75	331.53	2.95	1.95	95.6	4.4
25.	Miscellaneous expenditure incurred by UGC on seminars, conferences, etc.	N.A.	N.A.	45.80	0.41	0.27	N.A.	N.A.
26.	Expenditure under Section III (Uni.-wise break-up not available)	N.A.	N.A.	6.69	0.06	0.04	N.A.	N.A.
	<i>Total (Item 1 to 26)</i>	<i>*7597.58</i>	<i>*3596.33</i>	<i>1246.40</i>	<i>100.00</i>	<i>66.28</i>	<i>67.9</i>	<i>32.1</i>
<i>Non-Plan Projects</i>								
27.	Administration charges of UGC			196.49		1.16		
28.	Block grants to central universities including grants for schemes not covered under block grants			3752.17		22.11		
29.	Maintenance grants to constituent/affiliated colleges of Delhi university			1247.58		7.35		
	<i>Total (Item 27 to 29)</i>			<i>5196.24</i>		<i>30.62</i>		
30.	Expenditure under Section IV (including payments under US dollar loan scheme)			525.57		3.10		
	Grand total (Item 1 to 30)			16968.21		100.00		

*There is a marginal discrepancy between these figures and those given in Table V due to error in source material
N.A.—Not Available.

Source : Annual Accounts of UGC.

TABLE III (Continued)

ANNEXURE : Budget heads included under broad categories of expenditure

S.No.	Name of the category	Budget Heads	
		Universities	Colleges
1	Staff including revision of salary scales	A1, B1, C1, C10, B1	D12
2	Buildings	A2, B2, C2, E3, E12	..
3	Staff quarters	C9, E4, E9, E19	D3
4	Student hostels	C8, E2, (i&ii)	D1
5	Equipment	A3, B3 (i&ii), C3	D2, D19, D29
6	Books and journals	A4, B4, C4	D6
7	Student welfare schemes	E5, (i to ix), E10 (Xiv), Appendix 12	D7 (i to ix), D26, D27 Appendix 12
8	Scholarships/Fellowships	C6 C7, E7 (i to viii), E10 (xv), E36	D11 (i to vi), D14 (i & ii), D28
9	Summer institutes, seminars, etc.	E17 (i & ii), Section III (Appen- dix 13)	D24 (i to iii), Appendix 13
10	Medical colleges & attached hospitals to central univer- sities.	E14 A(i to vi), E14 B(i to vi), E35 (i & ii)	..
11	Development grants to central universities	E13, E24	..
12	Teacher training programmes	A7	D16
13	Centres of advanced studies and special assistance to selected departments	A5 (i & ii), B5 (i & ii)	D21 (i & ii), D4, D5
14	College science improvement programmes	E30	D20
15	Area study	A6	..
16	Examination reform	E10 (iii)	..
17	Correspondence courses	E21	..
18	Adult education	E26	..
19	Research schemes	E27, E10 (v, vi & vii)	..
20	Indo-USSR credit projects	E31	..
21	Writing of books	Section III (Appendix 11)	Appendix 11
22	Centenary grants	E6, E10 (xi), E25	D9
23	University centres for post-graduate studies	E22	..
24	Miscellaneous schemes	B6, C5, E8, E10 (i, ii, iv, viii to xii), E11, E15, E16, E18, E20, E23, E28, E29, E32, E33, E34, E37	D13, D15, D17, D18, D22, D23 D25

Note : Symbol corresponding to a budget head is the same as given in Annual Accounts (1972-73) of UGC.

TABLE IV

Proportion of grant to central universities during the Fourth Plan
(1969-70 to 1973-74)

(grants in lakhs of rupees)

Year	Plan (including Section III grants for specific purposes)			Non-Plan + Plan (including Section III grants for specific purposes)		
	Grant to all universities and colleges	All central universities including their colleges	% of col.3 to col.2	Grant to all universities and colleges	All central universities including their colleges	% of col.6 to col.5
I	2	3	4	5	6	7
1969-70	1550.09	315.91	20.4	2424.34	1190.16	49.1
1970-71	1930.27	415.70	21.5	2873.97	1359.40	47.3
1971-72	2414.01	591.46	24.5	3412.47	1589.92	46.6
1972-73	2861.33	854.21	29.9	3902.39	1902.27	48.7
1973-74	2444.87	873.05	35.7	3580.14	2008.32	56.1
TOTAL	11200.57	3050.33	27.2	16200.31	8050.07	49.7

NOTE : 1. Administration charges have not been included under Non-plan.

2. Miscellaneous expenditure incurred by UGC on seminars and conferences has not been included under plan.

SOURCE : 1. Annual Accounts of UGC for the years, 1969-70 to 1973-74, for grants to colleges.

2. Annual Report of UGC, 1973-74, for grants to university departments.

TABLE V

Grants to central and state universities by UGC during the Fourth plan
(1969-70 to 1973-74)

(grants in lakhs of rupees)

Year	NON-PLAN			PLAN (including Section III - grants for specific purposes)									Total grant by UGC to universities and colleges (col. 4+ col. 12)
	Central universities	Affiliated colleges of Delhi university	Total	Central universities	Deemed universities	State universities	Sub-total (col. 5+ col. 6+ col. 7)	Affiliated colleges of Delhi university	Colleges of other universities	Sub-total (col. 9+ col. 10)	Total (col. 8+ col. 11)		
I	2	3	4	5	6	7	8	9	10	11	12	13	
1969-70	Grant .	631·25	243·00	874·25	268·85	102·31	822·32	1193·48	46·92	309·69	356·61	1550·09	2424·34
	% .	26·0	10·0	36·1	11·1	4·2	33·9	49·2	1·9	12·8	14·7	63·9	100·0
1970-71	Grant .	711·64	232·06	943·70	274·71	69·08	837·75	1181·54	140·84	607·89	748·73	1930·27	2873·97
	% .	24·8	8·1	32·8	9·6	2·4	29·1	41·1	4·9	21·2	26·1	67·2	100·0
1971-72	Grant .	758·89	239·57	998·46	427·45	78·50	995·84	1501·79	163·38	748·84	912·22	2414·01	3412·47
	% .	22·2	7·0	29·2	12·5	2·3	29·2	44·0	4·8	22·0	26·8	70·8	100·0
1972-73	Grant .	800·21	247·85	1048·06	619·01	137·07	1215·17	1971·25	235·07	655·01	890·08	2861·33	3909·39
	% .	20·5	6·3	26·8	15·8	3·5	31·1	50·4	6·0	16·8	22·8	73·2	100·0
1973-74	Grant .	850·17	285·10	1135·27	624·29	88·55	1036·52	1749·36	248·53	446·98	695·51	2444·87	3580·14
	% .	23·7	8·0	31·7	17·4	2·5	29·0	48·9	6·9	12·5	19·4	68·3	100·0
Total	Grant .	3752·16	1247·58	4999·74	2214·31	475·51	4907·60	7597·42	834·74	2768·41	3603·15	11200·57	16200·31
	% .	23·2	7·7	30·9	13·7	2·9	30·3	46·9	5·1	17·1	22·2	69·1	100·0

- Note:
- Administration charges have not been included under Non-Plan.
 - Miscellaneous expenditure incurred by UGC on seminars and conferences has not been included under Plan.
 - Total grant excludes expenditure under Section IV—deposits and advances.
 - In central universities affiliated colleges of only Delhi University has been shown separately as colleges of other Central universities are not significant in number.

- Source:
- Annual Accounts of UGC for the years 1969-70 to 1973-74 for grants to colleges.
 - Annual Report of UGC, 1973-74, for grants to university departments.

TABLE VI

Incidence (per student per annum) of development grants in Fourth Plan
(1969-70 to 1973-74)

(Break-up of details is given only in respect of some representative state universities)

Name of the university	Development grants to university departments (in lakhs)	Enrolment in university departments	Grant per student per annum (university)	Development grants to colleges (in lakhs)	Enrolment in colleges	Grant per student per annum (college)
<i>Central University</i>						
1. Aligarh	504.04	44,928	1,122	..	..	..
2. Banaras	753.44	61,081	1,234	1.28	11,786	11
3. Delhi	367.71	68,597	536	834.74	2,62,036	319
4. Jawaharlal Nehru	489.52	3,709	13,198	..	..	..
5. Vijnana-Bharati	89.10	6,639	1,342	..	..	..
TOTAL	2203.81	1,84,954	1,192 (946)	836.02	2,73,822	305
<i>State Universities</i>						
1. Agra . . . . .	..	..	..	..	..	..
2. Allahabad	18.83	2,567	734	..	2,81,293	45*
3. Annamalai	79.38	49,322	161	15.33	37,703	41
4. Calcutta	97.34	30,655	318	..	..	..
5. Madras	184.24	67,827	272	111.81	10,70,417	10
6. Madurai	191.37	7,234	2,645	..	7,08,964	35*
7. Punjab	88.09	3,485	2,528	107.81	3,08,445	35
8. Patna	161.63	42,453	381	..	6,29,481	37*
9. Rajasthan	81.30	61,566	132	..	..	..
10. Utkal	83.93	48,444	173	..	2,81,874	22*
All State Universities	86.82	20,282	428	40.48	1,56,302	26
	4907.60	14,54,338	337	2767.13	1,20,40,413	23@

*Based on the data for 1972-73 only

NOTE : Figures in parentheses indicate grant per student in central universities excluding JNU, grants to whom were given mainly for initial infrastructure when enrolment had hardly started.

Source : 1. Annual Report of UGC, 1973-74, for development grants to university departments.

2. Annual accounts of UGC, 1969-70 to 1973-74, for development grants to colleges.

3. University Development in India (Basic facts and figures), UGC, for enrolment for the years 1969-70, 1970-71 and 1971-72.

4. Records of UGC regarding enrolment for the years 1972-73 and 1973-74.

@ This has been calculated on the basis of total enrolment of all colleges whether or not receiving grants from the UGC. Even after excluding the number of colleges not covered by UGC grants, the per student grant would not exceed Rs. 35 per annum.

TABLE VI A

Incidence (per student per annum) of UGC development grants
(1961-62 to 1973-74)

Year	Grants under plan projects (including Section III) In lakhs of rupees	Enrolment (excluding Boards of Intermediate Education)	Grant per student per annum In rupees
1961-62	783.21	9,80,380	80
1962-63	782.32	10,82,666	72
1963-64	876.76	11,84,697	74
1964-65	980.73	13,18,227	74
1965-66	1287.91	14,88,773	87
1961-62 to 1965-66	4710.93		78
1966-67	1155.50	16,82,012	69
1967-68	1144.82	19,18,972	60
1968-69	1255.03	21,43,264	59
1966-67 to 1968-69	3555.35		62
1969-70	1554.69	24,32,630	64
1970-71	1936.01	26,11,292	74
1971-72	2423.52	28,42,314	85
1972-73	2874.20	30,94,000	93
1973-74	2457.98	31,13,986	79
1969-70 to 1973-74	11246.40		80

- Source :
1. University Development in India (Basic facts and figures) 1971-72, UGC, for enrolment upto 1971-72.
 2. Records of UGC for enrolment of 1972-73 and 1973-74.
 3. Annual Accounts of UGC, for grants under plan projects.

TABLE VII

Average development grant per university/college during the years 1969-70 to 1973-74.

(Grants in lakhs of rupees)

Year	University			Colleges			
	Development grants	Number of universities	Average grant per university per annum	Development grants	Number of college	Average grant per college per annum	
Central	1969-70	268.85	4	67.21	46.92	51	0.92
	1970-71	274.71	5	54.94	140.84	55	2.56
Universities	1971-72	427.45	5	85.49	163.38	56	2.92
	1972-73	619.01	5	123.80	235.07	60	3.92
	1973-74	624.29	6	104.05	248.53	66	3.77
	TOTAL	2214.31	..	88.57	834.74	..	2.90
State	1969-70	822.32	74	11.11	309.55	3,226	0.10
	1970-71	837.75	79	10.60	607.74	3,527	0.17
Universities	1971-72	995.84	81	12.29	748.21	3,822	0.20
	1972-73	1215.17	85	14.30	654.88	4,080	0.16
	1973-74	1036.52	89	11.65	446.75	4,224	0.11
	TOTAL	4907.60	..	12.03	2767.13	..	0.15@

NOTE 1. Colleges of Delhi university only are considered for central universities.

2. Average grant per central university after excluding JNU and NEHU, to whom grants were given for initial infrastructure worked out to :—

	Rs. Lakhs
1969-70	67.21
1970-71	55.49
1971-72	84.28
1972-73	114.47
1973-74	107.12
Average per annum	85.71

Source : 1. Annual Report of UGC, 1973-74, for information relating to development grants to university departments.

2. Annual Accounts of UGC for the years 1969-70 to 1973-74, for information relating to development grants to colleges.

3. University Development in India (Basic facts and figures) UGC, for the years 1969-70 to 1971-72 for information regarding the number of universities and colleges.

@This has been calculated on the basis of all colleges, whether or not included under section 2(f) of the UGC Act. Even after excluding the colleges not covered under section 2 (f) of the UGC Act, average grant per college would not exceed Rs. 0.20 lakh per annum.

TABLE VIII

Expenditure per student, 1970-71

Sl. No.	Name of university	Type of university	Year of establishment	Expenditure (in rupees)	Enrolment	Cost per student	Category*
1	2	3	4	5	6	7	8
<i>Central universities</i>							
1	Aligarh	unitary	1921	3,65,89,010	8,324	4,396	III
2	Banaras	Do.	1916	5,26,81,244	13,616	3,869	III
3	Delhi	federal	1922	10,78,16,250	60,664	1,777	II
4	Jawaharlal Nehru	unitary	1968	64,20,365	276	23,262	VI
5	Visva-Bharati	Do.	1951	1,03,96,962	1,283	8,104	V
<i>State universities</i>							
1	Andhra	affiliating	1926	7,73,91,492	76,489	1,012	I
2	Dibrugarh	Do.	1965	1,57,59,155	20,967	752	I
3	Gauhati	Do.	1948	5,48,35,651	59,866	916	I
4	Magadh	Do.	1962	2,08,41,927	47,253	441	I
5	Sardar Patel	Do.	1955	1,31,36,284	12,372	1,062	I
6	South Gujarat	Do.	1965	2,10,95,949	17,773	1,187	I
7	Gujarat	Do.	1950	6,56,27,079	73,167	897	I
8	Kurukshetra	unitary	1956	1,49,41,183	4,806	3,109	III
9	Jammu	affiliating	1969	40,78,108	8,811	463	I
10	Kashmir	Do.	1948	1,95,63,913	16,164	1,210	I
11	Kerala	Do.	1937	10,83,83,742	1,20,175	902	I
12	Bhopal	Do.	1970	1,38,74,791	14,116	983	I
13	Ravi Shankar	Do.	1964	1,77,67,127	22,226	799	I
14	Saugar	Do.	1946	1,49,12,662	18,511	806	I
15	Vikram	Do.	1957	1,78,84,665	18,542	965	I
16	Marathawada	Do.	1958	5,02,59,305	36,230	1,387	I
17	Nagpur	affiliating	1923	7,85,07,812	74,465	1,054	I
18	Poona	Do.	1949	7,12,66,514	67,761	1,052	I
19	S. N. D. T. Womens	Do.	1951	1,12,24,312	11,260	997	I
20	Karnataka	Do.	1949	5,56,03,543	63,577	875	I
21	Berhampur	Do.	1967	72,86,684	6,439	1,132	I
22	Sambalpur	Do.	1967	2,12,71,084	11,732	1,813	II
23	Utkal	Do.	1943	3,18,08,278	32,746	971	I
24	Guru Nanak	Do.	1969	2,76,71,937	44,840	617	I
25	Punjab	Do.	1947	12,13,80,862	1,13,397	1,070	I

TABLE VIII (Contd).

1	2	3	4	5	6	7	8	
26	Punjabi	. . .	affiliating	1962	2,94,26,810	24,275	1,212	I
27	Rajasthan	. . .	Do.	1947	8,44,64,185	59,085	1,430	I
28	Annamalai	. . .	unitary	1929	95,26,454	6,296	1,513	II
29	Madurai	. . .	affiliating	1965	4,86,27,488	59,032	824	I
30	Madras	. . .	Do.	1857	16,43,79,597	1,35,742	1,211	I
31	Agra	. . .	Do.	1927	5,44,91,535	49,303	1,105	I
32	Meerut	. . .	Do.	1965	3,13,08,985	45,000	696	I
33	Roorkee	. . .	unitary	1949	1,75,97,854	2,120	8,301	V
34	Jadavpur	. . .	Do.	1955	1,71,28,020	4,896	3,498	III
35	Kalyani	. . .	affiliating	1960	77,36,243	1,964	3,939	III
<i>Agricultural Universities</i>								
1	Assam Agricultural	. . .	unitary	1968	53,54,628	711	7,531	V
2	G. B. Pant Agricultural	. . .	Do.	1960	2,09,32,540	1,820	11,501	VI
3	Haryana Agricultural	. . .	Do.	1970	1,80,99,776	1,116	16,218	VI
4	Mahatma Phule Krishi	. . .	Do.	1968	3,49,89,980	2,716	12,883	VI
<i>Deemed Universities</i>								
1	Birla Institute of Technology and Science	. . .	unitary]	1964	79,14,794	2,300	3,441	III
2	Gurukul Kangri	. . .	Do.	1962	9,62,960	327	2,945	II
3	I. A. R. I.	. . .	Do.	1958	3,07,60,100	444	69,280	VI
4	Indian Institute of Science	. . .	Do.	1958	2,05,41,379	913	22,499	VI
5	Tata Institute of Social Sciences	. . .	Do.	1964	12,01,646	139	8,645	V

*Category : I less than 1500

II between 1500 to 3000

III between 3000 to 4500

IV between 4500 to 5000

V between 5000 to 10000

VI above 10,000

NOTE I: Expenditure here includes :

(a) recurring expenditure on (i) salaries of research, teaching, administrative and other staff (ii) grants to institutions (iii) equipment (including furniture) and (v) miscellaneous items including expenses on scholarships, stipends and other financial assistance, library, games, conduct of examination, hostels, repair of buildings, etc.

(b) non-recurring expenditure on library, buildings, equipment, etc.

2. Expenditure of universities includes constituent and affiliated colleges.

Source : Form BI and BIV received from universities by the Ministry of Education.

TABLE IX
Source-wise income and expenditure of universities
(1966-67 to 1974-75)

		1966-67						
University	State grant	UGC grant	Other sources	Total income	Total exp.	Saving(+) Deficit(-)	State grant	UGC grant
I	2	3	4	5	6	7	8	9
1. Awadhesh Singh								
2. Berhampur							5.00 (68.03)	0.07 (0.95)
3. Burdwan	23.66 (43.38)	13.51 (24.77)	17.37 (31.85)	54.54 (100.00)	55.21	-0.67	23.74 (44.43)	10.63 (19.90)
4. Calcutta	22.32 (13.32)	59.60 (35.62)	85.60 (51.07)	167.62 (100.00)	188.65	-21.03	29.66 (15.92)	53.19 (28.55)
5. Calicut								
6. Cochin		—					—	
7. Dibrugarh	23.00 (62.01)	0.06 (0.16)	14.03 (37.83)	37.09 (100.00)	34.25	+2.84	25.00 (70.30)	2.84 (7.99)
8. Gujarat	9.71 (12.84)	18.51 (24.48)	47.38 (62.67)	75.60 (100.00)	75.60	—	10.10 (11.40)	9.48 (10.70)
9. Himachal Pradesh	—							
10. Jammu			—				—	
11. Jadavpur	88.82 (59.31)	44.62 (29.79)	16.32 (10.90)	149.76 (100.00)	130.36	+19.40	86.04 (57.97)	45.19 (30.45)
12. Jodhpur	40.35 (75.76)	0.55 (1.03)	12.36 (23.21)	53.26 (100.00)	67.91	-13.85	50.82 (80.13)	1.08 (1.70)
13. Karnataka	44.01 (50.43)	6.46 (7.40)	36.80 (42.17)	87.27 (100.00)	71.78	+15.49	43.00 (44.94)	8.15 (8.52)
14. Kumaun					—			
15. Kurukshetra	46.63 (68.87)	6.00 (8.86)	15.08 (22.27)	67.71 (100.00)	69.20	-1.49	43.00 (54.04)	13.62 (17.12)
16. Mysore	6.31 (4.15)	15.08 (9.92)	130.57 (85.92)	151.96 (100.00)	151.96	—	6.36 (4.39)	15.74 (10.87)
17. Nagpur	14.98 (9.98)	15.85 (10.56)	119.24 (79.46)	150.07 (100.00)	149.66	+0.41	23.91 (15.11)	17.21 (10.88)
18. Panjab	21.34 (7.99)	29.90 (11.19)	215.92 (80.82)	267.16 (100.00)	251.33	+15.83	17.43 (5.98)	20.53 (7.04)
19. Poona	20.07 (16.49)	27.42 (22.53)	74.23 (60.98)	121.72 (100.00)	124.72	-3.00	24.42 (19.48)	11.59 (9.25)
20. Punjabi	59.68 (68.26)	8.59 (9.83)	19.16 (21.91)	87.43 (100.00)	86.33	+1.10	73.58 (73.18)	9.87 (9.82)
21. Rabindra Bharati	10.75 (84.05)	0.43 (3.36)	1.61 (12.59)	12.79 (100.00)	12.61	+0.18	12.20 (79.53)	0.66 (4.30)
22. Rajasthan	38.82 (46.46)	10.06 (12.04)	34.68 (41.50)	83.56 (100.00)	98.14	-14.58	52.22 (52.05)	8.01 (7.98)
23. Sardar Patel	9.60 (39.85)	1.17 (4.86)	13.32 (55.29)	24.09 (100.00)	25.50	-1.41	9.32 (40.38)	0.34 (1.47)
24. Saugar	10.00 (16.67)	15.28 (25.47)	34.72 (57.86)	60.00 (100.00)	62.15	-2.15	9.50 (13.84)	24.48 (35.66)
25. Saurashtra	1.15 (98.29)	—	0.02 (1.71)	1.17 (100.00)	1.17	—	2.55 (24.69)	—
26. Shivaji	17.65 (28.20)	11.80 (18.86)	33.13 (52.94)	62.58 (100.00)	71.45	-8.87	26.32 (39.24)	1.13 (1.68)
27. S.N.D.T. Women's	3.95 (13.64)	0.78 (2.69)	24.23 (83.67)	28.96 (100.00)	36.74	-7.78	6.58 (17.82)	0.49 (1.33)
28. South Gujarat	0.78 (92.86)	—	0.06 (7.14)	0.84 (100.00)	0.84	—	1.02 (19.84)	—
29. Udaipur	91.43 (100.00)	—	—	91.43 (100.00)	91.43	—	130.32 (100.00)	—

TABLE IX
Source-wise income and expenditure of universities
(1966-67 to 1974-75)

(figures in lakhs of rupees)

1967-68					1968-69				
Other sources	Total income	Total exp.	Saving(+) Deficit(-)	State grant	UGC grant	Other sources	Total income	Total exp.	Savings(+) Deficit(-)
10	11	12	13	14	15	16	17	18	19
				2.00 (67.11)	—	0.98 (32.89)	2.98 (100.00)	2.33	+0.65
2.28 (31.02)	7.35 (100.00)	7.35	—	15.00 (74.59)	0.45 (2.24)	4.66 (23.17)	20.11 (100.00)	20.11	—
19.06 (35.67)	53.43 (100.00)	53.76	-0.33	25.68 (48.98)	6.13 (11.69)	20.62 (39.33)	52.43 (100.00)	50.35	+2.08
103.44 (55.53)	186.29 (100.00)	197.56	-11.27	23.02 (13.64)	37.00 (21.92)	108.77 (64.44)	168.79 (100.00)	154.73	+14.06
				26.68 (91.40)	00.03 (0.01)	2.51 (8.60)	29.19 (100.00)	19.19	+10.00
		—			—			—	
7.72 (21.71)	35.56 (100.00)	29.97	+5.59	22.00 (58.20)	3.49 (9.23)	12.31 (32.57)	37.80 (100.00)	36.09	+1.71
69.04 (77.90)	88.62 (100.00)	88.62	—	10.02 (11.00)	4.68 (5.14)	76.39 (83.86)	91.09 (100.00)	91.09	—
		—						—	
									—
17.18 (11.58)	148.41 (100.00)	144.95	+3.46	99.10 (65.22)	38.31 (25.21)	14.53 (9.56)	151.94 (100.00)	154.42	-2.48
11.52 (18.16)	63.42 (100.00)	76.96	-13.54	57.36 (70.73)	11.00 (13.56)	12.74 (15.71)	81.10 (100.00)	82.66	-1.56
44.53 (46.54)	95.68 (100.00)	93.56	+2.12	43.96 (37.70)	11.10 (9.52)	61.53 (52.78)	116.50 (100.00)	109.48	+7.11
									—
22.95 (28.84)	79.57 (100.00)	76.24	+3.33	47.30 (67.48)	6.32 (9.02)	16.47 (23.50)	70.09 (100.00)	72.91	-2.82
122.73 (84.74)	144.83 (100.00)	144.83	—	8.27 (4.73)	15.37 (8.79)	151.14 (86.47)	174.78 (100.00)	174.78	—
117.08 (74.01)	158.20 (100.00)	151.26	+6.94	27.58 (14.80)	11.63 (6.24)	147.11 (78.96)	186.32 (100.00)	194.82	-8.50
253.72 (86.98)	291.68 (100.00)	283.95	+7.73	34.45 (10.52)	12.84 (3.92)	280.31 (85.56)	327.60 (100.00)	332.73	-5.13
89.34 (71.27)	125.35 (100.00)	111.74	+13.61	27.37 (19.85)	12.08 (8.76)	98.46 (71.39)	137.91 (100.00)	141.27	-3.36
17.09 (17.00)	100.54 (100.00)	94.72	+5.82	95.52 (75.49)	7.79 (6.16)	23.23 (18.36)	126.54 (100.00)	126.32	+0.22
2.48 (16.17)	15.34 (100.00)	14.79	+0.55	11.16 (70.41)	1.68 (10.60)	3.01 (18.99)	15.85 (100.00)	15.27	+0.58
40.10 (39.97)	100.33 (100.00)	119.37	-19.04	54.01 (49.29)	5.15 (4.70)	50.42 (46.01)	109.58 (100.00)	129.28	-19.70
13.42 (58.15)	23.08 (100.00)	28.75	-5.67	10.88 (40.28)	1.54 (5.70)	14.59 (54.02)	27.01 (100.00)	31.04	-4.03
34.67 (50.50)	68.65 (100.00)	74.64	-5.99	10.50 (16.23)	19.68 (30.42)	34.52 (53.35)	64.70 (100.00)	77.82	-13.12
7.78 (75.31)	10.33 (100.00)	10.33	—	19.66 (58.20)	0.65 (1.92)	13.47 (39.88)	33.78 (100.00)	33.78	—
39.62 (59.07)	67.07 (100.00)	68.21	-1.14	17.43 (23.32)	6.36 (8.51)	50.94 (68.17)	74.73 (100.00)	74.31	+0.42
29.86 (80.85)	36.93 (100.00)	49.74	-12.81	8.37 (18.95)	0.75 (1.70)	35.05 (79.35)	44.17 (100.00)	47.65	-3.48
4.12 (80.16)	5.14 (100.00)	3.09	+2.05	0.58 (5.30)	0.35 (3.20)	10.02 (91.50)	10.95 (100.00)	10.95	—
—	130.32 (100.00)	130.32	—	147.53 (100.00)	..	—	147.53 (100.00)	147.53	—

TABLE IX (Continued.)

University	1969-70							
	State grant	UGC grant	Other sources	Total income	Total exp.	Saving(+) Deficit(-)	State grant	UGC grant
I	20	21	22	23	24	25	26	27
1. Awadhesh Pratap Singh	3.50 (22.00)	0.04 (0.25)	12.37 (77.75)	15.91 (100.00)	13.42	+2.49	2.50 (11.45)	—
2. Berhampur	15.00 (60.24)	5.15 (20.68)	4.75 (19.08)	24.90 (100.00)	24.90	—	21.44 (58.63)	10.37 (28.36)
3. Burdwan	32.10 (50.29)	10.90 (17.08)	20.83 (32.63)	63.83 (100.00)	52.08	+11.75	36.42 (49.22)	13.42 (18.14)
4. Calcutta	42.25 (22.93)	37.15 (20.16)	104.88 (56.91)	184.28 (100.00)	209.45	-25.17	77.09 (36.16)	31.49 (14.77)
5. Calicut	40.00 (64.30)	2.03 (3.26)	20.18 (32.44)	62.21 (100.00)	56.85	+5.36	45.00 (51.42)	1.37 (1.57)
6. Cochin	—	—	—	—	—	—	—	—
7. Dibrugarh	34.11 (54.37)	11.60 (18.49)	17.03 (27.14)	62.74 (100.00)	45.68	+17.06	24.95 (53.55)	9.61 (20.63)
8. Gujarat	14.21 (15.36)	9.27 (10.02)	69.05 (74.62)	92.53 (100.00)	92.53	—	16.48 (17.26)	10.10 (10.58)
9. Himachal Pradesh	—	—	—	—	—	—	7.00 (51.13)	—
10. Jammu	17.48 (43.95)	8.16 (20.52)	14.13 (35.53)	39.77 (100.00)	31.20	+8.57	19.43 (50.35)	8.32 (21.56)
11. Jadavpur	97.74 (35.51)	15.34 (5.57)	162.16 (58.92)	275.24 (100.00)	158.49	+116.75	116.60 (75.12)	26.66 (17.18)
12. Jodhpur	91.73 (71.84)	2.53 (1.98)	33.42 (26.18)	127.68 (100.00)	126.39	+1.29	123.71 (61.89)	2.27 (1.14)
13. Karnataka	52.57 (42.15)	9.53 (17.64)	62.63 (50.21)	124.73 (100.00)	115.09	+9.64	80.94 (46.61)	10.27 (5.91)
14. Kumaun	—	—	—	—	—	—	—	—
15. Kurukshetra	58.71 (69.56)	5.47 (6.48)	20.22 (23.96)	84.40 (100.00)	90.08	-5.68	76.13 (62.81)	15.99 (13.19)
16. Mysore	8.52 (4.08)	22.33 (10.69)	178.02 (85.23)	208.87 (100.00)	208.87	—	2.02 (0.82)	33.41 (13.60)
17. Nagpur	35.97 (17.34)	24.54 (11.83)	146.88 (70.82)	207.39 (100.00)	194.03	+13.36	34.28 (16.22)	18.11 (8.57)
18. Panjab	59.21 (18.41)	25.44 (7.91)	236.92 (73.68)	321.57 (100.00)	320.30	+1.27	77.78 (26.28)	28.78 (9.73)
19. Poona	27.43 (16.75)	22.05 (13.47)	114.24 (69.78)	163.72 (100.00)	168.04	-4.32	32.42 (17.33)	19.91 (10.64)
20. Punjabi	112.69 (72.31)	7.08 (4.54)	36.08 (23.15)	155.85 (100.00)	139.49	+16.36	105.43 (68.68)	3.14 (2.05)
21. Rabindra Bharati	11.03 (66.05)	1.23 (7.37)	4.44 (26.59)	16.70 (100.00)	14.40	+2.30	18.63 (71.96)	2.80 (10.81)
22. Rajasthan	83.36 (54.56)	11.48 (7.51)	57.96 (37.93)	152.80 (100.00)	150.20	+2.60	129.62 (63.17)	10.42 (5.08)
23. Sardar Patel	11.84 (42.73)	0.79 (2.85)	15.08 (54.42)	27.71 (100.00)	30.37	-2.66	14.82 (46.78)	1.61 (5.08)
24. Saugar	16.00 (19.26)	29.51 (35.52)	37.56 (45.22)	83.07 (100.00)	88.40	-5.33	16.00 (17.49)	22.83 (24.96)
25. Saurashtra	23.87 (43.20)	1.35 (2.44)	30.04 (54.36)	55.26 (100.00)	55.26	—	68.35 (57.91)	21.50 (18.22)
26. Shivaji	26.72 (31.79)	9.89 (11.76)	47.45 (56.45)	84.06 (100.00)	90.54	-6.48	35.00 (35.44)	7.95 (8.05)
27. S.N.D.T. Women's	8.48 (17.19)	1.43 (2.90)	39.41 (79.91)	49.32 (100.00)	56.56	-7.24	10.65 (19.54)	0.02 (0.04)
28. South Gujarat	5.34 (29.68)	0.70 (3.89)	11.95 (66.43)	17.99 (100.00)	17.99	—	34.16 (66.34)	3.88 (7.54)
29. Udaipur	171.19 (86.92)	4.66 (2.37)	21.10 (10.71)	196.95 (100.00)	196.95	—	165.24 (74.15)	9.68 (4.34)

TABLE IX (Continued)

	1970-71		1971-72									
Other sources	Total income	Total exp.	Saving(+)	Deficit(-)	State grant	UGC grant	Other sources	Total income	Total exp.	Saving(+)	Deficit(-)	
19.34	21.84	22.34	-0.50	3.48	0.01	24.36	27.85	28.57	-0.72	48.59	42.65	+5.94
(88.55)	(100.00)	(12.59)	(1.25)	(0.04)	(87.47)	(100.00)	27.85	48.59	(100.00)	42.65	(100.00)	(100.00)
4.76	36.57	31.57	+5.00	32.02	12.03	4.54	48.59	78.69	+12.39	91.08	78.69	+12.39
(13.02)	(100.00)	(65.90)	(2.76)	(24.76)	(19.86)	(30.48)	91.08	243.42	+1.43	244.85	243.42	+1.43
24.16	74.00	67.00	+7.00	45.23	18.09	27.76	244.85	101.41	-14.16	87.25	101.41	-14.16
(32.65)	(100.00)	(49.66)	(1.79)	(42.98)	(33.97)	(40.37)	244.85	74.33	+13.19	87.25	74.33	+13.19
104.62	213.20	223.13	-9.93	83.17	83.17	62.83	244.85	171.26	-7.23	164.03	171.26	-7.23
(104.62)	(100.00)	(49.66)	(25.66)	(33.97)	(33.97)	(25.66)	244.85	188.19	+1.77	189.96	188.19	+1.77
24.16	74.00	67.00	+7.00	45.23	18.09	27.76	244.85	39.74	+10.04	49.78	39.74	+10.04
(13.02)	(100.00)	(65.90)	(2.76)	(24.76)	(19.86)	(30.48)	49.78	99.29	-	99.29	99.29	-
4.76	36.57	31.57	+5.00	32.02	12.03	4.54	48.59	54.78	+4.84	59.62	54.78	+4.84
(88.55)	(100.00)	(12.59)	(1.25)	(0.04)	(87.47)	(100.00)	59.62	39.74	+10.04	49.78	39.74	+10.04
68.91	95.49	95.49	-	18.99	16.01	64.29	99.29	99.29	-	99.29	99.29	-
(72.16)	(100.00)	(16.01)	(1.61)	(16.12)	(64.75)	(100.00)	99.29	39.74	+10.04	49.78	39.74	+10.04
6.69	13.69	4.40	+9.29	8.00	-	41.78	49.78	39.74	+10.04	49.78	39.74	+10.04
(48.87)	(100.00)	(16.07)	(8.00)	(16.07)	(83.93)	(100.00)	49.78	39.74	+10.04	49.78	39.74	+10.04
10.84	38.59	40.78	-2.19	19.70	4.02	13.01	36.73	39.23	-2.50	36.73	39.23	-2.50
(28.09)	(100.00)	(53.64)	(10.94)	(35.42)	(13.01)	(35.42)	36.73	39.23	-2.50	36.73	39.23	-2.50
11.95	155.21	169.36	-14.15	121.24	24.55	18.24	164.03	171.26	-7.23	164.03	171.26	-7.23
(7.70)	(100.00)	(73.91)	(14.97)	(14.97)	(6.03)	(36.69)	164.03	171.26	-7.23	164.03	171.26	-7.23
73.90	199.88	147.51	+52.37	108.81	11.45	69.70	189.96	188.19	+1.77	189.96	188.19	+1.77
(36.97)	(100.00)	(57.28)	(6.03)	(57.28)	(11.45)	(36.69)	189.96	188.19	+1.77	189.96	188.19	+1.77
82.44	173.65	151.91	-21.74	99.50	7.50	75.75	172.75	171.98	+10.77	172.75	171.98	+10.77
(47.48)	(100.00)	(54.45)	(7.50)	(54.45)	(4.10)	(41.45)	172.75	171.98	+10.77	172.75	171.98	+10.77
29.09	121.21	120.01	+1.20	106.38	8.25	25.67	140.30	137.31	+2.99	140.30	137.31	+2.99
(24.00)	(100.00)	(75.82)	(5.88)	(8.25)	(18.30)	(140.30)	140.30	137.31	+2.99	140.30	137.31	+2.99
210.26	245.69	245.69	-	18.95	32.30	272.50	323.75	323.75	-	323.75	323.75	-
(85.58)	(100.00)	(9.98)	(9.98)	(9.98)	(84.17)	(100.00)	323.75	323.75	-	323.75	323.75	-
158.93	211.32	220.87	-9.55	42.95	9.76	134.30	187.01	194.82	-7.81	187.01	194.82	-7.81
(75.21)	(100.00)	(22.97)	(5.22)	(9.76)	(71.81)	(100.00)	187.01	194.82	-7.81	187.01	194.82	-7.81
189.36	295.92	330.10	-34.18	136.01	31.64	181.88	349.53	334.75	+14.78	349.53	334.75	+14.78
(63.99)	(100.00)	(38.91)	(9.05)	(38.91)	(9.05)	(52.04)	349.53	334.75	+14.78	349.53	334.75	+14.78
134.73	187.06	194.46	-7.40	32.70	27.16	151.88	211.74	148.42	+63.32	211.74	148.42	+63.32
(72.03)	(100.00)	(15.44)	(12.83)	(27.16)	(151.88)	(211.74)	211.74	148.42	+63.32	211.74	148.42	+63.32
44.93	153.50	143.28	+10.22	101.48	6.97	53.76	162.21	171.35	-9.14	162.21	171.35	-9.14
(29.27)	(100.00)	(62.56)	(4.30)	(6.97)	(33.14)	(100.00)	162.21	171.35	-9.14	162.21	171.35	-9.14
4.46	25.89	25.45	+0.44	22.92	0.13	2.76	25.81	24.19	+1.62	25.81	24.19	+1.62
(17.23)	(100.00)	(88.80)	(0.50)	(0.13)	(10.69)	(100.00)	25.81	24.19	+1.62	25.81	24.19	+1.62
65.15	205.19	209.08	-3.89	97.53	8.56	72.18	178.27	182.10	-3.83	178.27	182.10	-3.83
(31.75)	(100.00)	(4.80)	(4.80)	(97.53)	(8.56)	(72.18)	178.27	182.10	-3.83	178.27	182.10	-3.83
15.25	31.68	35.09	-3.41	11.83	1.76	18.02	31.61	37.54	-5.93	31.61	37.54	-5.93
(48.14)	(100.00)	(37.42)	(5.57)	(11.83)	(18.02)	(57.01)	31.61	37.54	-5.93	31.61	37.54	-5.93
52.63	91.46	93.18	-1.72	16.00	23.45	40.80	80.25	87.13	-6.88	80.25	87.13	-6.88
(57.54)	(100.00)	(29.22)	(29.22)	(16.00)	(40.80)	(50.84)	80.25	87.13	-6.88	80.25	87.13	-6.88
28.17	118.02	118.02	-	55.41	13.66	33.42	102.49	102.49	-	102.49	102.49	-
(23.87)	(100.00)	(32.61)	(32.61)	(55.41)	(13.66)	(33.42)	102.49	102.49	-	102.49	102.49	-
55.82	98.77	91.50	+7.27	29.50	8.32	61.12	98.94	100.95	-2.01	98.94	100.95	-2.01
(56.51)	(100.00)	(29.82)	(8.41)	(29.50)	(8.32)	(61.12)	98.94	100.95	-2.01	98.94	100.95	-2.01
43.84	54.51	64.49	-9.98	12.16	2.71	45.38	60.25	76.67	-16.42	60.25	76.67	-16.42
(80.42)	(100.00)	(20.18)	(4.50)	(12.16)	(2.71)	(45.38)	60.25	76.67	-16.42	60.25	76.67	-16.42
13.45	51.49	51.49	-	41.49	4.20	16.52	62.21	62.21	-	62.21	62.21	-
(26.12)	(100.00)	(66.69)	(6.75)	(41.49)	(4.20)	(16.52)	62.21	62.21	-	62.21	62.21	-
7.93	222.85	—	—	173.36	11.40	49.91	234.67	234.67	—	234.67	234.67	—
(7.93)	(100.00)	—	—	(73.87)	(4.86)	(21.27)	(100.00)	(100.00)	—	(100.00)	(100.00)	—

TABLE IX (Continued)

University	1972-73								
	State grant	UGC grant	Other sources	Total income	Total exp.	Saving(+) Deficit(—)	State grant	UGC grant	
	I	38	39	40	41	42	43	44	45
1. Awadhesh Pratap Singh	6.63 (15.40)	0.17 (0.39)	36.24 (84.20)	43.04 (100.00)	42.65	+0.39	6.91 (20.76)	2.54 (7.63)	
2. Berhampur . . .	27.00 (60.89)	9.94 (22.42)	7.40 (16.69)	44.34 (100.00)	44.34	—	20.00 (42.49)	18.89 (40.13)	
3. Burdwan . . .	48.16 (58.80)	14.97 (18.28)	18.78 (22.93)	81.91 (100.00)	80.37	+1.54	45.56 (49.23)	20.09 (21.71)	
4. Calcutta . . .	103.73 (40.49)	52.96 (20.67)	99.48 (38.83)	256.17 (100.00)	270.94	—14.84	98.40 (38.41)	46.26 (18.06)	
5. Calicut . . .	37.60 (26.10)	32.20 (22.35)	74.28 (51.55)	144.08 (100.00)	139.66	+4.42	45.00 (29.30)	29.07 (18.93)	
6. Cochin . . .	25.00 (68.42)	3.58 (9.80)	7.96 (21.78)	36.54 (100.00)	27.10	+9.44	25.00 (69.52)	0.37 (1.03)	
7. Dibrugarh . . .	40.75 (58.94)	14.32 (20.71)	14.07 (20.35)	69.14 (100.00)	56.19	+12.95	57.57 (65.09)	11.90 (13.45)	
8. Gujarat . . .	43.88 (35.29)	30.13 (34.23)	50.32 (40.47)	124.33 (100.00)	124.33	..	23.72 (18.79)	14.30 (11.33)	
9. Himachal Pradesh . . .	37.42 (42.86)	21.55 (24.68)	28.33 (32.45)	87.30 (100.00)	79.78	+7.52	35.51 (33.10)	32.32 (30.13)	
10. Jammu . . .	23.50 (47.64)	10.90 (22.10)	14.93 (30.26)	49.33 (100.00)	55.07	—5.74	27.50 (53.09)	7.87 (15.19)	
11. Jadavpur . . .	110.95 (76.13)	27.19 (15.81)	13.86 (8.06)	172.00 (100.00)	190.53	—18.53	139.82 (75.98)	21.66 (17.21)	
12. Jodhpur . . .	115.19 (61.51)	4.11 (2.19)	67.98 (36.30)	187.28 (100.00)	201.47	—14.19	125.75 (70.85)	1.00 (0.56)	
13. Karnataka . . .	106.05 (60.33)	7.07 (4.02)	62.66 (35.65)	175.78 (100.00)	205.22	—29.44	113.02 (55.53)	16.02 (7.87)	
14. Kumaun . . .	..	..	..	..	..	..	2.00 (100.00)	..	
15. Kurukshetra . . .	72.24 (63.45)	11.98 (10.52)	29.64 (26.03)	113.86 (100.00)	125.05	—11.19	98.50 (69.18)	9.64 (6.77)	
16. Mysore . . .	11.45 (3.61)	24.65 (7.76)	281.48 (88.63)	317.58 (100.00)	317.58	..	15.88 (4.23)	52.12 (13.89)	
17. Nagpur . . .	45.88 (21.86)	16.83 (8.02)	147.16 (70.12)	209.87 (100.00)	214.85	—4.98	45.01 (20.30)	10.13 (4.57)	
18. Punjab . . .	144.42 (40.51)	28.84 (8.09)	183.22 (51.40)	356.48 (100.00)	362.18	—5.70	120.71 (32.18)	24.98 (6.66)	
19. Poona . . .	40.95 (23.70)	23.21 (13.43)	108.65 (62.87)	172.81 (100.00)	189.37	—16.56	39.11 (20.96)	26.82 (14.38)	
20. Punjabi . . .	107.23 (66.01)	2.98 (1.83)	52.23 (32.15)	162.44 (100.00)	177.15	—14.71	109.88 (55.25)	14.67 (7.38)	
21. Rabindra Bharati . . .	21.00 (62.13)	6.05 (17.90)	6.75 (19.97)	33.80 (100.00)	32.70	+1.10	29.52 (63.99)	9.08 (19.68)	
22. Rajasthan . . .	100.01 (53.70)	9.23 (4.96)	76.99 (41.34)	186.23 (100.00)	213.05	—26.82	119.25 (55.33)	11.36 (5.27)	
23. Sardar Patel . . .	16.12 (44.69)	1.75 (4.85)	18.20 (50.46)	36.07 (100.00)	46.47	—10.40	12.72 (40.46)	2.01 (6.39)	
24. Saugar . . .	28.44 (30.68)	19.32 (20.84)	44.94 (48.48)	92.70 (100.00)	93.11	—0.41	16.00 (17.63)	20.32 (22.38)	
25. Saurashtra . . .	60.78 (56.01)	12.17 (11.22)	35.56 (32.77)	108.51 (100.00)	108.51	..	69.18 (57.71)	10.48 (8.74)	
26. Shivaji . . .	51.19 (38.59)	12.34 (9.30)	69.12 (52.11)	132.65 (100.00)	131.23	+1.42	32.58 (29.73)	10.09 (9.21)	
27. S.N.D.T. Women's . . .	13.37 (19.97)	4.01 (5.99)	49.56 (74.04)	66.94 (100.00)	86.92	—19.98	14.50 (20.95)	2.16 (3.12)	
28. South Gujarat . . .	20.73 (44.34)	9.29 (19.87)	16.73 (35.79)	46.75 (100.00)	46.75	..	28.30 (42.61)	16.80 (25.30)	
29. Udaipur . . .	169.69 (70.51)	7.37 (3.06)	63.59 (26.42)	240.65 (100.00)	240.65	..	194.42 (72.88)	12.53 (4.70)	

Note : Figures in parantheses indicate percentages.

Source : Based on information obtained by this Committee from the University.

TABLE IX

1973-74					1974-75				
Other sources	Total income	Total exp.	Saving(+) Deficit(-)	State grant	UGC grant	Other sources	Total income	Total exp.	Saving(+) Deficit(-)
46	47	48	49	50	51	52	53	54	55
23.83 (71.60)	33.28 (100.00)	32.41	+0.87	3.31 (12.59)	0.99 (3.77)	21.99 (83.64)	26.29 (100.00)	30.70	-4.41
8.18 (17.38)	47.07 (100.00)	47.87	-0.80	32.50 (55.48)	8.93 (15.24)	17.15 (29.28)	58.58 (100.00)	58.58	..
26.90 (29.06)	92.55 (100.00)	86.00	+6.55	78.63 (62.80)	10.45 (8.35)	36.13 (28.85)	125.21 (100.00)	96.25	+28.96
111.55 (43.54)	256.21 (100.00)	299.44	-43.23	148.90 (46.39)	36.38 (11.33)	135.68 (42.27)	320.96 (100.00)	322.56	-1.60
79.52 (51.77)	153.59 (100.00)	145.12	+8.47	50.00 (65.76)	22.28 (29.30)	3.75 (4.93)	76.03 (100.00)	167.08	-91.05
110.59 (229.45)	35.96 (100.00)	46.49	-10.53	29.00 (49.77)	9.64 (16.54)	19.63 (33.69)	58.27 (100.00)	57.98	+0.29
118.98 (221.46)	88.45 (100.00)	90.29	-1.84	60.47 (66.11)	9.28 (10.15)	21.72 (23.74)	91.47 (100.00)	76.05	+15.42
838.22 (669.88)	126.24 (100.00)	126.24	..	47.94 (34.17)	4.19 (2.99)	88.17 (62.84)	140.30 (100.00)	140.30	..
389.45 (386.77)	107.28 (100.00)	138.36	-31.08	90.00 (53.13)	26.77 (15.80)	52.62 (31.06)	169.39 (100.00)	189.46	-20.07
166.43 (331.72)	51.80 (100.00)	51.37	+0.43	37.50 (57.11)	7.84 (11.94)	20.32 (30.95)	65.66 (100.00)	59.16	+6.50
122.53 (66.81)	184.01 (100.00)	204.83	-20.82	166.69 (78.17)	31.72 (14.88)	14.82 (6.95)	213.23 (100.00)	206.56	+6.67
500.73 (288.58)	177.48 (100.00)	203.39	-25.91	119.96 (68.06)	10.63 (6.03)	45.67 (25.91)	176.26 (100.00)	206.53	-30.27
744.48 (366.60)	203.52 (100.00)	202.17	+1.35	160.00 (63.27)	24.54 (9.70)	68.33 (27.02)	252.87 (100.00)	241.66	+11.21
...	2.00 (100.00)	1.07	+0.93	17.50 (66.62)	..	8.77 (33.38)	26.27 (100.00)	5.46	+20.81
344.25 (244.05)	142.39 (100.00)	139.10	+3.29	114.64 (50.63)	14.77 (6.52)	97.03 (42.85)	226.44 (100.00)	207.55	+18.89
307.712 (811.87)	375.12 (100.00)	375.12	..	4.02 (1.16)	22.29 (6.46)	318.91 (92.38)	345.22 (100.00)	345.22	..
166.6.63 (75.5.14)	221.77 (100.00)	229.50	-7.73	63.00 (23.35)	15.91 (5.90)	190.93 (70.76)	269.84 (100.00)	260.28	+9.56
229.9.45 (61.1.16)	375.14 (100.00)	382.32	-7.18	213.92 (51.02)	36.83 (8.78)	168.57 (40.20)	419.32 (100.00)	407.99	+11.33
120.0.62 (64.4.66)	186.55 (100.00)	192.35	-5.80	64.29 (29.53)	25.27 (11.61)	128.14 (58.86)	217.70 (100.00)	206.77	+10.93
74.1.34 (37.7.38)	198.89 (100.00)	203.90	-5.01	100.85 (54.35)	13.52 (7.29)	71.19 (38.36)	185.56 (100.00)	185.58	-0.02
7.5.5.3 (16.2.32)	46.13 (100.00)	44.36	+1.77	33.82 (79.00)	3.97 (9.37)	5.02 (11.73)	42.81 (100.00)	42.99	-0.18
84.4.92 (39.4.40)	215.53 (100.00)	234.34	-18.81	135.96 (53.50)	18.15 (7.14)	100.00 (39.35)	254.11 (100.00)	273.71	-19.60
16.7.71 (53.1.15)	31.44 (100.00)	46.74	-15.30	27.48 (57.04)	0.89 (1.85)	19.81 (41.12)	48.18 (100.00)	57.59	-9.41
54.4.46 (59.9.99)	90.78 (100.00)	124.97	-34.19	37.14 (36.07)	18.18 (17.66)	47.65 (46.27)	102.97 (100.00)	101.52	+1.45
40.2.22 (33.5.5.5)	119.88 (100.00)	119.88	..	96.14 (47.88)	59.35 (29.56)	45.31 (22.56)	200.80 (100.00)	200.80	..
66.9.93 (61.0.0.7)	109.60 (100.00)	115.78	-6.18	27.20 (27.62)	5.31 (5.39)	65.97 (66.99)	98.48 (100.00)	95.15	+3.33
52.5.5.6 (75.9.9.3)	69.22 (100.00)	94.49	-25.27	20.96 (24.94)	3.80 (4.52)	59.28 (70.54)	84.04 (100.00)	109.56	-25.52
21.31.3.1 (32.0.0.9)	66.41 (100.0)	66.41	..	34.26 (60.83)	7.76 (13.78)	14.30 (25.39)	56.32 (100.00)	56.32	..
59.8.8.3 (22.4.3.4.3)	266.78 (100.00)	266.78	..	241.77 (79.08)	5.84 (1.91)	58.12 (19.01)	305.73 (100.00)	305.73	..

TABLE X

Enrolment, staff strength and teacher-pupil ratio for university departments and affiliated colleges
(excluding Boards of intermediate education)

Year	No. of universities (excluding deemed universities)	No. of colleges	Enrolment in			Staff strength in			Teacher-pupil ratio in		
			university depts.	affiliated colleges	Total	university depts.	affiliated colleges	Total	university depts.	affiliated colleges	Total
1951-52	30	762	N.A.	N.A.	4,00,052	N.A.	N.A.	23,880	N.A.	N.A.	1:16.8
1956-57	33	1,107	N.A.	N.A.	6,60,544	N.A.	N.A.	36,504	N.A.	N.A.	1:18.1
1961-62	46	1,783	1,32,064 (13.5)	8,48,316 (86.5)	9,80,380 (100.0)	9,313 (14.8)	53,740 (85.2)	63,053 (100.0)	1:14.2	1:15.8	1:15.5
1966-67	70	2,749	2,21,642 (13.2)	14,60,370 (86.8)	16,82,012 (100.0)	14,900 (16.0)	78,351 (84.0)	93,251 (100.0)	1:14.9	1:18.6	1:18.0
1967-68	70	2,899	2,59,317 (13.5)	16,59,655 (86.5)	19,18,972 (100.0)	17,456 (16.9)	85,724 (83.1)	1,03,180 (100.0)	1:14.9	1:19.4	1:18.6
1968-69	76	3,112	2,85,838 (13.3)	18,57,426 (86.7)	21,43,264 (100.0)	19,058 (17.2)	91,885 (82.8)	1,10,943 (100.0)	1:15.0	1:20.2	1:19.3
1969-70	79	3,297	2,98,080 (12.3)	21,34,550 (87.7)	24,32,630 (100.0)	19,757 (16.6)	99,295 (83.4)	1,19,052 (100.0)	1:15.1	1:21.5	1:20.4
1970-71	84	3,604	3,23,995 (12.4)	22,87,297 (87.6)	26,11,292 (100.0)	21,619 (16.8)	1,07,257 (83.2)	1,28,876 (100.0)	1:15.0	1:21.3	1:20.3
1971-72	86	3,896	3,32,825 (11.7)	25,09,489 (88.3)	28,42,314 (100.0)	22,842 (16.4)	1,16,362 (83.6)	1,39,204 (100.0)	1:14.6	1:21.6	1:20.4
1972-73	90	4,158	3,53,714 (11.4)	27,40,286 (88.6)	30,94,000 (100.0)	24,704 (17.0)	1,20,820 (83.0)	1,45,524 (100.0)	1:14.3	1:22.7	1:21.3
1973-74	95	4,308	3,68,533 (11.8)	27,45,453 (88.2)	31,13,986 (100.0)	26,659 (17.0)	1,29,903 (83.0)	1,56,562 (100.0)	1:13.8	1:21.1	1:19.9
*1974-75	102	4,388	3,53,856	20,12,685	23,66,541	27,830	1,33,952	1,61,782	N.A.	N.A.	N.A.
1975-76	103 (as on 1-8-76)	4,508 (as on 31-3-76)	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.	N.A.

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*Upto 1973-74 enrolment figures do not include intermediate courses. Enrolment data for 1974-75 also excludes re-university and pre-professional courses. As teacher strength would also include the staff for pre-university and pre-professional courses in several universities, teacher-pupil ratio for 1974-75 has not been given.

NOTE: 1. Figures in parentheses represent percentages.
2. N.A.—Not Available.

1. University Development in India (Basic facts and figures), 1971-72, UGC.

2. Annual Reports of UGC, 1972-73, 1973-74 and 1974-75. Staff strength for 1972-73 has been taken from the Annual Report of 1973-74.

TABLE XI

Number of colleges under Section 2(f) of the UGC Act

Year	Affiliation	Degree colleges	Post-graduate	Total	Percentage of total	Total number of colleges	Percentage of affiliated colleges to total number of colleges
1969-70 (as on 1-1-70)	Temporary	969	128	1097	41.8	3297	79.5
	Permanent	1050	475	1525	58.2		
	TOTAL	2019 (77.0)	603 (23.0)	2622 (100.0)	100.0		
1970-71 (as on 1-6-71)	Temporary	1100	163	1263	44.6	3604	78.6
	Permanent	1083	486	1569	55.4		
	TOTAL	2183 (77.1)	649 (22.9)	2832 (100.0)	100.0		
1972-73 (as on 11-5-9-72)	Temporary	1081	178	1259	43.6	4158	69.5
	Permanent	1094	537	1631	56.4		
	TOTAL	2175 (75.3)	715 (24.7)	2890 (100.0)	100.0		
1973-74 (as on 11-12-73)	Temporary	1072	193	1265	42.5	4308	69.0
	Permanent	1109	600	1709	57.5		
	TOTAL	2181 (73.3)	793 (26.7)	2974 (100.0)	100.0		
1974-75 (as on 1-1-12-74)	Temporary	991	214	1205	40.5	4388	67.8
	Permanent	1112	660	1772	59.5		
	TOTAL	2103 (70.6)	874 (29.4)	2977 (100.0)	100.0		

NOTE: Figures in parentheses indicate percentages.

Source: Statistics Unit of UGC.

TABLE XII

Colleges of general education (arts, science, commerce) according to range of enrolment in 1974-75

<i>Enrolment range</i>	<i>No. of colleges</i>	<i>Percentage of colleges in each range</i>
Below 100	340	11.8
100—199	474	16.5
200—299	361	12.5
300—399	270	9.4
400—499	195	6.8
Sub-total (below 500)	1640	57.0
500—999	711	24.7
1000—1499	289	10.0
1500—1999	156	5.4
2000 and above	83	2.9
TOTAL	2879	100.0

Note: (1) The above analysis covers all affiliated colleges for whom data was available for 1974-75.

(2) While bulk of the enrolment data relates to 1974-75, for a few colleges data of 1973-74 has been taken into account.

(3) The enrolment figures exclude pre-university/intermediate classes.

Source : Statistics unit of UGC.

TABLE XIII

Stagewise enrolment: universities and affiliated colleges
(1974-75)

Stage	University departments and university colleges	Affiliated colleges	Total	Percentage in affiliated colleges		
				1974-75	1973-74	1972-73
Graduate	2,05,719	18,69,320	20,75,039	90·1	90·2	90·2
Postgraduate	1,14,014	1,20,100	2,34,114	51·3	51·4	49·4
Research	16,022	1,955	17,977	10·9	12·6	14·9
Diploma/Certificate	18,101	21,310	39,411	54·1	56·1	58·1
TOTAL	3,53,856	20,12,685	23,66,541	85·1	85·3	85·4

Source: UGC Annual Report, 1974-75.

TABLE XIV

Percentages of passes at different examinations
(All universities combined)

Examination	Percentage of passes in the year				
	1956	1961	1966	1971	1974
B.A.	45.6	46.4	54.3	59.9	54.0
B.Sc.	45.9	45.3	54.5	56.7	50.1
B.Com.	46.1	46.6	54.2	58.8	55.2
M.A.	69.9	82.2	77.3	77.4	75.0
M.Sc.	77.2	77.3	78.9	78.2	80.0
M.Com.	77.5	82.7	72.6	73.5	61.8

Source : Statistics Unit of UGC.

TABLE XV

Rate of growth of enrolment in India and some other countries
(1950-60 & 1960-70)

S. No.	Country	Average growth rates of enrolment in higher education (as a percentage)		Number of students per 10,000 inhabitants	
		1950-60	1960-70	1960	1970
1	AAfghanistan	16.1	15.0	1	4
2	IIndia	9.4	12.0	15	36
3	IIndonesia	22.0	15.6	5	20
4	IIsrael	11.9	12.8	74	180
5	JJapan	6.2	8.7	85	176
6	KKorea	10.5	7.4	40	63
7	PPakistan	7.9	11.2	N.A.	29
8	PPhilippines	4.0	8.6	110	172
9	SSri Lanka	N.A.	10.1	5	10
10	AAustria	4.5	4.5	55	81
11	BBulgaria	5.8	5.0	78	117
12	CCzechoslovakia	7.6	3.4	69	89
13	FFrance	4.0	11.9	47	129
14	GG.D.R.	N.A.	3.1	59	80
15	FF.R.G.	6.9	5.6	52	83
16	GGreece	N.A.	10.4	34	86
17	HHungary	3.2	6.1	45	78
18	IIItaly	1.5	9.8	54	128
19	NNetherlands	5.7	8.1	92	178
20	RRomania	3.1	7.8	39	75
21	SSpain	4.7	9.5	29	65
22	SSweden	6.8	12.9	56	176
23	UU.S.S.R.	6.7	6.7	112	189
24	U.K.	N.A.	7.1	58	108
25	YYugoslavia	8.8	6.4	76	127
26	AArentina	8.2	4.3	87	113
27	BBrazil	6.5	16.2	14	46
28	CColombia	7.9	14.0	15	40
29	Mexico	8.4	12.2	22	49
30	CCanada	N.A.	12.6	110	300
31	U.S.A.	N.A.	9.0	198	414
32	CCongo	N.A.	17.1	4.8	19.1
33	EEgypt	N.A.	7.4	41.4	64.4
34	GGhana	N.A.	13.7	2.2	6.0
35	KKenya	N.A.	25.3	1.5	8.5
36	AAustralia	N.A.	7.5	96	143
37	NNew Zealand	N.A.	7.1	151	301

Note: Higher education includes: (a) education provided in universities and equivalent institutions leading to the award of a degree;
(b) teacher training provided in non-university institutions;
(c) other education provided in non-university institutions.

Source: Statistical Reports and Studies on Higher Education: UNESCO publication, 1975.

TABLE XVI

Public expenditure on higher education (as percentage of GNP)

Country	Year	Public expenditure on education		Public expenditure on higher education	
		as percentage of GNP	as percentage of Budget	as percentage of GNP	as percentage of Budget
1. India*	1968	2.9	19.7	0.8	5.8
2. Japan	1971	4.3	20.0	0.5	2.4
3. France**	1971	3.5	18.6	0.8	4.1
4. F.R.C.***	1971	4.5	15.0	1.0	3.2
5. U.K.	1970	5.9	13.2	1.4	3.1
6. Yugoslavia	1971	5.5@	N.A.‡	0.8	N.A.
7. U.S.S.R.	1971	7.0@	13.1	N.A.	N.A.
8. U.S.A.	1970	6.5	17.5	2.0§	5.4§

*Including private expenditure relating to private education (21.2%)

**Expenditure of the Ministry of Education only. Expenditure refers to France and overseas departments together.

***Including West Berlin.

@As percentage of net material product.]

‡Including the expenditure for administration.

Source: UNESCO Statistical Yearbook, 1973.

TABLE XVII

Broad Categories of Plan expenditure during the Fourth Plan

Head	Grant in lakhs of rupees	Percentage of plan expenditure
Capital expenditure on buildings and hardware	5951.76	52.92
Staff including revision of salary scales	1252.99	11.14
Support for research	1250.97	11.12
Other promotional schemes	2790.68	24.82
Total	11246.40	100.00

The UGC gives grants under more than 150 budget heads. Sometimes it is difficult to classify a budget head under mutually exclusive broad categories like hardware or support for research on the one hand, and promotional schemes, on the other. Therefore, this summary table gives only a rough indication of allocation of grants under broad categories.

The main items under the categories are given below:

Capital expenditure on buildings and hardware

- (i) Buildings (academic and residential including staff quarters and hostels).
- (ii) Equipments
- (iii) Medical colleges and attached hospitals of central universities (mainly on buildings, equipment, etc.)
- (iv) Development of campuses of central universities.

- (v) Indo-USSR credit projects, mainly used towards imports of specialised equipments from USSR and the expenditure for construction of buildings.

Support for research

- (i) Research schemes
- (ii) Fellowships etc.
- (iii) Centres of advanced studies and special assistance to selected departments
- (iv) Area studies

Other Promotional Schemes

- (i) Examination reform
- (ii) Books and journals
- (iii) Students welfare schemes
- (iv) Teacher training programmes
- (v) Summer institutes, seminars, etc.
- (vi) Correspondence courses
- (vii) Adult education
- (viii) writing of books
- (ix) University centres for postgraduate studies
- (x) COSIP
- (xi) Centenary Grants
- (xii) Miscellaneous schemes
- (xiii) Miscellaneous expenditure incurred by UGC on seminars, conferences, etc., including expenditure under section III in respect of which university-wise break-up is not available.

TABLE XVIII

Grants by UGC towards some non-priority items
(1966-67 to 1973-74)

<i>Head of expenditure</i>	<i>Expenditure in lakhs of rupees</i>		
	1966-67 to 1968-69	1969-70 to 1973-74	1966-67 to 1973-74 <i>Total</i>
1(a) Chalk boards, shooting ranges, overhead tanks, water coolers, tubewells, cycle sheds, film clubs, Gandhi Bhavans, Nanak Chair, Tagore Chair, Centenary grants	17.98	36.05	54.03
(b) Hospitals attached to medical Colleges of Aligarh and Banaras universities.	..	229.46	229.46
<i>Sub-total</i>	17.98	265.51	283.49
2. Establishment of printing presses.	10.94	13.83	24.77

Source : Annual Accounts of UGC, 1966-67 to 1973-74.

TABLE XIX

Enrolment targets and achievements in the Fourth Plan

(figures in lakhs)

Age-group/class	1968-69	1973-74(1) (target)	1973-74 (likely position)
	(0)	(1)	(2)
6-11/I-V-VV			
boys	342.10 (93)	412.50 (105)	393.53 (100)
girls	201.79 (57)	273.30 (73)	244.01 (66)
total	543.89 (76)	685.80 (90)	637.54 (84)
1-14/VIVII-VIII			
boys	87.11 (45)	121.90 (56)	104.92 (48)
girls	33.40 (18)	59.10 (29)	45.37 (22)
total	120.51 (32)	181.00 (45)	150.29 (36)
4-17-V-118/IX-XI/XII			
boys	50.90 (29)	70.00 (35)	61.60 (31)
girls	17.40 (10)	26.90 (14)	23.40 (12)
total	68.30 (20)	96.90 (25)	85.00 (22)
7-23/u/university stage			
total	16.90 (2.9)	26.60 (3.9)	*30.00 (4.4)

*UGC's Annual Report 1973-74 puts the figures at 35.80 (including enrolment in intermediate classes in U. P.)

(1) In the case of secondary and university education these are estimates.

Note : Figures in parentheses indicate enrolment as percentage of the population of the relevant age-group.

Source : Draft Fifth Five Year Plan—Planning Commission (P. 191).

STAFF OF

U. G. C. Review Committee

1. Education Officer	Shri H.C. Malik (from December 1975)
2. Officer on Special Duty.	Shri K.S. Verma (January—September 1976)
3. Senior Personal Assistant/	Shri K.C. Kapur (from April 1976—He was preceded by Shri V.P. Sud and Shri S.C. Banerjee between September 1975 and March 1976).
4. Personal Assistant/Stenographer	Shri M.R. Kataria (May 1975—June 1976); Shri Sureshanand (from July 1976)
5. Assistant	Shri Amar Nath (from May 1975)
6. Stenographer	Shri Janardan Sharma (from September 1975)
7. Typist	Shri B.K. Aggarwal (from May 1975)
8. Typist	Shri Shambhu Dayal (from October 1975)

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