

Report of the Committee to enquire into the working of Central Universities



**UNIVERSITY GRANTS COMMISSION
NEW DELHI**

1984

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the working of the Central Universities**

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PREFACE

The University Grants Commission appointed a Committee in January, 1982 to enquire into the working of the Central Universities. The composition and terms of reference of the Committee are as under:—

COMPOSITION

- | | |
|--|------------------|
| 1. Dr. (Mrs.) Madhuri R. Shah | <i>Chairman</i> |
| *2. Professor Rais Ahmed
formerly Vice-Chancellor,
Kashmir University,
Department of Physics,
Aligarh Muslim University,
Aligarh. | <i>Member</i> |
| 3. Dr. (Mrs.) Ashima Chatterjee
Department of Chemistry,
Calcutta University,
Calcutta. | <i>Member</i> |
| **4. Dr. G. Ram Reddy
Vice-Chancellor,
Osmania University,
Hyderabad. | <i>Member</i> |
| 5. Dr. Ramesh Mohan
Director,
Central Institute of English &
Foreign Languages,
Hyderabad. | <i>Member</i> |
| *** Shri R.K. Chhabra
Secretary, UGC. | <i>Secretary</i> |

TERMS OF REFERENCE

- (a) To examine whether the Central Universities are fulfilling the objectives set for them in their Acts and Statutes;
- (b) To examine the general state of discipline in the Central Universities, causes of periodic disturbances in the campuses and remedial action therefore;

* Since appointed Vice-Chairman, UGC.

** Since appointed Vice-Chancellor, Andhra Pradesh Open University.

*** Since appointed Consultant, UGC.

- (c) To examine the adequacy of the machinery in the Central Universities to deal with the grievances of students, teachers and the administrative staff and suggest measures for strengthening corporate life in these universities;
- (d) To examine the desirability of evolving a code of conduct for political parties and to set limits to their involvement in the University affairs; and
- (e) to suggest such other measures of reform as are necessary for the efficient functioning of Central Universities and promoting an academic atmosphere conducive to study and scholarship on the campuses.

Programme of Work

The Committee met on February 10, 1982 and also had a meeting with the Vice-Chancellors of the Central Universities on the same day. In the course of its deliberations, the Committee considered the scope of its terms of reference and reviewed the purposes which lead to its appointment. The Committee also gave thought to the nature of situations and forces which tend to reappear with untiring frequency, vitiate normal academic activities and divert academic energies to lesser pursuits, which are ugly and barren.

The Committee was not insensitive to the colossal and costly waste of irreplaceable human and material resources and to the blighting of promising talent, as well as halting of processes vital to national growth, and well being, caused by the state of indiscipline in the universities. However, the Committee felt that it would be futile to list the-already-well-known-factors which block normal life of the universities. It considered it prudent to confine its major concern to what it felt was necessary to help the universities to reorient and realign the manner of their functioning, to enable them to realise more effectively the ends for which they were established and the expectations for which the nation strains to pay the heavy cost on their maintenance.

The Committee is alive to the general aims of university education which are hallowed by tradition and sanctified by centuries of experience, and it reiterates that essentially the universities are centres of free and untrammelled thinking and that their function is to create and preserve a climate of reflexion essential for free and bold pursuit of truth, irrespective of where it leads. As such, a university is both a centre of conservation and innovation as well as a pace-setter in regard to cultivation of national character, habits and tastes. However, the Committee feels that it should not confine its consideration only to those objectives which in accordance with the Acts and Statutes of each of the Central Universities define its special role, but should also consider the wider and universally accepted purposes which are connoted by the term 'University' and which inspire all university charters and acts.

The Committee feels that constant rethinking of the purposes of the university, especially in the light of the needs and challenges of the age, is one of the major roles of the university.

The Committee decided to collect certain statistical information, views and suggestions of the Vice-Chancellors, representatives of the Associations of Teachers, Students and non-teaching staff of the universities on the various terms of reference. A press note was also issued inviting views and suggestions from the general public.

The Committee had discussions with regard to the terms of reference with a number of distinguished persons. These persons included the Vice-President of India, Chief Justice of India, Speaker of Lok Sabha, Lt.-Governor of Delhi, previous Vice-Chancellors, eminent educationists and journalists whose list is given in Appendix.

The Committee visited the universities and discussed its terms of reference with senior academics and the representatives of the Associations of Teachers, Karamcharis and Students. The Committee also met the representatives of the Association of Principals of Delhi Colleges.

The visits (which in certain cases had to be postponed for various reasons as constraint of time and convenience of the persons and universities) to the different universities were arranged as follows:

1. University of Hyderabad	August 19, 1982
2. Jawaharlal Nehru University	September 25, 1982
3. North-Eastern Hill University	December 6-8, 1982
4. Banaras Hindu University	January 1-2, 1983
5. Visva-Bharati	January 18-19, 1983
6. Aligarh Muslim University	May 20-21, 1983

The Committee had decided to visit Delhi University on October 7, 1982 but in view of the strike in the University it met the various representatives in the UGC office.

The Ministry of Education was also requested to send a note indicating their perception of the problems besetting the Central Universities. We were informed as follows:

“We have carefully considered the matter. The terms of reference of the Committee are clear and specific. These terms of reference do not indicate that the Committee has to consider any problem that the CENTRAL GOVERNMENT faces *vis-a-vis* the Central Universities. We are not therefore sure of the scope and the nature of the note sought by the Committee. We are of the view that while the Committee is free to seek any information on specific points from various sources, including Government, which the Committee may require in connection with its deliberations and arrive at their

own conclusions on the basis of such information, it may not be appropriate for the Government to identify a set of problems and refer it to the Committee for consideration, in view of the specific nature of its terms of reference.”

However the Ministry of Education referred certain matters for the consideration of the Committee which we have dealt with or taken into account in the following Chapters.

We are grateful to all those whom we have met. Our discussions with them have not only helped us in understanding the existing situation in the universities but also in formulating some of the recommendations contained in this Report.

The Central Universities are in a state of perpetual crisis and are faced with problems some of which are beyond their competence to solve. We have to ask many questions in order to appreciate the causes of the crisis. Is it due to lack of clarity in understanding the aims of university education on the part of the people, the academics or the decision-makers?

Is it true that the universities are subjected to continuing pressures from within and without? What forces and powers prevent disciplinary action against and punishment of the guilty in the universities?

Is the administrative machinery of the universities competent to face the problems which it must? If not, how can it be revitalised?

These and a number of other issues demand clear answers. Ordinarily, the role of the universities is bound by what is allowed to them by law. Nevertheless, as a national sanctuary for free-thinking and as setter of standards of morals and values, its authority may be invisible but unlimited. Unfortunately, the intellectual, cultural and ethical values, which the universities are expected to uphold and preserve, are easily subordinated to lesser concerns on the part of the university community. The Committee, however, is hopeful that, when facts are properly presented and understood in the light of long term national interests and wider human good, and when there is awakening of respect for lasting human values—the earnest involvement of the university community, concerned institutions and the Government, it will be possible to stem the rot that has set in, and reverse the distressing trends.

We hope that a series of inter-connected recommendations which we have made here after careful thought and much consultation, when implemented by the Government, the UGC and the universities, will bring about a healthy all round change in the university atmosphere.

We are forwarding this Report with the expectation that prompt action will follow its submission.

CHAPTER—I

TO EXAMINE WHETHER THE CENTRAL UNIVERSITIES ARE FULFILLING THE OBJECTIVES SET FOR THEM IN THEIR ACTS AND STATUTES

1.1 We have closely examined the Acts and Statutes of the seven Central Universities. The Acts of most of these universities do not clearly define the objectives for which the universities were established. In some cases they refer only to the 'expediency' of establishing them, but do not specifically refer to either the moral, cultural or intellectual qualities to be cultivated in the alumni or to the pursuit of excellence, national integration and socio-economic development to which the universities may contribute. In the case of Visva Bharati and Jawaharlal Nehru University, however, there has been specific mention of the purposes for which they were established. In the case of Visva Bharati the founder himself had laid down certain ideals for the University, and the Jawaharlal Nehru University was to endeavour to promote the principles for which Nehru stood in his life time.

1.2 North Eastern Hill University was set up to meet the educational needs of the region and the University of Hyderabad was set up as a result of the Six-point Formula agreed to for the State of Andhra Pradesh.

1.3 We now examine how the different Central Universities came into existence.

The Central Legislature in 1857 passed Acts for the establishment of universities at Calcutta, Bombay and Madras. The universities which were established later in British India viz. Panjab (1882), Allahabad (1887), Banaras (1916), Patna (1917) and Aligarh (1920) could also be regarded as Central, as the power to legislate for these universities was exclusively vested in the Centre at that time, and their incorporation was by Acts of the Central Legislature.

1.4 Calcutta University had the status of a Central university for a long time as it was located in the then Capital of the country, and the Governor General was its Chancellor. Calcutta University continued to be a Central University even after the Capital was shifted to Delhi in 1911.

1.5 However, due to Report of Montague—Chemsford (1919), education became a transferred subject under the provincial government, and as a consequence all the universities (except Banaras Hindu University and Aligarh Muslim University, which for obvious reasons continued to be with the Central Government) were transferred to the Provincial Governments.

1.6 In 1922, Delhi University was established and since the university was

set up in the Capital which was outside the jurisdiction of any provincial government, it was retained under the direct control of the Centre.

1.7 With the enactment of the Government of India Act of 1935, these three universities (Banaras Hindu University, Aligarh Muslim University and Delhi University) were included in the Union List I, and thus they remained Central Universities. With regard to these three universities the Radhakrishnan Commission Report (1948-49) observed as follows :

“Banaras and Aligarh are Central Universities because of the conditions of their foundations and the traditions which they have built up. These two institutions owed their inception to donations and endowments collected from all over the country. As the Hindu or the Muslim University they appealed to the members of the community, and students from all parts of the country were attracted to them. The technological and professional institutions could by virtue of the training they imparted, draw students from every province. Delhi is central mainly because geographically, it is outside any fulfilled Province, and the Capital city, is able to draw students from other parts of the country. The Central Government has done for Delhi University what Provincial Governments do for the universities of their provinces.”

1.8 With the promulgation of the Constitution in 1950 they were listed in entry 63 of Union List.

1.9 In 1951, Parliament passed an Act which declared the institution known as ‘Visva Bharati’ to be an Institution of National Importance, and provided for its functioning as a unitary, teaching and residential university. Though no specific objectives were laid down in the Act of Visva Bharati, Section-6 (K) of the Act prescribed one of the Powers of the University as follows:

“to do all such things as may be necessary, incidental or conducive to the attainments of all or any of the objects of the University and in particular the attainment of the objects set out in the first schedule for which the institution known as Visva Bharati was founded by the late Rabindranath Tagore”.*

1.10 Subsequently, three more Central Universities were established by Acts of Parliament viz. Jawaharlal Nehru University (1969), North Eastern Hill University (1973) and the University of Hyderabad (1974).

1.11 Section 4 of Jawaharlal Nehru University Act prescribes the objects of the university as follows:

“The objects of the University shall be to disseminate and advance

*First Schedule of Visva Bharati Act is at Annexure-I.

knowledge, wisdom and understanding by teaching and research and by the example and influence of its corporate life and in particular the objects set out in the first Schedule”.*

1.12 North Eastern Hill University started functioning at Shillong in August, 1973. Its jurisdiction extends to the States of Meghalaya, Nagaland and the Union Territories of Arunachal Pradesh and Mizoram. A Bill has recently been introduced in Parliament to exclude Arunachal Pradesh from the territorial jurisdiction of this university, and the establishment of a university in Arunachal Pradesh has been accepted in principle.

1.13 Section 4 of the Act of this University provides for its objects as follows:

“The objects of the University shall be to disseminate and advance knowledge by providing instructional and research facilities in such branches of learning as it may deem fit; to pay special attention to the improvement of the social and economic conditions and welfare of the people of the hill areas of the North Eastern region and, in particular, their intellectual, academic and cultural advancement”.

1.14 Section 4 of the Act of the University of Hyderabad provides as follows:

“The objects of the University shall be to disseminate and advance knowledge by providing instructional and research facilities in such branches of learning as it may deem fit and by the example of its corporate life, and in particular, to make special provisions for integrated courses in humanities and science in the educational programmes of the University and to take appropriate measures for promoting interdisciplinary studies and research in the University.”

1.15 With the promulgation of the Constitution, the Acts of Aligarh Muslim and Banaras Hindu Universities were amended in 1951 so as to bring them in line with the different provisions of the Constitution. The Act of Delhi University was also amended in 1952. By this significant amendment, Delhi University, which was originally a unitary and teaching University, was changed into a teaching and affiliating University, and its territorial jurisdiction, which was originally within ten miles radius of the Convocation Hall, was extended to the State of Delhi.

1.16 Though the Acts of the universities established after 1951 i.e. Visva Bharati, Jawaharlal Nehru University, North Eastern Hill University and University of Hyderabad as indicated above had the defined objectives, in the case of Aligarh and Banaras Universities there was still no clear defi-

*First Schedule of Jawaharlal Nehru University Act is at Annexure-II.

dition of the objectives. Banaras Hindu University Inquiry Committee, however, in its Report, given in 1969, enunciated the objectives and the role of Central Universities as follows:

“In this connection, there is one point of some importance to which we wish to refer. The Banaras Hindu University like the Aligarh Muslim University the Delhi University, Visva Bharati and the Jawaharlal Nehru University, are Central Universities and the Union Government fully finances, through the University Grants Commission, the expenditure incurred by these institutions. The question which arises is what should be the special features of a Central University. Central Universities should not be regarded as central merely because the Central Government finances them. They should have distinctive character of their own. The Central Universities should seek to supplement and not always duplicate the facilities and achievements of the State Universities. The State Universities, though they should function in every possible way as all India institutions, have a basic responsibility to the needs of the State and the local community and sometimes these may not coincide exactly with the order of priorities and demands of other parts of the country or the country as a whole. However, in the case of the Central Universities their role and responsibility is clear—it is to function effectively and vigorously on an all India basis, to help build up a corporate intellectual life in the country and to further national integration. Broadly speaking, the Central Universities should provide courses which need facilities (in terms of staff and equipment) ordinarily beyond the reach of State Universities or for which the demand would be too small if limited only to the requirements of an individual State. There is another aspect to which we would like to refer as it has reference to the special functions and responsibilities of Central Universities. It is well known that in our country, just as some areas are economically backward, so are some areas educationally backward; and we feel that the Central Universities should regard it as a part of their special function to contribute towards removal of imbalances from the academic life of our country, and take suitable action to help deserving students from educationally backward areas. In order to achieve this object such facilities as may be necessary should be made available to the Central Universities. We are aware that the University Grants Commission has been concerned with some of the problems outlined above and we have no doubt that the Commission will look into these matters further.”

1.17 We broadly agree with the observations made above regarding the

role and responsibilities of Central universities and are of the opinion that they are still valid.

1.18 We, therefore, are of the view that Central universities should have an all-India character to be reflected in admissions, appointments and the nature of their courses and programmes, and they should cultivate excellence in all spheres of their activity, particularly in view of the large financial inputs available to them.*

1.19 All the Central Universities have to be examined in the light of the above criteria.

Banaras Hindu University

1.20 The Committee has found that it is the admission policy adopted by the University which has been mainly responsible for the erosion of its all India character, except in a few Faculties.

1.21 For admission to the B.A., B.Sc. and B.Com.(Hons.) and Pass Courses, the Academic Council determines, each year, the total number of students to be admitted and the eligibility conditions for these admissions. While the admission is made on the basis of the mark obtained by a candidate at the previous examination, students passing out of the schools run by the University, and those passing out of the Central School located in the campus are allowed a weightage of ten points. In addition, weightage varying from five to ten points is given to candidates who have obtained certificates of N.C.C. or have participated in approved sports activities, which is also available to students from within the University. It has been provided that the weightage may be given on more than one count, but the total weightage in no case shall exceed fifteen points.

1.22 The University has provided reservation for SC/ST and physically handicapped students. Foreign students are admitted according to the norms prescribed. A special feature of this University is that in addition to the weightage as indicated above, a quota of "supernumerary" seats subject to a maximum of 5% is reserved for admissions of sons and daughters of its employees in various courses where admissions are made on the basis of merit and not through competitive examinations.

*Central Universities having been established by Acts of Parliament have to be provided funds exclusively by the Central Government through the University Grants Commission. Although the funds as allocated compare favourably neither with international standards nor with the standards visualised in the Education Commission Report, their funding on the whole is more satisfactory than that of the State Universities; hence their over-all academic performance has to be better. The Statement at Annexure-III indicates the maintenance grants paid to these universities out of Non-Plan funds since 1965-66.

1.23 For admission to the postgraduate courses, other than those in the Institute of Technology, Institute of Medical Sciences, Institute of Agricultural Sciences and the Department of Management Studies, the University has provided for weightage as well as reservations on the same basis as for undergraduate courses. The students graduating from its four affiliated colleges are also entitled to this weightage.

1.24 Admissions to the Institute of Technology is, however, made on the basis of a Joint Entrance Test with the I.I.Ts and in the Institute of Medical Sciences for M.M.S.,* B.F.A.** and B. Music Courses on the basis of a competitive examination conducted by the University. The University has also decided to admit students to the B.Sc. (Agri.) course on the basis of a similar Test from the session 1983-84.

1.25 It has also been noted that Banaras Hindu University is so pressurised by the local students and staff that when due to disturbances, the academic session was lagging a year behind schedule, instead of declaring a zero year, the University decided on fresh admissions to courses in Arts, Science, Commerce, Social Sciences, Education & Agriculture, and ran parallel classes for the first year by paying honorarium to its teachers for the additional workload. Such a decision which would have its repercussions for the next few years should have been avoided. Not only that, we find from the information supplied by the University, that against an intake capacity of 1025 fixed by the Academic Council, 1521 students had actually been admitted.

1.26 The University had also started evening classes for B.A. courses some-time back. This was to meet the needs of local students and employed persons. With the introduction of +3 courses at the degree level in the University departments, the University is contemplating the introduction of bridge courses for the students passing out of the Evening College.

1.27 We are of the view that it is not the responsibility of a Central University to stretch its resources to meet the educational needs of all local students. We would therefore recommend that the University should phase out the evening classes. We are of the opinion that the educational needs of local students should be basically met by the State Government, by providing for them in existing colleges or if necessary through a new college. We would suggest that the Central Government should pursue this matter with the U.P. Government.

1.28 In this University the over-all figures of the enrolment during 1978-79 indicate the following composition of the student body:

*Master of Management Studies

**Bachelor of Fine Arts

***ENROLMENT OF STUDENTS FOR THE YEAR 1978-79**

<i>Sl. No.</i>	<i>Faculty</i>	<i>Course</i>	<i>Total No. of students</i>	<i>No. of students from U.P.</i>	<i>%</i>	<i>No. of students from adjacent States</i>	<i>%</i>	<i>No. of students from other States</i>	<i>%</i>	<i>Foreign students</i>	<i>%</i>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>	<i>6</i>	<i>7</i>	<i>8</i>	<i>9</i>	<i>10</i>	<i>11</i>	<i>12</i>
1.	Arts	B.A.	1107	1031	93.13	48	4.3	14	1.2	14	1.2
		M.A.	1194	992	83.08	129	10.8	35	2.9	38	3.1
		Library Science, Journalism & Physical Education	170	130	76.5	23	13.5	16	9.4	1	0.6
2.	Social Science	B.A.	1364	1154	84.06	133	9.7	41	3.0	36	2.6
		M.A.	859	732	85.02	63	7.3	40	4.6	24	2.8
3.	Institute of Medical Sciences	M.B.B.S.	305	228	74.7	41	13.4	16	5.2	20	6.5
		M.D./M.S. M.D. (Ayrv.), M.C.H.	263	104	39.5	59	22.4	100	38.0	—	—
4.	Law	LL.B.	642	577	89.8	42	6.5	23	3.5	—	—
		LL.M.	29	27	93.1	1	3.4	1	3.4	—	—
		B.Ed.	198	180	90.9	11	5.5	3	1.5	4	2.02
5.	Education	M.Ed.	20	20	100.0	—	—	—	—	—	—
		B.Sc. (Ag.)	357	266	74.5	22	6.1	67	18.80	2	0.5
6.	Agriculture	M.Sc.	166	143	86.1	3	1.8	20	12.0	—	—
		B.Com.	717	499	69.6	147	20.5	52	7.2	19	2.6
7.	Commerce & Management	M.Com.	187	145	77.5	26	13.9	16	8.5	—	—
		M.M.S.	195	141	72.3	15	7.6	38	19.4	1	0.5
		B.A.	967	866	89.5	37	3.8	48	4.9	16	1.6
8.	Mahila Mahavidyalaya	B.Sc.	435	342	78.6	61	14.0	27	6.2	5	1.1
		Total	9175	7577	82.58	861	9.3	557	6.07	180	1.96

*Data for the Faculties of Engineering and Technology, Science, Performing Arts, Visual Arts, Oriental Learning and Theology and Evening College has unfortunately not been supplied.

1.29 A perusal of even the incomplete data supplied by the University for 1978-79 shows that out of the total number of students on the rolls during this year, 82.6% were from U.P., 9.3% from the adjacent States and 6.1% from other States. Furthermore, it is well known that the figures for U.P. represent students from only a few districts of the large State, and so does "adjacent States" implies only a few districts of Bihar. This situation is of great concern to the Committee, and some measures to restore an All-India character to this great institution will be suggested.

1.30 With regard to the teaching staff about 72.4% is from U.P., as borne out by the Table below:

STAFF POSITION 1980-81—FACULTY-WISE

<i>Sl. No.</i>	<i>Institute</i>	<i>Total No. of Lecturers, Readers & Professors</i>	<i>No. who are from U.P.</i>	<i>Per-centage</i>	<i>No. who are from States not adjacent to U.P.</i>	<i>Per-centage</i>
1	2	3	4	5	6	7
1.	Faculty of Arts	167	132	79.0	25	16.0
2.	Faculty of Social Sciences	78	62	79.5	8	6.0
3.	Faculty of Science	238	185	77.7	42	17.0
4.	Institute of Technology	249	176	70.6	68	27.0
5.	Institute of Medical Sciences	198	111	56.06	66	29.0
6.	Faculty of Law	33	25	75.8	5	15.0
7.	Faculty of Performing Arts	23	11	47.8	12	52.0
8.	Faculty of Visual Arts	24	17	70.8	4	16.0
9.	Faculty of Oriental Learning and Theology	30	10	33.3	7	23.0
10.	Institute of Agriculture Sciences	58	45	77.6	8	15.0
11.	Faculty of Education	21	20	95.0	1	4.7
12.	Faculty of Commerce and Management Studies	35	32	91.0	1	2.8
13.	Mahila Mahavidyalaya	115	83	72.1	21	18.2
14.	Evening College	34	34	100.0	—	0.0
Total		1303	943	72.4	268	20.56

1.31 During 1975-81, 93% of the posts of Professors, 89.9% of Readers were filled by internal candidates, and 72% of the Lecturers were appointed from amongst those who were Research scholars or temporary Lecturers in the university, as is shown from figures below. These figures reinforce

our findings on increasing localization and inbreeding in the university, about which the Committee is greatly concerned.

ANNUAL RECRUITMENT OF TEACHING STAFF

<i>Year</i>	<i>No. of Pro-fessors of the appoin- ted</i>	<i>No. of Readers University appoin- ted as Pro-fessors</i>	<i>%</i>	<i>No. of Readers appoin- ted</i>	<i>Lecturers of the University appoin- ted as Readers</i>	<i>%</i>	<i>No. of Lect- urers appoin- ted</i>	<i>No. of Research Scholars/ temporary Lecturers appointed as Lec- turers</i>	<i>%</i>
<i>1</i>	<i>2</i>			<i>3</i>	<i>4</i>	<i>5</i>	<i>6</i>	<i>7</i>	
1976	8	8	100	17	16	94	13	11	84.6
1977	9	9	100	15	14	93	12	9	75.0
1978	3	3	100	7	5	71	11	5	45.4
1979	45	42	93	104	96	92.3	108	85	78.7
1980	8	7	90	16	15	93.7	30	24	80.0
1981	7	6	87	18	13	72.2	55	32	58.1
Total	80	75	93.7	177	159	89.8	229	166	72.4

Powers of the University

1.32 Before we deal with the powers of the University, it is pertinent to refer to the two Enquiry Committees appointed by the Visitor in pursuance of the Banaras Hindu University Act. This University has been the only Central University where such enquiries had been held, the first under the chairmanship of Dr. A.L. Mudaliar in 1957 and the second under the chairmanship of Dr. P.B. Gajendragadkar in 1969.

1.33 Following a series of disturbances in the University, the Visitor appointed the P.B. Gajendragadkar Committee, to enquire into the state of unrest and agitation in the University at that time, and to make recommendations for remedying the situation.

1.34 The Committee had recommended (a) certain short-term measures intended to restore an atmosphere of normalcy in the University, to enable it to pursue its legitimate functions without disturbance and disruption and (b) long-term measures involving comprehensive reforms in the structure and functioning of the University, with special reference to the maintenance of its all-India character.

1.35 The short-term measures recommended included the following:

- (i) Immediate amendment of the Act and Statutes of the University;
- (ii) Dissolution of the existing authorities including the Standing Committee of the Academic Council;
- (iii) Re-constitution of the Executive Council and the Court of the University, with all the members nominated by the Visitor; and
- (iv) Appointment of a new Vice-Chancellor.

1.36 The Visitor had accepted these recommendations, and in August, 1969 the President promulgated an Ordinance, which was later replaced by an Act of Parliament. This Act continues to be in force even now.

1.37 Of particular significance among the amendments made in the Act were that (a) the Vice-Chancellor will be appointed by the Visitor on the recommendation of the selection committee constituted by him and (b) the Executive Council shall discharge its responsibilities subject to the control of the Visitor. Such powers have not been assigned to the Visitor in the Acts of other Central Universities. Even though the Executive Council is nominated by the Visitor and is expected to discharge its responsibilities subject to the control of the Visitor, we regret to record that the Executive Council had taken decisions, under pressure, on certain matters, which, unfortunately, accentuated the problems in the University, and also created problems for other Central Universities.

1.38 Amongst the significant long-term measures recommended by the Committee were:

- (a) The Central Universities need supplement and not duplicate the facilities and programmes of State Universities. They should effectively maintain their all-India character. As it happened, the Banaras Hindu University had a substantial undergraduate enrolment drawn largely from the neighbouring areas of eastern U.P. and Western Bihar. If the University has to maintain and strengthen the quality of education imparted by it, the University should confine its teaching activities mainly to postgraduate courses and technical and professional courses. The University should give admission only to those who have already obtained a first-degree.
- (b) The University should not concern itself with pre-University B.A., B.Sc., B.Com., and the existing Women's College (which provided only undergraduate courses) should be closed.
- (c) The two high schools; which are, at present, run by the University should not be run by the University; and

- (d) The University need not continue the affiliation of the colleges in Varanasi which provide for undergraduate education. These colleges should be the responsibility of the State Universities and the State Government.

1.39 The present Committee had enquired from the Government of India as to the final decision taken by the Visitor on the recommendations of the Enquiry Committee (1969). The following reply was received:

“Kindly refer to your D.O. letter No. F. 1-5/10/82 (NP. 1) (RGOI) dated 4th October, 1982 regarding the decision of the Visitor on the recommendations of the BHU Inquiry Committee Report (1968). Despite best efforts we have not been able to locate the relevant file on which Visitor’s Orders on the recommendations of the BHU Inquiry Committee were obtained. Our efforts are, however, continuing and we shall write to you again as and when the relevant file is located.”

1.40 However, from the perusal of the records in the Commission it has been observed that the recommendations of the Inquiry Committee were referred to the Commission for advice. In the meantime, the Education Minister had convened a meeting of the Vice-Chancellors of the Central Universities and the Chairman, UGC to consider the recommendations of the Inquiry Committee in the light of the observations made by the Executive Council of Banaras Hindu University.

1.41 While at this meeting the recommendations regarding the all India character of the University were accepted; the conclusion reached regarding the University shedding under-graduate classes in non-professional education and disaffiliation of the colleges etc. was not endorsed. The University was expected to gradually increase the Post-graduate element in their programmes. The recommendations regarding the running of schools by the University was not endorsed by the Committee. At this meeting taken by the Education Minister, it was also observed:

“with a view to promoting national integration and attracting students from all over India, a national scheme of scholarships for postgraduate studies may be instituted for all the Central Universities. To begin with 500 scholarships may be awarded every year under this scheme and the number may be increased to 1000 at the end of the Fourth Five Year Plan. It was suggested that State-wise allocation of these scholarships may be made and the possibility of arranging a common examination for selection of scholars may be explored.

As working out of the details of the scheme will take sometime, 200 scholarships may be awarded on an ad-hoc basis during 1970-71."

1.42 No positive action however seems to have been taken even on the above conclusions, and the University, over the years, has been increasing its enrolment at the undergraduate level and also at the postgraduate level.

1.43 Even though this university was incorporated as a teaching and residential one, Section 15(1) (2) of the Act provides that it could admit to its privileges Colleges and Institutions including High Schools within a radius of fifteen miles from the main temple of the university. This is, however, subject to the proviso that no such college or institution after the commencement of the Banaras Hindu University (Amendment) Act, 1966, shall be admitted to any such privilege of the university.

1.44 At present, four colleges are affiliated to the University. The Banaras Hindu University Visitorial Enquiry Committee had recommended that these four colleges should be affiliated to another State university as in the case of other colleges located in the city of Varanasi. As indicated above the present Committee has not been able to ascertain the final decision taken by the Visitor on this recommendation of the 1969 Committee, but in the light of the conclusions arrived at the meeting with the Education Minister, these colleges still continue to be affiliated to Banaras Hindu University. During the Committee's discussion with the representatives of these colleges, it was impressed on us that in view of historical reasons they may continue to be affiliated to Banaras Hindu University.

1.45 These colleges were paid maintenance grant by the U.P. Government on the same basis as for other private managed colleges. However, the recent decision taken by the U.P. Government to pay the salary of the staff has not been extended to these four colleges which are governed by the old grant-in-aid formula. This has led to large accumulation of deficit, and in some cases teachers were not paid their salary for months. The representatives of the colleges impressed upon the Committee that either the UGC or the Government of India should take over the responsibility of paying the maintenance grants to them, as in the case of Delhi colleges.

1.46 The Committee would have normally recommended that these colleges should get themselves affiliated to a State University and the U.P. Government may deal with them. But, in view of the lack of final action on the part of the Government on the recommendation of Banaras Hindu University Enquiry Committee in this regard, we are constrained to recommend that these colleges may continue to be affiliated to Banaras Hindu University

however the grant-in-aid rules for these colleges should be the same as for the other colleges affiliated to the universities in U.P. The Government of India may in the first instance negotiate this with the U.P. Government.

1.47 On reviewing the powers of the University we observe that the University while it had the necessary resources it has hardly taken any affective steps "to promote the study of religion, literature, history, sciences and art of Vedic, Hindu, Buddhist, Jain, Islamic, Sikh, Christian, Zoroastrian and other Civilisation and Cultures", and to co-operate with other universities and authorities which it was expected to do. If the University takes positive steps to fulfill these objectives, it should receive support from the Government and the University Grants Commission.

Aligarh Muslim University

1.48 The Committee has found that the admission policies followed by the University have not been conducive to the maintenance of an All India Character.

1.49 The University follows the following procedure for admission to courses other than M.B.B.S., B.Sc. (Engg.) Diploma in Engineering, M.B.A., B. Lib. Science, M. Lib. Science, Education, B.U.M.S., and Computer Sciences:

- First Priority — 1st and IInd class students of the Aligarh Muslim University if they are otherwise eligible.
- Second Priority — 1st class external candidates.
- Third Priority — All internal eligible candidates.
- Fourth Priority — External candidates on merit.

1.50 The University has reserved 5% seats for SC/ST candidates out of 20% seats reserved for certain defined categories of candidates (such as sons and daughters of employees and old students etc.) to be admitted by the Vice-Chancellor at his own discretion from amongst the eligible candidates for all courses except M.B.B.S. However, if suitable candidates of this category are not available, the seats are allotted to other candidates.

Note: In each course it is to be ensured that external candidates with 1st Division according to merit to the extent of 10% of the approved intake are admitted.

1.51 In this University the over-all figures of the admissions during 1976-82 indicate the following composition of the student body:

<i>Year</i>	<i>Total new enrolment all classes</i>	<i>From UP</i>	<i>%</i>	<i>From adjacent States</i>	<i>%</i>	<i>From Distant States</i>	<i>%</i>	<i>Foreigners</i>	<i>%</i>
1976-77	3374	2860	84.7	190	5.6	268	7.9	56	1.6
1977-78	4908	4259	86.7	227	4.6	299	6.1	123	2.5
1978-79	4692	3583	76.3	505	10.7	410	8.7	194	4.1
1979-80	5820	4317	74.1	914	15.7	364	6.2	255	4.3
1980-81	4862	3473	71.4	869	17.8	421	8.6	99	2.0
1981-82	4132	3495	84.5	296	7.1	171	4.1	170	4.1
Total	27788	21987	79.1	3001	10.79	1933	6.95	897	3.2

1.52 It will be seen that the number of students entering the University from U.P. alone constitute 79.1% of the total strength, mostly drawn from a few districts; 10.8% of the students are from the adjacent States, mainly Bihar; whereas only 6.5% are from other States. The percentage of foreign students is 3. The students belonging to the minority community, therefore, are also mainly from U.P. and Bihar, and thus the University has not been in a position to maintain an all India character even for them.

1.53 It has been observed that there has been considerable weightage for internal students due to the admission policy of the University as indicated above, i.e. the admission rules lay down that all 1st and IInd division students would be admitted before students from other universities are considered. We understand that the university is taking some measures to improve this. It is only in the case for M.B.B.S., B.Sc. (Engg.), Diploma in Engg., M.B.A., B. Lib. Sc., M. Lib. Sc., B.Ed., Computer Science and B.U.M.S. the University conducts an admission test and reserves 50% of the seats for internal candidates for these courses.

1.54 In the case of teaching staff, about 81% are from U.P.

STAFF POSITION 1980-81 FACULTY-WISE

<i>Faculty</i>	<i>Total No. of Lecturers, Readers and Professors</i>	<i>No. who are from U.P.</i>	<i>%</i>	<i>No. who are from States not adjacent to U.P.</i>	<i>%</i>
Science	202	142	70	18	18.9
Arts	125	99	79	17	13.6
Social Sciences	157	123	78	18	11.4
Commerce	23	21	91	01	4.3
Medicine	155	139	89	06	3.8
Engineering	208	181	87	15	7.2
Law	18	15	83	01	5.5
Technology	18	18	100	—	Nil
Total	906	738	81	76	8.0

1.55 During 1976-81, 93% of posts of Professors, and 90% of Readers were filled from internal candidates, 84% of Lecturers were appointed from amongst temporary Lecturers and Research Scholars of Aligarh Muslim University.

ANNUAL RECRUITMENT OF TEACHING STAFF

<i>Year</i>	<i>Professors</i>	<i>Readers of the Univ. appointed Professors</i>	<i>%</i>	<i>Readers</i>	<i>Lecturers of the Univ. appointed Readers</i>	<i>%</i>	<i>Lecturers</i>	<i>Research Scholars Temp. Lect. of University appointed Lecturer</i>	<i>%</i>
1976	05	05	100	11	09	81	18	17	94
1977	14	13	92	19	18	94	20	17	85
1978	13	13	100	23	21	91	12	12	100
1979	08	08	100	41	37	90	32	25	78
1980	02	01	50	03	03	100	07	06	85
1981	05	04	80	11	10	90	23	18	78
Total	47	44	93.6	108	98	90.7	112	95	84.8

1.56 It will be seen that the position here is in no way different from that of Banaras Hindu University except that the inbreeding at Lecturer's level is even more.

Powers of the University

1.57 On examining the powers of the University, we have observed that as a Central University, it is in an advantageous position from the point of view of funding, but it has hardly taken any effective steps to develop cooperative or collaborative teaching or research programmes with other universities and authorities; to appoint persons working in any other university, institution or organisation as teachers of the University for a specified period; and to declare a Department of Studies to be an autonomous department. It may be noted that Aligarh Muslim University is the only University amongst Central Universities which has not changed over to the nationally accepted 10+2+3 system so far. However, we understand that the University is actively engaged in drawing up a suitable scheme for this purpose.

1.58 The Committee noted that the Aligarh Muslim University Act, was last amended in 1981 and the following additional powers were assigned to the university:—

- (i) to promote especially the educational and the cultural advancement of the Muslims of India—Section 5(2) (c).
- (ii) to institute and maintain Halls for the students of the University —Section 5(a) (In the earlier Act the Aligarh Muslim University had the power to institute and maintain within a radius of twentyfive kilometers of the University Mosque, Halls of residence for the students of the University and to withdraw recognition accorded to such place of residence).

1.59 The definition of the “University” was modified as follows:

“University” means “the educational institution of their choice established by the Muslims of India which originated as the Muhammadan Anglo-Oriental College Aligarh, and which was subsequently incorporated as the Aligarh Muslim University.

1.60 It is too early to say how far and in what manner the University would be able to achieve the objectives contained in the Amended Act.

Delhi University

1.61 Delhi University, being located in the Capital of the country, has a special position. It is a teaching-cum-affiliating University and has 54 colleges, ten of which provide facilities for evening classes at undergraduate level.

1.62 In Delhi University, the facilities for Postgraduate Courses in the Faculties of Arts and Social Sciences are provided in the North Campus through day classes, and in some of the subjects also through evening classes; in some subjects at the South Campus, through Non-Collegiate Women's Education Board, External Candidates Cell, and in two subjects (Hindi and Political Science) through Correspondence Courses. The University rules of admission in most of the subjects have been so framed that the 1st preference is given to students who have obtained the Honours degree from Delhi University with 40% to 50% marks or more; the eligibility for the same varies from one course to other. In the case of Honours students seeking admission to M.Sc., courses, the minimum qualifying marks are raised to 60% in certain subjects. However, in case of admission to M.A. courses in History and Economics, students who have obtained 50% marks or above in B.A. (Honours) History examination of Delhi University and 60% marks or above in B.A. (Honours) Economics examination of Delhi University are admitted first. For the remaining seats, the students falling in other categories have to take an admission test conducted by the department concerned, and these are filled on the basis of merit determined by the result of this test, provided that candidates obtaining less than 40% at the test are not eligible for admission.

1.63 The University has provided for relaxation in the eligibility conditions to SC/ST, blind, physically handicapped students, or widows/children of the officers and men of armed forces killed or disabled in action in wars from 1947-48 onwards.

1.64 In the Faculty of Science, although no preference is given to the B.Sc. (Honours) students of Delhi University for admission to M.Sc. courses in Physics, Chemistry, Botany and Zoology, by the very nature of the Honours courses of this University, a very large proportion of the students admitted are those who have obtained their Honours degree from Delhi University. In the case of M.Sc. course in Anthropology first preference is given to students of Delhi University, without any minimum eligibility conditions.

1.65 Out of the three medical colleges in Delhi, two are Government maintained colleges and the third is directly run by the University. In all these three colleges 410 seats are available. Out of these, 138 seats are reserved for SC/ST etc. and the remaining 272 seats are filled on the basis of an entrance examination conducted by the University. However, only 50 seats are treated as being common both for candidates from Delhi and outside in order of merit. The balance of 222 seats are reserved for candidates from Delhi only. The only Engineering College affiliated to Delhi University is managed by Delhi Administration, and admission is given mainly to students from Delhi, with reservation of some seats for students coming from other States.

1.66 Although admissions to M.A. courses are made directly by the University, the students are registered in Colleges (assigned) which are also expected to arrange tutorials for them. Postgraduate teaching is carried out, except in Medicine, Engg., Home Science, Nursing and Pharmacy, by the University appointed teachers. Some of the teachers of the colleges also participate in such teaching in subjects other than those in the Faculty of Science. Such co-operative teaching however is marginal. Even assignment of college teachers for co-operative teaching is generally delayed, and does not give adequate time to them for preparation. It was brought to the notice of the Committee by practically all the persons who met the Committee that though the tutorials are indicated as a part of the work-load of the teachers, they are hardly held, except in a few colleges.

1.67 At the undergraduate level, the University provides two parallel courses of three years duration after +12 years schooling, i.e. Honours and Pass/General. In the case of Honours courses, apart from the qualifying subjects, a student is expected to offer a main subject and two subsidiaries. However, while determining the grade for the Honours degree, only marks obtained in the main subject are taken into account, and no weightage is given for subsidiary subjects, even though they may have a direct academic bearing on the main subject. It has been represented to us that in view of this neither teachers nor students take these subjects seriously. Another special feature of the Delhi University colleges is that teachers of the colleges, are permitted to have one day off in a week, i.e. the teachers attend the college for five days in a week. According to information available with us, this practice does not exist in any other college in the country.

1.68 Admission to these courses is made mainly through the colleges. At the beginning of each year there is a pressing demand from the public either to increase the seats or to open new colleges, in view of the increase in the number of students passing out of +12. The main pressure however is that all eligible candidates should be given admission through formal education. The eligibility condition of 40% was prescribed over a decade ago when the examination system was different. But with the change in the same and a very large number being awarded high marks the minimum eligibility, condition needs to be reviewed. In any case, opening of new college is not the solution to this problem. We are of the view that the University, in consultation with the colleges, should fix seats in different courses, and while ensuring admissions on merit with certain reservations, there should be provision for such of the candidates who cannot be admitted, to join the non-formal stream, for which provision exists in the University.

1.69 We may, however, add that the School of Correspondence Courses of the University, which is the oldest such Centre in the University, has not

been functioning satisfactorily. The University may take steps to review the work of the School and bring it in line with the guidelines of the U.G.C.

Post-graduate Admissions

1.70 From the information supplied by the university, it is observed that the postgraduate intake agreed to by the University in all courses, both day courses and evening courses is about 4,000. The LL.B. Course, in addition provide for an intake of 1500 per year and for B.Ed. for about 200 (75 students being awarded scholarships for B.Ed. courses).

1.71 From the data available, it is observed that in several cases the actual enrolment is much less than the available seats, particularly in the evening courses. In fact, in certain evening courses the admission made could be adjusted within the total seats available in the North Campus itself. The University should review this and consider discontinuance of evening courses where enrolment is low. In some subjects the facilities are provided both in the North and South Campuses, whereas the total admission requirements could have been met by one campus only. The University should examine this, so as to avoid duplication of efforts and resources. The position regarding admission to the Postgraduate Courses through Non-Collegiate Women's Board is in no way better and this also needs looking into.

1.72 We have been informed that Delhi University is heavily burdened with the conduct of examinations particularly at the undergraduate level both for formal and non-formal courses. In fact, sometimes the University has to enlist the Ministerial staff (instead of teachers) to invigilate at the examinations because of non-availability of teachers. The University itself conducts the examination for all students at the end of each year of the three-year course. Many Universities which have adopted 3 years degree course conduct the first university examination at the end of the second year and the second at the end of the third year.

1.73 We would at this stage itself, make the following recommendations as these would be applicable to only this University:

- (a) It is not a sound academic principle to hold lectures and tutorials in different places without coordination between the two. Qualified teachers of colleges may participate in Postgraduate teaching, wherever possible. The Delhi University should take the responsibility of direct admission to Postgraduate courses and for holding Lectures, Tutorials and Seminars in the University Departments.
- (b) The tutorial system for undergraduate classes in Colleges should be reviewed immediately and necessary steps be taken to ensure that it functions effectively. If necessary drastic measures may be taken for this purpose to safeguard the interest of the students.

- (c) Teachers should be available in the institutions on all working days of the week, both for teaching and guidance to students and the practice of an off day should be discontinued.
- (d) The examination for the undergraduate courses at the end of the 1st year should be conducted by the colleges concerned as part of internal assessment. If the semester system is introduced there could be two semester examinations conducted by the colleges. It is suggested that the evaluated answer scripts should be returned to the students, who could, if they so desire, discuss the evaluation with the teachers concerned.

1.74 In view of the admission rules for Postgraduate Courses, as indicated above, it is only to be expected that the majority of students would be graduates of Delhi University. Even the fellowships made available to the Centres of Advanced Studies are given mostly to internal students. The enrolment figures of the students admitted to the first year classes of undergraduate courses statewise are not available with the University of Delhi. Similarly, the figures in respect of students enrolled at the School of Correspondence Course, non-collegiate women's Education Board, and some other students directly enrolled by the University, have not been supplied. However, from the figures available for the enrolment of last six years (1976-1981), it is seen that on an average, the total number of students belonging to Delhi constitute 71% of the total strength, and on an average 7% of the students come from the adjacent states, viz. U.P. and Haryana. The percentage of students from the nearby state of Punjab is 3%.

1.75 As regards the faculty, 40% belong to Delhi as revealed by the Table below:

STAFF POSITION 1981—FACULTY-WISE*

<i>Faculty</i>	<i>Total Staff Prof. + Reader + Lecturers + Res. Associates</i>	<i>No. who are from Delhi</i>	<i>Percen- tage</i>	<i>No. who are from States adjacent to Delhi</i>	<i>Percen- tage</i>
1. Arts	141	59	41.8	80	56.7
2. Science	209	85	40.6	83	39.7
3. Law	67	30	44.7	35	52.2
4. Social Sciences	121	43	35.5	68	56.1
5. Commerce	16	6	37.5	10	62.5
Total	554	223	40.25	276	49.81

*Information regarding University College of Medical Sciences, Faculties of Music and Fine Arts, Mathematics, Education and Management studies has not been supplied.

1.76 It may be seen from the Table given below that 82% of the posts of Professors and 77% of Readers were filled by Internal candidates. In the case of Lecturers 33% were appointed from amongst temporary Lecturers and Research Scholars.

ANNUAL RECRUITMENT OF TEACHING STAFF

<i>Year</i>	<i>Pro- fes- sors</i>	<i>Rea- ders of the Univ. appoin- ted as Profs</i>	<i>%</i>	<i>Rea- ders</i>	<i>Lec- turers of the Univ. ap- pointed as Rea- ders</i>	<i>%</i>	<i>Lect- urers</i>	<i>Re- search Scholars Temp. Lecturers of Univ. appointed as Lec- turers</i>	<i>%</i>
<i>1</i>	<i>2</i>	<i>3</i>	<i>4</i>	<i>5</i>	<i>6</i>	<i>7</i>	<i>8</i>	<i>9</i>	<i>10</i>
1976	7	7	100	13	12	92.3	2	1	50
1977	11	7	63.6	18	16	88.8	—	—	—
1978	16	14	87.5	16	11	68.7	1	1	100
1979	7	5	71.4	19	14	73.6	—	—	—
1980	9	8	88.8	24	16	46.0	9	—	—
1981	6	5	83.3	23	18	78.2	3	3	100
	56	46	82.1	113	87	76.9	15	5	33.3

1.77 In order to raise the standards of education the University Grants Commission had prescribed minimum qualifications for recruitment to the posts of Lecturers. We regret to record that Delhi University is the only Central University, which did not follow these guidelines. Instead of prescribing M.Phil./Ph.D. qualifications as essential in accordance with policy laid down by the UGC, Delhi University dealt with them as desirable only. Similarly the requirement of a high second class M.A. was lowered to 50%*. It is hoped that the situation will be rectified since the UGC has promulgated Regulations in this regard.

1.78 We regret to note that in the case of college teachers, even though the qualifications and the scales of pay are the same as for University appointed lecturers, the majority of those appointed are persons who have obtained their Postgraduate degrees from Delhi University. From the evidence of the

*We understand the University has recently changed this from 50 to 55%.

distinguished persons whom the Committee met, this is due to the composition of the Selection Committees and the role played by the concerned Head of Department. We were informed that at the beginning of the academic year when the posts of Lecturers are advertised by different colleges, some of the Heads of the University Departments concerned, (who are assisted by another teacher of the same Department as an expert) go to the extent of preparing a list even before the selections are held, of persons who have to be accommodated in a particular college. We would, therefore recommend that since the scale of pay of the Lecturers in the colleges and the University are identical and so are the qualifications, the constitution of the selection committees, particularly in relation to the appointment of experts, should be on the same basis as for University appointed Lecturers.

Powers of the University

1.79 On examining the powers of the University, we have observed that the university has taken no action on the following important items:

- (i) to declare, with the consent of the Colleges concerned, in the manner specified by the Academic Council, Colleges conducting courses in the Faculties of Medicine, Technology, Music or Fine Arts, as autonomous colleges.
- (ii) to set up one or more College Administrative Councils for two or more colleges with such composition, powers and functions as may be laid down in the Statutes.

1.80 Though Delhi University has set up a South Campus, the concept of such a Campus has not yet crystallised, and although it has brought under its purview a number of colleges for administrative purposes, not much seems to have been done in this regard.

1.81 The Committee regrets to record that the University over the years has not framed any Statutes under (i) and (ii) above, which were two important powers given to it for the running of the university. No effort has been made to decentralise administration, and in fact every problem of the colleges, however small it may be, becomes the problem of the University, irrespective of the fact whether it comes within its purview or not.

Visva-Bharati

1.82 The Visva-Bharati was declared an institution of national importance by an Act of the Parliament to provide for its functioning as a unitary, teaching and residential university. This process seems to have been followed, since, in 1951 the Constitution did not permit the Central Government to set up a university in a State.

1.83 There is no specific provision indicating the objects of the University, but under the Powers of the University it has been provided as follows:

“to do all such things as may be necessary, incidental or conducive to the attainment of all or any of the objects of the University and in particular the attainments of the objects set out in the First Schedule for which the institution known as Visva-Bharati was founded by the Late Rabindranath Tagore.”

1.84 The objectives spelt out in the 1st schedule are laudable and have not lost their validity with the passage of time. But the development of the University has generally been on the lines of other traditional universities. We did not find much evidence of a serious pursuit of these objectives in spite of the fact that the University has a number of Departments including those of languages of both the East and the West, and of Philosophy & Comparative Religion etc. The studies seem to be examination oriented.

1.85 On the basis of information supplied 81.7% of the students admitted were from West Bengal, 13.8% from other States and 4.8% foreign students.

<i>Year</i>	<i>Total new enrolment all classes</i>	<i>Total from West Bengal</i>	<i>Percentage</i>	<i>Total from adjacent States</i>	<i>Percentage</i>	<i>Total Foreigners</i>	<i>Percentage</i>
1977	721	630	87.3	50	6.9	41	5.6
1978	805	652	80.9	108	13.4	45	5.5
1979	922	679	73.6	193	20.9	50	5.4
1980	911	751	82.4	121	13.2	39	4.2
1981	1458	1228	84.2	187	12.8	43	2.9
Total	4817	3940	81.7	659	13.6	218	4.5

1.86 75% of the teachers recruited come from West Bengal. Amongst the Professors 80%, of the Readers 66%, and 78% of the Lecturers are from West Bengal.

STAFF POSITION 1980-81 FACULTY-WISE

<i>Faculty</i>	<i>Total number of Lecturers, Readers and Professors</i>	<i>Number who are from West Bengal</i>	<i>Percentage</i>	<i>Number who are from a State not adjacent to West Bengal</i>	<i>Percentage</i>
Science including Agricultural Science	73	64	87.6	9	12.3
Humanities including Social Sciences	204	153	75.0	51	25.0
Total	277	217	78.3	60	21.6

1.87 If the position of overall staffing pattern is analysed, it would be seen from the above table that in the Science faculty 87.6% of the teachers are from West Bengal and in the Humanities faculty including Social Sciences 75% are from West Bengal. The extent of inbreeding is obvious.

1.88 It may further be seen from the table given below that 38.3% of the posts of Professors and 73.1% of the posts of Readers were filled by internal candidates. In case of Lecturers, 13.9% were appointed from among the temporary Lecturers and Research Scholars.

ANNUAL RECRUITMENT OF TEACHING STAFF

<i>Year</i>	<i>Professors</i>			<i>Readers</i>			<i>Lecturers</i>		
	<i>Professors</i>	<i>of the Univ. appointed as Professors</i>	<i>%</i>	<i>Readers</i>	<i>of the Univ. appointed as Readers</i>	<i>%</i>	<i>Lecturers</i>	<i>Research Temp. Lecturers of Univ. appointed as Lecturers</i>	<i>%</i>
1976	3	3	100	8	2	25	6	1	16.2
1977	1	—	0	4	4	100	8	1	12.5
1978	5	1	20	11	11	100	24	5	20.8
1979	4	2	50	11	6	54.5	33	3	9.09
1980	3	—	0	6	6	100	9	2	22.2
1981	2	1	50	1	1	100	6	—	0
Total	18	7	38.3	41	30	73.1	86	12	13.9

1.89 During 1970-71, there were disturbances in Visva-Bharati, which not only resulted in heavy damage to its property, but also in the death of an office superintendent. The University had to face serious difficulties in its day to day working on account of the negative attitude adopted by certain persons, and this had vitiated the academic life and the smooth working of the administration of the university. To remedy the situation, an Ordinance was promulgated to amend the Visva-Bharati Act. By this amendment, the Court, the Executive Council, the Academic Council and certain other bodies of the University were replaced by nominated bodies.

1.90 The Union Minister of Education appointed a Committee in February, 1974 under the Chairmanship of Justice S.A. Masud of Calcutta High Court, to determine the lines on which Visva-Bharati be developed and to recommend the guidelines for the amendment of the Visva-Bharati Act. The Committee submitted its report in July, 1975. The Government have since introduced a Bill in Parliament to amend the Act of Visva-Bharati.

Jawaharlal Nehru University

1.91 The objectives for which this University was set up is given in the First Schedule referred to in Section 4 of the Act. It may be stated that when the idea of setting up of a second university in Delhi was mooted, it was intended that it would be another teaching-cum-affiliating university and also take the responsibility of affiliating some of the colleges already affiliated to Delhi University. In the meeting of the Select Committee, however, the entire concept of the University was changed, as the University was to be named after Jawaharlal Nehru.

1.92 An analysis of the student enrolment figures for the year 1979-80—1982-83 at Jawaharlal Nehru University reveals that at the M.A./M.Sc. courses 12.2% of the students are from Delhi, 15.72% are from U.P ; 22.05% are from Bihar and 14.37% are from Orissa. The Southern States' students constitute 12% of the total enrolment and the remaining 23.52% are from rest of the country.

1.93 A similar trend is also maintained as regards admission to M. Phil. and Ph.D. courses. The percentage of students from Delhi for such courses is 12.35% for U.P. 16.6%, Bihar 15.5%, Orissa 12.8% and Southern States 16.3%, while 26.3% are from the rest of the country.

COMPOSITION OF ENROLMENT OF STUDENTS

<i>Year</i>	<i>Course</i>	<i>Total</i>	<i>Delhi</i>	<i>%</i>	<i>U.P.</i>	<i>%</i>	<i>Bihar</i>	<i>%</i>	<i>Orissa</i>	<i>%</i>	<i>South- ern</i>	<i>%</i>	<i>Other States</i>	<i>%</i>
1979-80	M.A.-M.Sc.	460	61	13.3	68	14.8	108	23.5	52	11.3	52	11.3	119	25.8
	M.Phil-Ph.D.	320	41	12.8	52	16.3	46	14.4	26	8.1	58	18.1	97	30.3
1980-81	M.A.-M.Sc.	472	67	14.2	72	15.3	90	19.1	62	13.1	60	12.7	121	25.6
	M.Phil-Ph.D.	352	33	9.3	64	18.2	58	16.5	42	11.9	57	16.2	98	27.8
1981-82	M.A.-M.Sc.	482	37	7.6	87	18.0	111	23.0	86	17.8	58	12.0	103	21.3
	M.Phil-Ph.D.	358	47	13.1	64	17.8	60	16.8	49	13.7	63	17.6	75	20.9
1982-83	M.A.-M.Sc.	481	66	13.7	71	14.8	109	22.6	74	15.3	58	12.0	103	21.4
	M.Phil-Ph.D.	365	52	14.2	52	14.2	52	14.2	64	17.5	50	13.6	95	26.0

1.94 This is the only Central University which has the following provision for merit-cum-means Scholarships awarded by it directly.

- (a) M.A., M.Sc. 50% of the enrolment
 (b) School of Language 75% of the enrolment for M.A. (including five years of M.A. in Foreign Languages). The number of such scholarships is 50% for M.A. in Hindi-Urdu (two years Course).

1.95 The awards made during 1979-83 were:

<i>Year</i>	<i>School of International Studies</i>	<i>School of Social Sciences</i>	<i>School of Languages</i>	<i>School of Life Sciences</i>	<i>Total</i>
1979-80	27	114	120	8	269
1980-81	28	117	120	10	275
1981-82	31	137	110	9	287
1982-83	12	113	150	11	286

1.96 School-wise allocation of Junior Research Fellowships for M.Phil./Ph.D. is:

<i>School of</i>	<i>1979 to 1981 No. of J.R.F. allocated</i>	<i>1982-83 No. of J.R.F. allocated</i>
International Studies	54	60
Social Sciences	148	165
Languages	48	54
Life Sciences	31	35
Computer Science	10	13
Environmental Science	32	36
Total	323	363

1.97 There has been a great deal of criticism of the admission policy adopted by the university. It has neither been conducive to the maintenance of high academic standards which was expected of a university of this special nature named after Jawaharlal Nehru, nor to the maintenance of an all-India character in the matter of its student population.

1.98 The admission policy (1982-83)* laid down by the University is stated to be governed by the following principles:

- (i) "to ensure the admission of students with academic competence and potentialities of high quality so that its alumni may be able to play their role in the process of national construction and social change in a meaningful manner;
- (ii) to ensure that an adequate number of students from the under-privileged and socially handicapped sections of our society are admitted to the University; and
- (iii) to maintain the all-India character of the University by having on its rolls a fair representation of students from different regions of the country, especially the backward areas.

The methods for evaluation of academic merit and potentialities may differ from discipline to discipline and should be left to the Centres concerned.

In order to ensure the admission of an adequate number of students from under-privileged sections of society, an index of social deprivation should be constructed and should be given adequate weightage at the two stages of the admission process i.e. screening of applications and actual admission.

An index of social deprivation should be constructed by compositing the value of the following indicators with the weightage mentioned against each:

(a) Economic Deprivation	—	7	
(i) Income upto Rs. 400/- p.m.	...	7	
(ii) Income from Rs. 401/- to Rs. 700/- p.m.	...	5	
(iii) Income from Rs. 701/- to Rs. 1,000/-	...	3	

Note No. 1 : For public school students no income deprivation points be given for admission unless they have sufficient proof to show that they studied on scholarships. They would, however, be eligible to be considered for award of M.C.M. scholarships on the basis of their guardians' present income and subject to the upper ceiling as prescribed in the Ordinances.

Note No. 2 : In respect of service class, basic pay plus personal pay, if any, (excluding D.A., H.R.A., C.C.A. etc.) alone will be taken into account for purpose of calculation of economic deprivation points.

*The original decision of the A.C. regarding this was modified under pressure from Students and this is now the final version.

(b) Social Deprivation	—	9	
(i) Scheduled Castes		...	9
(ii) Scheduled Tribes		...	9
(iii) Backward class		...	6
(iv) Other educationally backward and deprived groups		...	3
 (c) Regional Deprivation	—	4	
(i) Districts of 4th Quartile		...	4
(ii) Districts of 3rd Quartile		...	2
(Provided that the district of origin would be ordinarily identified as the district in which the applicant studied for the High School.)			

Note No. 1 : Applicants coming from public schools located at backward areas shall not be entitled for any weightage on regional deprivation.

Note No. 2 : While the SC/ST candidates shall be eligible for deprivation points on all the above three counts, the candidates other than SC/ST shall be eligible for deprivation points only for the best two of the above three counts.

Note No. 3 : The SC/ST candidates wishing to compete in the general category (thereby implying beyond 20 per cent reservation prescribed for SC/ST candidates) shall have to forego the points earmarked for social deprivation. For the purposes of award of fellowship, however, the deprivation points accruing to him/her from the three components i.e. social, economic and regional will be taken into account. The SC/ST candidates would however, have to exercise the option for competing in general category before the commencement of the admission processes.

In order to prepare a list of students to be called for viva voce/written admission test, a merit list should be prepared on the following basis:

(i)	Marks obtained in the previous examination/examinations	...	80%
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Weightage to be given to the B.A. or B.A. (Hons). in the subject concerned, B.A. or B.A. (Hons.) in ancillary or other disciplines, other post-graduate degrees/diplomas; teaching and research orientation and experience, and publications, will be decided by the Centre concerned in consultation with the Student Faculty Committee of the Centre; provided that B.A. degree of Universities which do not have an Honours programme will be treated on par with B.A. (Hons.)

(ii)	Index of Social Deprivation	...	20%
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*Ordinarily a minimum of 4 candidates shall be invited for test and interview against one seat. In addition all the candidates who have secured first class in qualifying examination and those who were in receipt of national

*The University has a provision under which students coming from beyond 300 Kms. are paid travel expenses to come to Delhi for taking the admission test. In spite of this facility it is not attracting students from different parts of the country. This may be because the test is held only in Delhi and not in other places, as in the case of I.I.T's admission tests.

scholarship, Science Talent Search Scholarships/merit scholarships who do not figure in the list prepared on the above basis, as well as all eligible SC/ST, physically handicapped candidates who have passed the qualifying examination irrespective of their percentage of marks shall also be invited for test and interview

Admission should be made according to merit list to be prepared on the following basis:

	<i>M.Phil./Ph.D.</i>	<i>M.A.</i>
(a) Academic Merit (80)		
(i) Marks obtained in previous examination/examinations	20	30
(ii) Viva Voce test	40	30
(iii) Written test	20	20
(b) Index of Social Deprivation	20	20

Provided that a(i) above will be assessed in terms of the clarification under 5(i).

Though no scheme of weightages to ensure admission of students coming from different parts of the country is being suggested, it is hoped that the Centres and the Schools would keep this factor in view while conducting admissions to the University.

Other things being equal, students with proven interest in sports and other extra-curricular activities should be given preference.

In view of the limited facilities and with a view to providing an opportunity to the fresh entrants, the students, who already hold Master's or M.Phil. degree from this University or any other University though, technically eligible for admission to the same programme i.e. M.A./M.Phil. as the case may be, but other things being equal, new entrants to the new programme who satisfy the basic qualifications would receive preference over those who already hold comparable degree to which admission is sought.

While screening the applications calling the candidates for interview for the first year of the five year integrated M.A. programme, preference may be given to fresh senior school certificate students (10+2) or students whose senior school certificate fell in the preceding year.

In the light of the objectives of the University as spelt out in the first schedule, steps should be taken to ensure that students from outside India especially from the developing countries join the rolls of University in adequate numbers.

Special care should be taken to ensure that admission at the M.Phil./Ph.D. level do not get restricted to those holding the Master's degree of the Jawaharlal Nehru University. This category of students has been educated in the Jawaharlal Nehru University environment and would have generally

an edge over others in the assessment of suitability for research in this milieu. This should, however, not lead to the negation of the all-India character of the University especially in the light of the fact that the catchment area for admission at this stage is far wider than at the M.A. stage.

Students Faculty Committee should be associated with the admission processes at the stage of the application of the principles of screening and the construction of the merit index in terms of the agreed formula as given in (6).

The Student Faculty Committee shall act as a recommendatory body. The maximum number of candidates to be admitted shall be discussed in the S.F.C. The recommendations shall be minuted. Where there is a difference of opinion, the differing opinions will be forwarded to the statutory bodies for its consideration and whose decision will be final.

Note: The weightage given for the purpose of admission to candidates belonging to Scheduled Caste, Scheduled Tribe, Backward Class and economically weaker sections of society, will be entertained only if the relevant columns in the application form in this regard are correctly filled in and the necessary certificates (regarding SC/ST, income etc.) from the authorities concerned are attached with the application form. Any weightage given will not count if the requisite certificates are not submitted latest at the time of interview for admission.

1.99 Even some of the good intentions behind this policy were defeated because of the manner in which it has been implemented over successive years. Different centres interpreted the above policy according to their convenience and the pressure of students. It gave weightage to economic, social and regional deprivation in admissions. We are informed that this has been grossly misused and that certificates required in support of economic and other deprivations were forged by the students or others for the benefit of the candidates coming from the States to which they belonged or for whom admission was to be arranged by interested groups and the University did not take any active steps to verify them. Also, the weightage given for interview in the matter of admissions has come in for considerable criticism.

1.100 We are constrained to record that the University had been rather careless in the past (this is now being rectified) in not bothering about the bogus certificates and issue of bulk application forms to a set of students, which resulted in false admissions and eventually contributed to disturbances in the University.

1.101 The University would have to review the admission policy to ensure an all-India character of the student population in the University, without

sacrificing merit and high academic standards. It should also, as was the case with the School of International Studies when it was deemed to be a University, take up with the State Governments the question of instituting scholarships/fellowships for the students coming from their State.

1.102 An analysis of the recruitment made by the University for various categories of teaching posts during the years 1976 to 1981 reveals that for the posts of Professor 75% of the posts have gone to the Associate Professors of the same University. In the case of recruitment to the posts of Associate Professor during the same period, however, 55.1% of the posts have gone to persons who were working in the lower position in the same university. In case of Assistant Professors, 45% of the posts have gone to persons who were working either as temporary Assistant Professors or Research scholars in the same university. This obviously shows high proportions of recruitment from within for a young university.

1.103 It is noted that out of a faculty strength of 281, only 70 members of the faculty are from Delhi and the rest are from outside Delhi. This means that 75.6% of the faculty members are from other States. Further, if the position is analysed school-wise, it would be seen that in schools of Environmental Sciences and Computer Sciences, the percentage of teaching staff from other States is 93.8% and 90.9% respectively. The lowest percentage of faculty members from other States is seen in the School of Languages, which is at 54.8%. In other schools, the figure is close to the average.

STAFF POSITION 1981-82—SCHOOL-WISE

<i>School of</i>	<i>Total No. of Professors, Associate Professors and Asst. Professors</i>	<i>Number who are from Delhi</i>	<i>%</i>	<i>Number who are from outside Delhi</i>	<i>%</i>
International Studies (SIS)	62	12	19.4	50	80.6
Languages (SL)	84	38	45.2	46	54.8
Social Sciences (SSS)	94	15	15.9	79	84.1
Computer Science (SCSS)	11	1	9.1	10	90.9
Environmental Sciences (SES)	16	1	6.2	15	93.8
Life Sciences (SLS)	20	3	15	17	85.0
U.S.I.C.	1	—	—	1	—
	287	70	24.4	217	75.6

ANNUAL RECRUITMENT OF TEACHING STAFF

<i>Year</i>	<i>Pro- fessors</i>	<i>Asso- ciate Prof of the Univ. appoin- ted as Pro- fessors</i>	<i>%</i>	<i>Asso- ciate Pro- fessors</i>	<i>Asstt. Pro- fessors of the Univ. appoin- ted as Asso- ciate Pro- fessors</i>	<i>%</i>	<i>Asstt. Pro- fessors</i>	<i>Temp. Asstt. Pro- fessors/ Re- search Scholars of the Univ. appoin- ted as Asstt. Pro- fessors</i>	<i>%</i>
1976	7	6	85.7	10	2	20	13	5	38.4
1977	2	1	50.0	6	3	50	13	4	30.7
1978	12	10	83.3	13	5	38.5	17	8	47.0
1979	2	1	50.0	11	9	81.8	18	11	61.1
1980	—	—	—	6	5	83.3	11	6	54.5
1981	1	—	0.0	3	3	100.0	7	2	28.6

1.104 The details of the staff position is shown in the Tables above. It can be said from these Tables that Jawaharlal Nehru University has maintained a better all India character in these early stages of its existence than the older universities.

1.105 One of the objectives of the University was to take special measures to facilitate students and teachers from all over India to join the University and participate in its academic programmes. Apart from what is indicated in the preceding paras, the University has helped in nourishing the erstwhile postgraduate Centre in Manipur which has since developed into a separate University. Further, the University, as provided for in the Act, has admitted National Defence Academy, Pune; Army Cadet College, Dehradun; B.A.R.C., Bombay; and Centre of Development Studies, Trivandrum to the privileges of the University as recognised Institutions. The students and teachers from these institutions participate in the academic programmes approved by Jawaharlal Nehru University.

1.106 These institutions have been recognised under section 5(13) of the Act. But doing so, involves a long drawn out process. Now that Education is a concurrent subject, Parliament may, by law, provide for automatic recognition of such institutions, should the University so desire, either as a

whole or for a specified purpose. We however regret to say that the University has not yet adopted an ordinance for supervision and inspection of these institutions. It is the responsibility of the University to oversee the academic standards of these recognised institutions.

1.107 The Academic Advisory Committee had envisaged starting of the schools of International Studies, Social Sciences, Languages, Life Sciences, Computer and System Sciences, Physical Sciences, Environmental Sciences and Creative Arts (redesignated as School of Arts and Aesthetics).

1.108 The University however has not yet been able to set up schools of Physical Sciences including Mathematics and Arts and Aesthetics. In the absence of some basic disciplines the inter-disciplinary programmes have suffered to a considerable extent.

1.109 We recommend that the University should take steps to set up such Schools without delay. The Schools should function in close collaboration with other related institutions in Delhi.

1.110 Some of the Centres in the University have undertaken research projects in Social Sciences and Sciences to determine the specific needs of Society. But not much work relevant to the social needs has been done except in the Centre of Regional Development. India is a vast country, and such studies, which have social relevance, cannot be undertaken from Delhi alone. The University should therefore recognise more research institutions, so that it can effectively promote such studies with their collaboration.

1.111 Originally, the University had thought of providing for five-year integrated master's courses, the first three years of which were to provide for broad based courses in Humanities, Sciences and Social Sciences. In the School of Languages, which was the first to be started by the University, it provided for such integrated courses in foreign languages, because at that time facilities for effective learning of foreign languages were not widely available at the elementary and undergraduate level. In other Schools, where master's courses are offered, they are only of two years duration. The Committee feels that there is no need to institute either undergraduate courses or convert the two years Master's courses into five years integrated courses, since facilities for undergraduate education are widely available in the country. We are of the view that Jawaharlal Nehru University, if it has to achieve the objects for which it was set up, should not undertake undergraduate education, but should concentrate its efforts and energies, within the limited resources available to it, on post-graduate teaching and research. Even in the School of Languages, the University may consider whether it is necessary to continue the undergraduate courses to the extent

provided at present. In view of the facilities now available for such courses in many other universities it also seems very unlikely that students from other parts of the country will come to Delhi for such courses. In fact the University might consider whether or not the Diploma and Certificate courses provided in the School of Languages should continue.

1.112 The following Table would indicate the number of such students enrolled in the University in the School of Languages.

<i>Year</i>	<i>M. Phil./ Ph.D.</i>	<i>M.A.</i>	<i>Pre-Degree Diploma</i>	<i>Diploma</i>	<i>Certificate</i>	<i>Total</i>
1979-80	123	568	34	234	620	1579
1980-81	143	555	27	205	771	1701
1981-82	179	542	28	214	711	1674
1982-83	180	513	10	196	630	1529

1.113 A feature of enrolment in this University is that during 1979-80 and 1982-83 on the average 28% of the total enrolment is in pre-degree diploma, Diploma and Certificate courses in the School of Languages.

1.114 The Committee has noted that the School of Foreign Languages provides for five year integrated courses in foreign languages, but the development of the courses has been lopsided since due emphasis is not given to its interdisciplinary nature. It is therefore recommended that due weightage be given to the study of history, constitution, economy and foreign policy of the country concerned.

1.115 An important function assigned to the University was to promote inter-disciplinary studies. While some effort has been made in this respect in the School of Life Sciences and Centre for Regional Development, no effective steps have been taken in the Centre of Science policy, Environmental Studies and Community Health. In fact the Centre of Science Policy has been kept in abeyance for the last few years. One of the reasons may be that the University does not have strong departments in basic disciplines without which no inter-disciplinary studies can be fruitfully carried out. Even though the University has also Centres of Foreign Languages, the University has not developed area studies programme to the extent it should have. There is no integration or coordination between the School of International Studies and centres for studies in Foreign Languages. One of the objects of the university was to foster the composite culture of India and establish such departments as may be required for the study and development of languages, arts and culture of India. The Committee has noted

that the university has not taken any effective steps in this direction. Even the composite department of Hindi and Urdu which was set up as a first step in this direction has not been able to make much headway in this direction. Another aspect which needs looking into is the difficulties being experienced by the students with M.Sc. in Life Sciences in getting jobs in the colleges as Lecturers.

1.116 We had requested the JNU to indicate the number of seats fixed for admission to the different courses and have been informed that this number is fixed each year by the Academic Council on the basis of the recommendations made by the Student—Faculty Committee of each Centre. While the University could have such committees to discuss matters of mutual interest which should be defined, we feel that this is a matter which should be determined by the appropriate authority keeping in view the physical and other facilities available in a Centre and that involvement of students in determining the number of seats for the given facilities may lead to conflicts. We hope that the University would examine carefully the existing procedure.

1.117 There is considerable confusion in the Statutes of JNU with regard to the definition of a Department, a Centre of studies and a specialised Centre. We suggest that while reviewing the Statutes of the University in the light of the recommendations made by this Committee, the University should remove the anomaly.

1.118 In accordance with the Ordinances of the University relating to M. Phil. Course, it has been provided that “The Department/Centre shall prescribe the particular courses, and specify the methodology and instructional devices to be adopted. Every such course shall carry such credits as may be determined by the Department/Centre.” It has also been provided that the credit requirement for award of M.Phil. degree be as follows:

“No student, admitted to the Course shall be eligible for the award of M.Phil. degree unless he secures 24 credits in all, out of which the minimum of 3 credits shall be from the course/courses in Research Techniques and Methodology and a minimum of 6 credits for dissertation or monograph or research paper.”

1.119 It has been further provided that the Evaluation procedure be governed by the following:

“Subject to confirmation by the Committee,* the method of evaluation in the courses leading to the M. Phil. degree shall be prescribed and assessment, conducted by the Department/Centre concerned.”

*Committee for the advance studies and research for the school concerned which consists of all internal members of the University.

1.120 Apart from the wide variation of credits between the course work and dissertation in different Departments/ Centres which needs to be re-considered in order to remove complaints which have been made to us, it would also be desirable that in the different Committee constituted for the final award of the degree external expert/s should be associated. This would help in maintaining parity of standards and create greater confidence in the system. This should, however, not be construed to mean that we are not in favour of internal assessment which is a good feature of JNU.

North Eastern Hill University

1.121 The preamble of the Act reads as follows:

“Whereas it is expedient to establish and incorporate a teaching, and affiliating University for the benefit of the people of the hill areas of North Eastern region and to develop the intellectual, academic and cultural background of the people.”

1.122 The objects of the University has been indicated in the Act as follows:

“The objects of the University shall be to disseminate and advance knowledge by providing instructional and research facilities in such branches of learning as it may deem fit; to pay special attention to the improvement of social and economic conditions and welfare of the people of the hill areas of the North Eastern region and, in particular, their intellectual, academic and cultural advancement.”

1.123 The University was set up in particular for the intellectual, academic and cultural advancement of the people of the North Eastern Region. This objective has, to some extent, been fulfilled as the University has established several postgraduate departments for which facilities were not available earlier; whether it has played a role in advancing the intellectual or cultural life of the people is another question. The University also looks after the Pre-University Course which has now been converted into +2 course and has initiated steps to restructure undergraduate courses so as to meet the needs of the area. It is, however, observed that the Colleges located in Arunachal Pradesh over which the territorial jurisdiction of the university extends have not exercised the option to affiliate themselves to this University and have continued their affiliation with Gauhati University. Subsequently, they got affiliated to Panjab University, Chandigarh.

1.124 The establishment of the University has gone a long way in promoting higher education in this region. This has, however, affected the mobility of students from this region to other parts of the country.

ENROLMENT OF STUDENTS

Year	Total enrolment at P.G. classes	Total strength of students from the three States viz. Meghalaya, Nagaland, Mizoram				Total from adjacent States	Total foreigners
		SC/ST	%	Others	%		
1977-78	482	275	57.05	207	42.95	Nil	Nil
1978-79	478	282	58.99	196	41.01	Nil	Nil
1979-80	638	392	61.44	246	38.56	Nil	Nil
1980-81	719	471	65.50	248	34.50	Nil	Nil
Total	2317	1420	61.28	897	38.72	Nil	Nil

1.125 From the above table two unique features are observed in the enrolment pattern of North Eastern Hill University. Firstly, the University has assumed a purely regional character as far as enrolment in P.G. classes is concerned. There is not a single student in the University from any other State of country excepting the States of North East Hill region. The other interesting aspect is that there has been a steady growth in the enrolment of students belonging to SC/ST community. The percentage of SC/ST students admitted during 1977-78 was 57.05% of the total strength and the same had escalated to 65.5% during 1980-81.

1.126 In our meeting with the students who come from Meghalaya, Nagaland and Mizoram, it was impressed upon us by all the three groups that they have been brought together and were "forced to live together" in spite of different cultures because there is a design to create tensions amongst them. In fact, there are signs of inter-tribal tensions which may have serious consequences, if not attended to urgently and carefully.

1.127 In view of the location of the University and the level of education in this area, it is not surprising that only 12% of the teachers are from this area. On the other hand it is difficult to attract faculty from outside because of various factors. The University and the UGC may have to adopt special measures to attract staff from outside as also to develop the human resources of this area itself, for faculty positions.

STAFF POSITION 1981 FACULTY-WISE

<i>Faculty</i>	<i>Total No. of Lecturers, Readers and Professors</i>	<i>No. who are from North-Eastern Hill States</i>	<i>Percentage</i>	<i>No. who are from a State not adjacent to North Eastern Hill States</i>	<i>Percentage</i>
Faculty of Science	56	2	3.5	51	91.07
Faculty of Arts	19	4	21.5	13	68.42
Faculty of Social Sciences	33	7	21.2	28	84.8
Total	108	13	12.03	92	85.18

ANNUAL RECRUITMENT OF TEACHING STAFF

<i>Year</i>	<i>Professors</i>	<i>Readers of Univ. appointed Professors</i>	<i>Percentage</i>	<i>Readers</i>	<i>Lecturers of the Univ. appointed Readers</i>	<i>Percentage</i>	<i>Lecturers</i>	<i>Res. Scholars of Univ. appointed Lecturers</i>	<i>Percentage</i>
1976	5	—	—	10	—	—	7	—	—
1977	2	2	100	6	—	—	8	—	—
1978	2	—	—	10	—	—	13	—	—
1979	5	1	20	16	—	—	19	—	—
1980	—	—	—	7	2	28.5	18	—	—
Total	14	3	21.4	49	2	4.04	65	—	—

1.128 Even though the University was set up for the benefit of the people of the Hill Area of North Eastern Region, in the interest of national integration some arrangement may be made by which some of the students of the region go for higher studies to other parts of the country and vice-versa. A suggestion was made that to fill the reservation quota of Scheduled Tribes

students in other Central Universities, some special arrangements may be worked out to enrol Scheduled Tribes students from this region, with the assistance of North Eastern Hill University. For this to succeed, it would be necessary to ensure that these students are provided not only scholarships but also hostel accommodation.

1.129 The Act of the University provides that the headquarters of the University shall be at Shillong and it shall have campuses in the States of Meghalaya and Nagaland. It may also establish campuses at such other places within its jurisdiction as it may deem fit. In the earlier stages the concentration for development has been at Shillong, and though the Agriculture Campus is being developed in Nagaland and some departments were established in Kohima and Mizoram (Aizwel) the development in Nagaland and Mizoram has been rather tardy. This has created considerable discontent in these two States. The decision of the University to run one of the colleges in Mizoram as a University College is a welcome step. We would suggest that the development of these two campuses be given high priority.

1.130 This University has not taken effective steps to exercise the powers to organise and to undertake extramural studies and extension services; appoint persons working in other Universities or organisations as teachers of the university for a specified purpose; cooperate or collaborate with any other Universities or authorities (except with C.I.E.F.L. in its programme of English studies in the initial stages) and declare a college/an institution/ or a department as an autonomous college or an Institution or a department as the case may be.

University of Hyderabad

1.131 The University of Hyderabad was established by an Act of Parliament after an amendment had been made to the Constitution empowering the Central Government to set up this University. The objects of the university have already been indicated in the earlier part of this chapter.

1.132 Originally the University had proposed to introduce 3 years Honours courses in different subjects and particularly so in Science subjects. Since these had not been started the University could not obviously introduce integrated courses in Humanities and Sciences. There has also been no appreciable effort to promote inter-disciplinary studies and research.

1.133 Though the University makes admission on the basis of competitive tests, it is observed that 91.8% of the students are from Andhra Pradesh and 7.6% from other States. The percentage of foreign students is 0.5%. This is so in spite of the fact that the university pays for travelling expenses

for candidates coming for tests held at Hyderabad and residing beyond 300 kms.

ADMISSION COMPOSITIONS 1976-81

Year	Total new enrolment all classes	Total from State in which Univ. is situated	Percentage	Total from adjacent States	Percentage	Total foreigners	Percentage
1976	26	25	96.1	—	—	—	0
1977	129	111	86.0	8	6.2	—	0
1978	159	144	90.5	15	9.4	—	0
1979	321	284	88.4	21	6.5	3	0.93
1980	279	241	86.3	28	10.0	2	0.71
1981	274	247	90.1	16	5.6	1	0.36

1.134 The admission is made in order of merit on the basis of candidate's previous academic record and performance in the admission test consisting of written and oral examinations. The relative weightage for these three components is decided by the respective Schools of Studies. Normally, a weightage of 25% is given for the previous academic record, 50% for the written test and 25% for the oral test.

1.135 In some Schools/departments no written test for admission to the Ph.D. programme is prescribed. Admission is made in these cases on the basis of previous academic record and the oral test.

1.136 Thirty-two per cent of the teachers in the university are from Andhra Pradesh. It is observed that 12% of the posts of Professors and 9.3% of the Readers were filled by internal candidates.

STAFF POSITION 1981 FACULTY-WISE

Faculty	Total No. of Lecturers Readers and Professors	No. who are from Andhra Pradesh	Percentage	No. who are from a State not adjacent to the Home State	Percentage
Faculty of Science	53	17	32.0	21	39.6
Faculty of Arts	18	2	11.1	12	66.6
Faculty of Social Science	29	13	44.8	12	41.3
Total	100	32	32.0	45	45.0

ANNUAL RECRUITMENT OF TEACHING STAFF

Year	Prof.	Readers of the Univ. appointed Prof.	Percentage	Readers	Lecturers of the Univ. appointed Readers	Percentage	Lecturers	Res. Scholars temp. Lecturers of Univ. appointed Lecturers
1976	2	—	0	—	—	—	—	—
1977	7	—	0	7	—	0	12	—
1978	5	2	40	13	—	0	13	—
1979	7	1	14.2	18	4	22.2	26+1 (Fellow)	—
1980	3	—	0	3	—	—	5	—
1981	—	—	—	2	—	0	2+3 (Fellows)	—
Total	24	3	12.5	43	4	9.3	58	1

1.137 The University has not taken effective steps to exercise powers to:

- (i) organise and to undertake extra-mural studies and extension services;
- (ii) appoint persons working in any other University or organisation as teachers of the University for a specified period; and
- (iii) co-operate or collaborate or associate with any other university or authority or Institution of higher learning.

OBSERVATIONS

1.138 While the Central Universities have to some extent pursued their academic objectives within the resources available, they could have done better if they were allowed to function in a peaceful atmosphere free from agitations and strikes by the different sections of the university community—students, karamcharis and in some cases even teachers.

1.139 From the analysis given earlier it is clear that none of the Central Universities have been able to maintain an all India character. Even Jawaharlal Nehru University, which was established with high expectations has a majority of its students from Delhi, Uttar Pradesh, Bihar and Orissa. Delhi University which is an affiliating university has naturally to cater for the Union Territory. The North Eastern Hill University was specifically established to cater for the North Eastern Region. Even Aligarh Muslim University, Banaras Hindu University and Visva Bharati, which in their earlier years had an all India character, have become localised in the composition of their staff as well as students. This is a matter of serious concern and we are of the view that even the newer universities should watch the trend and guard against being reduced to local or regional institutions.

1.140 Some of the reasons for this trend may be that many more universities and colleges have come up in the country since older Central universities were established and thus it is no longer necessary for students, at any rate at the undergraduate level, to come from different parts of the country to seek admissions to these universities. It is in the interests of these universities to aim at high quality in their postgraduate education and research so as to attract students from far and wide. Cultivation of excellence, however, more than anything also needs peaceful conditions of work—as also a will to withstand those pressures which lead to decline of standards.

Objectives of the Universities

1.141 We are of the view that arising from a consideration of the recommendations with regard to university education contained in the Report of the Education Commission and subsequent discussions on the role of universities in national development, a set of objectives should be clearly provided to the universities to serve as a constant guide to the development of their educational and research programmes, and to provide a basis for judging their performance in future.

1.142 It is now widely accepted that a university exists primarily for its students and scholars and through them and their work for the society at large. It provides them learning opportunities in a variety of ways: through

teachers in the class rooms, books in the libraries and experimental facilities in the field or in the laboratories; through interaction with other students in seminars, tutorials, group projects or in numerous other forums and activities based in hostels, and through clubs and associations. An important source of learning is actual experiencing of social and environmental realities, first hand investigation of phenomena and situations, and actual participation in activities of a creative and developmental nature. The universities should have facilities, structures, management, and above all, programmes available in sufficient variety so that each student could learn according to his inclination, aptitude and need. It is only thus that the student could get the best out of the university and the nation could get sustenance from its human resource.

1.143 In reality we are far removed from this ideal and the courses and programmes of the universities have remained, to a large extent, traditional and un-imaginative. There is no excitement about learning, no thrust towards innovation and enterprise which should be of prime value to a rapidly changing society as ours. There is very little relationship of these programmes with employment opportunity. Everywhere the link with environment and society is weak. This lends a largely peripheral or irrelevant character to education and is perhaps responsible for the pursuit of the degree rather than of education. The insensitivity of the teacher and the administrator to the lack of authenticity of the process in which they participate leads to the lack of respect for them on the part of the student, and the result is indiscipline.

1.144 The reformation of undergraduate programmes with the introduction of a large variety of courses meant to prepare students for numerous technical, scientific, medical, commercial, cultural, sports and other professions is an urgent necessity. Introduction of programmes of student participation in developmental and community activity with appropriate logistic support and academic credit needs implementation without delay. Methods of teaching, therefore, have to include those which require active involvement of students in tutorials, seminars, projects, field work and the like, including writing of technical reports or term papers and short dissertations. Evaluation has also to change correspondingly so as to be based on the assignments and activities carried out by students and the quality of effort made by them. This can be done, obviously, only by teachers taking part in the process, but with adequate checks and safeguards. Without these educational changes, the central (or the other) universities cannot be transformed into institutions which can provide an intellectual challenge to our young men and women and divert their energies to creative purpose. We believe the Central Universities with their superior resources should lead in this process, and should interact with the State universities so that educational change may achieve a broader dimension.

1.145 Our concept of education and hence of educational institutions has undergone a great change in recent years: education is no more limited to the building up of knowledge, skills and character of the pupils, and hence educational institutions cannot be mere ivory towers with total academic freedom to do what they like with their programmes. Education now has to have social concerns—for the employment of the youth, for the value system to be inculcated in keeping with the ideals of secularism, democracy, socialism, and national integration as enshrined in our Constitution. Students and institutions are to be involved in study, work and services related to national development—which has come to be called the third dimension of education—extension. Research and creative activities of the students and institutions are also to be channelled for tackling specific problems of regional and national development. This new concept has great potentialities for making education an investment rather than merely a social service. It should be able to attract far more funds for its programmes and to pay back to society handsomely through not only human resource development, but through participation and intervention in the whole process of socio-economic and cultural development. Institutions, therefore, cannot remain ivory towers; through their linkages with research institutions, industry, agriculture, a variety of services and the Government they will be in a position to offer enriched academic programmes without in any way adversely affecting their autonomy. Another way of putting it is that the universities in modern times must cease to be self-centered and accept a place of pride for themselves in the institutional system serving our society and our people. The Acts of the universities should be modified to allow the linkages to be established with the world of work and with institutions involved in developmental activity. In particular it is noticed that the central universities in spite of having hundreds of research scholars have no unified body to coordinate research, to relate it to the problems of our society and the plans of its development, or to vigorously press for greater efficiency in and resources for research.

1.146 We would recommend that the objectives for the Central Universities may be framed along the following lines:

The Central Universities as institutions of national importance will endeavour to serve the purposes of human resource development and national advancement by providing a wide variety of educational programmes to suit the needs and aptitudes of the scholars with due regard to the manpower needs of the country.

1.147 The universities will endeavour to raise the quality of scholarship by all possible means and in particular by selection of students and scholars on merit on a national basis, by designing such educational programmes which would cultivate knowledge, reflection, creativity, scientific temper

and good judgement, by adopting modern methodologies of instruction and evaluation. They will strive to cultivate humane values as also the spirit of national integration and social justice.

1.148 The universities will endeavour to develop deeper understanding of natural and social environment among students and motivate them to serve the community by making projects, studies and activities related to local and regional development as integral part of the relevant courses.

1.149 The universities will pursue excellence in the sphere of research and encourage research on problems connected with social, economic and cultural development. For implementing relevant course and research programmes the universities will endeavour to establish suitable linkages with other institutions and agencies in the region.

Admissions—Problems and Remedies

1.150 A major source of problem in some of the Central Universities is the size and composition of the student population on the campuses. Admission capacity has been far exceeded under pressure of demand, and in some cases beyond manageable numbers from the point of view of educational and residential facilities straining and undermining every service provided to the students. Under the same pressure, the quality of students admitted has suffered, which has contributed to the lowering of the quality of instruction, to increase in unfair practices in examinations, and to throwing in disrepute the most effective process of evaluation which is internal evaluation done by teachers who teach the courses. Since, howsoever over-stretched, there is a limit to residential accommodation, a point is reached where students have to join student pressure groups to get a foothold in the hostels. This vitiates corporate life and creates grave problems of discipline. Failed students have very often persisted in staying on in the hostels. Lack of job opportunities has worsened the situation, and even the provision of a variety of certificate and diploma courses run in the universities has been misused by undesirable students for staying on in the institutions. The privilege of very low tuition fees for higher education is being widely misused by those who don't deserve to be in the university at all. Thus, today there is a large number of students in some of the universities who have overstayed the minimal period required for the degrees. A large part of student leadership in agitations comes from this group. Additionally, students stay on in university hostels for a considerable period after they have finished studies. Many do so on the pretext of "Waiting" for examination results or admissions. Quite a large number do so without any pretext or reason. They use the hostels as an inexpensive and protected base for carrying on a variety of activities ranging from business and employment to anti-social and criminal activities.

1.151 It is obvious that the entire atmosphere of the academic institution is vitiated by these factors. They contribute to the lowering of standards, and defeat every significant measure of educational reform. The presence of such undesirable elements in the university destroys the very fabric of harmonious, decent and cultured life which is essential for a university.

1.152 The recommendations for tackling this situation emerge logically from the nature of it, and they have been commended to us by all the educationists and administrators with whom we have discussed the problem. Basically these are: (a) to limit admissions to a capacity which cannot be changed under day to day pressures, (b) to limit the duration for which a student may be allowed to study a course, live in the hostels and be on the rolls of the University, (c) to make admissions according to merit, and (d) to provide opportunity for high quality education and attractive courses of study outside the campuses. These steps are not to be looked upon merely as remedies for the unfortunate situation prevailing in the universities at present; they are essential in the larger educational and cultural interests of the country, as will be amplified in the further discussion of these recommendations.

Limit Capacity—Duration of Stay

1.153 The admission capacity of a university for its various courses is a determinable quantity on the basis space, staff and other facilities such as hostels, libraries, laboratories, play grounds and so on. The universities can easily work out this capacity according to certain norms and a consideration of the individual courses as well as their totality. The problem is to prevent transgression of these norms which start a cycle of events spiralling and escalating the “problem” of the institution. Unfortunately, the self-imposed norms seem vulnerable to individual or group pressure where short term interests prevail over the long term interests of the institutions. Often the administration becomes the target of desperate forces mobilised with the help of attractive slogans and ranting rhetoric about “equality and justice” when the real aim is self-interest. It is, therefore, recommended that these norms of capacity should be expeditiously determined and prescribed by Statutes (which cannot be amended without the Visitor’s concurrence). There should be reporting each year on the observance of these norms. They may however be changed according to genuine requirement, and when corresponding facilities can be created. The universities should at the same time make Statutes to ensure that no student is allowed to study for a course beyond its normal duration, and ordinarily no student is allowed to do more than two courses at stretch, and no student should stay in the hostels longer than the duration of the above mentioned courses. If for any reason the university finds it justifiable to relax this condition it may do so to the extent

of one year. Beyond that period, if the university allows a student to stay on for studies, he should be charged at least 20% of the cost of education and residence for the maximum of one year. There should also be ceiling of 7 or 8 years beyond which no student should be allowed to live in the hostel, in order to make room for newly admitted young students who are in greater need of the protection of the hostels. Detailed rules will have to be made in this connection because student needs are complex, and requirement of M.Phil. and research students will also have to be taken into consideration. Students who are already enrolled should also be given one year notice to wind up their studies in accordance with the above and should also be prepared to leave the hostels. We have stated the above points only to serve as an indicator of our thinking.

1.154 Prescribing the admission capacity by Statutes is time consuming because of the process of making Statutes as at present. It may, therefore, require Parliament or the President to amend the Acts of the Central Universities, to enable the making and promulgation of such Statutes by Government. We are further of the view that the Government should have the power to propose a new Statute in certain circumstances and by a specific process. The point may be illustrated by the following:

In March, 1974, on the advice of the Government of India, the Central Universities were advised to consider amendments to their Statutes/Ordinances to make provision for fixation of pay in accordance with the Government Rules in cases where a superannuated person is appointed as an officer of the University. Subsequently the Committee of Vice-Chancellors of Central Universities had recommended in April, 1976, that the Rules framed by the Central Government from time to time for fixation of pay of superannuated persons be incorporated in the Statutes of the respective universities. It was also agreed at this meeting that the universities would take steps to do the needful before end of July, 1976. We regret to note that even after a lapse of 9 years after issue of initial instructions and 7 years after fixing the time limit, except for one Central University, the other universities have not been able to take necessary action. So much so, it is understood that the matter has not even been brought up before the relevant authority of the University.

1.155 It may, therefore, be provided in the Acts of these universities that the Visitor on the advice of the University Grants Commission may propose to introduce a new Statute which may be referred to the university for comments if any, and on receipt of the same, the Visitor may notify the Statute with such changes as he may consider necessary and that the decision of the Visitor shall be final.

1.156 In our opinion it is not possible at this stage to discontinue undergraduate courses already running in the universities. It may also be natural

in view of the country-wide facilities for such courses that enrolment in these courses in Arts, Science and Commerce may be largely from the neighbouring areas. There should, however, be no expansion of undergraduate courses; but the restructuring of undergraduate courses recommended by the UGC should be undertaken without delay. Experimentation and innovation in courses should be encouraged without expansion of student enrolment. We are of the view that no Central University should directly undertake any undergraduate courses except those which are already being conducted.

Admission by Merit

1.157 Admission by merit is crucial for the maintenance and raising of standards and of regenerating intellectual life and for pursuit of excellence in the universities. It will directly benefit the alumni of the universities, yet it may not be readily acceptable to the universities because of local pressures and considerations. The issue requires dispassionate consideration. Departing from merit or using any other criterion is hazardous—because no limits can be set. In case there are any legitimate concerns they can be taken into account within the definition of merit. For example if merit is determined by a single examination, the lists of meritorious candidates could be drawn up Statewise and hence the interests of far flung regions, or of States not highly developed educationally could be safeguarded, or the purposes of creating an all-India mix of student population could be easily achieved. Any legally valid categories of population could be the basis of separate merit lists from which the final list of selected candidates may be drawn up. We, therefore, unreservedly recommend that admissions to Central Universities be based on merit.

1.158 Here, we can foresee two major problems and we intend to take note of them. One is that for every course and level of admission some of the Central Universities have their own students available, and the question of “internal versus external” arises; the other is that amongst students of other universities who apply for admission to a Central University, how is one to determine merit.

1.159 On the first question, we would like to say that Central Universities cannot be allowed to become local universities—which they seem to be monotonically becoming if they have their own undergraduates, and students passing +2 and high school examinations. The schools are naturally local, since boys and girls from other cities—and more so from other States, would not join them in any considerable number. They have mostly children of the university’s own staff and their dependents. These local school children expect to study in the college under the university, where while facing compe-

tion from students of other schools, they demand, and get, special consideration. Once in college, they pedal their way up to postgraduate courses, research programmes and then on to teaching posts.

There has thus been tremendous inbreeding; these universities have become by and large limited to a few districts of the State (or neighbouring States) and thus tend to become inward looking and conservative, failing to function as national institutions. The pressures and processes of inbreeding involving special consideration for "internal candidates", in essence, generate corrupt practices, and thus become a grave threat to the health of the universities. It is for this reason that we insist, backed by the opinion of all with whom we discussed the affairs of the universities, that admission should be based on merit. If the universities have schools for historical reasons, then at the post-school stage (end of +2) there should be an examination for determining merit, which should be open to all. There are various ways of doing it. It need not be a lengthy and cumbersome examination—it could be based on a few papers, and it could also be held by the University in a few centres outside the university, in different States. It is quite feasible for the universities concerned to get together and sponsor a common all-India admission test for admission to the undergraduate courses of these universities. The wards of the local people, who cannot get entry into the University would nevertheless not be deprived of further education because there are local colleges and State universities where the deserving can seek admission. They can also seek admission in non-formal higher education courses which are being recommended in this Report. Furthermore, where necessary, the universities may undertake to run correspondence courses to meet the pressure for admission. We are also recommending right here the provision of facilities for non-formal higher education. For postgraduate courses also the number of seats should be determined keeping in view the existing physical and academic facilities. The new courses, when started should be in the emerging areas. Admission in all the Central Universities should be on merit, and on an All-India basis, except in the case of N.E.H.U.

1.160 The universities may provide reservation for Schedule Caste/Schedule Tribe students and the physically handicapped according to the percentage prescribed from time to time. A reservation not beyond 5% may, however, be provided for those who have distinguished themselves in sports and cultural activities. Admissions even under these categories should be made on merit and on the basis of clearly stated criteria.

1.161 Taking into account some of these problems which are faced by practically all our universities, we recommend that a National Merit examination be conducted on an all-India basis, and only those who qualify in this test be considered for admission in order of merit. Till this is done, we suggest that, as a first step, the Central Universities may conduct a common

All-India examination for admission. This will not violate university autonomy or any of its special features because students desirous of joining a particular university would apply for admission to that University, but the University concerned would admit them on the basis of merit as determined by the performance at the test. However, if there is some time lag in finalising either of the two alternatives, each University may conduct its own test. In any case, the admission test would have to be carefully planned and would have to be conducted in different parts of the country, as in the case of the I.I.Ts. If at all an interview or oral test is held, it should not have a weightage beyond 15% of the total marks.

1.162 In connection with the National Merit Examination, we further recommend that it should be the basis for awarding a fairly large number of scholarships in order to attract meritorious students to the Central Universities from different parts of the country.

1.163 It is not the function of the Central Universities to run High or Higher Secondary Schools. However, where, for historical reasons such schools are already functioning, the number of admissions be frozen and no new school be added. Where the +2 stage is to be added to the existing schools, the total enrolment in the 11th and 12th classes should not exceed the enrolment of Pre-University Classes as provided before the introduction of the +2 pattern. This will ensure that the gross enrolment in the universities does not exceed the present numbers as a consequence of adding one year to university education. The admission to +2 course should be merit based on the marks obtained at +10 stage or in the common test. No student who has obtained a third class at the qualifying examination be admitted.

1.164 Admission to all professional courses should be made on an all-India basis through a common test or tests by each university with no reservation except for SC/ST candidates. It may, however, be considered by Government how the spirit of this recommendation will apply to institutions with a special character.

1.165 No person who has obtained a Third Division in the qualifying examination be admitted to the next course. A provision could, however, be made to enable students to improve their division as external students. However, when the admission is made on the basis of a test, all candidates could be permitted to appear at such a test.

1.166 The universities which are maintaining the schools may get these schools affiliated to the Central Board of Secondary Education or in the alternative adopt the syllabi prescribed by the Central Board of Secondary Education.

Off-campus education (Non-formal)

1.167 To satisfy existing thirst for knowledge as well as degrees, admission to formal courses on the basis of merit requires that opportunities for off-campus studies should be created on a large scale, for a great variety of courses of high quality. We already have a number of universities offering correspondence courses; we need to utilize and coordinate this expertise and infrastructure to create an effective system of distance learning, Mass media, such as radio and television, which are already beginning to be used in conjunction with correspondence education, and for which a greater potential is being created through the satellites, should be employed in a systematic manner to enlarge the scope and enrich the quality of distance education. We could create with available know how in software and hardware a highly proficient and attractive system of education for the whole country of which the present correspondence institutes could become focal points. Courses in new fields, particularly in science and some in technology could also be started, perhaps using college laboratories in off-hours—and some of the best teachers could be involved in delivering lectures. Libraries of audio and video cassettes could be created to enrich both formal and nonformal education.

1.168 There is a great opportunity here to spread first rate education while at the same time save the universities from the great rush for admissions which leads to serious problems of discipline as well as of standards. The Government of India had set up a committee under the Chairmanship of Shri G. Parthasarthy to report on the setting up of an “Open University”. The committee had submitted its report in 1974 strongly endorsing the idea. We recommend that practical steps for launching a national university of distance education be taken up without delay.

Recruitment of Teachers

1.169 We have dealt with the all India character of the universities vis-a-vis the students, and though we shall be commenting upon the role of teachers in different spheres of the university in later chapters, we would like to comment upon one aspect here i.e. recruitment, which may again be based strictly on merit, on an all-India basis.

1.170 The general impression which we gathered through our discussion with teachers as also with other educationists is that there is almost complete lack of confidence in the fairness of selections and there are irregularities, favouritism, discrimination, inbreeding in respect of recruitment of teaching staff. There may be some exaggeration in these allegations but the statistical data given in the earlier part of the chapter clearly shows tremendous in-

breeding. Although in the case of Professors and to some extent Readers, it may be that highly qualified staff is available or that many competent outsiders presume that only internal candidates will be given a chance and hence do not apply, or again anticipate difficulties with regard to housing or schooling of their children. However, in the case of initial recruitment, i.e. Lecturerships the inbreeding that has taken place and the manner in which it has taken place is a matter of serious concern. At least here the catchment area should have been much wider. Because of inbreeding at all levels which is sometimes due to lack of adequate internal promotional avenues, universities have suffered considerable limitations in introducing new courses particularly at the post-graduate level in the emerging areas. In respect of senior staff the UGC and the central universities should work out a mechanism by which it could be ensured, as far as possible, that some posts of Professors and Readers are filled by scholars from outside the university; for example, once merit promotions become a regular feature, it can be laid down that at least 50% of the fresh posts created in Plan periods should be filled by candidates from other universities.

1.171 The role of internal members of Selection Committees has been criticised widely. It has also been brought to our notice that large number of posts of Lecturers are filled on a temporary or ad hoc basis. They continue for long spells of time and if they eventually get priority in regular appointments, the practice keeps out many better qualified persons who could have been considered if these posts were initially filled through open competition and selection. If they do not get selected after years of service, that would also be a great hardship. Hence steps should be taken to reduce this practice to the minimum; it is bad in every way.

1.172 Several witnesses have suggested that we may recommend a statutory stipulation to ensure the entry of fresh blood from outside at all levels in the University, and suggest a central machinery for recruitment. We have considered this suggestion, and also find some weight in it, but taking all factors into account and the special requirements of the universities to make appointment of Professors and Readers having different specialisations, we feel that the present practice of the universities making their own recruitment may continue. We would, however, suggest some changes in the matter of recruitment and constitution of Selection Committees.

1.173 Lecturers—This is the most crucial stage of recruitment in the universities and one has to be extremely careful in making appointment at this level. It is essential that the best talent, having aptitude for and orientation towards teaching, is recruited to the post of Lecturer. We suggest that to be eligible for consideration to the post of a Lecturer, a candidate, apart from fulfilling the minimum qualifications prescribed for the post by the

University Grants Commission, should have qualified in an examination to be centrally conducted for all universities. Only such persons who have qualified in this examination may be considered for being invited for interview. The examination may be designed to test real understanding of the subject, and if possible to evaluate the potential for being a good teacher and a researcher. In other words, qualifying at this examination would have to be prescribed by the UGC as another eligibility condition for recruitment. Thus, it would be open to a candidate to apply for recruitment to any university in which he desires to seek employment. As far as possible, all permanent teaching posts should be effectively filled at the beginning of the academic year and prompt steps taken to initiate action for selection.

1.174 The Selection Committee may consist of the following:

- (a) Vice-Chancellor
- (b) Pro-Vice-Chancellor
- (c) A person nominated by the Visitor
- (d) A person nominated by the Chairman, UGC
- (e) Three experts not connected with the University to be nominated by the Vice-Chancellor in the manner prescribed.

1.175 The quorum at the Selection Committee should be four which should include two experts.

1.176 Readers/Professors—The composition of the Selection Committee may be the same as suggested above, including the quorum.

CHAPTER—II

TO EXAMINE THE GENERAL STATE OF DISCIPLINE IN CENTRAL UNIVERSITIES, CAUSES OF PERIODIC DISTURBANCES IN THE CAMPUSES AND REMEDIAL ACTION THEREFOR

2.1 Hardly a week passes in the country when the newspapers do not carry some news or the other about disturbances in the Universities including Central Universities. Strikes, gheraos and closures of the universities are the usual headlines. Two decades ago the Education Commission said, "walk-outs from classrooms and examination halls, ticketless travel, clashes with the police, burning of buses and cinema halls and sometimes even manhandling of teachers and university officers are reported from all over". The same continues to be true even today. Though the contribution of the Central Universities in research and teaching has been commendable in the past, they are no longer in a position to maintain the pace because of these disturbances which leave a psychological numbness in their wake. The academic atmosphere of these campuses is far from satisfactory, as a result of pressure politics, indiscipline and often lawlessness. The agony experienced by these universities is unmeasurable, and it is destroying the fabric of the system.

2.2 There are three segments of the university system—students, teachers and karamcharis. Students go to the university to acquire knowledge, and they are the ones for whom the university is maintained. Teachers are there to teach and guide research, and the function of the karamcharis is to man the infrastructure of services needed by the system. Unless these three segments function in a concerted manner, the desired goals of the university, i.e. teaching, research and extension, cannot be achieved. If any one section fails to perform its assigned duties, the other sections are bound to be affected. For reasons which we shall describe later in this Chapter, most of the Central Universities have been subject to disturbances, large and small. Disturbances can be created either by one section of the university community, or two or more sections joining together. It may be useful for the Indian society, which pays the entire running and development cost of these universities, to know the anatomy of these disturbances. We have selected a few typical instances for the sake of illustration.

2.3 Students: Student agitations have now become a feature of common occurrence in all our universities, and Central Universities, are no exception. Some of these campuses have large numbers of students, and the atmosphere is so explosive that any cause or pretext is good enough to lead to a

disturbance. One of the most recent* is the incident which has rocked the Jawaharlal Nehru University and led to its closure. It started with a student, refusing to be shifted from one hostel to another, which was only a mild reprimand for an act of indiscipline on the part of the student. It is reported that early in March 1983, the Warden of the Hostel reported to the Provost that the student had abused his wife on more than one occasion. The student was issued a show-cause notice and when the latter's reply was not found satisfactory, an order was issued asking him to vacate the hostel within 48 hours. After receiving this notice, the students of the Hostel went to the residence of the Provost in a demonstration late in the night, at about 11 p.m., and asked him to reconsider the order. Thereafter, a meeting of the students was arranged where the issue was discussed. It appears that at this meeting it was established that the student concerned did abuse the Warden's wife. The matter relating to the student was discussed at different levels—Hostel Wardens, Provost, the Supervisor of the student, Dean of Students and the Vice-Chancellor. In view of the fact that the student's Ph.D. thesis was nearing completion, it was decided that leniency be shown, and he should be asked to shift to another hostel within 48 hours, submit an apology and pay a fine of Rs. 50 within a given time. The student neither complied with the modified order, nor did he make any representation against it. Instead, students of the University presented a charter of demands and gheraoed the Warden of the Hostel. The same night, the Provost, Dean of Students, the Acting Vice-Chancellor and the Chief Warden were also gheraoed. In this incident one fact that deserves to be noted is that teachers insisted on the authorities to take a tough stand, and they threatened to stop work if the gherao was not lifted. The following resolution was passed by the JNU Teachers Association:

“The General body of the JNUTA held on 4th May, recalling its earlier resolution of 29th April 1983 strongly deplores the misbehaviour and coercive methods adopted by a section of students with members of the Association.

The JNUTA also deplores that a group of students chose to “take the law into their own hands” in the Jhelum Hostel.

The JNUTA appeals to the Vice-Chancellor to take appropriate

*Since the draft of this report was being prepared student agitation and violence in BHU led to loss of studies for a number of weeks until the University had to be closed sine die. The incident is described later in the Report. Aligarh Muslim University also had a section of violent students consisting of those earlier rusticated accompanied by others who were disgruntled due to the University's instance on recovery of dues and general discipline in the hostels, attacking the Vice-Chancellor's residence late at night. They tried to burn down the main door and are reported to have climbed the house, in order to get at the inmates. There was no option but to call the Police to control the situation. The attacking group had little general support since the University continued to function in a more or less normal manner.

disciplinary action against them by 5.00 P.M. tomorrow, the 5th May 1983.

In case no action is forthcoming within the period, the members of the JNUTA will be forced to cease all academic and administrative work (including conducting of examinations)."

2.4 Later, the students broke open the room in the hostel which had been locked by the authorities, and installed the erring student in the room. The University administration issued him and the others involved in the incident a show-cause notice, and asked why action should not be taken against them for defiance of University orders. This led to the gherao of the Vice-Chancellor, the Rector and the Acting Registrar in the house of the Vice-Chancellor. The way these officers of the university were treated by the students has widely been reported in the newspapers—it was nothing short of torture and humiliation. As one of the newspapers reported—"Unlike the past, this time gherao was severe and the three officials could not eat or sleep". As is well known, the gherao lasted more than 48 hours and ended only on police intervention. The police took into custody a number of students. As soon as the police left the campus, students went on rampage in the residential area entering teachers houses and ransacking property. Again the police had to intervene. In view of the tense atmosphere surcharged with violence and fear, the University had to be closed and the students were asked to vacate the hostels. Naturally, there have been conflicting comments about the situation, ranging from questioning the entry of the police to the strong feeling that it should not have waited so long to enter the Campus. Many other questions of propriety and procedure have been raised, which we shall discuss later.

2.5 In 1981, the University of Hyderabad witnessed an incident which led to its closure. It was reported that a Professor in the University was alleged to have misbehaved with a woman student doing research under his supervision. The student, along with a few others complained to the Vice-Chancellor regarding her harassment by the Supervisor. The Vice-Chancellor seems to have assured the student that he would look into the matter and find a suitable substitute to supervise her thesis. However, he asked her to give a written complaint which would be necessary for initiating action. This happened late in the afternoons; and the very next day even before the Vice-Chancellor could contact the Professor and Dean of the School concerned, a group of students, boys and girls, gathered near the Vice-Chancellor's office and indulged in unseemly behaviour; they burnt the effigy of the Professor and demanded that he should be suspended. The Vice-Chancellor and other senior teachers discussed the matter with the students, but they would not listen to anything; and insisted that the Professor should be suspended there and then. The Vice-Chancellor could

not agree to the immediate suspension without an enquiry, he however offered to refer the matter to a High Court Judge, to see whether there was a prima facie case for suspensions. This was, however, not acceptable to the students, and they gheraod the Vice-Chancellor and others for nearly 28 hours, and this ended only when the police intervened. The police took into custody a number of students who were released later.

2.6 Since the normal functioning of the university was not possible, the Vice-Chancellor announced the closure of the University, and students were asked to leave the hostels. In the mean time, students staged demonstrations at the Golden Threshold Campus of the University, and one of them threatened to go on hunger strike to press for the suspension of the Professor. A meeting of the local members of the Executive Council was called by the Vice-Chancellor on 11th February, where it was decided to obtain the advice of a judge to see whether there was a prima facie case for suspending the Professor. A retired High Court Judge was requested to enquire into it, and give a report. On the basis of his report the Vice-Chancellor suspended the Professor on February 18th. The suspension was, however, subject to a fulfilled enquiry later on. Another retired judge of the High Court was appointed to make a fulfilled enquiry into the charges against the Professor. The judge, who gave his report a few days later, concluded that the suspension order passed against the Professor by the University was to be revoked and that he was entitled to an honourable resumption of duties. Hence, the suspension order was revoked. It is clear from this that the students had no patience to wait for facts to be examined and proper procedure of an enquiry against an employee followed, and they took the law into their own hands which led to the closure of the University.

2.7 Visva-Bharati was also closed several times due to students agitations. In 1978, the management of University refectories by the students themselves, and the reorganisation of the University hostels, particularly Shiksha Bhavan boys hostel, was the issue.

2.8 In September 1978, the President and Vice-President Vidhya-Bhavana Chattrra Samillani submitted a memorandum to the Vice-Chancellor demanding discussion on a representation made by the students of Siksha-Bhavana at the meeting of the Academic Council. Later, another memorandum was submitted containing further demands. All these demands related to holding of examination for back-log subjects in the B.Sc. Part III examination of 1978; admission to B.Sc. & M.Sc. classes; publication of the results of the enquiries which had been instituted on the basis of the allegations made by some students against some teachers; holding of examinations which were pending; introduction of revaluation of the answer scripts, and the provision of M.Phil. Courses in all departments.

2.9 These demands were brought to the notice of the Academic Council and when the Council was in session, some students forced entry into the room where the meeting was being held and demanded that memoranda already submitted by them should be considered at this meeting itself. They also submitted another memorandum signed by the students of Kala-Bhavana demanding admission of three students into the M.Fine Arts Course. The Chairman of the Academic Council told them that their demands could not be discussed in that meeting, because they were received only on the previous day, and some on that very day, and also because the meeting had before it a definite agenda. They were, however, assured that these would be considered at a separate meeting convened only for this purpose.

2.10 A special meeting of the Academic Council was convened the next day to which representatives of the students were also invited. Students went to the meeting with some more memoranda containing other demands. The Academic Council considered only the academic issues involved and took decisions on them. The students were told that non-academic issues, such as hostel accommodation and kitchen charges, would be referred to a specially constituted committee. This was not acceptable to the students who had gathered there, and they insisted that all the demands contained in the memoranda should be discussed at that very meeting. This led to a stalemate. Since the Chairman and the members of the Academic Council did not agree to their demand, the students did not allow them to leave the place; all of them were detained in the office throughout the night.

2.11 One day before the meeting of the Academic Council, the students of Vidya and Siksha-Bhavanas started a stay-in strike in the administrative building. They were later joined by the students of Kala and Sangeeta-Bhavanas. The students demanded that the Vice-Chancellor should stay in the office until their demands were met. To give strong support to their demands, hunger strikes were started by students on 24th September, which were continued the next day also. These developments severely disrupted the academic life on the campus. Finding that the situation was serious, and that the normal academic work had come to a stop, the Vice-Chancellor was compelled to order the closure of the University and vacation of the hostels. The situation was further aggravated because of the detention by the students of the members of the Academic Council, local members of the Executive Council, the Adhyakshas of Bhavanas and Heads of departments of Vidya and Siksha Bhavanas.

2.12 Even though the University had been closed, the students continued to gather outside the meeting room and to shout slogans in abusive language. It was only towards the end of the month that, amongst other things, an agreement was reached with the students, with the help of research scholars,

the Adhyapaka Sabha and the Karmi Sabha, that the University will not subsidise the running of the refectories beyond providing certain services like cooks and helpers, and students will have to pay on the basis of actual cost incurred in running the kitchens. It may, however, be added that the refectories which were run by the University have been in deficit, and the accumulated deficit still runs into lakhs of rupees.

2.13 During the last few years. Aligarh Muslim University has witnessed several disturbances, with different causes at different times. In 1980, when the new Vice-Chancellor started insisting on adherence to rules, resisting pressures, and rejected impracticable demands, students who were accustomed to a different style in the earlier period waited for an opportunity to create a disturbance. Opportunities are not wanting, and one such opportunity was provided by the unfortunate incident on the occasion of Id in Moradabad. Student leaders at Aligarh started protesting against the killings, and they blamed the Vice-Chancellor for not conceding their demand for money to finance their trip to Delhi to protest against the incident. On earlier occasions, we gather, students were given such assistance. The protest started with the demand for postponement of examinations. Student leaders, with their supporters who were mostly muscle-men, gheraod the Vice-Chancellor in his office. They indulged in slogan shouting and abusing the Vice-Chancellor and other authorities. Another cause for disturbance was their resentment against one of the Professors who was strict in supervising examination and had turned out some senior students from the examination halls. Later, in December, they went to the extent of surrounding him while he was in the Faculty, and tried to manhandle him. The situation got aggravated when the Professor gave an interview to the reporter of a National daily, which the students considered derogatory to the University. They pointed out that the interview which appeared in this paper affected the image of the University and, therefore, demanded that the Vice-Chancellor should take disciplinary action against the Professor. Their demands included that he should be suspended within 48 hours, and should vacate the office of Dean which he was holding. If these demands were not fulfilled, they threatened to start a dharna at the Vice-Chancellor's House, which they started almost immediately. During the course of dharna at the Vice-Chancellor's house, slogans in abusive language, rumours and inflammatory speeches were freely resorted to. The dharna produced some of the filthiest cartoons directed against the Vice-Chancellor, the Professor and some distinguished teachers. Not content with this, the students burnt their effigies also.

2.14 Afterwards, when a former student of the University and a distinguished academician, who was appointed Pro-Vice-Chancellor, joined duty, they got another opportunity to agitate. Those who aspired for this

post in the University were unhappy with this appointment, and they persistently instigated the students to intensify the agitation. Slowly the dharna got transformed into gherao, which in turn was followed by a token strike and relay hunger strike. A meeting of the Executive Council was thereafter held, where, with a view to pacify the students, it was resolved to request the Professor to go on leave for some time. This was communicated to the agitating students who were present outside the room, but they refused to accept the suggestion. It is believed that factionalism in the Department to which the Professor belonged was partly responsible for the students activities. A group of teachers in the Department felt that if the Professor continued as the Dean, he would be a member of the selection committees and the interests of those who were opposed to him would be affected in promotion and selections. We were told by several eye witnesses that during this period agitating students put the Vice-Chancellor virtually under house arrest for about a week, and subjected him to inhuman treatment such as persistently using abusive language, and giving threats to him. We also understand that several times they tried to break into his house with the intention of assaulting him. They could not succeed in this because some teachers who were present there prevented it. In this process a few teachers were manhandled.

2.15 Functioning of the University was completely paralysed by the student leaders with the help of their muscle-men. It was felt by the university authorities that the situation had become explosive, was beyond control, and that there was no solution in sight. University authorities decided that, in the circumstances, the University should be closed. The help of the district administration was sought; there was deployment of police personnel on the Campus; the hostels were vacated. A group of student leaders who were arrested in this connection were later forgiven by the Vice-Chancellor as a gesture of generosity towards "our own children", and the University reopened after a few weeks. Thereafter, the agitation came to life more militantly, and there were systematic demonstrations, processions and "courting of arrest" in front of the Vice-Chancellor's house. The filthiest abuses were put on loud-speakers from midnight onwards, and school students were used to stop university classes from being held. The agitations, at one point, could not be controlled, and unfortunately firing had to be resorted to resulting in one death. The University was closed once again.

2.16 The agitating students were expelled by the University. However, they did not keep quiet, and utilised every opportunity for instigating students against the University. Gradually, the general body of students realised that the University administration was firm, as a result of which their academic year was saved. As this realisation dawned on them, the situation became normal. As it happens in such situations, the agitators, seeing that they were

not successful in their attempt on the campus, went to the courts of law in writ against the University. In all their activities the expelled students seemed to have enjoyed the support of a section of teachers, non-teaching staff, politicians and contractors. These rusticated students and their few followers are still harassing the Vice-Chancellor, and in desperation they have taken to violence or just any other means to hamstring the University for which they profess great love. The latest incident at Aligarh referred to in foot-note at page 56 is a clear example of a desperate but determined group continuing to indulge in violence.

2.17 The Banaras Hindu University had been closed *sine die* on January 19, 1982 in view of cases of arson and deteriorating law and order in the wake of the Bharat Bandh. It opened in phases on February 15, 1982.

The postponement of examination is a recurring theme in almost all the universities, and on the eve of examinations demands are often made to postpone the dates already fixed. At the BHU, in July 1982, such a demand was voiced by the students, and to back up their demand certain offices and faculties were locked up by them. The Vice-Chancellor suspended 12 students who were involved in this incident, and they were asked to vacate the hostel. This led to resentment among the students who demanded the withdrawal of the orders. The Vice-Chancellor appointed an ex-Judge as enquiry officer to look into the incident. The enquiry officer, after preliminary enquiry, exonerated six students, and the Vice-Chancellor accordingly revoked the suspension of these students, and rusticated the remaining students. Pressure was exerted on the Vice-Chancellor to revoke the suspension of the remaining students also. The Vice-Chancellor, however, decided to go by the recommendations of the enquiry officer. Since the University authorities were firm, a former President of the Students' Union went on hunger strike to demand withdrawal of suspension orders. Some students of the faculty of Oriental Learning started another hunger strike demanding the withdrawal of the rustication, and also admission without competitive test. Later, both the strikes were withdrawn, but in the process normal functioning of the University had been disturbed.

2.18 The rusticated students were given a chance to submit apologies and give assurance of good behaviour, and if they did so, their punishment could be kept in abeyance. It is understood that the President of Students' Union and his colleagues offered to express regret and give assurance of good behaviour on behalf of the punished students. This was not accepted by the Vice-Chancellor. Ultimately, two of the six students gave some sort of apology, and on that basis their rustication orders were kept in abeyance. The others did not apologize and since then pressure had been building up for the withdrawal of their rustication. The result was that the Vice-Chancellor was not allowed to address the gathering on the occasion of the Foundation

Day of the University. In this episode also, some of the rusticated students were allegedly involved. Again, on January 26, 1983, one of the senior members of the Law Faculty and others were assaulted. According to students they were alleged to have taken a strong line on the punishment of the students who had been rusticated. Because of this, two students were suspended. The University appointed a Committee which also includes a retired judge to enquire into the incidents of January 19 and 26, 1983. The report of this Committee has yet to be received. On July 13, 1983, an attempt was made to gherao the Vice-Chancellor by stopping his car; it is alleged a couple of students attacked it and the Vice-Chancellor could only be saved from attack by the Security staff of the University.

2.19 The University had also notified that if walkouts take place and papers are boycotted, the University will not hold any re-examination unless the Grievance Board found that there was something wrong with the paper. In spite of this, students did boycott a number of papers, and since the Grievance Board found that there was nothing wrong with them, the Academic Council decided not to hold examinations in the boycotted papers. Students, however, had been demanding that a re-examination should be held because the future of a large number of students was likely to be affected for the mischief of a handful of students who were responsible for the boycott. Another agitation was started on this issue.

2.20 This time the students refused to talk with the Vice-Chancellor saying that they had no faith in him. They desired direct dialogue with the Executive Council. When it was convened, they met the members of the Council and submitted their Charter of Demands and wanted decision on it. Even though these two issues did not come within the purview of the Executive Council, it considered them, and in regard to re-examination of boycotted papers re-affirmed the decision of the Academic Council. With regard to review of the punishment it left the matter to the Vice-Chancellor, in case the remaining students submitted an apology.

2.21 Since this did not satisfy the students, they threatened to go on a relay hunger strike followed by an indefinite hunger strike. At this point, the Vice-Chancellor decided to have a round table meeting with some teachers, administrators and the representatives of the students. The round table committee at the instance of students made recommendations which were basically different from the decisions of the Executive Council and the Academic Council, and the Vice-Chancellor had to refer them to these bodies.

An emergent meeting of the Academic Council accepted the recommendations of the Committee in regard to examination in the boycotted papers. The question of withdrawing expulsion and rustication of students

had to be placed before the Executive Council. While the Executive Council showed some leniency in these matters the students, evidently not knowing this view of the Executive Council, gave a call of a total strike, and while the Executive Council was still in session, crackers and bombs were exploded round the Vice-Chancellor's lodge and the L.D. Guest House. This was followed by heavy brick batting causing damage to a number of vehicles belonging to the University, police and district administration. Attempts were made to damage University property. In view of this violence, the University was closed sine die on August 30, 1983.

2.22 It is notable that the whole series of events which started in the middle of 1982 with some students assaulting teachers, and being rusticated after due enquiry is based upon the question of readmitting the rusticated students without their tendering even an apology. The whole University is shaken up by turbulence in defence of a few rusticated students, which is very similar to the events at the Aligarh Muslim University.

2.23 Legitimate punishment to a few of the guilty is obviously an issue in which the bulk of students and teachers are not involved. Therefore we are obliged to conclude that these agitations are managed by a small sections of students leaders, backed by a few others in the University and the outside, and this leads to the interest of the vast majority being overlooked and trampled.

2.24 Since frequent student agitations in the universities have led to a paralysation of these institutions again and again, and caused much agony to serious students, teachers and parents, and since they have disabled the universities from performing a number of national tasks in the present context, it is most important to try to understand the real causes and the factors which are responsible for most of these agitations. In the absence of a careful analyses, we are likely to be carried away by the superficial, for in many cases, what meets the eye is different from what actually is. We have given very serious thought to this question, and have discussed it with several persons who occupied responsible positions in the universities and in the educational field.

2.25 With the benefit of their advice and on an examination of the facts, we have come to the following conclusion:

(a) Agitations in the universities are launched by the Student Unions. The Unions instead of taking up academic or genuine causes, or of contributing to the corporate life of the universities, take up populist causes and try to mobilise support. In an objective sense, their main aim gets reduced to disruption of the normal functioning of the universities. Most of those who get into the leadership of the Unions are not persons of academic merit,

but those who have either a long stay on the campus or have an eye on a political career for themselves. They like to establish their leadership on the campus and get recognition for themselves, often by being taken note of in newspaper despatches and in having an opportunity of meeting distinguished State or National leaders. The students union and its activities, therefore, are considered by them as a stepping stone for their own careers in the outside world.

(b) If the Unions devoted themselves to the wellbeing of students of the campus, things could still be managed; but over the years rowdies and musclemen have come to play a very important role in agitations. Some of them could be on the roles of the University itself, and others are hired from outside. We are told of cases where criminals have taken shelter in University hostels, and in the general privilege of being a student of the University. The mischievous group is very small, but it is extremely aggressive and quite willing to destroy the normal tenor of decent behaviour and inter personal relationship between students and teachers in the University. They are accustomed to using their muscle power to brow-beat the University authorities, starting with abusive language, they resort to intimidation and different types of violence against the administration, the Faculty members and other students. It is this element which takes soul of leadership in the Unions, elected or not, and which specialises in engineering agitations. Their main method is to make unreasonable demands in a manner which knows no restraints; for example, to demand that an employee be suspended without due process of law just because the students say so, or to demand of an Executive Council or other bodies to exceed their legal powers and take decisions in accordance with their demands. In fact, all their actions are designed to attract counter measures, on the part of the administration, which would add fuel to the fire. It seems to us that they would do anything to create an occasion for the law and order authorities to be asked to assist the University.

(c) We are convinced that the vast majority of students are interested in careers of a different kind and they would like to pursue their studies in all seriousness. They have respect for their teachers. But the tragedy is that they are either passive or silent spectators of such incidents. They are terrified of the kind of leadership we have described above and either unwillingly fall in line with it or remain totally unconcerned.

(d) Over the years, the number of student enrolment is increasing. As a result, all types of persons have been enrolling themselves as students and they merely seek the benefits of being a student and the financial gain from living in hostels. Overcrowding soon leads to malpractices for gaining admission into hostels, and seeking the help of the rowdy elements towards this end. A kind of leadership is thus built up for the more vocal and the aggressive.

(e) One of the factors on the part of the administration which causes

the situation to be get worse is soft decisions when faced with trouble from the students. They may buy peace temporarily, but the soft decisions do not produce desired results, in fact, they create greater problems. There is the case of a University where admission in a certain course was limited to 250, but under pressure more than 500 students were admitted. When there was pressure for further admissions, and the Vice-Chancellor expressed his reluctance, the student leaders advised that the rest could be given admission in advance for the next year.

(f) The administrative inefficiency and tardiness which prevails in most of the universities is to a certain extent responsible for such unhealthy trends on the campus. Often a new student does not get any guidance or help from teachers or administration. His problems are not attended to and he is left to fend for himself and in this process becomes a victim of the professional student leaders. Many decisions of the University by their delay cause grievances to accumulate and build up an atmosphere in which the kind of leadership we have described can exploit the situation.

2.26 It is our considered view that this problem has to be tackled in several ways. The University administration has to see that discipline amongst students, teachers and karamcharis improves and rules are enforced. At the same time a machinery for looking into grievances for all sections of the University has to be set up with a high degree of credibility. We shall be making a number of recommendations on these questions, but at this point we would like to make our recommendation in regard to the Students Union.

Student Organisation

2.27 Students Unions in the Universities as they operate at present, seem to possess certain broad features. We have already commented on the fact that their activities are not directed towards either improving the tenor of academic life or the corporate life of the institutions. The constitutions of the union in our opinion, by and large, are undemocratic. The unions claim to represent thousands of students and yet it is not possible a truly representative general body meeting. The elections do not ensure that the interest of students in all faculties or in all Halls of Residence will be safeguarded. There is little control over expenditure; and there is no accountability in this respect. In fact, we have been informed that large sums of money are often spent on individual elections, which make it impossible for an ordinary student without political or other connection to get elected. We are told that a lot of expenditure on elections to the unions is incurred by the universities from their own resources; in one case a sum of Rs. 50,000 is mentioned for printing the ballot papers.

2.28 We have also mentioned that the leadership of the unions is often taken by students of long standing, who become senior as a result of either failing in examination or deliberately prolonging their stay in the universities by joining all types of degree and diploma courses. What is a matter of great concern is that in times of crisis, the leadership is taken by those who stay behind the scene, who may be either political figures, or others who have had disciplinary action taken against them on one occasion or another. A feature of equally great concern is that the Unions often act in such a manner that the law of the University is violated and the orders passed by relevant authorities are not respected. This leads to grave consequences because it implies that the University is unable to implement its decisions or in other words it is in no position to be self-governing. In such situations outside interventions is the end result, whether it is by calling in the Police or asking others including politicians to intervene. University autonomy is lost as a result of such activities and this is followed by strikes and gheraos, which are indulged in frequently.

2.29 We have analysed the existing provision in the Acts and Statutes regarding the Students Union. In the case of Aligarh Muslim University, University of Hyderabad and North Eastern Hill University there is a provision that these universities would make a Statute regarding the establishment and recognition of Students Union. Though all the three universities have a Students Union, none of them have framed any Statute for the same. The Students Union Constitution of Aligarh Muslim University was framed in 1952 and amended in 1964; the Constitution in North Eastern Hill University was approved by the Executive Council in September, 1982; the same has yet to be approved by the Executive Council in the case of University of Hyderabad.

2.30 Statute 33 of Jawaharlal Nehru University provides that the membership of any students organisation shall be voluntary. Even then the University collects the subscription from the students directly and the funds so received are placed at the disposal of the Union.

2.31 In the case of Banaras Hindu University amended Act, 1969 provided the following Statute:

61 "No student shall be compelled to join any students organisation, nor shall, a student be compelled to pay any fee or subscription for any such organisation unless he is a member thereof."

2.32 The Statute was later repealed and the University has a Students Union.

2.33 The Acts of Delhi University and Visva-Bharati do not provide for recognition of Students Union though both the universities have such Unions. In Delhi University, it consists of Colleges/Institutions recognised by or admitted to the privileges of the University, who wish to join the Union.

2.34 We have received advice from many educationists and administrators that the students cannot be compelled to join a particular Union and that this contravene the fundamental right of freedom of association granted under the Constitution.

2.35 When we put the present day functioning of the Student Unions alongside this violation of fundamental rights, we are constrained to recommend that the Students' Union in their present form, have no place in the University system. We have recommended to the universities that merit should be the criterion of admissions and control over numbers has to be strictly applied. We have recommended an elaborate system of student-participation in all affairs connected with academic, extra-curricular and residential life. We have further recommended a machinery for removing grievances of students as well as others, which in our opinion, will lead to a greater degree of satisfaction amongst all and particularly amongst students.

2.36 In the light of all this, the Students Union will hardly have a role. In a democratic country, freedom of expansion and association is natural and it should be practised through national norms, particularly, in the sense that many kinds of opinions and interests have an interplay to build a rich personality and sound judgement amongst students. When the Unions have thus become superfluous, students may still be inclined to form different associations, clubs or groups of their own choice. They would organise the activities of these associations within the prescribed norms of discipline, in a large variety of ways.

2.37 Some academics have raised the question of "recognition" of such groups and associations. Our first observation in this connection is that we do not believe that the relationship between students and teachers or administration in a University can be compared to that of an employee and employer in industry. The teachers in fact are guardians to whom parents entrust their sons and daughters for higher education. There is no conflict of interest and all that the University does is in the long-term interest of the students. When students demand postponement of examinations and the teachers forming academic administration refuse to oblige, or when students demand a high percentage of marks for all and teachers insist on marks according to performance, they are safeguarding the interests of those who are making the wrong demands. Genuine academic problems or grievances should and

would be attended to with great care and sympathy through the mechanism we have suggested.

2.38 When through the associations formed by students or even otherwise a strongly felt demand is voiced, the University administration will have to examine it in all seriousness, particularly with regard to consequences to the students and the institutions. It may be interesting to note that though the Committee met the representatives of the different Students Unions none of the Unions had sent their written views on the terms of reference of the Committee. The A.I.S.F. Delhi Branch had, however, sent their comments.

Discipline

2.39 We are deeply concerned with the question of discipline and ways and means of upholding it. As explained earlier, learning is a complex function which requires deliberate planning, structure and schedule; it therefore squarely depends on discipline. It is discipline which provides the freedom on which learning is based. Equally important, and often neglected, is the fact that learning requires an attitude of mind towards the teacher—one cannot learn from someone whom one hates, distrusts or holds in contempt. The atmosphere that goes with agitations destroys all the conditions which are essential for a learning environment and which an educational process needs, and these conditions remain disturbed long after the agitation ceases. It has been brought to our notice that not only teaching days are lost during agitations and closures that sometimes follow such agitations in the university, but research also comes to a stand still. Incalculable loss is, therefore, suffered by individuals and institutions through such agitations and their aftermath. Thus it is the most serious responsibility of all concerned—Government and Parliament, university administration, students and teachers that any grievances or demands should, on the one hand, be promptly attended to, and on the other, agitations in support of them should not be allowed to cross certain limits of discipline. We have separately suggested a machinery for removal of grievances in Chapter III.

2.40 We regret to record that though the Acts/Statutes/Ordinances of the universities provide that Rules be framed regarding discipline and proper conduct of students, practically nothing effective has been done by the universities in this regard. In fact under the laws of the universities, these rules are not only to be framed, but also be made available to the students at the time of admission, so that they can give an undertaking to abide by the rules of discipline.

2.41 We recommended that the universities should frame and circulate these rules without any further delay.*

2.42 A few of the items, violation of which, would construe indiscipline are indicated below:

No student of the University shall:

- (a) Disrupt teaching, study, research or administrative work, or prevent any member of the university and its staff from carrying on his work, or do any act reasonably likely to cause such disruption or prevention.
- (b) Damage or deface any property of the University or do any act reasonably likely to cause such damage or defacing; and
- (c) Engage in any conduct which is, or is reasonably likely to be, clearly detrimental to the University's purposes.

2.43 We also recommend that certain forms of agitation should be banned, for example gherao, camping inside the boundaries of houses of teachers or officers, use of derogatory slogans,** abuses and propaganda to incite hatred and violence, preparation for and resort to violence or destruction of property. It is obvious that when law and order break down, property and persons are in grave danger calling in of police is the automatic consequence and in our opinion hesitation to do so imperils the institution. The strange notion that "democracy" and "autonomy" consists in a free for all during an agitation or in disrupting teaching, defacing and damaging property, is to be dispelled once for all.

2.44 There is a strange hangover of the colonial period when politics of freedom was combated with the help of the police force that university "autonomy" is supposed to be violated if the police is called in. We believe that the police is a part of civil law and order machinery, and it should be as much available to protect lives, property and functioning of the university as is available to any other establishment in the country. If the university is working normally or within defined bounds of tension naturally there is no need for the police; but if it becomes disturbed by exceeding certain limits, as suggested above, the blame, if any, for causing the police to come in for protection would squarely lie with those who created the particular

*It is perhaps not widely known that most of the famous institutions abroad whose example with regard to scholarship and achievement we frequently keep before ourselves have elaborate and effective rules for maintenance of discipline. What is given above is almost verbatim from such rules, in the London School of Economics.

**The slogans used by students in some of the agitations in Central Universities in the recent past have to be heard to be believed. They are unprintable and consist of obscene personal abuses for officials their mothers and daughters.

conditions. The autonomy of the university has no relation to this circumstance, just as the fundamental rights or privacy of a citizen are not related to his having to take police assistance in an emergency.

2.45 While we are on the subject of protecting life, property and self-regulated functioning of the university and the necessity of calling in the police in case these are threatened, we would also like to say that it is equally the duty of the police to protect life and limb as well as the property of public institutions. We have mentioned circumstances earlier when the Vice-Chancellor and other university authorities are in no position to make specific requests for police assistance. In such cases, the initiative has to be taken by the law and order machinery of the district. We are also inclined to make a suggestion that this arm of the law and order machinery should be properly trained and oriented to handle such situations with due caution and finesse, but also with firmness. Half-hearted presence of the police sometime can be counter-productive as experience has shown.

Karamcharis

2.46 The disturbances created by the Karamcharis in the Central Universities are no less in their intensity than those which originate from the the students. There are many instances where the work in the Central universities has been disrupted by the non-teaching staff. And when they strike work it is no longer for a day or two, long periods of strike have become very common and these are organised usually at specified periods near the examinations. In their tone and tenor they are unruly and aggressive. We give one or two typical examples.

2.47 The non-teaching staff of the University of Hyderabad made certain demands on the University in 1982. These demands related to promotions, revision of pay scales of certain categories of employees, housing, bicycle allowance, medical allowance etc. In the middle of July, 1982, the staff association held a demonstration to press for the acceptance of the demands which were being examined by the concerned committees. Meanwhile the Registrar's office was discussing the demands with the Association. As these negotiations were going on, the staff association gave a notice that if its demands were not settled immediately it would ask its members to go on mass casual leave on July 21 and 22. They chose these dates because on these days the University was going to conduct entrance examination for the candidates intending to join the University. The written and oral examinations were to be held from July 21-28.

2.48 The Vice-Chancellor called the office bearer of the association and discussed the matter with them. They were told that most of their demands

would involve finances and the University could not agree without referring them to the U.G.C. The association did not accept this explanation and gave a call for mass casual leave. The karmacharis resorted to various techniques such as deflating the tyres of University buses which were to take the staff and question papers to the place where the examinations were to be held the next day. Even the road transport services were not spared and the tyres of the buses were deflated. Electricity and water were cut off on the day of the test. The University conducted the entrance examination mainly with the help of research students and the daily wage staff whom they tried to prevent. Towards the end of July, the matter was placed before the Executive Council which recommended that the Vice-Chancellor should explore all possible avenues of settlement without surrendering to their demands. This decision was taken because it was felt that if the University surrendered it would be paving the way for further demands. The local members of the Executive Council were told to negotiate and take appropriate decisions. While the University tried to find out from the UGC as to what concessions could be acceded to, the local members of the Executive Council agreed to accept some of their demands. Meanwhile the UGC informed the University that a fact-finding committee would go into some of the demands, particularly those relating to disparities in the scales of pay among the employees of Central universities and advised them not to do anything unilaterally with regard to these disparities.

2.49 The representatives of the staff association were not happy with the negotiations that took place and resorted to relay hunger strike in the first week of August. This was followed up by pen-down strike and work-to-rule. During this period they tried to close down the canteen and also prevent people who were doing the cooking in the hostels from their work. They tried to enlist the support of the students union but could not succeed. The University was unable to take final decisions without clearance from the UGC. At this stage the staff association announced an indefinite strike stating that the negotiations with the University had broken down. In the last week of August when they started the indefinite strike, there were again instances of sabotage of electricity and water supply. It was reported that an underground electric cable and water main was dug up, ripped open with a crow bar and shorted. Shorts were also introduced into a number of toggle switches in the laboratories. As in the past, the tyres of the University and city transport buses were deflated.

2.50 On account of this unruly behaviour and intransigent attitude, the University declared the strike illegal and asked the employees to return to work by August 28, to which no body responded. During this period the University took the help of the police to guard the electric station and water tanks. Since the University took a firm stand with regard to the enhancement

of house rent allowance, bicycle allowance and revision of salary grades, the staff association continued with its strike. Later, in the first week of September, a meeting of the local members of the Executive Council was held with the representatives of the association. In this meeting demands of the staff were discussed at which quite a few of their demands were accepted. Finally, the strike was called off. As a result of these negotiations a number of committees were appointed to look into the grievances.

2.51 Delhi University and College Karmachari Union started an agitation for implementation of the "agreement" entered into, between the Union and the University in January/February, 1982. Their demands related mainly to the time-bound promotion scheme as introduced in the IITs, uniform service conditions for hostel employees, rationalization of pay scales of section officers, construction of quarters for low paid University and College employees, regular machinery, for discussion of problems of the Karmachari Union. Since the union was not satisfied with the efforts made by the University, they launched an agitation in September, 1982 which included demonstration in front of the Vice-Chancellor's office, dharnas outside the UGC's office and employees absenting themselves from duty after marking their attendance. After a few days, the employees tried to disrupt the meeting of the Executive Council and dislocate the work of the examination branch. Efforts of the Vice-Chancellor to discuss and arrive at a settlement with them failed. Towards the end of September, 1982, the University issued a notice that salaries of the employees who absented themselves from duty would not be paid. Reacting to this the employees locked the examination branch and dragged out a colleague of theirs from his office who it is alleged was also beaten up by the office bearers of the association. The university suspended the person involved in this incident and instituted an enquiry. Since the employees were agitating, the University decided to take the help of the police for conducting examinations. This was obstructed by the employees and the police arrested some of them. When some of the officers of the examination branch went to the University office to take out examination material, the employees tried to prevent them from entering. At this stage the help of the police was sought to see that the officials were not obstructed from doing their examination work. However, the employees tried to obstruct the police which led to the police arresting some of them.

2.52 When we examine the agitations launched by the karmacharis of the Central universities, it is clear that they relate to certain types of demands: (a) promotions; (b) housing amenities; (c) medical facilities; (d) disparities in pay scales. As has been pointed out earlier the number of karmacharis in these universities is very large and there is no proper cadre review for job specification. All along there has been ad-hocism with regard to personnel policies. Decisions with regard to personnel matters are taken by some of

the Universities on their own, not realising that their decisions would have repercussions in other universities. There are instances where one university has revised the scales of pay of its employees under pressure. Once this was done by one university the employees of the others agitated for removal of 'disparities' in pay scales.

2.53 The policies followed by the Government of India regarding terms and conditions of service of the non-teaching staff in different educational institutions under it are not uniform. For instance, while the IITs and the Central universities are entirely in the central sector there is no uniform personnel policies for these two sets of institutions.

2.54 When a University revises the scales of pay or upgrades certain posts, the UGC and the Government of India are not necessarily consulted in such decisions. There is no statutory provision for the UGC to enforce the decisions taken by it relating to terms and conditions of service of employees, even when there are financial implications.

2.55 Lack of residential accommodation for the employees, particularly, the low paid employees is a pressing problem. Similarly demand for medical and welfare facilities deserves to be looked into.

2.56 There is considerable merit in their demand for promotion, since promotional avenues are generally inadequate. In view of the peculiar situation existing in the universities, there is stagnation and many people retire without getting even one promotion. This has been a sore point in the Universities.

2.57 Delay in dealing with the demands of the nonteaching employees results in strike and strikes completely disturb the campus. Very few universities have fulfilled consultative machinery, and even where it exists, it is not very effective. It is time that a fulfilled grievance machinery is created to avoid recurring disturbances by the karamcharis. The karamcharis are expected to serve the academic needs of the university of which the main pillars are students and teachers, but they have now taken a demanding posture and are creating a situation under which universities cannot function unless their demands are accepted. This situation has to be tackled by, adopting reasonable policies, taking prompt decisions, and by a firm attitude. It does not mean that the employees should disturb or disrupt the functioning of the university, and in particular to absent themselves from duty. The recommendations we have made with regard to discipline earlier should be clearly applicable in the case of Karamcharis.

Teachers

2.58 The third source of disturbance on the University campus is the teaching community. Though by and large there have not been many instances of teachers creating unrest on their own, there are a few cases where they have directly disrupted university work which led to either paralysing the academic work on campus or closure of the University. The agitations launched by teachers have a particularly pernicious affect on University life and morale, since they tend to destroy the image of a teacher in the eyes of students and thus encourage all round lawlessness.

2.59 The most important of the issues raised by them is that there is lot of stagnation and there should be more promotional avenues for teachers. According to them the merit promotion scheme introduced by the University Grants Commission after considerable delay is not enough, and it should be automatic and more liberal rather than be based on merit. They feel quite strongly about the housing problem also. Today most of the Central universities do not have adequate accommodation available on their campuses for teachers, while the rents are admittedly very high. The recent strike of the college teachers of Delhi University where they struck work and for nearly three months there was no teaching in the colleges is a case in point. Teaching staff associations of other universities have also indulged in pressurising the administration particularly by combining with other unions and associations.

2.60 It is believed by a large number of educationists and educational administrators that a few teachers are behind most of the trouble created by the students. Factionalism and groupism among teachers is rampant in all the Central universities and these factions actively make use of students and instigate them against each other.

2.61 There are also complaints against teachers regarding the performance of their duties. It has been pointed out by a number of witnesses and students that quite a few teachers do not take classes regularly, do not supervise the research scholars and continue to teach outdated syllabi. The best example is that of the failure of the tutorial system in Delhi University colleges. Workload prescribed for them is also not adhered to.

2.62 One of the reasons for teachers indulging in these activities is large scale inbreeding in their recruitment. Central Universities have ceased to be national in their recruitment and mostly promote their internal staff. As indicated in Chapter I, an analysis of the data collected by this Committee reveals that although recruitment to each level (Professor, Reader, Lecturer) is by open selection based on merit, almost 90% of the posts go to the existing

staff of the same University. Lower down research scholars are mostly postgraduates of the same University and they fill the great majority of the Lecturers posts. Hence not only merit and ultimate performance suffers, but also factionalism and cliques grow in the University and in each department.

2.63 We have therefore made recommendations in Chapter I, how in-breeding could be reduced.

Duties and Responsibilities of Teachers

2.64 Here we have to underscore the grave responsibility which teachers have to shoulder in connection with the nurture of young students and in helping the universities to make a contribution to national development. We have also stressed the need for good discipline in the universities for which again teachers have to set an example if students are indeed to imbibe it. In our opinion it would add to the prestige of the teaching profession if teachers performed their duties conscientiously and if they observe certain simple rules of conduct which again are commonly accepted as professional codes of conduct in many countries. In some cases, teachers' professional bodies themselves insist on the observance by their members of a certain code of behaviour to raise themselves in public esteem. Our discussions with teachers associations revealed that they are averse to such a code only because they fear it might be misused and it may curtail their freedom. We would like to state unequivocally that we are for the fullest freedom of expression and of association for teachers as for other citizens, but we would like to guard against irresponsible behaviour and actions detrimental to the duties to be performed.

2.65 With this end in view the following may be stated to be duties of a teacher:

- (a) He shall engage classes regularly and punctually and impart lessons so as to maintain and strengthen standards of academic excellence. His academic duties shall include guidance and instruction to students in the form of tutorials/seminars/practicals and assessment/examination/evaluation, work assigned to him by competent authorities of the institution. He shall not ordinarily remain absent from work without prior permission or grant of leave.
- (b) A teacher shall help the college/university authorities in enforcing and maintaining discipline among students.
- (c) A teacher shall participate fully and enthusiastically in the corporate life of the institution and shall perform any other curricular

and extracurricular work related to the institution as may be assigned to him from time to time by the competent authorities of the college/university.

2.66 In this context the following shall be deemed to be unacceptable conduct on the part of the teacher:

1. Failure to meet the responsibilities of instruction including (a) failure to meet classes, tutorials, practicals and seminars; (b) failure to be present in the institution/department during stipulated hours; (c) failure to hold examinations as scheduled and to invigilate at such examinations; (d) failure to assess impartially the performance of students; and (e) to indulge in over marking/under marking or other attempts at victimisation on any ground.
2. Discrimination for or against students on political grounds or on grounds of caste, creed, sex, religion, nationality, region or language.
3. Inciting students against other students, colleagues or administration, including making public statements and writing articles in newspapers and magazines, calculated to achieve this purpose.
4. Refusal to carry out the decision of the appropriate administrative and academic bodies of the university/college.
5. Unauthorised use of university/college resources or facilities for personal, commercial, political or religious purposes.
6. Forcible detention, threats of physical harm to, harassment and or intimidation of another member of the college/university community, with the intention of interfering with that person's performance of his/her duties.
7. Commission of a Criminal Act which has led to conviction in a Court of Law.
8. Violation of the canons of intellectual honesty, such as misappropriation of the writings, research and findings of others.
9. Being a full time employee, engaging in trade or business or tutions without permission of employer.

2.67 The competent authorities of the university/college may frame comprehensive rules, indicate procedures of enquiry to be instituted against an erring teacher and ensure that principles of natural justice are fully observed and that the teacher's right of defence during the enquiry and of appeal against the penalty that may be imposed on him is fully guaranteed.* It may

*Codes of Conduct prescribed by (1) Sen Committee, (2) Universities and Colleges in Gujarat, (3) I.I.T., Madras and (4) Academic Rights and Responsibilities—University of California are given in Annexures IV to VII respectively.

also be ensured that teachers' freedom of expression and legitimate professional or trade union activities do not become the real basis of disciplinary action.

2.68 We may also add that since we have suggested the setting up of a machinery for removal of grievances, there would not arise any opportunity for the teachers to resort to agitational approach including going on strike. In any case, if the teachers resort to strike or suspend their duties, the universities should provide by statutes that such an action would make them liable to the non-payment of salary for the concerned period. The rules of discipline mentioned earlier must apply without distinction to all members of the University community and hence to the teachers as well.

2.69 It is unfortunate that privileges and responsibilities of teachers have not so far been laid down in clear terms by the universities. The Sen Committee, which made recommendations regarding the revision of scales of pay for teachers (1973) had also made suggestions regarding the Code of Conduct for them. However, not much action had been taken regarding this. The Conference of Vice-Chancellors of universities had also recommended that a Code of Ethics for teachers be suggested by the Commission and the Education Minister had in his reply to a Parliament Question given an assurance that the University Grants Commission would frame a Code of Conduct for teachers.

2.70 Accordingly, a Committee of the UGC looked into this matter and made certain recommendations. These have since been referred to the Teachers Commission II for advice.

2.71 We are of the view that since it may take some time before the Teachers Commission II is in a position to make recommendations in this regard, the suggestions which we have indicated above be considered by universities for adoption.

2.72 We have above indicated the duties and responsibilities of teachers and propose that while amending the Acts of the Central universities, a provision may be made to give a statutory security of service to the teachers.

2.73 When disciplinary action, arising from breach of this Code is to be envisaged, our suggestion is that the final decision or award of punishment (different categories of punishment should be laid down; at present, there seems to be only one punishment and that is dismissal) may be recommended by a body of academics—perhaps a three member body—whose members do not belong to the university concerned. This could be a body nominated by the Chairman, UGC or the Visitor. Its recommendations should be binding on the university concerned.

2.74 Connected with the question of discipline, both of students and teachers, is the role of the law courts in relation to this aspect of university functioning. It has been represented to us, and we share the view, that in the relationship between students, teachers and the university, legal as well as moral issues are involved. The relation of students with teachers in the class room or the laboratory, during field work and in the conduct of examinations is not just that of one citizen to another; its special features are obvious and it is necessary to promote an atmosphere conducive to learning by preserving the relationship of respect for the teacher and university authority on the one hand and utmost kindness and generosity towards the student on the other.

2.75 In all disciplinary matters, therefore, it is felt that a judgement has to be based on the realities of the university situation. Nevertheless, it is often found that Court judgments allow admission of students, permit them to sit at examinations, where university's own Statutes or Ordinances expressly forbid it. Such an action on part of the Courts often becomes a cause of ruining discipline, refuelling agitations and adversely affects the studies of the vast majority of the students.

2.76 We feel that in such matters the Court's intervention be as sparing and as sensitive to interests of the institution as possible. Therefore, one course of action seems to be that where a Court is to hear such academic or discipline cases against a University it be supported by a Jury of academics drawn perhaps from other universities.

2.77 The other is the important question of writ litigation against universities by students or employees. A provision should be made that such litigation would not fall within the purview of the Civil Courts. We would suggest that the Government may consider the desirability of setting up special Courts which could expeditiously hear such cases. Another suggestion would be for the Government to consider setting up administrative tribunals for such matters.

2.78 It may also be added that the existing practice is not only time consuming for the Universities but the Courts take their own time to decide the cases. Such delays adversely affect the functioning of the universities. With the setting up of special courts justice will be done speedily and it would have a salutary effect on the working of the universities.

2.79 The Committee is greatly concerned with the general state of indiscipline in Central universities and we have tried to analyse its causes. In this and other Chapters of the Report, we have made several recommendations which, if accepted, would go a long way in improving discipline in the universities and enabling them to function smoothly without periodic disturbances.

CHAPTER—III

TO EXAMINE THE ADEQUACY OF THE MACHINERY IN THE CENTRAL UNIVERSITIES TO DEAL WITH THE GRIEVANCES OF STUDENTS, TEACHERS AND THE ADMINISTRATIVE STAFF AND SUGGEST MEASURES FOR STRENGTHENING CORPORATE LIFE IN THESE UNIVERSITIES

3.1 The Committee had enquired from the universities about machinery provided by them to deal with the grievances of students, teachers and karmacharis. The Acts and Statutes of the universities have also been examined to determine if the universities are expected to provide for such a machinery either through their Statutes Ordinances or Regulations.

3.2 Aligarh Muslim University, North Eastern Hill University, and Hyderabad University

The Acts/Statutes of Aligarh Muslim University, North Eastern Hill University and Hyderabad University have the following provisions:

(a) To provide, amongst others, for a *Statute* to determine “the procedures for appeal to the Executive Council by any employee or students against the action of any officer or authority of the University.”

(b) *Procedure of appeal and arbitration in disciplinary cases against students:* (1) Any student or candidate for an examination whose name has been removed from the rolls of the University by the orders or resolution of the Vice-Chancellor, Discipline Committee or Examination Committee, as the case may be, and who has been debarred from appearing at the examinations of the University for more than a year, may within ten days of the date of receipt of such order or copy of such resolution by him appeal to the Executive Council and the Executive Council may confirm, modify or reverse the decision of the Vice-Chancellor or the Committee, as the case may be. (2) Any dispute arising out of any disciplinary action taken by the University against a student shall at the request of such student, be referred to a Tribunal of Arbitration and the provisions of sub-section (2) of Section 36 shall, as far as may be, apply to the reference made under this sub-section.

(c) *Right to Appeal:* Every employee or student of the University shall, notwithstanding anything contained in this Act, have a right to appeal, within such time as may be prescribed by the Statutes, to the Executive Council against the decision of any officer or authority of the University and thereupon the Executive Council may confirm, modify or reverse the decision appealed against.

3.3 No statute has so far been framed with respect to the above.

3.4 Amongst the powers of the Executive Council it has been provided:

“to regulate and enforce discipline among members of the teaching, administrative and other staff of the University in accordance with these Statutes and Ordinances” and “to entertain, adjudicate upon, and, if thought fit, to redress any grievances of the officers of the University, the teaching staff, the students and the University’s servants, who may, for any reasons, feel aggrieved”.

In addition in the case of Aligarh Muslim University, Statute 19(K) empowers the University

“to constitute such Advisory Councils/Committees or students’ Affairs consisting of such number of teachers and students as may be prescribed by the Ordinances”.

No Ordinance has so far been framed under this Statute.

3.5 Delhi University

It is observed that in the case of Delhi University, Executive Council has the power:

“to entertain, adjudicate upon, and if it thinks fit, to redress any grievances of the officers of the universities, the teaching staff, the students and the University’s servants, who may, for any reason, feel aggrieved, otherwise by an Act of the Court.”

3.6 Banaras Hindu University

Under Statute 15(ix) the Executive Council of the Banaras Hindu University has the following powers:

“to entertain, adjudicate upon, and if it thinks fit, to redress, any grievances of the salaried officers of the University, the teaching staff and other employees of the University who may for any reasons feel aggrieved:

“Provided that, in matters of discipline and punishment, where the final power has been vested in the Vice-Chancellor or any other officer of the University, no appeal shall be made to the Executive Council.”

Under Statute 18 (xiv) the Academic Council of the University has the following powers:

“to constitute a Council of students’ Affairs consisting of such number of teachers and students as may be prescribed by the Ordinances to advise the Academic Council on matters relating to the welfare of the students of the University.”

3.7 Jawaharlal Nehru University

The following is provided as one of the Powers of the Executive Council—Statute 14(x):

“to entertain, adjudicate upon, and if it thinks fit to redress any grievances of the salaried officers, the teaching staff and other employees of the University who may for any reasons feel aggrieved;

Provided that, in matters of discipline and punishment, where the final power has been vested in the Vice-Chancellor or any other officer of the University, no appeal shall be made to the Executive Council”;

Statute 16(xviii)—Powers of the Academic Council.

“to promote the health and welfare of students and to constitute a Council of Students Affairs consisting of such number of teachers and students as may be prescribed by the Ordinances, to advise the Academic Council on matters relating to the welfare of the Students of the University”.

3.8 According to the information available, Banaras Hindu University had framed Ordinances Governing Maintenance of Discipline and Grievance Procedures, prior to 1969. These provide for laudable objectives not only to remove grievances of students, but also to recognise their good conduct. It seems that the University has neither acted upon this Ordinance nor amended it to meet the present requirement and hence the purpose has not been served. The Executive Council have constituted a Chhatra Kalyan Samiti, and the constitution provides for a Chairman (who is a teacher), four teachers, Dean of Students and five students (All-ex-officio office bearers of the Students Union); an Assistant Registrar is the Secretary of this Committee. The powers and functions of the Samiti are as follows:

- (i) To entertain written and signed complaints and petitions of students in respect of matters directly affecting them individually or as a group.

- (ii) To enquire into the grievances, and make recommendations and report to the concerned authorities—Academic Council and Executive Council for redressal or suitable action.
- (iii) To recommend appropriate action against complainant, if allegations made in the documents are found to be baseless.
- (iv) The general welfare of the students of the University, residents, non-residents as well as foreign nationals.
- (v) The provision of amenities such as health service, games and sports, messing, canteens, cafeterias and cooperative stores.
- (vi) The extra-curricular and co-curricular activities like debates, dramatics, NSS etc.

3.9 There is also a Teachers Grievances Committee constituted by the Executive Council. The Constitution of the Committee provides for a teacher to be the Chairman, three representatives of the Teachers Association and three other teachers. A Deputy Registrar acts as the Secretary of the Committee. The powers and functions of this Committee are as follows:

- (i) To entertain written and signed complaints and petitions of teachers in respect of matters directly affecting them individually or as a group.
- (ii) To enquire into the grievances, and make recommendations and report to the concerned authorities—Academic Council and Executive Council for redressal or suitable action.
- (iii) To recommend appropriate action against complainant if allegations made in the documents are found to be baseless.

3.10 The Executive Council of the University has also constituted a Grievance Committee for the non-teaching staff. A teacher is the Chairman of the Committee and in addition to the Finance Officer, the Committee has three teachers and three representatives of the Non-teaching Employees Association with one Deputy Registrar as its Secretary.

3.11 In spite of such a comprehensive machinery, according to the Vice-Chancellor, BHU, its purpose of attending to grievances without involving the Vice-Chancellor has not been served and he is constantly approached and addressed by groups as well as individuals for practically everything that matters to them, whether it is for professional advancement or personal gains or a complaint. There is a tendency to believe that only the Vice-Chancellor has the power and hence he should be approached for all sorts of problems.

3.12 Aligarh Muslim University

The University says that it has a set of functionaries to deal with

grievances of students, teachers and the rest of the staff. They are the Deans of the Faculties, Heads of the Department, Dean Students Welfare and Proctor. The major problem is said to be lack of will and courage among the functionaries, to tackle the issues and quite often there is a tendency to avoid harsh or unpopular decisions and pass on the problem to the higher level.

3.13 Delhi University

In the case of teaching staff there is a Standing Central Grievance Committee at the University level which, in addition to official members, has teacher representation. All individual grievances of teachers are referred to this Committee and its recommendations placed before the Vice-Chancellor.

3.14 Similarly, for non-academic staff there is a Standing Central Committee which, in addition to official members, has representatives of the University and College Karamchari Association. This Committee considers matters relating to conditions of service and work, welfare of employees, improvement of efficiency and standard of work etc. and makes recommendation on these matters to the Executive Council.

3.15 In addition, unit grievance committees have been constituted for the units such as the Faculties, Colleges, Central Pool etc. These Grievance Committees have among their members, elected representatives of non-academic employees of the units concerned. Grievances pertaining to conditions of work involving problems of work-load, working hours, grant of leave, promotion of staff and welfare of employees are considered by them.

3.16 Further, it has also been decided by the University that the non-academic staff of the University be represented (by election) on a Committee constituted by the Executive Council for consultation on matters pertaining to the non-academic staff which the Council may have to consider. In the same manner there are Committees for each College.

3.17 The Executive Council of the University, in 1982, agreed to set up a Students' Grievance Committee with students representatives thereon, besides the Vice-Chancellor's nominees.

3.18 Once again experience of the working of these committees has not been altogether satisfactory.

3.19 Jawaharlal Nehru University

The University has a system under which the entire evaluation of

student performance is done internally, and no outside examiner is involved. The University has since appointed a Committee of its own teachers to review the results before they are announced and have designated this as the Grievance Committee. The University has also set up a Grievance Committee to consider grievances of individual students regarding their results.

3.20 An examination of all the facts and circumstances shows that the Central Universities have either no grievance removing machinery or a totally inadequate and ineffective machinery. Our visits to universities and discussions with teachers, students and Karamcharis showed that individual as well as group grievances have remained unattended for long periods, creating an impression amongst the concerned groups that the university or the Vice-Chancellor do not care about removing their difficulties and grievances. This is an erroneous impression, but it is dangerous, since it creates frustration and alienation. It is imperative that an effective machinery should be set up in the universities to remove, as quickly as possible, all grievances including those which affect individuals. Satisfaction and trust may then be generated and factors contributing to agitations greatly reduced.

Grievance may broadly be classified into three categories i.e. (a) individual grievances of students—teachers and the non-teaching staff, (b) grievances of groups either of employees or of students, and (c) grievances relating to the service conditions of employees, any action which may affect all the Central Universities, and the redressal of which should, therefore, be attempted through inter-university consultation in which the UGC should play an important role.

Individual complaints and grievance have a tendency to be overlooked. They sometimes require reading of files or consulting of records, for which no one has the time under the pressure of day to day work. Quite often the scrutiny would uncover a mistake on somebody's part and therefore that person is the least interested in having a second look. On the other hand, these grievances would be, by and large, covered by the Rules and Regulations and could be easily removed. In our opinion, therefore, this class of grievances should be looked into by a separate office under a person of very high credibility who would recommend directly to the Vice-Chancellor how a grievance could be removed. The person to hold this high office should have held senior administrative, academic or legal positions, and his appointment should be made by the Visitor out of a Panel of names suggested by the Vice-Chancellor. The appointment should also be co-terminus with that of the Vice-Chancellor. A person so appointed, should have a right to call for any papers he may require and could, if he so considers necessary, associate senior academics with his work with the Vice-Chancellor's permission. It should, however, be ensured that the person appointed should neither be a member of any Committee of the University nor associated with the university in any other capacity. It is expected that

the recommendations made by this functionary would be given due regard and normally accepted by the Vice-Chancellor, whose decision should be final unless the nature of the case requires that it should be put up to the Academic or the Executive Council. Detailed rules will have to be made to define the scope of the work, particularly to differentiate between the various kinds of individual grievances, cases involving review of earlier decisions, and those relating to enquiries into conduct and procedures. This may best be done by the Council of Central Universities which we have recommended in Chapter V.

3.21 As regards the general grievances of the employees, which may also include service conditions, it is proposed that the universities may set up joint consultative machinery on the same lines as in the Central Government. There should be separate machineries for teachers and for the non-teaching staff. In view of the special nature of the framework of the Act/Statutes within which these machineries have to work, the items which could be referred to them would have to be worked out, and it would have to be known to this Committee as to how far they could go in financial commitment, if at all.

3.22 In the case of affiliating universities, such machineries should be provided separately for university employees and for each college.

The group grievances of students would pertain to curricular, extra-curricular or residential/campus life. We should like to deal with them in an integral way with the organisation of corporate life below.

3.23 The grievances connected with those terms and conditions (such as pay scales) which cannot be tackled at the level of individual universities without creating demands and hence problems in other universities should be handled through the Council of the Central Universities which we have suggested in Chapter V.

Corporate Life in Universities

3.24 The University is a community of teachers and students. One of the important functions of a university, besides the cultivation of intellect and providing adequate facilities for this purpose, is to promote the all round development of a students' personality. It is known that an individual's success in life and his contribution to society are not dependent merely on cognitive development but far more on a harmonious combination of the cognitive, the affective, and the development of manual and social skills. Thus the class room is not the exclusive focus of learning and there is a very important role for corporate life in the universities. Facilities for corporate life therefore serve a singular educational purpose and cannot be taken

merely as amenities for students. It is essential that initiative in this respect is taken by the university administration, teachers as well as student associations. In a university, teachers are expected to be the natural leaders and guides of the student community. It is unfortunate that teachers, by and large, have ceased to perform this crucial role as an integral part of their responsibilities, as a consequence of which the leadership of students has passed into the hands of a small minority of those who dominate the students unions.

3.25 One of the important aims and objectives mentioned in some of the constitutions of the students unions in the universities is to foster corporate life among the students through the organisation of games and sports, debates, discussions, symposiums, study circles and other social and cultural activities. During the visit of our Committee to different universities, even universities which have a large number of students in residence on the campus, the Committee did not find much sign of an active corporate life among the students. The students unions, as would be seen from the observations made in Chapter II, have primarily been active in organising agitations and strikes, with political over-tones often for non-academic causes, and have shown little interest in activities necessary to promote a corporate life. The result is that the majority of students who are not interested in such an agitational approach do not find a healthy outlet for their energies and utilisation of their spare time. In the absence of corporate life, students are left uncared for, with a lot of time on their hands, which they could fruitfully utilise if adequate facilities were available. They cease to have a sense of belonging. They become passive spectators. It is this indifference of a large majority of students which allows a small minority of politically motivated students to disrupt and dislocate the academic life of the universities.

3.26 The Committee recommends that adequate funds be provided to the universities to (a) encourage sports and games; (b) support drama and film-clubs, cultural activities, and hobby centres; (c) encourage institution of evening diploma courses in different technical, scientific and literary fields so that regular students in the faculties may add to their knowledge and skills; (d) participation in adult and extension programmes. Teachers should not only encourage but guide students in these activities. It may be ensured that all students participate in one or the other activity.

3.27 There should be effective participation of students in the organisation of these activities through appropriate committees. The student members of these committees should be those who are actively interested and competent in such activities.

3.28 It has also been found that the universities have practically ignored the revolution in educational technology. This would be a glaring omission in the era of satellite television in which the UGC itself has taken the lead as far as higher education is concerned. We recommend that not only should adequate reception facilities be built up in the Central Universities but also there should be encouragement provided to amateur groups of students and teachers to get involved in modern media and utilize their educational potential. Closed circuit TV, and wired radio programmes carrying student produced plays, skits, seminars, dialogues, song and music could create an atmosphere of liveliness and supplement educational programmes on the same channels. These same channels could be very useful in times of crisis when the agitations often thrive on misrepresentation and rumours and an authentic and objective presentation of facts and university orders would be a factor of stabilization.

3.29 In our opinion all the sectors of corporate life and extracurricular activities should have their own committees which may have a teacher as Chairman or President. They should manage the activities and handle the related funds. Any group grievances arising therefrom may be examined by the Dean of Students Welfare in consultation with one or two Presidents of the clubs or activities.

3.30 Hostels

In the universities where there is a considerable number of students residing in the hostels, the main problems arise from the hostels i.e. demands for proper accommodation, food and other facilities. Hostel messes are a permanent source of trouble both for the students and the administration in the universities. In our opinion there could be nothing better than if the students could take complete responsibility for running the hostels and the messes, just as they could be entrusted with the running of all extra-curricular and sports activities. Students could form a cooperative for this purpose (running of mess) like they do in many other countries, and where necessary teacher guidance or technical help in financial matters could be made available. We are aware that our students, even those who come from poor homes, are averse to working with their own hands and to spend a little of their time in house keeping. They are more willing to "participate in decision making" than in running their living and eating facilities. However, every effort should be made to modernize hostel facilities and to persuade students to organise themselves for running them. We have found women students more willing to undertake the responsibility and a beginning could be made immediately with their hostels. In case students are unable or unwilling to take the responsibility of running the messes, we recommend that the universities should entrust the entire work to contractors or caterers.

The organisation of hostels varies from university to university. In some, it is on the basis of individual hostels. In others, groups of hostels each with a Warden are brought together into a "hall" of residence under the supervision of a Provost.

3.31 In our view grievances should first be tackled at the hostel level, but if they are not confined to a particular hostel, and relate in general to several hostels or Halls of residence, a Committee consisting of some provosts, wardens and student representative from the hostels could be constituted to deal with them. This Committee could have as its members a few relevant officers of the administration including the Engineering Department. The Pro-Vice-Chancellor or a senior faculty member could be the Chairman of the Committee.

3.32 Games, sports, cultural clubs and hobbies etc. could also be organised by students with one or two staff members to give any necessary guidance or facilitate cooperation from other sectors of the university.

3.33 A practice we consider of great significance in strengthening corporate life is the assignment of groups of 15 or 20 students to each teacher for occasional meetings preferably where the teacher resides, and discussing all kinds of matters—academic as well as social, political and personal. This would provide an outlet to the students for their thoughts and give them a sense of belonging, a feeling that they are being cared for. The teacher might be able to suggest rational remedies or may himself help to remove some of the difficulties. The university could provide funds for serving tea at such fortnightly or monthly meetings.

Dean of Students Welfare

3.34 The Dean of Students Welfare appointed in the universities could play an important role in the promotion of student participation in co-curricular and social activities, and in-extra-curricular and sports activities.

3.35 In our view the Dean of Students Welfare should be appointed from amongst the seniormost teachers of the university by the Vice-Chancellor. The appointment should be on whole-time basis for a term of three years. It would not be wise or proper to make a permanent appointment to this position. If the university so desires, it may appoint a senior teacher to discharge the duties of the Dean of Students Welfare in addition to his own duties, and in such cases a suitable allowance could be paid. Where necessary in the latter case, he could be assisted by a part-time Assistant Dean. To avoid overlapping of responsibilities and duties it would be desirable that functions and powers of the Dean of Students Welfare—Provosts and

Wardens are clearly defined by appropriate law. However, it would be helpful if universities with a large number of hostels and halls of residence have an apex body dealing with residential and boarding matters so as to have some coordination and uniformity, and so as to also serve as a clearing house for grievances, at the highest level. This body, which we would like to call a Council of Halls of Residence should be chaired by the Pro-Vice-Chancellor of the university or by the Dean of Students Welfare if he happens to be a very senior and distinguished teacher. Grievances of groups, relating to hostels, messes and general campus facilities should, finally, be considered by this Council, for making suitable recommendations to the University.

CHAPTER—IV

TO EXAMINE THE DESIRABILITY OF EVOLVING A CODE OF CONDUCT FOR POLITICAL PARTIES AND TO SET LIMITS TO THEIR INVOLVEMENT IN THE UNIVERSITY AFFAIRS

4.1 Political activity in the universities is natural because the university is a community of thinking people, of those who are exploring the frontiers of knowledge and of those who criticize and evaluate every idea before accepting it. Our democratic tradition, and now the Constitution, ensures fundamental rights to all citizens which include freedom of thought and speech, and freedom of association. Teachers and a section of students are not only voters but they can also be candidates in local, State or Parliamentary elections. We, therefore, see nothing wrong in political parties being active on the campuses of our universities. Presentation of and debates about different ideologies and plans and perspective of national development are to be welcomed and political activity directed towards this end would be wholesome for the growth of the universities.

4.2 We, however, regret to say that much of “political” activity which we noticed and sensed on the campuses is of a degenerate nature which is a blot on the concept of politics. It is a “politics” of expediency, opportunism, that is doing what would be most advantageous at the moment to the doer and his partners; doing it while even knowing that it is wrong. The price of the little gain for the doer may be a disruption of educational activities for all. One sees this when campaigns are mounted to prevent action against those who copied in the examinations, or misused university funds in a variety of ways.

4.3 It is also a politics of corruption where money or other attractions are used to achieve an end, be it victory in an election, or hiring of goondas to harass the functionaries or disrupt a meeting or examination.

4.4 In the most harmless form it is the supporting of the party’s followers, whether they are right or wrong—and hounding out of the opponents.

4.5 It must be said, to give due recognition to the intellectuals in the universities, that at least half the time they are exploiting the politicians. Those who have vested interests in property and civil works or stores and purchases in the university or those who are frustrated because of a variety of circumstances, including non-selection to posts, or amongst students, those who failed or didn’t get admission to course they desired or were rusticated for indiscipline—they use political connection and affiliation to further their

interests. It is common in the universities that an agitation will go upto a certain point and when there is danger of its fizzling out, the agitators do something designed to attract counter-measures—like breaking open offices or hostels or some other provocation, and when the university is obliged to react either by taking disciplinary action, or in grave and violent circumstances, by calling in the police—the agitators appeal to the politicians to give them a hand. In a situation when the leadership of a young group of a few hundred agitators can be grabbed on seemingly “democratic” or “humane” grounds, the temptation to give a political backing becomes irresistible.

4.6 It is politics of this kind about which we firmly believe the mature political parties can be persuaded to take the broader interest of their own followers and of education into account, and to observe certain norms of conduct. As we all unite in facing an external danger to the country, we should unite in protecting our universities which have a key role in building our future.

4.7 We are of the view that the State and Central Governments and the parties in power should play an important part in setting an example to the other political parties in their relationship to the universities. Government should not interfere in the working of the universities—in its academic decisions, recruitment or admissions, in fact, even in financial and administrative matters beyond what is prescribed by the Acts and Statutes of the universities.

4.8 Since the Vice-Chancellor in the Central universities is appointed by the Visitor and the university is entrusted to him, giving overt or covert support to individuals or group against the Vice-Chancellor either through Government officials or otherwise should be completely ruled out. The Vice-Chancellor should have the Government’s full trust without expecting him to become either partisan, or a yes-man, since both will destroy the credibility of the high office. In our view, as long as a person is the Vice-Chancellor, he should be given full and unstinted support in all his actions to handle a situation or a crisis. The Vice-Chancellor of a Central University should have access to the highest quarters in the Government because of the national character of these institutions.

4.9 In our view Ministers should neither seek election nor appointment to any of the university bodies in order to avoid their involvement in university controversies.

4.10 When a teacher of the university, or for that matter any employee, becomes a member of Parliament or State Legislature, in our opinion, he

should be given leave without pay by the university, protecting his service benefits and increments so that when he returns to the university his interests do not suffer.

4.11 We are aware that these broad guidelines, if observed in practice, would go a long way in protecting the universities from the kind of politics of which they are sometimes a victim. But we are also aware that only enlightened self-interest and the consideration of national interest can make all the parties exercise the necessary restraint. On the other hand, we have made recommendations of a far reaching character which in our view are absolutely essential for the healthy growth of the universities. We believe that subscribing to our recommendations will in itself be an act of restraint on the part of the political parties. For example, our recommendation removing the element of election from various bodies, or the recommendation to manage the affairs of the university without all kinds of oppositional elements having to be made partner in such management, or our recommendation regarding the role of the Court require very sympathetic thought and consideration on the part of the political parties as well as the various groups in the universities. But the universities cannot be run effectively, much less serve larger national purposes if the present free for all is thought to be an expression of "democracy" in the universities, and if in this garb it is allowed to continue.

CHAPTER V

TO SUGGEST SUCH OTHER MEASURES OF REFORM AS ARE NECESSARY FOR THE EFFICIENT FUNCTIONING OF CENTRAL UNIVERSITIES AND PROMOTING AN ACADEMIC ATMOSPHERE CONDUCTIVE TO STUDY AND SCHOLARSHIP ON THE CAMPUSES

Acts

5.1 In our view the phrasing and the provisions of the Acts are, in places, defective and sometimes create false expectations which lead to misunderstanding or embarrassment. In some universities the Court is called the "Supreme Governing Body" or "Supreme Authority" which it cannot be, particularly, because it has no funds of its own, and it either cannot freely take decisions pertaining to expenditure or those decisions would be subject to approval of other bodies. A procedure for the creation of posts is provided in the Acts or Statutes, but this is also illusory since teaching posts in Central Universities can only be created with the concurrence of the University Grants Commission which meets 100% of the deficit of these universities. In fact, when the Visiting Committees of the UGC in every Plan period recommend creation of certain posts, these posts are automatically accepted by the universities. Obviously, the Acts are to be amended so as to reflect the real situation and relationship in order to avoid misunderstanding or misadventure.

5.2 Another case which has recently caused agitations in one university after another is the revision of salary scales and promotional avenues for non-teaching staff even though it is provided in the Act that the terms and conditions of service of the employees would be prescribed by Statutes/ Ordinances. Since the power of revising these seem to belong to each university, they came under the pressure of the concerned associations or unions one by one, and arrived at adjustments with their own staff, which created waves of agitations in other universities. In fact, in one of the universities where this is to be provided by Statutes, no such provision has been made and the decisions were taken administratively by the Executive Council. This is in spite of the UGC prescribing as one of the conditions for payment of the maintenance grant that no such upgradation of scales should be done without prior concurrence of the Commission. In the present times when unions/associations are strong and alert and they are continuously trying to find the best combination of terms for their service conditions, it is important to remove the discrepancies which have crept in and also to prevent anomalies from reappearing, through an appropriate change in the

Acts of the Central Universities. Another important disturbing factor has been that while the facilities for time bound promotion of non-teaching staff have been agreed to for the I.I.Ts. which are centrally funded, similar facilities have not been agreed to by Government for Central Universities.

5.3 Again, there is no provision in the University Grants Commission Act which makes it obligatory upon it to have the concurrence of the Central Government before it takes a decision regarding the terms and conditions of service of the employees of the Central Universities, and yet, in practice, prior concurrence has to be obtained.

5.4 The Acts of the Central Universities have another grave omission in that while the UGC is responsible through its own Act for determination, maintenance, coordination and improvement of standards, of university education and research and for this purpose provides funds, the University Acts make no mention of the relationship with the UGC and give an impression that the universities are entirely on their own in this sphere. A natural consequence of this omission has been that on several occasions university people have expressed resentment over what they consider to be "interference" of the University Grants Commission in the "autonomy" of the universities (for example in connection with the prescribing of qualification for the recruitment of staff). At times, the suggestions of the Commission for restructuring of courses or reform of the examination system are ignored by the universities—these suggestions and guidelines are sometimes not even placed before the relevant university bodies. There are numerous examples of the universities not supplying important information to the Commission, which could be the only basis for regularly monitoring of university policies affecting standards. It may be mentioned that even the work of the present Committee has been considerably handicapped not only because of the delay on the part of the universities in supplying the required information, but also because the information in some cases was incomplete or not, available. One reason for this could be that the universities do not have an efficient data collection/maintenance system. This has to be urgently looked into by the UGC.

5.5 The role of the UGC in relation to the Central Universities needs to be further clarified. The finances of the State universities come from the State Government and finances of the Central Universities come from the UGC. In many respects the role of the UGC in relation to them is similar to that of the State Government vis-a-vis the State universities. But the UGC has been only a passive spectator of the happenings in the Central Universities. The universities also seem to treat the UGC as nothing more than a fund distributing agency. It is beyond the comprehension of this Committee why the UGC has remained such a silent spectator even on occasions the situation

which has been very explosive in the universities, and disturbances and violence are common place. University authorities themselves have not always acted with a sense of responsibility and have on a number of occasions conceded the demands of the karmacharis, teachers and a students under pressure, thus creating problems in other universities. On its part, the UGC is also not free from the criticism that in matters which have been referred to it there has sometimes been considerable delay in taking decisions which aggravates situations on the campuses or leads to disturbances. We do appreciate that in most of these cases, the UGC could not take decisions without consulting the Government of India.

5.6 The Ministry of Education, Government of India, has certain responsibilities towards the Central universities which the Ministry discharges on behalf of the Visitor. But in other matters the role of the Ministry and the UGC in relation to the Central Universities has not been clearly spelt out; though due to very good personal relations there has not been any misunderstanding, however such an undefined distribution of powers and functions can lead to confusion and often delays in making decisions, which adversely affect a situation. It is time that there should be a clear understanding between the Ministry and the UGC regarding their roles in decision making, particularly in times of crisis. It is likely that leaders of agitations in the universities may make every effort to exploit any real or apparent differences between the authorities, and may not hesitate even to float rumours. Hence when important and potentially dangerous developments take place in a university, the Vice-Chancellor of a Central University should have easy access to the Minister of Education so that no one can exploit the stand taken by the concerned agencies.

5.7 In our opinion, a clearer enunciation of university autonomy in relation to (i) the question of academic standards, (ii) finance, (iii) law and order and (iv) social responsibility is called for. The involvement of the UGC and of the Government, through the Visitor or otherwise, should be spelt out in the Acts/Statutes, which should represent the realities of the situation.

5.8 The present Acts require a deep review from yet another angle. The structure of governance provided to the universities was transposed from England to India; and it was based on decisions by committees of teachers at every stage, from the Board of Studies to the Faculties and the Academic and Executive Councils. There are two major assumptions implicit in the smooth working of such a system; (i) that decisions will be made by and large on objective or academic considerations as understood by the various bodies and (ii) that the executive authority of the Head, the Dean and the Vice-Chancellor will be respected and will be effective. In England there was

a historic and cultural tradition in this behalf and in the colonial period in India authority was effective enough to permit a certain mode of working of the system. In free India, and over the last few decades, these assumptions have been almost completely eroded; the participatory base has become much larger (for example a Department may have 50 or more members) with the result that cross currents of interests often disturb the objectivity of decision making. The style of participation, particularly by some disgruntled elements, is aggressive, while there are no rules of procedures for the meetings of the various bodies. Finally, authority is often demoralised or paralyzed, due to either lack of administrative support, or interference by outsiders.

5.9 Even in otherwise favourable conditions, the old system was designed more for the status quo rather than for change and development; but in our conditions there is a breakdown of the system. In our opinion, a system of a smaller executive committee and larger consultative committees will suit us better—accompanied by a parallel system of planning for change and development, and monitoring for evaluation and improvement of performance.

5.10 We are unequivocally for a democratic system, but we are equally concerned to have a system that should function. This is so because our country is poor and yet it is providing a high subsidy to university education, since our hopes for building a better future are linked with the universities. We cannot afford to let the university system run down any further or any longer. We are for participation of students, teachers and karmacharis in decision-making through appropriate consultation. We are totally against making the university authority a prisoner of its various components, rendered ineffective in taking decisions which could benefit the whole institution, and are likely to be in its long term interests. As far as the students are concerned, in all academic work they should not be treated as passive recipients of knowledge; interactive processes or participatory modes must be used so that there is open discussion of facts, interpretations, processes and theories including political or social ideology. Participation in design and improvement of courses, of teaching and of environment of study is most desirable. For this purpose students and research scholars with academic merit should participate in Departmental, Faculty and Academic Committees where their views could be voiced.

5.11 It may be further clarified that there are matters in which students participation is neither relevant nor appropriate. Numerous matters that come before the Executive Council, for example, are financial in nature or deal with selection committees and their recommendations for appointment of teaching or other staff. The Boards of Studies or the Faculties may

discuss the appointment of examiners. In these matters students would have little to say; on the other hand it is possible that vested interests might use students without their being aware, to serve their own purpose. In our view participation should be to different degrees, at different levels, and different student groups are relevant for different committees. We are for the students running their own games, sports, cultural activities, messes and any other associations or clubs they form—but in each the competent students of the concerned area should participate.

5.12 We are, on the basis of experience, against elections from amongst teachers for representation in the Academic Council. There are enough teachers in it anyhow, but a few from the categories not so well represented—for example, Lecturers and Readers, could be appointed by rotation in order of seniority from amongst those with eight years of service, as well as those with less than eight years of service.

5.13 In connection with their representation in the Executive Council, we were told by representatives of teachers, karmacharis or students that they are not concerned with having a voice in matters not directly touching their interests, or from which they should, in propriety, be excluded. They are, however, keen—and we see no difficulty in giving teachers and non-teaching employees a voice, to be heard at the *executive level* on issues directly concerning them. The items or specific issues of policy, coming before the Executive Council, in which one or the other of these groups is directly interested could be first considered by sub-committees of the Executive Council which might be set up for taking up any specific matters of concern to any of the two groups (representatives of teachers or karmacharis in good number could be members of the sub-committees) and the views expressed at the meetings could be fully weighed by the Executive Council while taking decisions.

Authorities of the Universities

5.14 In this Section we would like to make some specific recommendations, confining ourselves to some of the most important and urgent matters. The Acts of the Central universities have generally a provision for the following authorities:

(a) Court (b) Executive Council (c) Academic Council (d) Finance Committee and (e) Faculties.*

*In some universities (Jawaharlal Nehru University, Hyderabad and North Eastern Hill University) a provision is made for Schools of Studies in place of Faculties. There is at present no provision of faculties in Visva-Bharati but the Statutes provide for a "Board of Coordination" which has been empowered to coordinate the teaching of the university,

5.15 In some of the Acts, the Court has been defined as a "Supreme Authority Governing Body" and the Court has been empowered to review the actions of the Executive Council and Academic Council (save when these authorities have acted in accordance with the powers conferred upon them under the Act, the Statutes or the Ordinances) and exercise all the powers of the university, not otherwise provided for, by the Act or Statutes. We have already mentioned the practical limitations within which the Courts function and the fact that describing them as "supreme" can only create misunderstanding.

5.16 In accordance with some other Acts, the Court has only advisory functions. It has powers to review, from time to time, the broad policies and programmes of the university and to suggest measures for the improvement and development of the university; to consider and pass resolutions on the annual report and the annual accounts, of the University and the audit report on such accounts and to advise the Visitor in respect of any matter which may be referred to it for advice. There are a number of universities and other institutions of higher education in the country where there is no provision at all for a Court.

5.17 As broadly suggested above, the Court in a university no longer has any practical utility, particularly when the annual reports and audited accounts of the universities are or will be laid before Parliament, and when the entire deficit of the universities is met by the Central Government through the University Grants Commission. Historically, there has been the view that the Court is a link between the Society and the University. But in the present circumstances what better link could there be than Parliament itself receiving the Reports and the Accounts and discussing them. In fact, many other aspects of university affairs are discussed in Parliament and the university would attach greater importance to the views expressed there. This, in our view, is far better than leaving the door open for political interference in the universities which may, at least sometimes, be taken advantage of by recalcitrant or disgruntled elements within the universities to destabilize the functioning of these institutions.

We would therefore recommend that the provision of Court in the Central universities should be deleted.

Executive Council

5.18 The Executive Council should be the principal organ of management

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and in particular, to coordinate the work and time tables of the various colleges and assign lecture rooms, laboratories and other rooms to the Colleges.

Though there is a provision for constituting Finance Committee in all the Central Universities this Committee has not been defined as an authority in Hyderabad University, North Eastern Hill University and Visva-Bharati,

in the university. The prime concern in determining its size and composition is that it should be an instrument to run the university effectively and to see that the larger objectives and national purposes for which the institution is supported by public funds are fulfilled. Hence, in our view, the Executive Council should be a compact (rather than a large) body and it should be a homogenous (rather than a broadly representative) body, enabling it promptly, to take and implement well considered decisions and to effectively handle crisis situations. It should take policy decisions in consultation with teachers, and where necessary with karamcharis, but routine matters should be delegated to the different officers, with clear Rules provided to them, to take appropriate decisions and be responsible for the same. This would make the Agenda of the meetings more meaningful and not burdened with items of very limited consequence.

5.19 While recommending the composition of the Executive Council, we have kept the following factors in view:

- (a) There should be some ex-officio academics from the university.
- (b) Some persons to be nominated who are conversant with the management and functioning of universities; the nomination to be made by the Visitor/Chairman, UGC.
- (c) A nominee of the Chancellor, who we are separately recommending, should be the Governor of the State in which the university is situated.
- (d) In the case of affiliating universities, some representation to be provided to the colleges through the Principals. (This applies in the case of Delhi and North-Eastern Hill Universities. This would not apply to Banaras Hindu University—which has four such colleges).

5.20 The total membership of the committee may not exceed 13, although in some universities it may be smaller.

The Executive Council should have a fixed calendar of meetings, so that the members can ensure their participation in the meetings. This is being suggested as we have been informed that in some cases the meetings of the Councils have been convened at very short notice, more to suit the convenience of certain individuals rather than the urgency of the agenda to be considered. It has also been represented to us that due to such short notice several times the Visitor's nominees have not been able to attend the meetings. While we are making this observation we are aware that it may be necessary some times to call urgent meetings of the Executive Council but this should be a rare occasion. It has also been brought to our notice that, unfortunately, in a few cases the minutes of the meetings are supplied to the members, as well as to the Visitor, long after the meetings are held.

The composition of the Executive Council could be:

1. Vice-Chancellor
2. Pro-Vice-Chancellor
3. Three*—Deans of Faculties/Schools of Studies
4. Two nominees of the Visitor
5. Two nominees of the Chairman, UGC; and
6. One nominee of the Chancellor.

5.21 In the case of an affiliating university, two Principals, one of whom may be a woman to be nominated by the Vice-Chancellor.

Powers of the Executive Council

5.22 Apart from the powers which may specifically be assigned to the Executive Council in the Acts of the universities, the following powers could be assigned to it. These powers would be exercised subject to those of the UGC under its Act which would take precedence over the provision made under the Acts of the Universities.

- (i) to manage the university in order that it may run smoothly and fulfil the objectives and national concerns for which it was founded, and for which it is being funded by the Central Government.
- (ii) to appoint the Registrar, Finance Officer, Librarian, Principals of Colleges and Institutions established by the university and such Professors, Readers, Lecturers and other members of the teaching and academic staff as may be necessary, on the recommendations of the Selection Committee constituted for the purpose. (It may not be necessary to consult the Academic Council, in respect of number, qualifications, emoluments and other conditions of service of teachers etc.)
- (iii) to appoint members of the administrative staff or to create administrative, ministerial and other necessary posts; to determine the number and corresponding grades of such posts, in consultation with the Finance Committee and provide for them through the Statutes, and to appoint persons to such posts on such terms and conditions of service as may be prescribed by Statutes in this behalf.
- (iv) to regulate and enforce discipline among members of teaching, administrative and other staff of the university, in accordance with the Statutes.

*The Faculties may be divided in three groups. One Dean from each of the groups may be a member of Executive Council.

- (v) to manage and regulate the finances, accounts, investments, property, business and all other administrative affairs of the university and for that purpose to appoint such agents as it may think fit;
- (vi) to invest any money belonging to the university, including any applied income, in such stocks, funds, shares or securities as it shall, from time to time, think fit or in the purchase of immovable property in India, with the like power of varying such investments from time to time;
- (vii) to transfer or accept transfers of any movable or immovable property on behalf of the university;
- (viii) to provide the buildings, premises, furniture and apparatus and other means needed for carrying on the work of the university;
- (ix) to enter into, vary, carry out and cancel contracts on behalf of the university;
- (x) to entertain, adjudicate upon, and, if thought fit, to redress any grievances of the officers of the university, the teaching staff, the students and other employees of university who may, for any reasons, feel aggrieved;
- (xi) to fix the fees, emoluments and travelling and other allowances for examiners and moderators after consulting the Academic Council and the Finance Committee;
- (xii) to select a common seal for the university and provide for the custody and use of such seal;
- (xiii) to make such special arrangements as may be necessary for the residence and discipline of women students;
- (xiv) to delegate any of its powers to the Vice-Chancellor, the Registrar or the Finance Officer or the Dean of the Faculty or the Head of the Department or such other employees or authority of the university or to a committee appointed by it as it may deem fit; through the Statutes;
- (xv) to institute fellowships, scholarships, studentships, medals and prizes on the recommendations of the Academic Council and after obtaining the recommendations of the Finance Committee.
- (xvi) to exercise such other powers and perform such other duties as may be conferred or imposed on it by the Act or the Statute.

Academic Council

5.23 The Academic Council may be the principal academic organ of the university and subject to the provisions of the Act, the Statutes and Ordinances, co-ordinate and exercise general supervision over the academic policies of the university. It may provide leadership in regard to raising the standard and quality of education and research, and strengthening their links with regional and national development, and for this purpose may

prescribe methods of instruction and evaluation and other academic norms. It should be responsible to bring about interdepartment and inter-faculty coordination both in teaching and research and for this purpose it may constitute appropriate committee/s.

5.24 The composition of the Council may ensure that all the faculties are represented on it, through Deans of Faculties, Heads of Department, Professors, Readers and Lecturers and, in affiliating universities, it may also include some Principals and College teachers*.

5.25 As indicated earlier, the representation of different categories should be only through rotation and in no case through elections. It would have also to be ensured that no particular Faculty dominates the membership of the Council.

5.26 In addition to the internal members, as indicated above, provision should be made to associate external members for each one of the Faculties.

5.27 As already indicated in a general way, the Academic Council may also have some students (postgraduate and research) selected on the basis of academic merit. We are very keen about this because participation of such students will help the Academic Council in all its endeavours for reform and introduction of new programmes, and it will also lend much needed prestige to students whose academic performance may be superior. The manner of selection of five or six such students may be carefully worked out by each university. One suggestion is that (i) two best postgraduate students and one scholar working for Ph.D. with a standing of two years and superior performance, may be identified by each Department; (ii) names of all postgraduate students may be put in three categories according to Faculty grouping which has been recommended earlier, and a name may be drawn by lots for each Faculty group; (iii) similarly research scholars be classified into three Faculty groups and one name drawn by lots from each group.

5.28 The term of membership for those other than for ex-officio members may be two years, and one year in the case of students.

Faculties

5.29 The functions of the Faculties would broadly be the same as those of the Academic Council, so far as it relates to a particular Faculty. However, it would prescribe courses of study or credit requirements, methods of

*It may be noted that we are making a separate self-contained recommendation regarding the academic management of Delhi University (pp. 125).

instruction and weekly hours/periods required for the same. It would also prescribe the method and manner of evaluation and where those teaching the courses are not examiners, it would appoint examiners/moderators. The appointment of examiners, and the provision of curricula/courses of studies would be finalised at the Faculty level and need not be referred to the Academic/Executive Councils. An important role of the Faculties should be to promote inter-departmental academic programmes at the postgraduate level and in research.

5.30 The membership of the Faculty may consist of Heads of Department, two Professors, one Reader and one Lecturer from each department and an outside expert for each department.

5.31 We are not suggesting student participation directly in the Faculties because they would be discussing specific course content or appointment of examiners etc. But we are in favour of a substantial consultation with students in regard to general improvement in courses, laboratories, teaching, assignments, field work and projects etc., and to elicit their views on extension work and particularly coordination between Departments in teaching and research. For this purpose we recommend the setting up of a Faculty Advisory or Consultative Committee of students which should be presided over by the Dean and of which Heads of Department should be members. One postgraduate student, one undergraduate student (not from affiliated colleges) and one research scholar from each Department should be members of this Committee. The representation should again be on the basis of merit. The research scholar may be the same as identified for possible representation on the Academic Council. The postgraduate student may be the one with the best performance at the first year of Master's course, and the undergraduate with the best performance at the penultimate year of the course. This Committee should be set up every year within a month of the start of the Annual session and should meet once or twice in a year. Its recommendations should be placed before the next meeting of the Faculty for appropriate decisions.

Boards of Studies

5.32 Very large Boards, we have found, cannot function properly; and a combined Board of studies for postgraduate as well as undergraduate studies becomes all the more unwieldy. Elections to the Boards cause unnecessary tensions, but since no vested interest in prescribing courses, suggesting books and appointing examiners should either be presumed or encouraged, our recommendation is that the maximum membership of a Board of Studies in a department should not exceed 15. It may comprise of some of the Professors, Readers and Lecturers of the department with a

few Professors from cognate or allied departments, and a few outside experts, where necessary, including persons from the concerned profession or industry. A distribution of 2 each from cognate subjects and from outside, three Professors, two Readers and two Lecturers may be quite adequate. The main functions of the Board of Studies should be to recommend courses of study and credits, methods of teaching. Examiners/Moderators where necessary, and the lines of development of research in the Department.

5.33 There should be separate Boards of Studies for undergraduate and postgraduate studies with a few common members.

5.34 In large departments where there is considerable research activity, a Board for Research may also be established to coordinate and promote research activity and to make proposals for appointment of supervisors and examiners for the consideration of the Committees at the Faculty or University level dealing with advanced studies and research. The Board may consist of not more than 11 members, two of whom should be from allied and cognate departments in the University and two from outside the University. At least one Lecturer and one Reader from the Department should be a member in addition to senior supervisors and professors.

5.35 At the Departmental level there should be a forum for receiving views and ideas of the students and this again, should be from academically meritorious students. There could be different ways of providing for this in accordance with the special needs of the various Departments. As a general model we would suggest that the three best newly admitted Master's degree students and the three best final year students be made members of a Post-graduate Consultative Committee over which the Head of the Department should preside and three or four teachers involved in postgraduate work may be members. A similar Committee for the undergraduate students enrolled in the Department may also be formed. Each of these Committees should be set up very early in the session, should meet once or twice in a year, and its recommendation placed for the consideration of Boards of Studies and concerned authorities.

5.36 We would like to emphasize the role of students in providing feedback on the delivery of the system as a whole, and underline our approach of obtaining student participation at all significant levels. The participation in relation to academic programmes is by the concerned meritorious students, and it is in sufficient numbers so as to lend real voice to student's views and ideas.

Departmental Committees

5.37 To assist the Head of the Department in the effective and non-partisan

functioning of the Department with regard to its activities, facilities and resources, there may be a Departmental Committee. The Head of the Department may be the Chairman of the Committee and it may also include some Professors, Readers and Lecturers, but the total membership may be 5-7 depending upon the size of the Department. In addition, if necessary, sub-committees could be constituted for different purposes e.g. for running the library, the workshop, and for purchases etc.

Finance Committees

5.38 (a) The Finance Committee should consist of the following:

- (i) The Vice-Chancellor
- (ii) Pro-Vice-Chancellor
- (iii) Three persons nominated by the Executive Council from amongst its members out of whom at least one should be from each of the categories 3, 4 and 5 indicated in the composition of the Executive Council;
- (iv) Two nominees of the Visitor;
- (v) One nominee of the Chairman, UGC.

(b) All the members of the Finance Committee other than ex-officio members, should hold office for a term of three years.

(c) A member of the Finance Committee should have the right to record a minute of dissent if he does not agree with a particular decision of the Committee.

(d) The Finance Committee should meet at least thrice every year to examine the accounts and to scrutinise proposals for expenditure.

(e) All proposals relating to creation of posts, and those items which have not been included in the Budget should be examined by the Finance Committee before they are considered by the Executive Council.

(f) The annual accounts and the financial estimates of the university prepared by the Finance Officer should be laid before the Finance Committee for consideration and comments and thereafter submitted to the Executive Council for approval, within the overall ceiling fixed by the Finance Committee; and

(g) The Finance Committee should fix limits for the total recurring expenditure and the total non-recurring expenditure for the year based on the income and resources of the university (which in the case of productive works, may include the proceeds of loans)

5.39 It has been represented to us that on several occasions the meetings of the Executive Council and Finance Committee are held outside the Headquarters of the University. We recommend that, as far as possible, the

meetings of the authorities of the University should be held at its Headquarters.

Planning and Evaluation (Monitoring) Board

5.40 We have examined, where we have been supplied information by the universities, the manner in which the plans for development are prepared by the universities. The procedure adopted is not satisfactory and usually amounts to an uncritical collection of separate proposals made by different departments and units. There is no perspective planning and no delineation of desirable directions of growth. No university has a machinery to evaluate or monitor its programmes. It has been observed that practically in all universities, there has been a considerable spell over from one Plan to another and they have not shown a satisfactory performance in implementing the different schemes approved.

5.41 We recommend that a provision may be made in the Acts of the Central universities making it obligatory for them to constitute a Planning Board, which shall be the Principal Planning Body of the University and also be responsible for the monitoring of the development of the university, on the lines, which may be indicated in the objectives of the university.

5.42 The Planning Board would have the right to advise the Executive Council and the Academic Council on any matter, which it considers necessary for the fulfilment of the objectives of the university. The proposed Planning Board, which should be presided over by the Vice-Chancellor, may include six or seven internal members and two nominees of the Chairman, University Grants Commission. It should be provided adequate administrative support to enable it to perform its functions satisfactorily.

Council of Central Universities

5.43 We have dealt at length, how the decisions taken by one University have sometimes affected adversely the working of other universities. The University Grants Commission meets the entire expenditure of the universities in the form of maintenance grants to them, it is, therefore, necessary that the Commission should not only have an important role so as to control the expenditure but also to coordinate the functioning of the universities, so as to ensure optimum utilisation of resources. We recommend that the Acts of the Central universities should provide for a Council of Central Universities. The Council would have the following composition:

- (a) Chairman, UGC;
- (b) Vice-Chairman, UGC;

- (c) Two members of the Commission who have been appointed under Section 5 (3) (a) of the UGC Act (two members chosen from among the Officers of the Central Government, to represent that Government); and
- (d) All the Vice-Chancellors of the Central Universities.

The functions of this Council shall be to:

- (i) determine the Terms and Conditions of service of the employees of the Central Universities.
- (ii) coordinate Academic programmes and planning and development of the Central universities, and also interaction between them and the State Universities.
- (iii) determine the Personnel Policy including promotion policy for both teaching and non-teaching staff members.
- (iv) enhance participation of the universities in Programmes of National Development; and
- (v) take up such other matters which may be of common interest to these universities.

5.44 The decisions taken by this Council will be final and would not need any ratification either by the Executive Council or the Academic Council of the concerned university.

5.45 A convention may also be developed that the decision taken by the Council would not require the approval of the University Grants Commission, unless the Chairman makes a specific recommendation that a matter may be considered by the Commission.

5.46 It would be seen that what we are recommending is no super Executive Council. The role of the Council of Central universities is in the sphere of essential interuniversity relationship and university—national development interface. Such an organ is the need of the hour and would enable Central universities to fulfil their objectives more effectively.

Visitor

5.47 We would recommend that the President of India may continue to be the Visitor of Central universities. The Visitor has wide ranging powers and the recommendations being made by this Committee, if accepted—would further enhance his powers.

5.48 In view of the responsibilities entrusted to the UGC under its Act, and in particular for Central universities—it seems not only desirable but imperative that on all matters, where the Visitor takes a decision or an

action in pursuance of the Acts and Statutes of the Central universities, at present generally on the advice of the Ministry of Education, he should also have the benefit of the advice of the University Grants Commission which has an academic perception and sensitivity so essential in such matters. It has been suggested to us that we recommend that it should be provided in the Acts of the universities—making it obligatory that the views of the Commission be provided to the Visitor before he takes a final decision.

5.49 In this connection, our Committee would like to refer to the following recommendation made by the Banaras Hindu University Inquiry Committee in regard to “Central Universities—UGC—Government of India Relations” :—

“The President of India, as the Visitor of the Banaras Hindu University exercises his powers on the advise of the Union Minister of Education. We feel that since with the setting up of the University Grants Commission under an Act of the Parliament, the responsibility for the co-ordination and maintenance of standards of higher education has been vested in it and it is also the responsibility of the Commission to determine the maintenance grants of the Central Universities, a convention may be developed and where the Visitor exercises his powers under the relevant provision of the Acts of the Central Universities, the advise of the University Grants Commission should be obtained by the Ministry before advising the Visitor.”

5.50 The recommendation was considered at a meeting of the Education Minister, with the Vice-Chancellors of the Central Universities and Chairman, UGC and the following conclusion was recorded:

“The Education Minister stated that in policy matters relating to the Central Universities, the UGC was consulted before advising the Visitor”.

We understand that this is not being done.

5.51 The Committee on Governance of Universities had made the following recommendations:

“The Visitor should also have the right to annul any proceedings of the university which are inconsistent with the Act, Statutes or the Ordinances. A provision may, however, be made that before making any such order the Visitor shall call upon the university to show cause why such an order should not be issued, and if any

cause is shown within reasonable time, he should consider the same before the final order.

We would recommend to the Government of India that before the Visitor exercises his power in regard to the Central Universities, he may consult the University Grants Commission. We also recommend to the State Governments that where important questions of academic policy are involved, they might also take advantage of the advice of the University Grants Commission, or advise the Visitor of a State University to obtain the advice of the University Grants Commission.

We recommend that the Visitor should have the power to nominate persons on some of the statutory authorities or bodies of the university. Specific suggestions in this regard will be made when we deal with different bodies and authorities of the university in the course of this report. At this stage, we want to emphasise the fact that as an integral part of this recommendation, we also recommend that in exercising his power of nomination, the Visitor should choose a person from out of a panel of names drawn up by a committee consisting of his own nominee, who will be the Chairman of the Committee, a nominee of the Chairman, University Grants Commission, and a nominee of the Vice-Chancellor of the university concerned. This process will apply in the case of every recommendation that we have made about the Visitor's power to nominate, except in the special cases where we have indicated to the contrary. It is important that persons nominated to various bodies of the university are able to give adequate time to the work of these bodies."

5.52 If the above recommendations had been implemented the complaints which some Vice-Chancellors have that they were not consulted when nominations were made on the Executive Councils would not have arisen.

5.53 We recommend that a provision be made in the Acts that the President of India being the Visitor of a university, in the discharge of his functions in that capacity, he shall have the opinion of the Chairman of the UGC available to him prior to making an order.

Visitor's Nominees

5.54 The Visitor for all Central universities has to appoint a certain number of persons on the Executive Council of the Universities (except in the case of Banaras Hindu University and Visva-Bharati where the entire Council

is nominated by the Visitor), and persons on Selection Committees for the appointment of teachers and some of the officers of the universities.

5.55 Information collected from the universities shows that on the one hand there are long delays in making such nominations, and on the other, in several cases, even though very eminent persons were nominated, they hardly attended any meetings.

5.56 In fact, there have been complaints from the Vice-Chancellors that the meetings of the Selection Committee could not be convened by the Universities in the absence of timely notification of the Visitor's nominee. We would suggest that the Visitor may not only have the advice of the University Grants Commission for nominating persons on different authorities or committees but may kindly ensure that the nominations are made well in time. It may also be provided in the Statutes of the universities that if a Visitor's nominee does not attend two or three consecutive meetings of the authority on which he has been nominated, he shall automatically cease to be the member of the authority concerned. The nominees of the Visitor and of the Chairman UGC should be in a position to help the Executive Councils and the Vice-Chancellors to resolve problems and manage the affairs of the universities in their best interests. For this purpose they should be in a position to attend the meetings regularly and be apprised of the general policies of the Government and the UGC for the development of higher education and institutional management.

5.57 At present the universities are expected to send the agenda and the minutes of the meetings of the authorities to the Visitor and a copy of the same to the University Grants Commission. We are informed that these papers are very often received after the meetings and hence the Visitor or the UGC would not even be in a position to make their views known on specific matters to the nominees and the Vice-Chancellor. We suggest that suitable steps should be taken to ensure effective participation of all members in making appropriate decisions at the highest executive level in the universities.

Chancellor

5.58 All Central universities have a provision of the office of the Chancellor. In some universities he is ex-officio, in others he is appointed by the Visitor from a Panel of names submitted by the University, and in some he is elected.

5.59 Normally, the Chancellor presides at the Convocation of the University and has the power of nomination of member/s on some authorities of the

University. We have separately discussed the role of the local and State administration in the functioning of the universities. We suggest that the Governor of the State in which University is located may be the Chancellor of the University.

Chief Rector

5.60 The Acts of Aligarh Muslim University, Hyderabad and North-Eastern Hill Universities provide for the Governor of the State in which a university is located to be the Chief Rector of the University.

5.61 In case of Delhi University the Chief Commissioner (now Lt. Governor) is the Chief Rector. The Visva-Bharati Act provides for the Governor of West Bengal to be the Rector of the University. No such provision has been made in Banaras Hindu University and Jawaharlal Nehru University Acts. In view of our recommendation that the Governor of the State in which the University is situated be made Chancellor of the University, it seems that office of the Chief Rector as also Pro-Chancellor serves no purpose, and hence may be abolished.

Vice-Chancellor

5.62 It is obvious that this appointment is crucial for the functioning of the university. Firstly, as far as possible a university should not be left in the charge of an acting Vice-Chancellor in the interim between the appointment of one Vice-Chancellor and another, since in this period, often, all the gains for which the outgoing Vice-Chancellor may have struggled are undone by pressures which the temporary head of the university has neither the status nor the desire to withstand. The process of appointment of a successor should be started well within the term of the outgoing Vice-Chancellor, and the latter should be persuaded to stay on until the successor can take over the charge. In fact, the Vice-Chancellor selected should join a few months before his term begins so that he could acquaint himself with the problems of the university, its working and its relationship with the UGC and the Government of India. During this period the Vice-Chancellor designate should attend the meetings of the different Authorities of the University.

5.63 Secondly, the person to be chosen should be in good health and familiar with the life-style and problems of our universities. It is a definite advantage if the Vice-Chancellor is an academic, because he has to carry the academic community with him and for this purpose the prestige and style of functioning of an academic would be an asset. However, he should also be a gifted administrator—because what the universities need is a

sensitive, efficient, fair and bold administration. The qualities involved are so complex that we believe that the views of the University Grants Commission should be available to the Visitor before he makes a final choice. The Commission is in a better position than all other agencies in regard to the background information for all academics, and in its perception of who could make a good Vice-Chancellor. It is recommended, therefore, that once the panel of possible persons is drawn up, the views of the Chairman, UGC, may be made available to the Visitor before he makes a choice. A provision may be made to provide for a nominee of the Chairman, UGC to be on the Committee which would suggest the names of the Panel.

5.64 We have already underlined the necessity of the Vice-Chancellor, the UGC and the Ministry of Education evolving a common policy to deal with a crisis situation so that the crisis-causing groups would be unable to manoeuvre to create undue misunderstandings; and a large majority of students and teachers saved from taking a stand based on rumours or misunderstanding promoted by such groups. A Vice-Chancellor should, in view of the special role which he has to perform as the Chief Executive and Academic Officer, should be expected to be available at the Headquarters of the university except for a limited number of days which he may devote to his other pursuits, which we realise have their own importance. In our view absence beyond a certain limited period, should be permitted only with the prior approval of the Visitor. For the same reason we are not in favour of the Vice-Chancellor doing regular consultancy. This should be allowed only for short duration and for highly relevant activity.

5.65 The term of the Vice-Chancellor should be five years and he should not be eligible for appointment for another term. The high credibility and objectivity of the Vice-Chancellor often suffers because of desire or expectation of a second term and this, in our opinion, should not happen. The conditions of service of the Vice-Chancellors are expected to be provided through the Statutes. However, it is observed that in some of the cases while most of these are provided through Statutes the emoluments are prescribed through Ordinances. It has also been observed that the terms in certain cases have been varied by the Visitor, but the Statutes have not been modified accordingly.

5.66 We would respectfully urge upon the Visitor that the terms of appointment of the Vice-Chancellor may not be varied from those prescribed in the Statutes and also that all the terms of appointment, including emoluments, be prescribed through Statutes. It may neither be desirable nor appropriate to have different terms of appointment for the Vice-Chancellors of different Central Universities.

5.67 Keeping in view the status of the Vice-Chancellor and the fact that his terms are prescribed through the Statutes, it may be provided that the salary which may be paid to him be on par with that of the Secretary to the Government of India and he be eligible to draw all allowances which are payable to the corresponding employees of the Government of India and also be entitled to join the Provident Fund Scheme of the university.

Powers of the Vice-Chancellor

5.68 The Vice-Chancellor has been designated as the Chief Executive and Academic Head of the University, and as such his powers should be commensurate with this status. He should ensure that routine items regarding creation of temporary posts for short duration and sanction of leave etc. should not be normally referred to the Executive Council. He should delegate his powers for day to day work to the Pro-Vice-Chancellor/s who should act on the basis of clear rules laid down in this regard and only where action is to be taken in variation of these Rules the matter may be referred to the authority concerned.

5.69 Except for the appointment of the Pro-Vice-Chancellor or Rector where the appointment may be made by the Executive Council as at present, all other appointment e.g. Proctor, Dean of Students Welfare, Provosts and Wardens etc. should be made by the Vice-Chancellor himself. We have made this suggestion with the hope that while making such appointments the Vice-Chancellor will ensure that only persons who are interested in the welfare of students, have aptitude for such work and can function as members of a team would be appointed.

5.70 The Vice-Chancellor should be empowered not to act upon any decision of any authority, if he is of the opinion that it is ultra-vires of the provisions of the Act or Statutes or Ordinances. Similarly, he should be empowered not to act upon any decision of any authority of the university, if he is of the opinion that such a decision is not in the interest of the university. In both the cases he could ask the authority concerned to review the decision, and if difference in perceptions of the nature and impact of a decision persists, the matter should be referred with the utmost speed to the Visitor, whose decision should be final.

5.71 We have indicated several items in which reference may be made to the Visitor, and also suggested that the Visitor may take the decision in consultation with the University Grants Commission. We would recommend that it may be incorporated in the Acts of the Universities that the decision of the Visitor should be available not later than eight weeks from the date the reference is received by him. We are aware of the difficulties involved,

but mechanisms have to be set up to have proper consultation, within certain time limits.

5.72 The Vice-Chancellor, as the Chairman of the authorities of the Universities, should be empowered to suspend a member from the meeting of the authority or a committee, for persisting to obstruct or stall the proceedings or for indulging in behaviour unbecoming of a member. He should also have the power, depending on the gravity of the objectionable conduct, to suspend the member from a certain number of subsequent meetings. In fact, clear Rules should be prescribed for conduct of the meetings of the authorities and these should be made available to the members.

5.73 All the disciplinary powers in regard to students and employees should vest with the Vice-Chancellor unless the same have been delegated to another officer. He should have the powers to suspend an employee, if necessary, and initiate disciplinary action against him. The financial powers of the Vice-Chancellor should be clearly prescribed.

5.74 Under the Acts of the Universities the Vice-Chancellor is expected to ensure the observance of the provisions of the Act, Statutes and Ordinances. We regret to say that in one case it was noticed by us, where the Visitor had not accepted the proposal of the University to amend a Statute, the University did not operate upon the existing Statute. Similarly in the same university, where the Visitor could not accept the inclusion of an office bearer of an Association to be an ex-officio member of an authority, the university decided to invite the incumbent concerned as an observer to its meetings. The university ought not to have circumvented the decision of the Visitor.

Pro-Vice-Chancellor/Rector

5.75 Each Vice-Chancellor may be permitted to appoint such number of Pro-Vice-Chancellor/s to assist him in carrying out his duties and functions as are agreed upon by the UGC. Such appointments should be co-terminous with that of the Vice-Chancellor. The duties assigned by the Vice-Chancellor to the Pro-Vice-Chancellor should be clearly defined. In the present circumstances, where the Vice-Chancellors have to remain away from Headquarters within the country and sometimes outside the country for official or other work, it is essential that there must be a responsible officer, to look after the university, who has the confidence of the Vice-Chancellor. We are unhappy to note that in two of the universities where there is a provision for a Pro-Vice-Chancellor/Rector no appointment has been made for quite some time for one reason or another.

Treasurer

5.76 There are three universities which have the office of the Treasurer. We recommend that this be abolished since there are full time Finance Officers in the universities.

Registrar & Finance Officer

5.77 We do not propose to suggest any change in the existing arrangement either in the mode of recruitment or the powers of these two officers. However, we suggest that the Finance Officer should work under the supervision of the Vice-Chancellor and accountability to the Executive Council should be through the Vice-Chancellor. He should be an advisor to the Vice-Chancellor and not act as a Financial Adviser as in Government Departments.

5.78 It has been represented to us that in a few cases, where, for certain unavoidable reasons, the Finance Officer had been appointed in a grade higher than that of the Registrar (the scales of pay of the Registrar and Finance Officer are identical), he had pressed his claim to have precedence over the Registrar and even the Professors of the university. This is rather unfortunate because in the university system hierarchy is not based on salary, and we recommend that in future appointments of Finance Officers it may be made clear that the incumbent is one of the officers of the university and he should consider himself like other officers under the disciplinary control of the Vice-Chancellor.

5.79 Another point we wish to make is that the Government should impress upon the C.A.G.* to ensure that the services of competent officers are made available to the universities well in time for appointment as Finance Officer. It has been brought to our notice that some universities have been without such officers for a very long periods. It is also suggested that the Finance Officer may be appointed not only from the Indian Audit Service but also from any organised Accounts Services. In fact, it has been impressed upon us that it would be better to have officers from the Accounts Service to be deputed to universities rather than from the Audit Service.

Deans of Faculties

5.80 Deans perform very important inter-department and inter-Faculty coordinating functions and therefore persons performing such functions effectively need to have special ability and aptitude. Not every Professor

*Comptroller & Auditor General of India.

may be able, therefore, to fit this description. We recommend that the Vice-Chancellor should be empowered to appoint a Professor in a Faculty to be the Dean of Faculty. He should hold office for a term of three years and be eligible for re-appointment. However, no one should hold this office for more than two consecutive terms.

Heads of the Department

5.81 Our experience of the universities where rotation of Heads of Department has been practised has not been happy, in fact, where the rotation goes down to those teachers who are awaiting promotions, there has been lack of leadership and direction and therefore, lack of growth in the activities of the departments. Even where rotation is limited to Professors, there are cases where excellent academics lack the ability to plan, to exercise general administrative control involved in running the departments, particularly large departments. We are of the view that if the limited resources are to be optimally utilized the Head of the Department may be given a three years term after which he may be reappointed, the choice to be made by the Vice-Chancellor after consulting those he considers necessary for the purpose.

5.82 It is suggested that a provision be made in the Statutes that if in the opinion of Vice-Chancellor, a situation so demands, the Vice-Chancellor may place the Deptt. under the charge of the Dean of the Faculty concerned or a professor from any other Department for a specified period.

Teachers

5.83 The teacher has a unique role in society. While being a part of the social environment around him, he is also an important agent for changing this environment and moulding it for achieving the aspirations of society and for upholding ethical and cultural values. A great responsibility rests on the teacher for moulding the future of a nation. This responsibility can be fulfilled only when academic atmosphere and discipline in the educational institutions are strengthened.

5.84 If we have to achieve the above, it has also to be ensured that the teachers can work in a congenial atmosphere and are not over-burdened with looking after their day to day needs. During our discussion with teachers representatives in all the Central universities the following points emerged which affect the teachers directly:

1. Revision of scales of pay,
2. Promotional opportunities,
3. Provision of Housing and Medical Facilities,
4. Adequate facilities for Library.

Revision of Scales of Pay

5.85 The scales of pay of the teachers were revised for all universities w.e.f. 1.1.1973 and any further revision cannot be considered in isolation for Central universities. In fact, the teachers in the Central universities are, in a way, better treated than their counterparts in some of the State universities.

5.86 The teachers of the Central universities have been paid all the Dearness Allowance instalments which have been given to the Central Government employees and are also eligible to receive other allowances e.g. House Rent Allowance, City Compensatory Allowance and Leave Travel Concession etc. on par with Central Government servants.

5.87 The teachers have also been extended the supernumerary benefits as in Government, with an added advantage, that it is open to them to choose either CPF-cum-Gratuity or GPF-cum-Pension-cum-Gratuity scheme. Since the last revision in 1973, the Government of India have set up the 4th Pay Commission and we understand the question of revision of scales of pay of the teachers is also being taken up.

Promotional Opportunities

5.88 The revised scales of pay were introduced for teachers on the recommendations of the "Sen Committee". While it is true that these scales were revised more favourably than those with corresponding pre-revised scales in the National Laboratories, it is regretted that another important recommendation of this Committee regarding promotion to the next higher scale on the basis of merit assessment was not accepted by the Government of India. The same is in operation as flexible complementing elsewhere.

5.89 The absence of this has been a cause of frustration to teachers and it is only recently that the Commission has accepted the introduction of a Merit Promotion Scheme for the Sixth Plan. It is unfortunate that the final processing of even this scheme has taken a long period.

5.90 In our view there should be a regular merit promotion scheme based on the principle of flexible complementing. The assessment for this should be done on the basis of well drawn out criteria and a mechanism worked out where objectivity and comparability could be maintained. The assessment should be by the usual Selection Committees which process direct recruitment to higher posts. To enable the Committee to make a proper assessment of meritorious performance of a teacher, it would be necessary to define the duties, responsibilities and role of teachers and to work out a mechanism to establish the contribution which a teacher has been able to

make to the educational advancement of his students and institution, and to the advancement of knowledge.

5.91 We further suggest that since many teachers perform their duties conscientiously but without conspicuous merit, and they often stagnate at the maximum of the prescribed grades, provision of selection grades may be considered while revising the pay scales.

Housing and Medical Facilities

5.92 There is no doubt that due to acute shortage of housing for teachers in most of the universities, and the rising rents, the teachers are in great distress. We have noted the recent decision of the Commission to provide additional resources to some of the universities and also provision of House Building Advance.

5.93 No doubt this would satisfy some teachers but we feel that this aspect of the service condition deserves special attention. Apart from providing development grants, the Commission has also to look after the needs of Central universities in matters relating to which the State Governments play their role for State universities. We suggest that the Commission should work out a ten year plan for providing housing to the teachers and ask for a specific allocation in different Five Year plans. We do appreciate that within the resources available or likely to be available, it may not be possible to provide complete satisfaction but every effort should be made to suitably augment the existing facilities.

5.94 One point may, however, be added here that the universities should reserve certain percentage of new houses to be constructed say about 30%, for persons who are appointed from outside the university. This would no doubt reduce inbreeding, which we have already mentioned in Chapter I. In the absence of such a provision, the possible newcomers will have no chance of getting accommodation and hence no incentive to join.

5.95 As regards medical facilities, the employees of the Jawaharlal Nehru University come within the purview of the C.G.H.S. and we strongly urge that the Government of India in spite of its earlier inability to bring employees of Delhi University and its affiliated colleges under this scheme may review the position and give to teachers of Delhi University the same benefit as to those of Jawaharlal Nehru University, Aligarh Muslim University and Banaras Hindu University have fulfilled teaching hospitals and they should implement the scheme, already approved for these universities by the Commission, on the same lines as the Central Government Contributory Health Scheme. Visva-Bharati has also a small hospital run by it and should

accordingly work out a medical benefit scheme for its employees. We are not in favour of paying a monthly or annual allowance in lieu of this.

5.96 This brings us to the requirements of North-Eastern Hill University and the University of Hyderabad. In both cases the permanent campuses are located quite far from the main city and sooner or later a large number of employees would shift to these campuses. The universities would have to work out schemes, to suit the local needs, with assistance from the State Government concerned, for providing medical care for their employees.

Library Facilities

5.97 During our discussions, we were informed that due to the increased cost of books and at the same time reduction in the library grants to the universities, teachers experience considerable difficulty in getting the latest books. At the same time, we were informed by students that a large number of books are issued from the libraries for long periods in the name of teachers, thus causing hardship to students.

5.98 A suggestion has been made that we recommend payment of book allowance to teachers. We are not in favour of this suggestion. We recommend that the Commission may favourably consider providing higher allocation to the universities for library books and at the same time the universities should work out a proper system of issue of books.

Working Days and Work-load

5.99 We are not making recommendations regarding working days for teachers, work-load and the minimum examination reforms, as on the basis of the recommendation of another Committee, the Commission has laid down guidelines for these. A copy of this is at Annexure VIII.

5.100 We would, however, recommend that it may be ensured in the case of Central universities that these are incorporated in the Statutes/Ordinances of the Universities.

5.101 We have equally to ensure that students who are enrolled as regular students, actually benefit from lectures, tutorials and seminars etc. held by the university. To do so we recommend that students both at undergraduate and postgraduate level be expected to have attended 75% of the lectures etc. delivered or held before a student could be permitted to take the examination. If this is accepted, we hope this would not only remain on paper, but actually followed, as is the case in one of the universities.

Non-Teaching Staff

5.102 We have separately recommended that the terms and conditions of service of the employees, should be framed by the Council of Central Universities. This would also include the promotional policy and the code of conduct. While the scales of pay of the Ministerial Staff may have to be broadly in line with those of the corresponding staff in Central Government, some thought may have to be given for the scales of pay of Registrars, Deputy Registrars etc. and equivalent posts. The Commission had tried to give parity for this with posts of officers in the Central Government but the same has not yet been accepted by the Government. This category of staff had a parity of scales with Lecturers/Readers/Professors prior to 1.1.1973 but with the revised scales of pay of teachers this has been disturbed. In view of the responsibility of office which they bear their case deserves consideration. It is essential that immediate decision is taken on the proposal of the UGC in this regard so that when the recommendations of the Fourth Pay Commission are received which may have to be extended to the non-teaching employees of Central universities, they may not be adversely affected.

5.103 The universities have a large ministerial and class IV staff which in a few cases runs into thousands.* In such cases, it is necessary that a wing be set up in the Registrar's Office, staffed with persons possessing management experience to look after personnel policies. We have been informed that this staff in some cases exceeds the requirements of the universities concerned. We recommend that the universities should neither create any additional posts in these categories nor fill any vacancy which may arise till the Cadre Review which the Commission has taken up is finalised. This we hope would be completed by the Commission without any undue delay.

5.104 What we have recommended, regarding the facilities for housing and medical aid for teachers, would apply equally to the non-teaching staff.

Training of Staff

5.105 Our interaction with the universities has shown that many of their problems crop up and accumulate due to deficiencies in management. Every effort should, therefore, be made not only to improve the management but also to modernise it. The universities should avail of the facilities of computers in accounts and administration and must strengthen their system of information gathering and monitoring.

*Statement at Annexure IX indicates the teaching and non-teaching staff in the Central universities for the last five years. Banaras Hindu University could not furnish this information.

5.106 Another important aspect is the provision of in-service training to staff, which has become essential in view of the manner of recruitment and the pressures of promotion of employees to higher posts.

5.107 We understand that a working group was constituted about two years back by the Commission to work out a training programme for non-teaching staff upto the level of Assistant Registrars in the Central universities. However, for one reason or another much progress has not been made. We suggest that, at least, the universities which have departments of Business Management should start inservice training programme and any financial assistance required for the same should be provided by the UGC. The universities, if they so desire, could also take advantage of the facilities provided by NIEPA which has been giving such training for Registrars and Finance Officers of the universities.

5.108 We also suggest that refresher courses and short-term courses in the field of university administration should be provided to senior functionaries to impart basic knowledge of various aspects of management, decision making and implementation skills, as also of the scope and significance of the provisions in the Acts and Statutes of the universities.

Hostel Management

5.109 We have separately made our recommendations regarding the running of the hostels and the maximum period for which a student could stay in the hostel. We have also suggested that students should take the responsibility of running the messes. At present the universities provide for bearers, chowkidars and the safaiwalas in the hostels. In addition, the expenditure involved on the employment of cooks and helpers for the messes is also met by the universities. Certain norms have been laid down for the latter categories of staff and in view of the special requirements of such staff different conditions of service had been prescribed. It is regretted that some of the universities have modified these under pressure and have appointed staff beyond the norms.

5.110 With a large number of class IV employees appointed in the hostels and with the rising expenditure on their salary and allowances, per capita contribution of the UGC towards hostel residence is increasing. While a certain number of class IV employees are necessary for keeping the hostels clean and for proper ward and watch arrangements, we see no justification for continuing the category of room bearers. We believe students ought to be self-reliant in this respect since even in their homes they are not likely to have such servants at their beck and call. We recommend that this category be discontinued and the existing employees suitably adjusted against

future requirements of Class IV staff in the universities. At present the universities appoint other ministerial staff for the management of hostels and this varies from university to university. We suggest that since the expenditure on the hostels is going up, certain norms be prescribed for appointment of such staff. If necessary, the requirements of each university could be determined separately.

5.111 For a long time mess staff in the hostels were not treated as university employees and they were employed by the students who managed these messes. The expenditure on this account was met by the students from the establishment fees paid by them. There was representations over a decade back that with the rise in the cost of food in the messes, there should be some subsidy towards meals. It was on the recommendations of a Committee that it was decided to take over the responsibility for the mess staff i.e. cooks and helpers, instead of giving a direct subsidy.

5.112 We feel that the universities should not undertake the responsibility of running the messes, which should be run either by students themselves or in view of the specialised nature of the work, run by contractors. In the latter case, the university's responsibility should only be to provide for the salary of cooks and helpers. In order to reduce the rising expenditure on this category of staff, the question of modernising the kitchen and of introducing self-service cafeteria system be seriously examined. Some of the existing staff which may become surplus consequent upon the new arrangement could be deployed in the new hostels to be provided. Alternatively, the universities should ensure that the cafeteria system is provided in all the hostels commissioned henceforth.

Campus Management

5.113 In some of the Central universities, which have large campuses and also a large residential population, a number of services have to be maintained which are normally provided by municipalities. We are of the view that as far as practicable, these services should be transferred to local administrations, who may constitute the usual committees to ensure proper planning and utilisation of such services. However, if the universities are to provide such services, it seems desirable that a proper machinery is created for the purpose which may be a campus management committee and an officer of the rank of Registrar who could supervise and coordinate the maintenance of buildings, roads, electricity and water supply, sanitation etc. In fact, this officer should function as an Administrator of Municipality directly under the Vice-Chancellor or Pro-Vice-Chancellor. This would involve setting up a separate Municipal Board kind of semi-autonomous-body, and funds, in the form of an over all subsidy, may have to be placed at its disposal.

Central Security Force

5.114 During the Committee's discussion a suggestion had been made that a Central University Security Force like the Industrial Security Force, that looks after security (and not law and order) may be set up. We have examined this and are of the view that the universities should streamline their watch and ward arrangements. The persons engaged for this purpose should be declared as part of essential service and enjoy all the privileges and responsibilities which go with it. It would be better that instead of a permanent watch and ward staff, the universities should assign this work to an outside agency, such as an Ex-Army Men's organisation on contract. Such persons would be able to function better and look after their duties effectively. However, in the universities, there is now large sensitive and costly equipment which should be properly protected and for this adequate protective Force should be employed by the universities. As far as law and order is concerned, we have already dealt with it and we are of the view that the local administration should unhesitatingly respond to the call of the Vice-Chancellor when he needs assistance, and the Vice-Chancellor, in turn, need not be afraid of the moral stigma of calling the police when, in his judgement, it is needed.

Relationship with the District Authorities

5.115 The Central universities except Delhi and Jawaharlal Nehru Universities are located in different States, and law and order is the responsibility of the State concerned. It has been represented to us by the Vice-Chancellors that on several occasions there has been hesitation on the part of District Administration to intervene in matters which particularly concern students, and this has been adversely affecting the universities. It should be the responsibility of the District Administration concerned to ensure an atmosphere of normalcy so as to enable the universities to pursue their activities without disturbance and disruption, violence or intimidation.

5.116 We suggest that the Central Government may take up with the State Governments the question of ensuring that District authorities are given adequate instructions to extend full cooperation to the universities.

Reservation for Scheduled Castes/Scheduled Tribes

5.117 The Government of India and the University Grants Commission have been issuing guidelines for reservation. It is the responsibility of the Central universities which are funded entirely from Central sources not only to ensure that reservation orders are followed but that adequate remedial courses are provided for the scheduled caste/tribe students. The universities have adequate resources available with them to introduce such courses.

The universities should treat this as one of their social obligations for uplifting the weaker sections of the society. We, however, feel that this facility should be provided to the students upto the Master's level by which time, on special attention given to them, they must get over the social deprivation; beyond that, they should, in their own interest, compete for admission to higher courses. As only the best students are and should be admitted to the M.Phil. and Ph.D. courses, and since aptitude for research should be an important consideration for this purpose, we recommend that there should be no reservation for admission to courses leading to research degrees.

5.118 It is not intended that the present scheme of award of fellowships to scheduled caste/scheduled tribe students for conducting research be discontinued.

5.119 We also recommend that Government rules regarding reservation both in the matter of appointment and promotion should be followed by the Central universities for all non-teaching staff. Since the terms and conditions of service of the non-teaching employees in the universities are broadly on par with the Central Government employees, one sees no reason for the universities failing to adopt these guidelines so far.

5.120 We are not commenting upon the reservations for Scheduled Castes/ Scheduled Tribes for appointment of teachers as this matter is already under the consideration of the Central Government on a reference from the UGC.

Delhi Colleges and related matters

5.121 Some teachers and others connected with Delhi University have expressed an anxiety that perhaps one recommendation of this Committee is going to be the delinking of Delhi Colleges from the University. Hence, we should first explain the historic and the present position. The Colleges in Delhi had earlier been provided maintenance grant by the Ministry of Education, but with the setting up of the UGC, this responsibility was transferred to the Commission. Separate funds under Non-Plan are provided in the Annual Budget for this purpose. Another special feature of these colleges has been that the UGC and the sponsors of the Colleges share the entire expenditure even for initial setting up these colleges.

5.122 This is, however, not possible in the case of colleges established after June, 1972, unless they are permanently affiliated to Delhi University. Though the University has prescribed conditions for recognition of colleges by it in the form of Endowment Fund and the Building Fund etc. it has yet to prescribe the conditions for permanent affiliation. Even the conditions

provided over two decades ago for Endowment Fund etc. have not been reviewed by the University. It may be added to the credit of Delhi University and the Delhi Administration that in the light of the policy of the Central Government no College has been established here since 1972.

Background

5.123 Delhi University was established by Act No. VIII of 1922. This Act was amended by Act No. XXIV of 1943. The original act provided for the establishment of a Unitary Teaching and Residential University at Delhi. In the Act the "College" was defined as "an institution maintained or recognised by the University in accordance with the provisions of this Act, in which instruction is provided under conditions prescribed in the Statutes, and in which provision is made for residence of students of the University".

5.124 By the amendment Act of 1943, under Section 34 (I), the original clause which indicated that "Colleges shall be such as may be named in the Statutes" was replaced by the following:

"The Colleges shall be such as may, after the commencement of the Delhi University (Amendment) Act, 1943, be recognised by the Executive Council in accordance with this Act and the Statutes, but shall include all colleges recognised at the commencement of the said Act as Colleges of the University so long as such recognition continues."

5.125 The relevant amended statute framed in pursuance of the above amendment was as follows:

"Statute 21(1)—The following colleges namely:

- (a) St. Stephen's College
- (b) Hindu College
- (c) Ramjas College
- (d) Anglo-Arabic College
- (e) College of Commerce; and
- (f) Indraprastha College for Women.

or by whatsoever name they may hereafter be called, and such other colleges as shall from time to time be recognised in accordance with these Statutes, shall be the recognised Colleges of the University, teaching in such subjects as the Executive Council, on the recommendation of the Academic Council, may, from time to time, authorise them to teach."

5.126 An important amendment was made to Statute 30(i) and this reads as follows:

General provisions relating to College;

“Save as otherwise provided in the Act, all colleges shall be in close proximity to one another and to the University and shall ordinarily be located on the University estate:

Provided that the Executive Council shall have the power to exempt from the provisions of the foregoing clause temporarily, or, if necessary, permanently, a college which is unable to comply therewith for want of a suitable site or an adequate grant-in-aid for building or maintenance.”

5.127 Another important amendment made in the Statute was regarding the manner under which instruction would be provided in the Colleges. Relevant Statute 34 reads as follow:

- “34(1) A College shall provide instruction in such subjects and up to such standard as it may be authorised to do, from time to time by the Executive Council on the advice of the Academic Council.
- (2) A College may not, without the previous permission of the Executive Council and the Academic Council, suspend instruction in any subject which it is authorised to teach and teaches.
- (3) The Executive Council, may after considering the advice of the Academic Council and in consultation with the authorities of the recognised College or Colleges of the University, direct that such part of the teaching of the University as may be prescribed by the Ordinances may be provided on a basis of co-operation among the Colleges or among the Colleges and the University.
- (4) Teaching in the B.A. Honours and Postgraduate courses may be organised by the Academic Council on a basis of cooperation between the University and the Colleges or among the Colleges themselves through the Deans of Faculties concerned, and coordinated by the Board of Coordination. The principle of co-operative teaching may likewise be extended to the B.A. Pass in some selected departments or subjects when the small size of the classes makes its application possible or the nature of subjects taught makes it desirable. Lectures delivered by a recognised teacher of a College under this clause or by an appointed teacher of the University, shall be open to all students pursuing the course of study concerned in any college in the University.

- (5) Subject as aforesaid, arrangement for teaching in a college shall be made by the Principal of the College and the time-table for each college for this teaching shall be framed by the Principal in co-operation with the Deans of the Faculties concerned.
- (6) Lectures delivered by a recognised teacher of the University for the benefit of students of his own College may be open to students of any other College or Colleges under the direction of the Academic Council after securing the consent of the authorities of the College to which the teacher belongs.
- (7) Every College from time to time in respect of all matters relating to the teaching given therein be subject to inspection by or on behalf of the Academic Council, and the Executive Council, on receiving the report of any such inspection, shall communicate the same to the College concerned and may, after receiving any representation made by the College, direct the College to take such action as may be specified; and the college shall take action as directed within such period as may be fixed."

5.128 The Act of Delhi University was further amended in 1952 and then in 1961, 1970, 1972 and 1982. The salient features of these amendments were that:

- (a) The University which was originally intended to be a Unitary Teaching and Residential University was to function as a teaching and affiliating University.
- (b) The definition of the College was modified as follows:

"College means an institution maintained or admitted to the privileges by the University and include an affiliated College and a Constituent College".

Explanation I. 'Affiliated College' means an institution recognised by the University in accordance with the provisions of this Act and the Statute in which instruction is provided in accordance with the provisions of the Statutes and Ordinances upto the bachelors degree, but exclusive of Honours and Postgraduate degrees.

Explanation II. 'Constituent College' means an institution recognised as such by the Executive Council in accordance with the provisions of this Act and the Statutes."

- (c) The University was also empowered to offer correspondence courses and to permit private candidates to appear at the examinations of the University under certain conditions.

- (d) A college could be declared as an autonomous college, in the faculties of Medicine, Technology, Music or Fine Arts with the consent of the colleges concerned, in the manner specified by the Academic Council.
- (e) One or more College Administrative Council could be set up for two or more colleges with such composition, powers and function as may be laid down in the Statute.
- (f) The Territorial jurisdiction of the University which was originally limited to a radius of 10 miles from the Convocation Hall of the University was extended to the State of Delhi, except in the case of Correspondence Courses which could enrol students who were residing even outside the State of Delhi.
- (g) Powers were given to the Central Government to give direction to the University to admit to its privileges any Institution situated outside India.
- (h) The President of India was to function as a Visitor—instead of the Governor General who was earlier the Chancellor and had the powers of inspection of the University. The Visitor, unlike the Chancellor earlier, was not to be an officer of the University.
- (i) The Chief Commissioner of the State of Delhi was to be the Chief Rector.
- (j) The Court was to be the Supreme authority of the University and amongst others was empowered to review the acts of the Executive and the Academic Council (save where these authorities have acted in accordance with the power conferred upon them under this Act, the Statute or the Ordinances).
- (k) The items on which Statutes or Ordinances and Regulations could be made were redefined and the revised procedure for framing them determined, and
- (l) Provision of a written contract for officers and teachers and methods of Arbitration for disputes arising out of contract.

5.129 It is interesting to observe that in the 1943 Act the Court of Delhi University was not a “supreme authority” and the following powers and duties were assigned to it:

- (a) of making Statutes, and of amending or repealing the same.
- (b) of considering and cancelling Ordinances, and
- (c) of considering and passing resolutions on the annual report, the annual accounts and the financial estimates,

and shall exercise such other powers and perform such other duties as may be conferred or imposed upon it by this Act or the Statutes.

5.130 Some think that the Act of Delhi University, makes it a Federal University. We have not been able to establish this on the basis of the existing Act which, as indicated above, provides for a teaching and affiliating University. Even the provision of a Constituent College in the Act only makes a distinction from an Affiliated College vis-a-vis the level of instruction provided and nothing else. According to existing Statute 30 (B), "Colleges shall be of two types, namely Constituent and Affiliated.

Constituent Colleges will be those Colleges and Institutions which will impart instruction at least up to the Honours standard, or for a Bachelor's Degree in a professional course recognised as such by the University.

Affiliated Colleges will be those Colleges and Institutions which will impart instruction up to the Bachelor's Pass Degree excluding a degree in a professional course."

5.131 There are no separate conditions for admitting constituent or affiliated colleges to the privileges of the University except that under Ordinances, the amount of an endowment fund and area of the land, which a college has to have is different.

5.132 What is more important, the entire statute providing instructions through Cooperative arrangement which existed in 1943, Act, has been omitted*.

5.133 From the above facts it is clear that the mere provision of the definition of a College, as a constituent college, does not in any way change the character of the University i.e. it remains a teaching and affiliating University, and we are of the firm view that unless the Parliament modifies the Act, the University and the Colleges must work within the framework of the law.

*The present Act provides for the following Statute in relation to attachment of students to colleges and Halls:

"14. (1) Every Undergraduate student not residing in a college or Hall shall be attached to a College or Hall for tutorial help and disciplinary supervision and for such other purposes as may be prescribed by the Ordinances:

Provided that special exemption from the provisions of the Statute may be made available to women students under conditions to be prescribed by the Ordinances.

(2) Provision for tutorial help to, and disciplinary supervision of Postgraduate students shall be made by the Ordinances."

The University has informed us that no Ordinances have so far been framed by it.

5.134 It has been represented to us that though the Colleges admitted to the privileges of the University have to observe the Statutes and Ordinances framed by it regarding its management, there have been changes in the same, often times, without consulting the Management of the Colleges and also without taking into account the provision of the law—which provides some safeguards to Minority Institutions. It also does not take into account, in some cases, that there are several colleges and institutions maintained by Government and their employees are treated as Government servants, and have the conditions of service as prescribed by Government. The University would be well advised to keep this in view at least in the future and also immediately review its existing Statutes and Ordinances. We would be dealing with this aspect in detail later in this Chapter.

Growth of Colleges

5.135 The University had recognised five colleges at the time of Independence and has now 54 colleges admitted to its privileges. Out of these 54 colleges, ten provide instruction also through evening classes at the undergraduate level in Arts and Commerce; 23 colleges have been established by Trusts and are thus privately managed, 15 were sponsored by Delhi Administration (1964-1972). (The Delhi Administration on the advice of the Central Government decided to allow these colleges to be managed by Governing Bodies registered under the Societies Registration Act, and thus acting as Trustees for these colleges). Four colleges were established by the University and five colleges are university maintained institutions, three of these were originally set up by the Trusts and the remaining two by the Government of India. Seven colleges are Government Colleges—one of the Trust colleges—Rao Tula Ram has ceased to function, though still admitted to the privileges of the University. Two of the Colleges viz. Central Institute of Education and School of Social Work had been merged with the Departments of Education and Social Work respectively.

5.136 In the case of the colleges sponsored by the Trusts, including Delhi Administration sponsored colleges and the university established/maintained colleges, the composition of the Governing Bodies is provided through Statutes and Ordinances of the University, and the term of their membership is at present one year.

5.137 It has been represented to us that though the Delhi Administration had agreed to fall in line with the Trusts in these matters with the hope of providing better management, unfortunately in these cases the system has not worked as well as expected, and the management of these colleges leaves much to be desired. One of the prime reasons has been the short term of membership on the Governing Bodies, leading to discontinuity in policies

and practices. Also, membership in the current system had led to unhealthy friction and political affiliation amongst the members which has made the system counter-productive over the years. This has led to disputes resulting in friction between Governing Bodies and the Executive Council/Vice-Chancellor.

5.138 These tensions and disputes have led to outbreak of violence occasionally, adverse press coverage, student indiscipline, and generally the creation of an atmosphere not conducive to educational development.

5.139 The system of nomination of members on the Governing Bodies by Delhi Administration has also left much to be desired. There have been instances when these colleges did not have fully constituted Governing Bodies for months, and the work of the colleges suffered.

5.140 Statutes 30 (1) (A)(i) provides that the University may establish and maintain such Postgraduate Colleges, Institutions and Halls as may be decided upon by the Executive Council from time to time. The Colleges founded/established by the University at the initial stages did not provide facilities for Postgraduate courses, and one is not certain if the University was within its powers to establish undergraduate colleges, the same would apply in some cases to maintained colleges. If our recommendation made in Chapter I, i.e. the Colleges should only provide for undergraduate education is accepted, the position regarding the university maintained colleges may have to be reviewed and the relevant statute amended accordingly.

5.141 There have been representation made to us that the composition of the Governing Bodies of the Colleges, should be revised and that there should be greater representation of teachers on these, and that too by election.

5.142 We are not in favour of this proposal and what we have argued in the case of composition of the Executive Councils would equally apply here. We would recommend that in the Trust colleges other than Delhi Administration sponsored colleges, the composition of the Governing Body should be as follows:

Nominees of the Trust	...	8
Nominees of the Vice-Chancellor, Delhi University (Both of whom need not be the teachers of the University)	...	2
Teachers of the College (to be nominated by rotation as at present)	...	2
Principal of the college who would be the Member-Secretary	...	1

5.143 It is also suggested that the nominees of the Trust should be persons,

who because of their interest in higher education, are likely to make useful contribution in the management and administration of the college and thus serve as a link between society and the academic community. The term of membership of the members other than the teachers of the College should be two to three years.

5.144 We need hardly stress that the autonomy of the Governing Body should be respected and the University should not interfere in the functioning of the colleges except when there is any violation of the Act, Statutes, Ordinances and Regulations and that also to the extent permissible under them.

5.145 Since the Delhi Administration acts as a Trustee for fifteen colleges and these colleges have not only many common problems, but there is also a great need for coordination of the activities and their development, we suggest that there should be a common Council of Management for these colleges. This Council may have membership as follows:

Lt. Governor or his nominee	...	Chairman
Representatives of the Govt. of India	...	2
Representatives of the UGC	...	2
Representatives of Delhi University	...	2
Representatives of the Delhi Administration	...	2
Principals of the Colleges (By Rotation)	...	4
Teachers of the Colleges (By Rotation)	...	4
Education Secretary, Delhi Administration	...	Member-Secretary

5.146 It is expected that persons to be nominated by the different agencies would be educationists or those who are interested in the development of higher education. This Council could set up Committees out of their own memberships or others for dealing with specific issues.

5.147 Each college could have an advisory committee, as in the case of Government colleges, for such matters as are delegated to it.

5.148 In the case of University established or maintained colleges, the Governing body may have the same composition as that of Trust colleges, the university being the Trustee hence the power to nominate members of the Governing Body be vested in the Vice-Chancellor.

5.149 Another point which had been placed before us is the question of appointment of Principals of Colleges. A suggestion had been made that the Principal be appointed either on a tenure basis or on rotation. We have considered this carefully but have not been convinced of either of the a

alternatives. The Principal of a College plays a very important role in its functioning and development. There have been many instances where the Institutions which had their heads for longer periods have really become first rate Institutions. We recommend that as at present, a Principal may be appointed on a permanent basis, but it has to be ensured that the right type of person is appointed.

5.150 At present the process of appointing a Principal is cumbersome and likely to give rise to conflicts. According to the Ordinances, the post of a Principal is first advertised. The Governing Body, on the recommendation of a selection committee, which has amongst others the University's representatives on it, and also has a nominee of the Academic Council, prepares a list of selected candidates and sends it to the University alongwith a list of persons who had applied for the post. The two lists are then considered by another selection committee consisting of the Vice-Chancellor, the, Pro-Vice-Chancellor, a nominee of the Visitor, the Chairman of the Governing Body of the College concerned and two members of the Executive Council nominated for the purpose. This Selection Committee in turn sends to the Governing Body a list of persons of its own choice mentioned in order of preference. If none of the applicants is considered suitable by the University, no list may be sent, in which case the post is readvertised.

5.151 It is further provided that where in the opinion of the Vice-Chancellor emergency action is called for or where in his opinion, it would be unnecessary to call for the university Selection Committee, he may indicate merely which of the candidate included in the list sent by the Governing Body will not be acceptable to the university briefly indicating grounds for the decision. In such a case, the Governing Body will be free to appoint any persons from among any of the candidates against whom no such disapproval has been conveyed.

5.152 Experience is that the Second Selection Committee has seldom functioned effectively. We would suggest the following composition of the Selection Committee for the appointment of the Principals of Colleges:

Chairman of the Governing Body/Council in the case of Delhi Administration colleges

A nominee of the Chairman, UGC

A nominee of the Vice-Chancellor

Two members of the Governing Body/Council other than the University representative(s) and the teachers and Principals of colleges.

5.153 It should be ensured that when the Governing Body considers the

appointment of a Principal, the teachers of the college on the Governing Body do not participate in its meetings.

5.154 We now come to the question of recruitment of Lecturers in the colleges. At present, the terms and conditions of service of college appointed teachers are identical to those of the university Lecturers and they should continue to be so. We, therefore, see no justification for having a different approach to the composition of the Selection Committees. We have dwelt on this aspect also in Chapter I.

5.155 We recommend that the composition of selection committees for recruitment as Lecturers in Colleges be as follows:

1. Chairman, Governing Body of the College or his nominee to be Chairman of the Selection Committee.
2. The Principal of the college concerned
3. A nominee of the Vice-Chancellor.
4. Three subject experts not connected with the University or its colleges, to be nominated by the Chairman of the Governing Body out of a panel of names prepared by the Vice-Chancellor. The College, if it so desires, may suggest additional names (upto three) for placing on the panel with the approval of the Vice-Chancellor.

5.156 The quorum should be four of which at least two outside experts should be present. It is stressed that weightage should be given to the Experts' opinion. Also, before fixing the date for the meeting of the Selection Committee, the concurrence of the subject experts and the Vice-Chancellor's nominee should be ascertained in writing.

5.157 The colleges should ensure that as far as possible all permanent teaching posts should be effectively filled at the beginning of the academic year and necessary steps taken to fill the posts at the proper time.

5.158 All posts be given wide publicity and should be advertised in National Dailies, with the last date of receipt of applications clearly indicated. A minimum period of 3-4 weeks should be given to enable candidates to send their applications and at least 15 days clear notice be given through "Registered Post" to candidate called for interview.

5.159 While on the question of teachers, we would recommend that within the approved strength of teachers in colleges, some posts of Readers may be provided. We understand that a similar offer was made to the colleges in the V Plan but for some reason or the other this was not seriously followed up.

We hope that in the interest of raising of standards, particularly at the undergraduate level, this would not have the same of fate as in the V Plan. If this is accepted, some minor adjustments in the total number of teachers to which a college may be entitled for purposes of grant may have to be made in the initial stage of recruitment.

5.160 We may, however, caution that these posts when created should not be treated as promotion posts, but the recruitment to them should be made on all India basis on the recommendation of the Selection Committee for the appointment of Readers in the university. On this aspect, there should be no compromise otherwise it would defeat the very purpose for which this recommendation is being made.

Undergraduate teaching

5.161 We have already recommended in Chapter I that (a) the entire postgraduate education, except in the faculties of Medicine and Technology and the Departments of Home Science, Nursing and Pharmacy should be the responsibility of the concerned University Department, (b) the responsibility for undergraduate education including honours courses, should be that of the colleges, and (c) while postgraduate education will be entirely the responsibility of the university, participation of college teachers in postgraduate teaching (both lectures and tutorials) could be encouraged. The selection of college teachers for such participation should be made on a well defined basis by the Departments and that too well before the beginning of the academic year, so that a proper time table may be made.

5.162 Keeping the above in view, we recommend that there should be a separate Board of undergraduate studies for each subject. The Boards for postgraduate studies, the Faculties of postgraduate studies, and the Academic Council should have the same composition as recommended elsewhere for other universities. This also applies to recommendations regarding participation of students. The constitution of the Board of undergraduate studies may be as follows:

- (a) Head of the University Department ... Chairman
- (b) Two teachers (University appointed, from amongst those who are the members of the postgraduate Board of Studies)
- (c) Two teachers of the University departments in the cognate subjects.
- (d) 8-10 Teachers of the Colleges to be appointed by Rotation, 50% of these with 10 years of service or more and the remaining with less than 10 years service.

5.163 The terms of reference of the undergraduate Boards of Studies will be the same as already indicated in the earlier part of the Report.

5.164 Delhi University at present provides two parallel undergraduate courses at the Honours and Pass level. Though the later is a more broad-based course, the opportunity for the students graduating through this channel for joining the postgraduate courses is much less than that for Honours graduates. This seems academically unsound since students of the two streams spend the same amount of time on their courses and a broad based course can in no way be called inferior to a more specialized course. It should, furthermore, be possible to design the delivery of the courses in such a way that common teaching can take place for certain portions of the course. Almost half to two thirds of the programme can be common which will lead to economy of effort. In our view the entire undergraduate programme in Delhi University needs immediate review in the light of the guidelines suggested by the University Grants Commission about which Delhi University has to display greater initiative.

5.165 There may be Faculties of the undergraduate studies which should, in addition to the normal functions of a faculty, be responsible to review the undergraduate programmes including restructuring of courses (from the point of view of introducing more employment oriented courses).

5.166 The constitution of the Faculties for undergraduate studies may be as follows:

1. A person to be nominated by the Vice-Chancellor ... Chairman
2. Chairman of Boards of undergraduate studies concerned.
3. One College teacher from amongst the teachers on each of the Boards of undergraduate studies.
4. Five Professors/Readers to be nominated by the Vice-Chancellor.

5.167 All matters relating to the courses of Studies, distribution of time, appointment of examiners/moderators at the undergraduate level should be finalised at this Faculty level. There may be such Faculties for Science, Social Science, Arts, Commerce etc. grouping the concerned departments in their purview.

5.168 A Co-ordinating Council may be provided to co-ordinate the recommendations of the faculties in matters of policy or those effecting more than one Faculty.

Autonomy to colleges

5.169 Provision should be made in the Act for declaring certain colleges as "Autonomous" Colleges as recommended by the Education Commission and accepted by the University Grants Commission. The University may, in consultation with the University Grants Commission evolve its own machinery to determine which colleges may be declared as "autonomous" colleges. The University could also keep in view the machinery set up by some of the universities which have made a similar provision for "autonomous" colleges in their Acts.

5.170 The existing Act already provides for conferring autonomous status on certain categories of professional colleges and we regret to say that over the years the University has not even considered framing Statutes for the same. We suggest that in view of this indifference of the university in not even attempting to frame these Statutes, these may be included in the first Statutes, consequent upon the amendment of the Act.

Grant-in-Aid

5.171 At present the maintenance grants to Delhi Colleges (non-Govt.) is paid by the Commission on the basis of grant-in-aid rules framed ago back. It has been represented to us that these Rules need review because of the heavy burden which has fallen on colleges consequent upon the revision of scales of pay of teachers and non-teaching staff, payment of additional Dearness Allowance and other allowances, etc.

5.172 We recommend that a committee be appointed to review these Rules. At this stage we would also like to suggest that, in future, if a college decides to be taken over, for financial consideration, such a transfer should be made to Delhi Administration and not in any case to Delhi University. The University should not take over the responsibility of running the undergraduate colleges. No one is sure whether the experience of the colleges directly run by the University has been very much happier than that of colleges run by other agencies.

5.173 Another point which has been brought to our notice has been that though the norms for the non-teaching staff in the colleges were prescribed long ago, there had been no review of the same in spite of increase in enrolment in Colleges and increase in other work. The Commission had appointed a Consultant to study this problem. His report has already been submitted, and we hope that a decision would be taken in this behalf without further delay.

5.174 All references to the University Grants Commission regarding the payment of maintenance or development grants are received, as is the normal practice, through Delhi University. For this purpose, the colleges have been divided into two units one coming under the purview of Dean of Colleges and the other of the Director, South Campus. We have been informed that these two nodal offices are more or less post offices hence the main purpose of decentralisation has not been achieved and there is no co-ordination between the two. So much so, that the University did not know when the admission in one of the colleges was stopped as the college concerned had not informed the university about it.

5.175 There are persistent reports regarding the low efficiency of teaching in the colleges and many persons whom this Committee had consulted or who submitted notes were of the same critical opinion. It would not be out of place, therefore, to reproduce here a note which was received from a Principal of a prestigious College before retirement:

"I. Underwork in the University and at the College level"

A university teacher earning 12 months' salary by doing work for 2 or 2½ months. The academic year practically consists of 187 days or so.

<i>First term</i> (since admissions go on for 2 weeks even after college reopens) 1st August to 30th September		2 months
<i>Second term</i> (10th October to 3rd December)		2 months & 1 week
<i>Third term</i> (8th January to 10th March)		2 months
Total		6 months & 1 week
i.e. 187 days 187 days
<i>Minus</i>		
Sundays	26 days	
Univ. Holidays	20 days	(may go up to 24)
Off days (once a week)	26 days	
Discretionary holidays i.e.		
Sports Day College Day, etc.	4 days	
	<hr/>	76 days
<i>Leave</i>		
Casual Leave	10 days	
Earned Leave	12 days	
Half pay leave 20 (commuted to)	10 days	

Special casual Leave (for seminars etc)	<u>4 days average</u>	112 days
		75 days in a year

An 'Off-day' a week is a phenomenon for this university alone. Also 12 days 'earned leave (1 for every 30 days) i.e. earning leave even during the vacations. The 'off days' started as a convention, but now has become as immutable and rigid as the laws of the Medes and the Persians.

During 1980-81	Teachers strike.	7 day	
	Karamchari strike	4 days	11 days
	Total		<u>64 days'</u> work

There are teachers who have 12 or 13 periods a week; the maximum period is 18 periods per week out of these the major part consists of tutorials and preceptorials which are not often taken seriously (A period consists of 50 minutes).

II. No contact between the teacher and the taught

Teachers come for their lectures and rush away after them so there is no opportunity for students to meet them to discuss the subjects of lecture, clear difficulties etc. No teacher on the Arts side is willing to remain in college after 1.00 p.m. and after that the college is like a graveyard; the class-rooms empty, and if the Principal advises them on the desirability of having a few classes in the afternoon, it is termed as 'harassment'. American institutions insist on 'office hours' where the teacher is available to the students for consultation, discussion etc. Such a system should be insisted upon in our institutions too. All teachers want to work only between the hours of 10 a.m. to 1.00 p.m. so that it becomes a part-time occupation with a full-time salary.' Part of student indiscipline stems from this lack of contact between the teacher and the students.

III. Tutorial/Preceptorial system

In some Departments the tutorial system works well and is conscientiously followed. But in others it is a farce. The preceptorial system for the Pass course students is a complete failure and should be abolished forthwith. The tutorial system for the Honours classes could be made more effective if attendance at them is made compulsory and taken into account while commutating total attendance.

IV. Study leave taken with full salary (pay and all allowances) have much scope for dishonesty. The principle of "accountability" is lacking. The UGC grants 3-year Fellowships under the Faculty Improvement Programme for research work leading to Ph.D. The leave is availed of but no degree or no concrete work done in the period is produced; and there is nobody to call the defaulters in to account. There are several cases of 3 years or 3½ years leave taken with a UGC fellowship and no work done and no principle of 'accountability' enforced. It practically means a 3-years paid holiday. The academic dishonesty and personal loss of integrity is most reprehensible. "Research" has become a cloak for many malpractices and much waste of public money is involved in the system. Leave rules must be tightened up and the principle of "accountability" enforced."

5.176 The existing grant-in aid rules for Delhi Colleges provide that upto 10% of the permanent teachers could be granted study leave. We had proposed to undertake a study to find out how far this liberal scheme for study leave has enabled the teachers to achieve the purpose for which leave was sanctioned. We regret to record that in spite of repeated requests complete information asked for has not been made available and as such this study could not be undertaken.

Administrative Decentralisation

5.177 It has been brought to our notice that Delhi University suffers to a large extent from administrative problems of its own making. Any small problem arising in a College is referred to the University and it is expected that all decisions in such matters are ultimately to be taken by the Vice-Chancellor. This situation has grown over the years owing to demand from teachers, students and the Karmacharis of a large number of colleges that in all matters concerning their welfare the final responsibility should be that of the Vice-Chancellor—a position that, we regret to say, the University not only agreed to accept, but in several cases brought upon itself. The effect of this situation is that petty agitations of the colleges are transferred to the University and what could be a handicap for one college becomes a handicap of the whole university. This circumstance has seriously limited the growth and development of university departments as centres of excellence.

5.178 The Committee is convinced that if reasonable academic standards have to be maintained by Delhi University, it is necessary to immediately decentralise its administration particularly in relation to the colleges. The Governing Bodies of the Colleges should be given due status and they should have the competence to administer the colleges within the rules framed for the purpose. Unless the colleges are given this responsibility, in our view, the administration of Delhi University will continue to be crisis ridden,

ultimately to the great disadvantage of the university, the colleges and the serious minded teachers and students.

5.179 We recommend that there should be an Administrative Council to deal with such matters relating to the colleges; while those relating to the university departments would continue to be dealt with by the Executive Council. The Administrative Council should be headed by a full-time Chairman, who may be appointed by the Visitor, on the recommendation of the Vice-Chancellor. The terms and conditions of appointment of the Chairman would be the same as that of the Pro-Vice-Chancellor, and he should exercise powers similar to those of the Vice-Chancellor in relation to the colleges. He would be the Chief Academic and Executive Head as far as matters connected with undergraduate education are concerned. He should also be an ex-officio member of the Executive Council.

5.180 The composition of the Administrative Council may be as follows:

1. Chairman of the Council
2. Principals of Colleges—3
3. Nominees of the Visitor—2
4. Nominees of the Chairman—2

UGC

A Deputy or Joint Registrar may act as the Secretary of the Council.

Admissions

5.181 At the beginning of every academic year, there is considerable uncertainty and tension regarding admission to the degree courses in the colleges. In addition to the enrolment of students in Correspondence Courses, the University registers students as private candidates, including students enrolled with the Non-Collegiate Women's Education Board. The University on the basis of the Results of the Central Board of Secondary Education etc. and the minimum eligibility conditions laid down by it for admission (which, we have observed in this Report, is very low compared to the higher percentage of marks now being awarded), makes public statements regarding the number of students likely to seek admission and also the seats available. This starts a snow ball effect and demands start building up for the opening of more colleges or creation of more seats.

5.182 There is no co-ordination in admission to colleges and we are informed that candidates apply for admission to as many as six or seven colleges and they run from one to the other as the last date approaches. This not only causes confusion but also considerable strain and stress on the candidates and their parents. Most of the candidates are keen to seek ad

mission in the campus colleges and a few selected colleges off the campus. Since the University is aware of this position, it would be advisable for it to permit such colleges to have different dates for finalising admissions. A common computer listing of applications for all colleges, all candidates and all preferences could also greatly reduce the problem. Another aspect that the University must ensure is that admissions to the Engineering and Medical courses are finalised before the admission to Arts, Commerce and Science courses begins. This would avoid considerable confusion and revision of admission lists.

5.183 In our view, the university should, in consultation with the colleges, determine the number of seats available in each college, depending upon the physical and other facilities available, and ensuring that they function for a longer duration in the day, permit them to make admissions upto that number on the basis of merit. Such of the candidates who fail to get admission in colleges and may still be desirous of pursuing higher education may do so through the non-formal system which if necessary could be expanded. The university would have to review, therefore, the working of its Non-collegiate Women's Education Board and the School of Correspondence Courses.

Statutes and Ordinances

5.184 We have, during the perusal of the Ordinances of the Delhi University, observed that they some time seem to be either contradictory to the provisions of the Statutes or are vague. At places they are also inadequate and overlapping. Many transitory and temporary ordinances framed to meet a particular situation continue to be on the Statute Book. There are instances where certain items are to be provided through Statutes, but these are further relegated to Ordinances, which defeats the very purpose of the original provision and it also takes away the opportunity of having the benefit of the advice of the Visitor in the matter.

5.185 The Ordinance, pertaining to the Staff Council seems to be contradictory to the Act and the Statutes and to that extent it may cause hindrance in the administration of colleges. It is difficult to appreciate how a Council, with a membership of nearly 100 persons can deliberate on issues and take decisions on different items. It has been provided under Clause 6(c) of Ordinance (relating to the Staff Council) that the rules relating to the conduct of meetings of the Staff Council shall be in accordance with the Regulations laid down in this behalf. The University has since informed us that no Regulations have been framed so far in this regard. It is difficult to appreciate how these Councils have functioned over the years in the absence of these Rules. Further it appears that some of the powers given in this

Ordinance e.g. Preparation of Time Table, Organisation of admission of students, introduction of new teaching posts, implementation of the decisions of the Staff Council and the Principal to act in Council, seem to be conflicting with the Provisions of the Act, Statutes and Ordinances of the University. We would suggest that instead of Staff Councils in the Colleges there may be "Staff Advisory Committees" in each College which may include the Heads of the College Departments and a few other teachers by rotation. The total membership of the Advisory Committee should not go beyond 20 or at the most 25.

5.186 Even Part II of the Calendar of the University which contains Regulations has not been printed by the University after 1967-68, and thus the University community and the Public is not aware of the latest Regulations.

5.187 Another case which seems inconsistent with the Statutes of Delhi University is to declare the Directors of Physical Education in the University and Colleges, as teachers, when there is neither an academic department of Physical Education nor Physical Education is taught as a subject at the graduate level.

5.188 In accordance with the Act of Delhi University "Teachers of the University" means persons appointed or recognised by the University for the purpose of imparting instruction in the University or in any College and "Teachers" includes Professors, Readers, Lecturers and other persons imparting instruction in the University or in any College or Hall.

5.189 Statute 19(2) prescribes Selection Committees for the recognition of teachers of colleges. For the purpose of recognising a College Teacher as Lecturer or otherwise as a teacher of the University, the Selection Committee consists of the following:

- (i) The Vice-Chancellor
- (ii) The Pro-Vice-Chancellor
- (iii) The nominee of the Visitor appointed under Statute 19(1).
- (iv) The Dean of the Faculty concerned
- (v) The Head of the Department concerned.

5.190 The University has recognised the Directors of Physical Education as teachers on the recommendation of the above Selection Committee which did not have, in the absence of a Department of Physical Education, either the Head or the Dean "concerned".

5.191 During the course of the review of the Statutes and Ordinances of the Delhi University we had certain doubts, whether some of these were in

the spirit of the Act and Statutes of the University. We had referred these to the Ministry of Education for the advice of the Law Ministry which has not so far been received by us. We suggest that while reviewing the Statutes etc. of the University the views of the Law Ministry may be kept in view.

5.192 Consequent upon the recommendations made by us, it would be necessary to amend the Statutes and Ordinances of Delhi University and we would recommend that this opportunity be also utilised for reviewing the existing Statutes and Ordinances, to remove anomalies, to delete temporary Ordinances and bring them in consonance with the Act and Statutes. While framing the Statutes and Ordinances relating to Colleges the University should keep in view the provision of Article 30 of the Constitution. It may also be ensured that as and when a decision is taken by an authority of the University for which it is necessary to frame or amend an Ordinance/ Statute this should be done, before action is taken on such a decision.

Campuses

5.193 With a view to reduce the pressure on the Main Campus, Delhi University in 1970 started postgraduate classes in three subjects—English, Hindi and Commerce—in the premises made available by a College in South Delhi (Dhaura Kuan). This experiment, however, did not succeed. In 1973 it was decided to establish a Campus instead of a Centre. The intention was to make it a strong and viable unit for postgraduate education and in course of time also make it responsible for the colleges in the area.

5.194 The South Campus at present has eleven "Postgraduate teaching Sections", and 16 Colleges in the area out of which 8 have provision for evening classes located in South Delhi. It has separately been indicated in Chapter I, that the total admissions made in certain subjects in Postgraduate courses can easily be looked after by the main campus and the attachment of some of the colleges in the South Delhi has not led to any major decentralisation of work relating to these colleges. The South Campus should probably provide facilities for new emerging sub-disciplines which are not very strong in the main campus. It should be ensured that there is essential collaboration between the two campuses and duplication is minimised. In the light of the suggestions made regarding the reorganisation of Postgraduate and Undergraduate education in the university, the entire concept of establishing Campuses would need careful review. In any case, the question of setting up of East and West Campuses should not arise till the concept of South Campus is clear and it is fully developed.

Periodical Review

5.195 At present the University Grants Commission appoints Committees

to visit the Central Universities, as in the case of other universities, in the earlier part of each Plan period to assess their development requirements. Such committees do not represent all the disciplines, and they have to be constituted to determine the overall developmental needs of the universities. It seems necessary that the functioning of the universities as well as the quantum and quality of academic and research work carried out should also be evaluated at regular intervals. Such a review would not only indicate the achievements and difficulties but also delineate lines of further growth of the universities.

5.196 The work of this review should be so organised that it is completed for all universities over a period of five years. The Committees appointed for such a Review would not have in their terms of reference recommendations regarding any additional financial inputs for the universities.

Statutes

5.197 During the examination of the Acts of the universities, it was observed that on several items on which Statutes and Ordinances had to be framed no such action has been taken so far by the universities. We have mentioned a few cases in the earlier part of the Report, and it has not been possible for us to appreciate the circumstances under which this omission or lapse has occurred. In one case, the Visitor of the university, in order to avoid hardship to university employees, had approved the amendment to the Statute as proposed by the University, subject to the condition that the university authorities should take steps for the adoption of the entire set of 'Central Universities Retirement Benefit Rules, 1967' as approved by the Central Government in the form of Statutes as early as possible. Though nearly sixteen years have passed, the University had yet to frame these Statutes.

5.198 It is also observed that the universities do not review their Statutes and Ordinances from time to time so as to amend or modify them according to their changing needs. In the case of one University, the Statutes provide that the Dean of the Faculty shall issue the lecture lists of the University in the Departments comprised in the Faculty, and shall be responsible for the conduct of teaching therein. On enquiry, the University informed us that this Statute was framed in 1952, when the University was very small and each faculty consisted of a smaller number of Departments. Since the faculties concerned now consist of a number of Departments, each Department has a time-table committee which frames timetable for the teaching of the subjects concerned in the Department and the time-table is issued by the Head of the Department.

5.199 While it may be desirable to decentralise such work, we feel that the action of the University is in violation of the relevant Statute. Apart from this, such action without any co-ordination may not help in effective utilisation of accommodation and lecture rooms.

5.200 In the same University, according to the Statutes, the Academic Council is empowered to publish lists of prescribed or recommended text books and publish syllabii of the prescribed courses of study. On enquiry, it was intimated that for the academic year 1982-83, the syllabii for as many as 54 courses were not printed till 31-8-1982, whereas the academic term started on 17-7-1982.

5.201 The Committee has no alternative but to come to the conclusion that each lack of observance of the existing Statutes and Ordinances or framing of new ones reflects a slipshod functioning of the universities, both academically and administratively. In fact, some of the universities have not cared to intimate to the Committee, when asked, the items on which Statutes and Ordinances were yet to be framed.

Central Universities—Plan Provision

5.202 There is no doubt that under the University Grants Commission Act, the Commission is concerned with the maintenance of academic standards in all the universities in the country, and the problems of higher education have to be looked into not only from the limited angle of Central Universities but from a larger angle, keeping in view the situation in the State universities and also taking into account the resources available for development of higher education.

However, the needs of the Central Universities have to receive the direct attention of the Commission since they have been established by the Central Government through Acts of Parliament (which may be due to a variety of sensitive factors such as national interest or political expediency) and for which, under the UGC Act, the responsibility of maintenance and development are a charge on it.

5.203 Further, unlike the State universities, which are also provided funds by the State Governments concerned from their own resources for schemes which are not funded by the UGC or to supplement the assistance made available, in the case of Central Universities, there is no other source of funding except by the Commission.

5.204 The Commission has also to pay special attention to the newly established Central Universities and to take care of the development of undergraduate education in the Union Territory of Delhi. Further, the

Commission has also to see that professional education in medicine and agriculture in some of the Central Universities develops on the right lines. Again, in three of the Central Universities, the needs of the Schools, which for historical reasons are an integral part of the universities are to be met by the Commission.

5.205 Keeping all the above in view, we are of the opinion that the Commission, in consultation with the Central Government, should in future prepare a separate developmental plan for the Central Universities. This separate sub-plan should mainly provide for the basic minimum facilities for students hostels, staff quarters, campus development, professional education, Higher Secondary schools and support required for their most essential needs which cannot be postponed for various reasons.

5.206 There has been criticism both in the Parliament and outside that the Central Universities get a major portion of the funds of the UGC (though there is sometimes a confusion as while making comparison the maintenance grants sanctioned under Non-Plan are also taken into account which are not provided to the State Universities); the preparation of Sub-Plan for Central Universities would remove this apprehension. The public would then be in a position to appreciate that the level of funds being provided to the Central Universities is the result of a conscious decision taken by the UGC and the Central Government.

Maintenance Grants

5.207 For quite a long time the maintenance grants to Central Universities had been paid on the basis of the Block Grant System fixed for a specified period. With the rapid development of the Central Universities, and in the absence of well-defined norms for proper assessments and fixation of levels of expenditure for different items, it had been decided that the block grant for a year be determined by the UGC on the basis of an examination of the Budget Estimates received from the universities. This had become all the more necessary because of several additional Dearness Allowance instalments announced by the Government, and the steep increase in prices of books, journals and other items. While fixing the annual Block grant for a particular year, the following conditions were also prescribed.

(a) The opening balance of a university out of the block grant fixed for a particular year would be carried forward to the succeeding year, which would however be adjusted by the end of the third year.

(b) To ensure that expenditure is incurred within the total resources available, in the best interest of its academic function, the following guidelines were prescribed for reappropriation within the Budget Estimates

prepared on the basis of the grant payable and the resources generated from its own income:

- (i) No appropriations may be made which would have the effect of augmenting the provision for salaries and allowances.
- (ii) The provision made in the estimates for scholarships and fellowships should not be reappropriated to any other head, and
- (iii) If there are any savings in Non-Plan recurring budget, they could be utilised for meeting critical academic non-recurring requirements.

The above guidelines were prescribed in addition to the following instructions issued earlier in relation to the payment of Block grants for which prior approval of the UGC was a condition.

- (i) Creation of posts with a maximum of the scale of pay beyond Rs. 1000
- (ii) Revision of existing scales of pay
- (iii) Upgrading of posts
- (iv) Granting of more than five increments above the initial salary at the time of appointment; and
- (v) Sanctioning/payment of unusual allowances other than those approved by the Commission.

5.208 A point, brought to our notice by the universities was that while plan grants were provided during each plan for purchase of equipment, no provision was made for annual replacement of equipment which was either worn out or which had outlived its utility and that a revolving fund be created through annual provision in the Non-Plan Budget specifically for this purpose as the existing provision under depreciation fund was extremely inadequate (this varies from Rs. one lakh to Rs. two lakhs for each university).

5.209 During the course of our discussions with the Central universities, we got an impression that by and large, the universities would welcome the present system of payment of annual maintenance grants, with the provision to carry forward the opening balance and other conditions of reappropriation as indicated above. The universities felt that a certain provision, as in the case of depreciation fund be made in the Estimates every year to enable the universities to undertake innovative schemes on their own, and to meet unforeseen expenditure on research activities.

5.210 We recommend that both the suggestions of the universities be accepted and depending upon the resources available adequate provision

may be made under Non-Plan for these purposes. The quantum of provision would no doubt vary from one university to another.

5.211 The other conditions of grant stated above may also be reviewed in the light of the revised scales now agreed to for non-teaching staff and the recommendation made by us regarding the manner of determining the conditions of service of employees of these universities.

Information to be Supplied by the Universities

5.212 The Acts and Statutes of the Universities require for them to furnish certain information to the Visitor. The UGC Act also empowers the Commission to call for certain information from the universities including the Central universities. We have observed that the universities have not developed a proper information and data base and therefore at times, they are unable to provide the information needed. We have a feeling that the importance of expeditiously gathering the needed information is not realised. Therefore, in our opinion it should be provided in the Act of each university that it shall furnish to the Central Government and the UGC such reports, returns and other information as the Government or the UGC may require from time to time.

Cell for Central Universities—UGC

5.213 At present the work of the Central Universities, both for Non-Plan and Plan is dealt with in different divisions of the Secretariat of the UGC. It is desirable that in order to have a coordinated view of the functioning of these universities, and for the proper implementation of the recommendations made by us in this report, which would lead to additional responsibilities on the Commission, a self-contained wing be set up in the UGC to deal with all aspects of the Central Universities. This wing should be adequately staffed and headed by an Additional Secretary.

Bills before the Parliament

5.214 The Central Government have introduced the following Bills in the Parliament;

- (a) Hospital and other Institutional Settlement of Dispute Bill—1982; and
- (b) Central Universities (Amendment) Bill—1982.

The first Bill seems to have been drafted in pursuance of the judgement of the Supreme Court declaring educational institutions as an Industry.

5.215 Both the Bills have caused considerable resentment in the University community including the Central Universities and we venture to suggest that the Government would be well advised in all such cases, to have the views of the University Grants Commission before a final decision is taken. However, if our recommendation regarding the creation of machinery for removal of grievances and constitution of Joint Consultative Committees is accepted and educational institutions are still to be treated as an Industry, we would suggest that a separate Bill be prepared keeping in view the special status of teachers in Society. As regards the Central Universities (Amendment) Bill, 1982, we suggest that only the new Statutes, (the first Statutes are invariably approved by the Parliament) which deal with important aspects of the working of the University and are framed with the approval of the Visitor may be placed before the Parliament. The Ordinances and Regulations which provide for the day to day functioning of the University and in particular provide for academic matters may not be placed before the Parliament.

Reference from the Central Government regarding JNU

5.216 During the course of the deliberation of the Committee the Ministry of Education in the Government of India forwarded, at the suggestion of the Public Accounts Committee, the following documents for such action as may be deemed appropriate:

- (i) A copy of a memorandum submitted by more than 160 MPs to the President, requesting, inter alia, for a Visitorial enquiry into the affairs of the Jawaharlal Nehru University.
- (ii) A copy of a letter dated May 4, 1981, received from Shri Rasheed Masood M.P. giving details of certain allegations justifying the said enquiry.
- (iii) A copy of note entitled 'JNU—Administration and its Management' giving details of various alleged malpractices.
- (iv) A copy of the replies to the allegations contained in the above mentioned documents, furnished by the former Vice-Chancellor, Dr. Y. Nayudamma vide his letter dated September 4, 1981.
- (v) Education Minister's reply dated February 22, 1982 to Shri Rasheed Masood M.P.

We have carefully gone through these papers. The complaints made by the M.P.s may be classified under the following categories;

1. Faculty Appointments, Promotions and leave to teachers; corruption—Academic and Administrative.
2. Students Dimensions.

3. Official Dimensions.
4. Corruption in Building Construction Programme.
5. Karmacharis Dimension.

5.217 We understand that matters relating to the construction programmes of the University are already under the consideration of the Public Accounts Committee, and their report may be awaited. As regards the other allegations the then Vice-Chancellor of JNU had sent his observations.

5.218 While on this point we may add that the manner in which the Jha Committee (which had been appointed by the JNU to review its work) had to terminate its work due to indifference, lack of concern and apathy do not speak well of the atmosphere that prevailed in the University. We may quote here the conclusions of the Jha Committee:—

- “9.1 The Committee is convinced that it is not possible for it to perform the task assigned to it in the prevailing environment characterised by indifference, lack of concern and apathy.
- 9.2 Considering the magnitude and variety of challenges which the University faces in the prevailing atmosphere, the Committee feels that some hard decisions by appropriate authorities are necessary to remedy the situation and to enable the University to fulfil its statutory mandate effectively.”

5.219 We have made several recommendations in the earlier parts of the Chapter and if the same are accepted, we have no doubt, that the functioning of the JNU would improve and the chances of complaints would be reduced.

5.220 The appointments have been made by the University in accordance with the provisions of the Act and Statutes of the University and as such it may not be appropriate to go into their merits. As regards the other allegations, the Vice-Chancellor had given his comments and we have no further observations to make.

Madhuri R. Shah
Rais Ahmed
Ashima Chatterjee
G. Ram Reddy
Ramesh Mohan

R.K. Chhabra
November 10, 1983

Appendix

**LIST OF PERSONS WITH WHOM THE COMMITTEE
HAD THE BENEFIT OF DISCUSSION**

<i>S. No. Invitee</i>	<i>S. No. Invitee</i>
1. Vice-President of India	21. Dr. (Mrs.) Kapila Vatsayana
2. Chief Justice of India	22. Dr. L.K. Jha
3. Speaker, Lok Sabha	23. Dr. Malcolm S. Adisheshiah
4. Lt. Governor Delhi	24. Prof. M.G.K. Menon
5. Dr. A.K Dhan	25. Prof. M.S. Gore
6. Dr. A.R. Kidwai	26. Justice M.H. Beg
7. Prof. A.R. Verma	27. Prof. Moonis Raza
8. Dr. Amrik Singh	28. Shri O.P. Mittal
9. Dr. B.D. Nagchaudhury	29. Dr. Prem Kripal
10. Col. B.H. Zaidi	30. Dr. R.C. Mehrotra
11. Shri B.F.H. Tyabji	31. Dr. Swarup Singh
12. Prof. B.V. Ranga Rao	32. Prof. S. Nurul Hassan
13. Shri B.G. Verghese	33. Prof. S.N. Sen
14. Prof. D.S. Kothari	34. Prof. Satish Chandra
15. Shri G. Parthasarthi	35. Shri Sydeney Reberio
16. Prof. Gurbakhsh Singh	36. Dr. Surajit C. Sinha
17. Shri G.L. Bansal	37. Prof. V.K.R.V. Rao
18. Dr. Hari Narain	38. Dr. V.S. Jha
19. Dr. Jaweed Ashraf	39. Rev. W.S. Rajpal
20. Dr. K.L. Shrimali	

Note: In the case of some other individuals invited, unfortunately mutually convenient dates for a discussion could not be arranged.

**VISVA-BHARATI
THE FIRST SCHEDULE**

[See Section 6 (k)]

(The objects for which the late Rabindranath Tagore founded the Visva-Bharati at Santiniketan).

- (i) to study the mind of Man in its realisation of different aspects of truth from diverse points of view.
- (ii) to bring into more intimate relations with one another, through patient study and research, the different cultures of the East on the basis of their underlying unity.
- (iii) to approach the West from the standpoint of such a unity of the life and thought of Asia.
- (iv) to seek to realise in a common fellowship of study the meeting of the East and the West and thus ultimately to strengthen the fundamental conditions of world peace through the establishment of free communication of ideas between the two hemispheres, and
- (v) with such ideals in view to provide at Santiniketan aforesaid a Centre of Culture where research into and study of the religion, literature, history, science and art of Hindu, Buddhist, Jain, Islamic, Sikh, Christian and other civilization may be pursued alongwith the culture of the West, with that simplicity in externals which is necessary for true spiritual realisation, in amity, good-fellowship and cooperation between the thinkers and scholars of both Eastern and Western countries, free from all antagonisms of race, nationality, creed or caste.

Annexure-II**JAWAHARLAL NEHRU UNIVERSITY
THE FIRST SCHEDULE**

(See Section 4)

The University shall endeavour to promote the study of the principles for which Jawaharlal Nehru worked during his life-time, national integration, social justice, secularism, democratic way of life, international understanding and scientific approach to the problems of society.

Towards this end, the University shall:

- (i) foster the composite culture of India and establish such departments or institutions as may be required for the study and development of the languages, arts and culture of India;
- (ii) take special measure to facilitate students and teachers from all over India to join the University and participate in its academic programmes;
- (iii) promote in the students and teachers an awareness and understanding of the social needs of the country and prepare them for fulfilling such needs;
- (iv) make special provision for integrated courses in humanities, science and technology in the educational programmes of the University;
- (v) take appropriate measures for promoting interdisciplinary studies in the University;
- (vi) establish such departments or institutions as may be necessary for the study of languages, literature and life of foreign countries with a view to inculcating in the students a world perspective and international understanding;
- (vii) provide facilities for students and teachers from other countries to participate in the academic programmes and life of the University.

MAINTENANCE GRANT PAID TO THE CENTRAL UNIVERSITIES

<i>Year</i>	<i>Aligarh Muslim University</i>	<i>Banaras Hindu University</i>	<i>Delhi University</i>	<i>Jawaharlal Nehru University</i>	<i>Hyderabad University</i>	<i>North Eastern Hill University</i>	<i>Visva- Bharati</i>
1	2	3	4	5	6	7	8
<i>(Rupees in lakhs)</i>							
1965-66	85.66	112.00	67.05	--	--	--	38.50
1966-67	94.94	127.00	70.80	--	--	--	37.20
1967-68	173.15	220.06	103.91	--	--	--	48.00
1968-69	184.00	235.69	112.86	--	--	--	52.51
1969-70	197.50	259.75	120.00	--	--	--	54.00
1970-71	217.16	286.02	127.67	--	--	--	65.86
1971-72	231.48	299.93	137.82	--	--	--	69.55
1972-73	242.26	309.61	157.54	--	--	--	72.05
1973-74	265.93	339.50	140.46	--	--	--	83.47
1974-75	417.95	529.02	324.85	129.67	--	--	112.75
1975-76	573.83	721.08	324.72	150.61	--	--	149.72
1976-77	557.50	717.50	365.00	165.00	--	--	145.00
1977-78	589.97	748.21	380.35	174.35	--	--	154.10
1978-79	629.79	783.31	371.45	195.26	--	--	169.70
1979-80	730.00	976.09	508.91	267.50	97.00	79.00	190.00
1980-81	813.00	1065.00	592.00	313.50	116.00	90.00	224.50
1981-82	915.00	1212.00	665.42	358.00	133.50	104.00	271.50
1982-83	1162.83	1602.75	785.71	407.82	137.51	118.00	278.96

Annexure-IV**CODE OF CONDUCT—SEN COMMITTEE**

While making these recommendations we have assumed that the teachers in general will not misuse their responsibilities and privileges. We venture to suggest that the following lapses would constitute improper conduct on the part of a University/College teacher:

- (i) Failure to perform his academic duties such as preparation/lectures, demonstrations, assessment, guidance, invigilation etc.
- (ii) Gross partiality in assessment of students, deliberately over-marking/undertaking or attempts at victimization on any grounds.
- (iii) Inciting students against other students, colleagues or administration (This does not interfere with the right of a teacher to express his difference on principles in seminars or other places where students are present).
- (iv) Raising questioning of caste, creed, religion, race or sex in his relationship with his colleagues and trying to use the above considerations for improvement of his prospects.
- (v) Refusal to carry out the decision by appropriate administrative and academic bodies and/or functionaries of the university. This will not inhibit his right to express his differences with their policies or decision.

Annexure-V**CODE OF CONDUCT TO BE OBSERVED BY THE TEACHERS OF THE UNIVERSITIES AND THE AFFILIATED COLLEGES IN THE STATE OF GUJARAT**

Where as a teacher conscious of his responsibilities and the trust placed in him to mould the character of the youth and to advance knowledge, intellectual freedom and social progress is expected to realise that he can fulfill the role of moral leadership more by example than the precept through a spirit of dedication moral integrity and purity in thought word and deeds, *now, therefore, in keeping with the dignity in his calling, this code of conduct* for teachers in the Universities and the colleges of the Gujarat, is laid down to be truly and faithfully observed both in private and public conduct.

Misconduct

1. The following lapses would constitute improper conduct on the part of a teacher:

- (a) Failure to perform academic duties such as preparation lectures, demonstrations assessment, guidance, invigilation and all other work connected with the examinations.
- (b) Gross partiality in assessment of students, deliberately over making; under making or attempts at victimization on any grounds.
- (c) Inciting students against other students, colleges or administration. This does not interfere with the right of a teacher to express his opinion on principles in seminars or other places where students are present.
- (d) Raising questions of caste, creed, religion, race or sex in his relationship with his colleagues, and trying to use the above considerations for improvement of his prospects.
- (e) Refusal to carry out the decisions by appropriate administrative and academic bodies and/or functionaries of the University. This will not inhibit his right to express his opinion on their policies or decision.

Maintenance of integrity and devotion to duty:

- 2.1 Every teacher shall at all times maintain absolute integrity and devotion to duty.

- 2.2 In his way of living and outlook, every teacher shall set an example to his colleagues and students.
- 2.3 Every teacher shall at all time conduct himself in accordance with the orders regulating behaviour and conduct which may be in force in the university.
- 2.4 No teacher shall discriminate against any pupil on grounds of caste, creed, sect/religion sex, nationality or languages or any of them. He shall also discourage such tendencies among his colleagues and students.
- 2.5 Every teacher shall devote himself diligently to his work and utilise his time to the service of the University or the college, as the case may be, and to the cause of education and give full cooperation in all academic programmes and other activities conducive to the welfare of the student community.

Taking part in Politics & Elections

- 3.1 No teacher shall take active part in politics so as to cause interference in the discharge of his duties not shall he in any manner associate himself with any movement or organisation which is or tends directly or indirectly, to be subversive of law and order or the interest of the University education.
- 3.2 No teacher shall without previous intimation to the Vice-Chancellor or the management of the College, as the case may be, stand for election or accept nomination to any local body, legislature of the State or Parliament nor shall he in any manner force his subordinates or his students against their will for the canvassing of his election.
- 3.3 A teacher shall before seeking election or accepting nomination as aforesaid give an undertaking to the University or the College, as the case may be, that in the event of his being elected or nominated he shall, if so required by the University or the College, remain on leave with or without pay as may be admissible to him under the rules for the period he remains a member of such local body, legislature or Parliament.
- 3.4 The University or the College, as the case may be, may direct a teacher who has been elected or nominated to any local body, legislature or Parliament, to apply for leave for the whole or part of the period referred to in sub-rule (3) and the teacher shall comply accordingly.

Provided that the granting of any leave to a teacher nominated to any local body, legislature or Parliament shall not prejudice his right to promotion, increments or other benefits if any, to which he would have been entitled had he not proceeded on leave.

Demonstrations and Strikes

- 4.1 No teacher shall engage himself or participate in any demonstration or strike which is prejudicial to the interest of the University or the College, as the case may be, or to the interest of public orders, decency or morality.

Joining of Association by teachers

- 5.1 No teacher shall join or continue to be a member of an association the objects and activities of which are prejudicial to the interest of the University or the College as the case may be, or the sovereignty and integrity of India or Public order or morality. Provided that a teacher may become a member of the Association of teachers as may be approved by the University according to rules.

Criticism of University, College or Government

- 6.1 No teacher shall in any radio broadcast or in any document published anonymously or in his own name person or in any communication to the press or in the name of any other any public utterance make any statement or express an opinion.

- (i) Which is in the nature of character assassination, reflection on the personal life of his superiors.
- (ii) Which is in the nature of criticism of individual as destined from policy decision.

Provided that nothing in this rule shall apply to any statement made or views expressed by a teacher in his official capacity or in the due performance of the duties assigned to him on academic matters.

Unauthorised Communication or Information

- 7.1 No teacher shall except in accordance with any general or special order of the University or the College, as the case may be or in the performance in good faith or duties assigned to him divulge or communicate directly or indirectly any official document or other information whatsoever to any teacher or to any other person to whom he is not authorised to divulge or communicate such document or information.

Private grade employment or tuition

- 8.1** No teacher shall except with the previous sanction of the Vice-Chancellor or the authorities of the College, as the case may be engaged directly or indirectly in any trade or business or under any other employment.
- 9.1** No teacher shall borrow money from his subordinate or students.

Convassing of non-official or other outside influence

- 10.1** No teacher shall bring or attempt any influence to bear upon any question in respect of matters pertaining to his service.

Unauthorised Communication or Information

- 11.1** No teacher shall enter into any pecuniary arrangement with any other teacher or student of the University or the College, as the case may be so as to afford any kind of advantage to either or both of them in any unauthorised manner or against the specific or implied provisions of any rule of the time being in force improper use of amenities.
- 12.1** No teacher shall misuse or carelessly use amenities provided to him by the University or the College to facilitate to the discharge of his duties.
- 13.1** No teacher shall engage himself in any private tuition for which a fee/ remuneration is charged either within or outside the precincts of the Institution in which he is working.

**THE INDIAN INSTITUTE OF TECHNOLOGY
MADRAS**

SCHEDULE—B

CONDUCT RULES

[See Statute 13(17)]

1. Application

The provisions contained in this Schedule shall apply to all employees of the Institute.

2. Definitions

In this Schedule, unless the context otherwise requires:

- (a) "Competent Authority" means
 - (i) "The Board of Governors" in the case of the Director.
 - (ii) "The Director" in the case of all other employees.
- (b) "Members of the family", in relation to an employee, includes:—
 - (i) the wife, child or step-child of such employee residing with and dependent on him and in relation to an employee who is a woman, the husband residing with and dependent on her, and
 - (ii) any other person related, whether by blood or by marriage to the employee or to such employee's wife or husband and wholly dependent on such Institute employee, but does not include a wife or husband legally separated from the employee, or child or step-child who is no longer in any way dependent upon him or her, or whose custody the employee has been deprived of by a law.
- (c) "Services" means service under the Institute.

3. General

(a) Every employee shall, at all times, maintain absolute integrity and devotion to duty, and also be strictly honest and impartial in his official dealings.

(b) An employee should, at all times, be courteous in his dealings with other members of the staff, students and members of the public.

(c) Unless otherwise stated specifically in the terms of appointment, every employee is a whole-time employee of the Institute, and may be called upon to perform such duties, as may be assigned to him by the competent authority, beyond scheduled working hours and on closed holidays and Sundays. These duties shall, inter alia, include attendance at meetings of Committees to which he may be appointed by the Institute.

(d) An employee shall be required to observe the Scheduled hours of work, during which he must be present at the place of his duty.

(e) Except for valid reasons and/or unforeseen contingencies no employee shall be absent from duty without prior permission.

(f) No employee shall leave station, except with the previous permission of proper authority, even during leave or vacation.

(g) Whenever leaving the station, an employee shall inform the Head of the Department to which he is attached, or the Director, if he is himself the Head of a Department, the address where he would be available during the period of his absence from station.

4. Taking Part in Politics and Elections

(i) No employee shall take part in politics or be associated with any party or organisation which takes part in political activity, nor shall he subscribe in aid or assist in any manner any political movement or activity.

(ii) No employee shall canvass or otherwise interfere or use his influence in connection with or take part in any election to a legislative body or local authority.

Provided that an employee of the Institute qualified to vote at such election may exercise his right to vote, but where he does so, he shall give no indication of the manner in which he proposes to vote or has voted.

5. Connection with Press or Radio or Patents

(1) No employee shall, except with the previous sanction of the competent authority, own wholly or in part, or conduct, or participate in the editing or managing of any newspaper or other periodical publications.

(2) No employee shall, except with the previous sanction of the competent authority, or any other authority empowered by it in this behalf, or in the *bona-fide* discharge of his duties, participate in a radio broadcast or contribute any article or write any letter either anonymously or in his own name or in the name of any other person to any newspaper or periodical.

Provided that no such sanction shall be required if such broadcast or such contribution is of a purely literary, artistic or a scientific character.

Note: Subject to the restrictions noted below, members of the staff are at liberty, without any sanction as contemplated in paragraph 5(2) above, to publish their original scientific works in journals of repute in India and abroad. If, however, they wish to indicate their official designations in the articles they want to publish, previous sanction of the competent authority will be necessary.

Such articles must be strictly confined to purely scientific subjects and should not touch upon administrative matters. They shall be free from all political tinge.

Publication of articles relating to India's boundary areas and the tribal population in such areas is prohibited without previous permission of the competent authority.

6. Criticism of the Institute

No employee shall, in any radio broadcast or in any document published anonymously or in his own name or in the name of any other person or in any communication to the press or in any public utterance, make any statement of fact or opinion—

- (i) which has the effect of an adverse criticism of any current or recent policy or action of the Institute; or
- (ii) which is capable of embarrassing the relations between the Institute and the Central Government or any State Government or any other Institution or organisation or members of the public.

Provided that nothing in this paragraph shall apply to any statements made or views expressed by an employee in his official capacity or in the due performance of the duties assigned to him.

7. Evidence before Committee or any other Authority

(1) Save as provided in sub-paragraph (3) below, no employee shall, except with the previous sanction of the competent authority, give evidence in connection with any inquiry conducted by any person, Committee or authority.

(2) Where any sanction has been accorded under sub-paragraph (1) no employee giving such evidence shall criticise the policy or any action of the Institute or the Central Government or any State Government.

(3) Nothing in this paragraph shall apply to—

- (a) evidence given at any inquiry before any authority appointed by the Institute, by Parliament or by a State Legislature; or

- (b) evidence given in any judicial inquiry; or
- (c) evidence given at any departmental inquiry ordered by the Institute authorities.

8. Unauthorised Communication of Information

No employee shall, except in accordance with any general or special order of the competent authority, or in the performance, in good faith, of the duties assigned to him, communicate, directly or indirectly, any official document or information to any person to whom he is not authorised to communicate such document or information.

9. Gifts

No employee shall, except with the previous sanction of the competent authority, accept or permit his wife or any other member of his family to accept, from any person any gift or more than trifling value. The interpretation of the term "trifling value" shall be the same as laid down in the Government Servants Conduct Rules.

10. Private Trade or Employment

No employee shall, except with the previous permission of the competent authority, engage, directly or indirectly, in any trade or business or any private tuition or undertake any employment outside his official... assignments.

Provided that the above restrictions shall not apply to academic work and consultative practice undertaken with the prior permission of the competent authority which may be given subject to such condition as regards the acceptance of remuneration as may be laid down by the Board.

11 Investments, Lending & Borrowing

(1) No employee shall speculate in any business nor shall he make or permit his wife or any member of his family to make, any investment likely to embarrass or influence him in the discharge of his official duties.

(2) No employee shall lend money at interest to any person nor shall he borrow money from any person with whom he is likely to have official dealings.

12. Insolvency, Habitual Indebtedness and Criminal Proceedings

(1) An employee shall so manage his private affairs as to avoid habitual indebtedness or insolvency. When an employee is found liable to

arrest from debt or has recourse to insolvency or when it is found that a moiety of his salary is continuously being attached, he may be liable to dismissal. An employee who becomes the subject of legal proceedings for insolvency shall forthwith report full facts to the Institute.

(2) An employee who gets involved in some criminal proceedings shall immediately inform the competent authority through the Head of the Department to which he is attached, irrespective of the fact whether he has been released on bail or not.

An employee who is detained in police custody, whether on criminal charge or otherwise, for a period longer than forty-eight hours shall not join his duties in the Institute unless he has obtained written permission to that effect from the Head of the Institute.

13. Movable, Immovable and Valuable Property

Every member of the staff shall, on first appointment in the Institute service and thereafter at such intervals as may be prescribed by general or special orders of the competent authority, submit a return in such form as the Institute may prescribe in this behalf of all immovable property owned, acquired or inherited by him or held by him on lease or mortgage, either in his own name or in the name of any member of his family or in the name of any other person.

14. Vindication of Acts and Character of Employees

No employee shall, except with the previous sanction of the competent authority, have recourse to any Court of Law or the press for the vindication of any official act which has been the subject matter of adverse criticism or an attack of defamatory character.

Providing nothing in this rule shall be deemed to prohibit an employee from vindicating his private character or any act done by him in his private capacity.

15. Marriages, etc.

An employee intending to marry a person who holds a citizenship of another foreign country shall seek prior permission of the competent authority.

No employee who has a wife living shall contract another marriage without first obtaining the permission of the Board, notwithstanding that a subsequent marriage is permissible under the personal and religious law for the time being applicable to him, and violation of these rules leads to immediate dismissal from the Institute service.

16. Representations

(a) Whenever an employee wishes to put forth any claim, or seeks redress of any grievance or of any wrong done to him, he must forward his case through proper channel, and shall not forward advance copies of his application to any higher authority, unless the lower authority has rejected the claim, or refused relief, or the disposal of the matter is delayed by more than three months.

(b) No employee shall be signatory to any joint representation addressed to the authorities for redress of any grievance or of any other matter.

17. Punishment, Appeals, etc.

Any employee shall be governed by the provisions of the relevant rules regarding imposition of penalties for breach of any of these rules, and regarding preference of appeals against any action taken against him.

18. Interpretation

The decision of the Board on all questions relating to the interpretation of these provisions shall be final.

Annexure VII

**ACADEMIC RIGHTS AND RESPONSIBILITIES
UNIVERSITY OF CALIFORNIA**

The University seeks to provide and sustain an environment conducive to sharing, extending, and critically examining knowledge and values, and to furthering the search for wisdom. Effective performance of these central functions requires that faculty members be free within their respective fields of competence to pursue and teach the truth in accord with appropriate standards of scholarly inquiry.

The faculty's privileges and protections, including that of tenure, rest on the mutually supportive relationships between the faculty's special professional competence, its academic freedom, and the central functions of the University. These relationships are also the source of the professional responsibilities of faculty members.

Professional Rights of Faculty: Part-I

- (1) free inquiry, and exchange of ideas;
- (2) the right to present controversial material relevant to a course of instruction;
- (3) enjoyment of constitutionally protected freedom of expression;
- (4) participation in the governance of the University, including
 - (a) approval of course content and manner of instruction,
 - (b) establishment of requirements for matriculation and for degrees,
 - (c) appointment and promotion of faculty,
 - (d) selection of chairmen of departments and certain academic administrators,
 - (e) discipline of members of the faculty, and the formulation of rules and procedures for discipline of students,
 - (f) establishment of norms for teaching responsibilities and for evaluation of both faculty and student achievement, and
 - (g) determination of the forms of departmental governance;
- (5) the right to be judged by one's colleagues, in accordance with fair procedures, in matters of promotion, tenure, and discipline, solely on the basis of the faculty member's professional qualifications and professional conduct.

Part-II

Professional Responsibilities, Ethical Principles, and Unacceptable Faculty Conduct

A. Teaching and students

Ethical principles "As a teacher, the professor encourages the free pursuit of learning in his students. He holds before them the best scholarly standards of his discipline. He demonstrates respect for the student as an individual, and adheres to his proper role as intellectual guide and counselor. He makes every reasonable effort to foster honest academic conduct and to assure that his evaluation of students reflects their true merit. He respects the confidential nature of the relationship between professor and student. He avoids any exploitation of students for his private advantage and acknowledges significant assistance from them. He protects their academic freedom." (AAUP Statement, 1966).

Types of unacceptable conduct

- (1) Failure to meet the responsibilities of instruction, including:
 - (a) arbitrary denial of access to instruction;
 - (b) persistent intrusion of material unrelated to the course;
 - (c) repeated failure to adhere, without legitimate reason, to the rules of the faculty in the conduct of courses, to meet class, to keep office hours, or to hold examinations as scheduled;
 - (d) evaluation of student work by criteria not directly reflective of course performance;
 - (e) undue and unexcused delay in evaluating student work.
- (2) Discrimination against a student on political grounds, or for reasons of race, religion, sex or ethnic origin, or for other personal reasons.
- (3) Use of the position or powers of a faculty member to coerce the judgment or conscience of a student or to cause harm to a student for arbitrary or personal reasons.
- (4) Participating in disruption, interference, or intimidation in the classroom.

B. Scholarship

Ethical principles "The professor, guided by a deep conviction of the worth and dignity of the advancement of knowledge, recognizes the special responsibilities placed upon him. His primary responsibility to his subject is to seek and to state the truth as he sees it. To this end he devotes his

energies to developing and improving his scholarly competence. He accepts the obligation to exercise critical self-discipline and judgment in using, extending, and transmitting knowledge. He practices intellectual honesty. Although he may follow subsidiary interests, these interests must never seriously hamper or compromise his freedom of inquiry." (AAUP Statement, 1966).

Types of unacceptable conduct

Violation of canons of intellectual honesty, such as intentional misappropriation of the writings, research, and finding of others.

C. The university

Ethical principles "As a member of his institution, the professor seeks above all to be an effective teacher and scholar. Although he observes the stated regulations of the institutions, provided they do not contravene academic freedom, he maintains his right to criticize and seek revision. He determines the amount and character of the work he does outside his institution with due regard to his paramount responsibilities within it. When considering the interruption or termination of his service, he recognizes the effect of his decision upon the program of the institution and gives due notice of his intentions." (AAUP Statement, 1966)

Types of unacceptable conduct

- (1) Intentional disruption of functions or activities sponsored or authorized by the University.
- (2) Intentional disobedience of University rules, or incitement of others to disobey University rules when such disobedience or incitement constitutes a clear and present danger that violence against persons or property will occur.
- (3) Unauthorized use of University resources or facilities on a significant scale for personal, commercial, political, or religious purposes.
- (4) Forcible detention, threats of physical harm to, harassment or intimidation of another member of the University community, with the intent to interfere with that person's performance of his University activities.

D. Colleagues

Ethical principles "As a colleague, the professor has obligations that derive from common membership in the community of scholars. He respects and defends the free inquiry of his associates. In the exchange of criticism and ideas he shows due respect for the opinions of others. He acknowledges his academic debts and strives to be objective in his professional judgment

of colleagues. He accepts his share of faculty responsibilities for the governance of his institution." (AAUP Statement, 1966)

Types of unacceptable conduct

- (1) Making evaluations of the professional competence of faculty members by criteria not directly reflective of professional performance.
- (2) Discrimination against faculty on political grounds, or for reasons of race, religion, sex, or ethnic origin, or for other arbitrary or personal reasons.
- (3) Breach of established rules governing confidentiality in personnel procedures.

E. The community

Ethical principles "Faculty members have the same rights and obligations as all citizens. They are as free as other citizens to express their views and to participate in the political processes of the community. When they act or speak in their personal and private capacities, they should avoid deliberately creating the impression that they represent the University." (U.C. Academic Council Statement, 1971).

Types of unacceptable conduct

- (1) Intentional misrepresentation of personal views as a statement of position of the University or any of its agencies. (An institutional affiliation appended to a faculty member's name in a public statement or appearance is permissible, if used solely for purposes of identification.)
- (2) Commission of a criminal act which had led to conviction in a court of law and which clearly demonstrates unfitness to continue as a member of the faculty.

WORKING DAYS

1. The importance of working days in the university cannot be denied. They are a measure of the opportunity of learning provided to the students, as also are measure of the efficiency of performance of an institution. The present tendency of reduction in the number of working days, and yet conducting examinations on reduced courses has to be curbed in the interests of maintaining standards.

2. There is some confusion regarding how the working days are to be calculated. For our purpose these are days on which classes—such as lectures, tutorials, seminars, laboratories are or may be conducted. Therefore, holidays cannot be counted although students may be studying in their homes or hostels or may even be informally consulting teachers. The time taken up for admissions—i.e. when the classes are not formed, to start work, time meant for examinations or for preparing for examinations cannot be counted. The number of working days, calculated in this manner should not go below 180, which has been the recommendation made earlier. It would be desirable for universities to make an effort to raise the number to 200 or more.

3. A small calculation

(Summer) long vacation	10 weeks
(Winter) short vacation	2 weeks
Other holidays	4 weeks
Examinations	2 weeks
Preparation for exams.	1 week
Miscellaneous	2 weeks
	21 weeks

In the remaining 31 weeks one can have $31 \times 6 = 186$ days—which may be called working days.

4. The university should budget their time in regard to work and holidays. For example, admissions should be completed by the last day of the long vacation. Examinations results should also be complied and announced during the vacations to enable admissions to take place. In a semester pattern, examinations should not be so prolonged as to take away more working days—there could be more reliance on internal assessment, examiners of first semester could be internal so that the short vacation can be utilised for evaluation. The universi-

ties should also see that a working day in a department or faculty does not become just a few hours of the forenoon. The time table should be spread to accommodate the various academic activities over atleast on 8-hour working day.

5. The university should also insist that the manner of conducting a course is also spelled out. The number of lectures, tutorials, seminars, lab-sessions etc. normally adequate for each course should be worked out and preferably made known in a handbook of courses. If students cut classes, or if working days are otherwise disrupted, it should be made clear that only when the norm is reached will there be examinations. This also involves disciplined regular work on part of the teachers—which should be ensured. Of course, every item in a given syllabus may not have to be taught in the class as a pre-requisite for the examination, but on the other hand it would be counter productive to hold examinations on reduced courses because the number of working days has been curtailed in a particular situation. If this happens, exams will lose their credibility, students will perform poorly in competitions and interviews, and if they are admitted to the next class its standards will also suffer.

Workload of teachers

The Committee agreed that the work-load of various activities should be not less than 40 hours a week for a teacher, particularly one who is involved in creative activity and who has a spirit of challenge towards giving his best to the student, would certainly spend much more than 40 hours a week in academic pursuits.

The break-up of work load shown below is for the sake of example. It is not a right break-up. But, every teacher could be given duties according to some such general pattern and no one should have a significantly reduced load:

1. Undergraduate College

(a) *Lecturers in Non-laboratory/field work subjects*

<i>Activity</i>	<i>Average No. of hours per week</i>
(i) Teaching	16
(ii) Testing/Exams.	2
(iii) Tutorials	4
(iv) Preparation for teaching	10
(v) Supervision of extracurricular work	4
(vi) Administrative work	4

Where extra-curricular work or administrative work is not assigned or unfortunately tutorials do not take place, teaching work may be slightly increased, but as far as possible a teacher should not have to teach or lecture more than three hours per day.

(b) *Lectures in Science subjects or where field work is necessary*

<i>Activity</i>	<i>Average No. of hours per week</i>
(i) Teaching	16
(ii) Lab. work	4
(iii) Testing/Examinations	2
(iv) Teaching preparation and lab. setting	12
(v) Extra-curricular activities	2
(vi) Administrative activities	4

2. *Lectures in Postgraduate Colleges/Universities*

(a) *Lectures in Non-Laboratory/Field Work subjects*

(i) Teaching	10
(ii) Testing/Exams.	1
(iii) Tutorials	4
(iv) Preparation for teaching	10
(v) Research	10
(vi) Own Reading/Studies	5

(b) *Lectures in Science subjects or where field work is involved*

(i) Teaching	10
(ii) Testing	1
(iii) Laboratory work	4
(iv) Teaching preparation/Lab. setting	10
(v) Research	10
(vi) Own Reading/Administrative work	5

Teachers combining Undergraduate and Postgraduate teaching will have a position in between (1) and (2) above.

The Committee noted that senior teachers like Readers and Professors, in addition to their own research work, guide and supervise a fairly large number of students for M. Phil/Ph.D. degrees. They have also to attend consultative meeting of various organisations, sometimes related to teaching and sometimes to research. Therefore, the committee felt that their direct teaching responsibilities may be slightly curtailed allowing them a greater portion of time for guiding and supervising research work. However, to the 10 hours of research per week on the average, it should be possible to add not more than 4 hours, bringing the total of research to 14 hours per

week. This again implies that the number of students to be supervised should be limited to perhaps 4 to 6 and that senior teachers should be able to assign specific time to each scholar whose work they are supervising.

The Committee felt that with 14 hours for research and 5 or 6 hours for reading and study and perhaps another 5 hours for extra-curricular or administrative work, senior teachers should be able to put in about 8 hours of teaching and laboratory work including testing and about 8 hours for preparation of teaching work. Teachers not having such extensive research responsibilities should put in more teaching works. It is suggested that ordinarily a teacher may not have more than two postgraduate theory courses to teach with some laboratory or tutorial responsibility.

The committee further observed the following points:—

- (i) That young people are given enough time to help in their professional growth and achievement of academic excellence particularly in the initial years of their service;
- (ii) That teachers guiding research students have adequate time to look after them; and
- (iii) That 'pleasant' as well as 'unpleasant' work is shared by all teachers.

In case a certain teacher likes to have an extra load at a particular time in the year, and comparatively less teaching work at some other time during the total academic year, this should be accommodated, if it does not cause any serious difficulty in the teaching programme of the department. Where teaching is organised in semesters and terms such adjustment could be made in the corresponding period, provided the teacher has given adequate notice to the university. The underlying Principle being that the maximum work-load should be the same in all departments and for all teachers. In Postgraduate centres where considerable research activity is envisaged, it is obvious that the direct teaching of the staff will be reduced and the staff will accordingly devote the remaining time for active research.

The committee was of the view that teachers should spend a certain amount of time every day in the department/college whether or not they have direct teaching duties on certain days. If facilities are provided preparation for teaching can mostly be done in the department/college. This is so as to ensure that a teacher is available for his students if they need his help, and that a teacher is also available when he is needed for consultation or discussion on various matters that come up in institutions.

Minimum Examination Reform

The statement on minimum examination reforms adopted by the Commission requires each university to give effect to the following during 1983-84 onwards.

(a) *Syllabus/Question Paper*

- (i) The syllabus in each paper should be demarcated into well-defined units/areas of content alongwith a topicwise breakdown. The units may be numbered.
 - (ii) Examiners should be free to repeat questions set in previous examinations. This is necessary in order to ensure that students do not leave out important portions of the syllabus. Instructions to paper setters should be amended accordingly.
 - (iii) There is often a very wide choice given to students for answering question, say 5 out of 10. Such overall choice restricts the area of knowledge with which a student can pass an examination and is therefore undesirable. If there is choice, it may be provided by alternate questions in each unit of the syllabus.
 - (iv) No examination should be held without fulfilling the requirement of a minimum number of lectures/tutorials/laboratory sessions etc. which should be clearly laid down by the university.
- (b) In order to enable university authorities to conduct examinations in a fair and impartial manner, the Commission would explore the possibility of the enactment of suitable legislation to make cheating in examinations a cognizable offence and to provide the necessary administrative support to check malpractices. In the meantime, universities must take all steps for the proper conduct of examinations such as effective security measures, proper supervision and invigilation, condoning off the examination centres from the range of loudspeakers and other interference, flying spread and stern action in all cases involving copying and use of unfair means.

Annexure IX

THE STRENGTH OF TEACHING AND NON-TEACHING STAFF IN THE CENTRAL UNIVERSITIES DURING THE PERIOD 1978-1982

Year	Aligarh Muslim		Banaras Hindu		Delhi		Hyderabad		Jawaharlal Nehru		North Eastern Hill		Visva Bharati	
	Teaching	Non-Teaching	Teaching	Non-Teaching	Teaching	Non-Teaching	Teaching	Non-Teaching	Teaching	Non-Teaching	Teaching	Non-Teaching	Teaching	Non-Teaching
1978	893	3,897	*	*	581	1962	54	286	263	881	121	218	382	1,087
1979	958	4,026	*	*	584	2090	95	453	287	946	159	329	428	1,087
1980	981	4,343	*	*	620	2250	104	480	302	971	187	437	420	1,192
1981	990	4,350	*	*	633	2382	98	480	287	1020	209	500	434	1,292
1982	1044	4,365	*	*	635	2517	100	506	291	1063	Not available		421	1,361

*The University could not furnish the information.