



सत्यमेव जयते

PARLIAMENT OF INDIA
RAJYA SABHA

DEPARTMENT-RELATED PARLIAMENTARY STANDING COMMITTEE
ON HUMAN RESOURCE DEVELOPMENT

TWO HUNDRED SIXTY FIRST REPORT
ON
THE INDIRA GANDHI NATIONAL UNIVERSITY FOR WOMEN,
BILL, 2013

(Presented to Hon'ble Chairman, Rajya Sabha on 7th February, 2014)
(Forwarded to Hon'ble Speaker, Lok Sabha on 7th February, 2014)

(Presented to the Rajya Sabha on 30th January, 2014)
(Laid on the Table of Lok Sabha on 30th January, 2014)



Rajya Sabha Secretariat, New Delhi
February, 2014/Magha, 1935 (Saka)

Hindi version of this publication is also available.



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**DEPARTMENT-RELATED PARLIAMENTARY STANDING COMMITTEE ON
HUMAN RESOURCE DEVELOPMENT**
(Constituted w.e.f. 31st August, 2013)

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- RAJYA SABHA**
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3. Shri Avinash Rai Khanna
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Shri Arun Sharma, Joint Director
Smt. Himanshi Arya, Assistant Director
Smt. Harshita Shankar, Assistant Director

PREFACE

I, the Chairman of the Department-related Parliamentary Standing Committee on Human Resource Development, having been authorized by the Committee, present this Two Hundred and sixty first Report of the Committee on the Indira Gandhi National University for Women Bill, 2013.*

2. The Indira Gandhi National University for Women Bill, 2013 was introduced in the Lok Sabha on 20 August, 2013. In pursuance of Rule 270 relating to the Department-related Parliamentary Standing Committees, the Chairman, Rajya Sabha in consultation with Speaker, Lok Sabha referred ** the Bill to the Committee on 18 September, 2013 for examination and report.

3. The Committee heard the views of the Secretary, Department of Higher Education in its meeting held on 5th December, 2013. The views of the Chairman, UGC, Vice-Chancellor, Indira Gandhi Delhi Technical University for Women and the representative of AIU were heard by the Committee on 3rd January, 2014.

4. The Committee considered the Bill in three sittings held on 5 December 2013, 3 and 16 January, 2014.

5. The Committee, while drafting the report, relied on the following:-

- (i) Background Note on the Bill received from the Department of Higher Education;
- (ii) Detailed clause by clause note on various provisions of the Bill;
- (iii) Details of consultation with all stakeholders;
- (iv) Replies to the questionnaire sent by the Department of Higher Education;
- (v) Verbatim record of the oral evidence taken on the Bill; and
- (vi) Presentation made and clarification given by the Secretary, Department of Higher Education;

6. The Committee considered its Draft Report on the Bill and adopted the same in its meeting held on 16 January, 2014.

7. For facility of reference, observations and recommendations of the Committee have been printed in bold letters at the end of the report.

NEW DELHI;

January 16, 2014
Pausha 26, 1935 (Saka)

BIRENDER SINGH
Chairman,

Department-related Parliamentary
Standing Committee on Human Resource Development.

* Published in Gazette of India Extraordinary Part II Section 2 dated 20 August, 2013

** Rajya Sabha Parliamentary Bulletin Part II No.51264 dated 19 September, 2013

REPORT

I INTRODUCTION

1.1 The Indira Gandhi National University for Women Bill, 2013 was referred to the Department-related Parliamentary Standing Committee on Human Resource Development by the Hon'ble Chairman, Rajya Sabha, in consultation with the Hon'ble Speaker, Lok Sabha, on 18 September, 2013 for examination and report.

1.2 The Indira Gandhi National University for Women Bill, 2013 seeks to establish and incorporate a University in the State of Uttar Pradesh to provide for avenues of higher education and research facilities to the women in India and for matters connected therewith or incidental thereto.

1.3 The Statement of Objects and Reasons to the Bill reads as follows:

“Education is considered as prime driving force in elevating the status of women and it is Government's commitment to ensure gender parity in all spheres of life. The making of quality education available to everyone is the most fundamental basis for advancing gender equality and women's empowerment. Armed with such an education, and the self-confidence that comes with it, there is no limit to what women can do-provided they have equal access to job and career opportunities and the determination to make positive changes in the country.

There are some State Universities and Institutions deemed to be Universities which cater exclusively to women students, but there is no Central University exclusively for women in the country. In the 12th Five Year Plan while the focus is on consolidation of the existing institutions, there is provision for new Central Universities to address the social gap. The University shall be established exclusively for women with an objective to provide for necessary support and supplement the efforts of the Government in women's empowerment by giving them increased access to higher education and research. The proposed women's University will cut across social and religious categories and facilitate girls from disadvantaged sections to enter into higher education.

Establishment of a Central University for women would have a multiplier effect on availability of empowered women in all walks of life. As a model Central University for women, it will create standards of excellence to be followed by others. Such a Central University will help in the fight to overcome discrimination and change perceptions about what women can and should do.”

1.4 Giving a background of the Bill, the Department of Higher Education submitted that education is considered the most potent tool for all-round socio-economic development of the country and a key instrument for building an equitable and just society by imparting values that foster social cohesion and national identity, by providing skills and competencies for economic well-being as also by imparting to citizens the tools needed to fully participate in the governance

process. Elaborating further it was submitted that despite considerable progress during the Eleventh Plan, less than one-fifth of the estimated 120 million potential students were enrolled in the Higher Educational Institutions in India which was well below the world average of 26 per cent. There were wide disparities in Gross Enrolment Ratio (GER) among the States and between urban and rural areas while the disadvantaged sections of society, particularly women had significantly lower GER ratio than the national average. In this backdrop, the Twelfth Plan envisaged “a holistic approach to the issues of expansion, equity and excellence so that expansion is not just about accommodating ever larger number of students, but is also about providing diverse choices of subjects, levels and institutions while ensuring a minimum standard of academic quality and providing the opportunity to pursue higher education to all sections of society, particularly the disadvantaged.” The strategic framework for the Twelfth Plan envisaged expansion of access by scaling up capacity in existing institutions rather than increasing the number of institutions, with the exception of new institutions needed to address critical regional and social gaps.

1.5 Giving an idea about the evolution of the proposed legislation, the Department submitted that the Indian social dynamics still hindered certain sections of the population who were not yet open-minded to send girls/women to co-educational institutions of higher education, thus depriving them of the benefits of higher education which was necessary for their own social and economic empowerment. Positive discrimination in favour of disadvantaged sections had always proved helpful and even the Constitution of India permitted such “discrimination”. Further, there have been some State Universities and Institutions Deemed to be Universities which were catering exclusively to women students but no central university exclusively for women in the country. It was, therefore, considered essential to have a model Central University exclusively for women, which will set the pace for all round growth and development of women in the country. The proposed University would seek to graduate women who would be skilled and innovative professionals, service-oriented leaders and promoters of sustainable human and economic development in India. It would also cut across social and religious categories and facilitate girls from all sections to enter into the higher education system. Further, the University would be innovative in character so that the girl students do not get bounded by traditional disciplines supposedly preferred by women, like Home Science, Child Care, Child and Maternal Health etc.

Rather, it was proposed that the University would develop into an institution which takes, among others, insights from women issues and their relationship with other connected issues and opens new pathways for offering innovative solutions. Setting up a university, exclusively for women, will provide the necessary support in this direction and supplement the efforts of the Government for women's empowerment by giving them an increased access to employment-oriented basic courses to high end research.

1.6 On the reason to locate the proposed university in the State of Uttar Pradesh, the Department submitted that the State had the largest population of women in the country. Of the total population of 121 crore in the country, there were 58.6 crore women of which 9.5 crore i.e. 16 per cent were in Uttar Pradesh. Further, the sex ratio of Uttar Pradesh was 908, which was almost the lowest amongst the States. Only small States like Punjab, Haryana, Sikkim, Delhi and Jammu & Kashmir had lower sex-ratios than Uttar Pradesh. The total number of women in Uttar Pradesh far exceeded the total population of these States. The GER in higher education in Uttar Pradesh was 12.0 for men and 9.5 for women, both less than the national average of 17.1 and 12.7 respectively. As per 2011 Census, the literacy rate of women in Uttar Pradesh was only 59.26 per cent which was 6.20 per cent less than the national average of 65.46 per cent for women. The gender gap in literacy was about 20 per cent. Of the 43.17 crore illiterates in the country, about 25 crore were women and of this about 61 per cent of the illiterate women were in Uttar Pradesh. Therefore, there was a strong justification for establishing the first ever Central University for Women in the state of Uttar Pradesh.

1.7 Elaborating further on locating the proposed University in Rae Bareilly, the Department submitted that Rae Bareilly, being an educationally backward district, was considered ideally suited for location as it was the Karmabhoomi, the political constituency of the first ever woman Prime Minister of India. Further, Rae Bareilly was near the major cities of Allahabad, Lucknow, Kanpur and Varanasi, all of which had good air, rail and road connectivity as well as the necessary physical and social infrastructure to attract good students and faculty from all over. The Committee was informed that the State Government of Uttar Pradesh had offered 334.82 acres of land in two tehsils in Rae Bareilly for the proposed Women University. A team comprising of representatives of the MHRD, State Government, UGC and two Vice Chancellors of the nearby

Central Universities viz, Babasaheb Bhim Rao Ambedkar University, Lucknow and Allahabad University had inspected the site and found it suitable for the establishment of the proposed Central University for Women.

1.8 The Secretary, Department of Higher Education in his deposition before the Committee on the Indira Gandhi National University for Women Bill, 2013 submitted that education was very crucial for the development of both men and women. The Eleventh and Twelfth Plan have been emphasizing on the comprehensive promotion of education. He further submitted that though the ideal position would be to have joint education without any compartments but there were certain sections in our multi-cultured society having reservations about sending their daughters to such an environment. There was a demand for separate institutions and universities for Women so that they could come forward without any inhibition and get themselves educated. Drawing the attention of the Committee towards Department's commitment to the national goal of achieving GER of 30 per cent in Higher Education by 2020, the Secretary stated that as per the latest figures, GER for women was 17.9 per cent whereas for men it was 20.2 per cent. With an overall literacy gap of 16 per cent, there were 43.17 crore (27 per cent) illiterates in our country of which 25 crore were women. Further, 61 per cent illiterates were in UP alone. Therefore, UP was the State with a huge number of illiterates. It was informed that the estimated expenditure of the proposed University during the Twelfth Plan was said to be `500 crore. A detailed project report was being made based on which further expenditure would be incurred. The Secretary also clarified that in the Twelfth Plan though new institutions were not allowed but in exceptional cases of social gaps, new institutions could be created. The Committee was informed that in- principle approval of the Planning Commission in this regard had been obtained.

1.9 About the admission process and the courses to be offered by the University, the Committee was informed that the admissions would be through a common entrance examination and initially subjects in core courses, science and humanities would be offered. Gradually management schools, medical and engineering colleges could also be started in the proposed Central University for Women. It was further clarified by the Department that initially broad-based subjects were indicated and it was left to the Academic Council or Board of the particular institution to decide about the subjects/courses that would be offered in the university or institute. In the proposed legislation also, courses to be offered had been left to the Academic Council to

decide. **The Committee, however, would like to observe that the proposed University being first of its kind should have a non-conventional character and should not get bounded by the traditional disciplines supposedly preferred by women such as home science, child care, maternal health and nutrition etc. The Committee recommends that specialized courses or advanced disciplines of education be introduced in the proposed University with required impetus to innovative research in such specialized courses or advanced disciplines.**

1.10 Committee's attention was also drawn to the statistics made available by the Department for School and Higher Education of women in Uttar Pradesh including the drop out rates and percentage of illiterates in the State. According to the Statistics of School Education 2010-11, the GER in School (classes I-XII) for girls in the State is 88.4 while GER in higher education for women is only 9.5. The drop out rates of girls at different levels of school in the State are 34.8 in classes I-V, 50.2 in classes I-VIII and 14.4 in classes I-X as per the Statistic of School Education 2010-11. Further, the percentage of illiterate women as compared to men in UP, as per the Census of 2011, is 42.82 as against 22.72 for men. About the number of Central and State Universities in UP and the percentage of girl students in these universities, the Committee notes that there are four Central Universities and 23 State Universities in UP. However, the percentage of girl students in four Central Universities and 19 State Universities was said to be only 34.24 and 28.53 respectively. From the above data, it is evident that the status of female literacy in UP is worrisome at school level and is particularly dismal at higher level. Perhaps that is the reason that inspite of fourth largest State in terms of geographical area and adequate resources, Uttar Pradesh, the most populous State, has been lagging behind many States in terms of social development indicators including literacy.

1.11 On a query regarding the proposal Bill being formulated based on the Acts governing other Central Universities and deviation in the proposed Bill, if any, the Department informed the Committee that the governance pattern of the university has been made similar to the existing universities and the powers and functions of the Visitor, Authorities and officers of the University would generally be on the same pattern. However, following variances have been envisaged keeping in view the status of the university:

- Since the proposal is for establishment of a Women University, it has been envisaged as a residential University.

- It has been envisaged that the authorities of the University viz. the Court, the Executive Council, the Academic Council, the Finance Committee etc. will have adequate number of members from amongst the women.
- The University has been envisaged to be a comprehensive university. It will, subject to Statutes, have power to establish at least one school as a model school for the schools of the region. It will establish and maintain a health care center for the benefits of the students and employees.
- There would be no concept of residual periods in respect of appointments/nomination made under transitional provisions and the vacancies, if any that occur will be filled in the manner prescribed by the Statutes.

1.12 The Committee is aware that it is an undisputed fact that women literacy will always remain the most crucial factor for all well being and progress of women of our country. This is all the more relevant in higher education. More and more women going for higher education would make a positive impact on gender parity, standard of living, improvement in their social and economic status ultimately leading to women making inroads in their professional careers. In other words, higher education is linked with women empowerment. Given the fact that the overall literacy rate in Uttar Pradesh is nearly 59 per cent and female literacy being even on lower side with adverse sex ratio, **it is a welcome step that a Central University exclusively for Women is being proposed to be set up at Rae Bareilly. The Committee believes that it would give required impetus to higher education for women in the State. The Committee welcomes the objective behind the proposed legislation. The Committee hopes that such a University once established and having become functional would bring significant improvement in the status of women, especially of the State. The Committee would appreciate if the process of making the proposed University functional will be completed in a time-bound manner.**

II CONSULTATION PROCESS

2.1 The Committee was informed that the Cabinet, in its meeting held on 11 July, 2013, considered and approved the note of the Department of Higher Education regarding the establishment of Indira Gandhi National University for Women at Rae Bareilly, Uttar Pradesh along with the creation of statutory posts. The Committee was further informed that the Ministry of Law and Justice (Department of Legal Affairs and Legislative Department) were consulted and they concurred with the proposal contained in the Indira Gandhi National University for Women Bill, 2013. Besides this, the consultations were also held with the Ministries of Women and Child Development, Social Justice and Empowerment and the Ministry of Finance (Department of

Expenditure). Planning Commission was also consulted. The Ministry of Social Justice and Empowerment supported the proposal whereas the Planning Commission and the Ministry of Finance (Department of Expenditure) and the Ministry of Women and Child Development made some observations/comments which are as follows:

Ministry of Women and Child Development

- This Ministry concurs with the proposal regarding establishment of a Central University for Women in Rae Bareilly, U.P. with the suggestion that the timeline for starting of the first academic session, once the Act come into effect, may be provided in the Cabinet Note.

Planning Commission

- Setting up a new university, exclusively for women, will provide the necessary support and supplement the efforts of the Government in women's empowerment by giving them an increased access to higher education and research. While there are universities for women in some States of the country, there is no such Central University for Women and, therefore, it is essential to have a model Central University exclusively for Women, which will set the pace for all round growth and development of women in the country.
- The financial implications of the proposal have not been estimated and it is stated that it will be submitted once approved by the Cabinet and after the appointment of the Vice Chancellor. However, it would be procedurally appropriate; if the proposal is mooted through Expenditure Finance Committee (EFC) giving details of the estimated cost of setting up of the university once the proposed Bill is passed by the Parliament.
- From the Bill, it is not clear that the admission to the university is exclusively for women students. Therefore, in para 5, (2.ii) may include as:- "admission of students exclusively women only shall made on merit...."
- Since the university is exclusively for women, a clause may be included saying that only women candidate will be considered for appointment as **Vice-Chancellor** of the proposed university."

Ministry of Finance (Department of Expenditure)

- As per the existing practice, establishment of any new institution including Central University under Plan Head needs to be considered by the Expenditure Finance Committee (EFC) under the Chairmanship of Secretary, Department of Expenditure initially. After the appraisal of the Detailed Project Report (DPR) along with cost estimates, the EFC may recommend to the Cabinet for its approval. In the present case, MHRD has directly prepared the Cabinet note bypassing the EFC appraisal.
- Current note does not provide any estimation of cost that is envisaged with regard to the establishment of the University. It would be extremely difficult to evaluate any proposal without fully knowing the detailed financial implications and their availability over the entire XII Plan. It is, therefore, requested that MHRD may prepare a DPR with financial details. In this context, while calculating the cost estimates, the MHRD may take lead from its on-going scheme of establishing 18 new Central Universities, establishment of new 15 IITs, 10 NITs, IITs, 5 IESERs and IIMs across States.

- The need for establishing separate University exclusively for Women has not been established adequately in the current note. As per the note, a few State Universities are already there who cater exclusively to women. In this context, it is important to establish that the existing States Universities are not adequate. Mere fact that there is no Central University exclusively for women cannot and should not be justification of establishing yet another new university.
- Establishment of exclusive university for women may not be the answer to the problem of declining sex ratio and gender gap in literacy of about 20 per cent in UP.
- Current note is silent whether it would be a Central University with traditional Arts, Science and Commerce Departments or it would have the Medical, Engineering Sciences and Management Departments. Information regarding anticipated students and faculty with financial details over next couple of year is also not there.
- As per the current note, “the University shall have the power to appoint persons working in any other university or educational institution as teachers for specified periods”. In this context, it may be pointed out that such provisions, without the concurrence of borrowing institutions may clearly violate the rights and independence of other institutions under Central/State Governments.
- It is also not understood how a University would have such regulatory power to recognize other institutions. Such regulatory power should be with the UGC or similar body.
- Most of the Central Educational Institutions including IITs are facing severe shortage of quality faculty. Current note is silent how this challenge is proposed to be addressed. Also, MHRD has not explored any possibility to establish the University under PPP or in collaboration with any Industry.
- In what sense the proposed University is going to be Model one is given nowhere in the current note. The experience of other such universities such as Asian University for Women, Chittagong, Bangladesh and elsewhere in the world may also be indicated.

2.2 Regarding the suggestion of the Ministry of Women and Child Development for providing the timeline for starting the first academic session, once the Act comes into effect, the response of the Department was that it would not be advisable to indicate the timeline for starting of the first academic session in the Cabinet Note because once the University started functioning from a temporary campus it would become difficult to get the land and other infrastructure facilities from the State for development of the permanent campus. However, efforts would be made to start the development of permanent campus at the earliest along with the academic session from suitable temporary campus. Further, the Planning Commission and the Department of Expenditure had expressed concern about the financial implications of the proposal not being estimated and the procedure of proposal mooted through EFC being bypassed in this case. According to the Department of Expenditure, as per the existing practice, establishment of any new institution including the Central University under Plan Head needed to be considered by the Expenditure Finance Committee (EFC) under the Chairmanship of the Secretary, Department of Expenditure

initially. After the appraisal of the Detailed Project Report (DPR) along with cost estimates, the EFC may recommend to the Cabinet for its approval. In the present case, MHRD has directly prepared the Cabinet Note bypassing the EFC appraisal. Further, concern of both the Planning Commission and the Department of Expenditure was that the Cabinet Note did not contain any estimation of cost for establishment of the proposed university without which evaluation of the proposal was difficult. The Department of Expenditure had requested MHRD to prepare a DPR with financial details taking a lead from its on-going scheme of establishing 16 new Central Universities, 15 new IITs, 10 NITs, IITs, 5 IESERs and IIMs across States while calculating the cost estimates.

2.3 The response of the Department to the concerns of the Planning Commission and the Department of Expenditure was that while establishing 16 new Central Universities during the XI Plan, the EFC was held after the enactment. Before this, EFC was never held for establishing a new Central University. After establishment of the University through an Act of Parliament, UGC funded it from the consolidated grant received from the Ministry. Same procedure was being followed in this matter also. Regarding the estimated financial implications, the Department's stand was that it would be known only after the Vice-Chancellor was appointed, who would be preparing the vision document, obtain the approval of the statutory bodies and submit the same for preparing the EFC memo and seek the approval of the competent authority to incur the expenditure. The Department further submitted that for understanding the magnitude of the financial implication for 16 new Central Universities during the XI Plan, the EFC approved an expenditure of `240 crore per Central University for the last three years. For the proposed University, `500 crore (`390 crore non recurring expenditure and `110 crore recurring expenditure) for the remaining period of the XII Plan would be sufficient.

2.4 On the suggestion of the Planning Commission for including a clause in the proposed legislation stating that only women candidates would be considered for appointment to the post of Vice-Chancellor, the response of the Department was that this would be a consideration at the time of appointment of VC and other positions. It was felt that appointment to various positions in the University, including the post of VC should not be made gender specific as it would not be practicable. Provisions have already been made in the draft Bill that the authorities of the

University such as Executive Council, Academic Council, Board of Studies, Finance Commission etc. shall have adequate number of members from amongst the women.

2.5 One of the issues raised by the Department of Expenditure was that the need for establishing a separate Central University exclusively for women had not been established adequately in the Note. A few State Universities were already there which were catering exclusively to women. It was important to establish that the existing State Universities were not adequate. Mere fact of there being no Central University exclusively for Women should not be a justification for establishing yet another University. To this reservation, the response of the Department was that the Central Universities were expected to play a catalytic role and be a trend setter for the other higher education institutions in the neighbourhood to emulate. They have to set standards for the quality of research, innovation, academia-industries linkage, curriculum on which Universities were rated. That were how the National Development Council (NDC) approved setting up of the 16 new Central Universities in the XI Plan in the unserved and underserved States. In the XII Plan, while the focus was on consolidation, there was provision for setting up new Central Universities to address the social gap. The present proposal of establishment of a Women University was a step in this direction. As a model Central University exclusively for women, it would create standards of excellence to be followed by others.

2.6 Another concern raised by the Department of Expenditure was that establishment of exclusive University for Women may not be the answer to the problem of declining sex ratio and gender gap in literacy of about 20 per cent in Uttar Pradesh. To this, the Department submitted that establishment of exclusive university for women would have a multiplier effect on availability of empowered women in all walks of life. There was enough evidence to suggest that increasing level of education among women had a positive impact on various indicators of human development. As was commonly expressed, education of a man was the education of an individual while the education of a woman was the education of the whole family. Education was considered as prime mover in elevating the status of women and it was Government's commitment to ensure gender parity in all spheres of life. It helped them to know their rights and also gave them confidence to claim them. Empowering such sections of women, who were hesitant to go to co-educational institutions, through higher education by way of establishment of Central University

exclusively for Women would surely go a long way in solving the problems faced by women of the country.

2.7 To the query of the Department of Expenditure whether the proposed University would be a Central University with traditional Arts, Science and Commerce Departments or it would also have the Medical, Engineering Sciences and Management Departments, the response of the Department was that all Central Universities were autonomous bodies empowered to take all academic and administrative decisions. The proposed Act envisaged similar provisions to enable the University to offer any course as per the need. Regarding the information relating to the number of anticipated students and faculty with financial details over the next couple of years not being available, the Department's reply was that it was not possible at this stage to indicate the anticipated number of students, faculties and departments in the University. It would be known only when the vision document was prepared under the leadership of the first Vice-Chancellor of the proposed University.

2.8 The Committee observes that a few State Universities exclusively for women are functioning in the country. The Department, has however, not consulted any of them while formulating the proposed legislation. The Committee, therefore, besides hearing the Department of Higher Education also heard the views of the Chairman, UGC and the Vice-Chancellor, Indira Gandhi Delhi Technical University for Women. Both the Chairman, UGC and the Vice-Chancellor, Indira Gandhi Delhi Technical University for Women welcomed the proposed legislation observing that required impetus to women education would be given through this legislation and that it would create an environment where women could shed their inhibitions and come forward to the domain of higher education of their choices. **The Committee observes that it would have been appropriate if factual position and ground realities of the existing women universities in terms of their overall functioning, courses offered, departments, faculties, fee structure, student intake, placements and their consequent impact on the status of higher education of the women and their empowerment was also taken into account while proposing the present legislation so that shortcomings, if any, were addressed beforehand in terms of outreach of the legislation to the weaker sections, disadvantaged groups of the society, including the minorities.**

III ISSUES OF CONCERN

3.1 Faculty shortage and reasonable and equitable access of all sections of the society including the minorities in the domain of higher education have been the two major concerns of the Committee. The Committee feels that these two issues are of utmost importance requiring the attention of the Department.

Faculty Shortage

3.2 Acute shortage of the faculty positions in all categories of the higher educational institutions across the country has been one area of major concern for the Committee. There is no denying the fact that right from the well-established Central Universities to those set up recently, State Universities, private universities, premier institutions including IITs, NITs, IIMs and IIITs, the problem of faculty shortage continues to be grim with no improvement foreseen in the near future. It is believed that there is 40 to 50 per cent shortage of faculties in all categories of Higher Educational Institutions in the country seriously affecting the quality of education being imparted in these institutions. In the absence of qualified and experienced faculty, with no vision to develop faculties, how a university intended to be a 'model university' setting standards for others to follow in higher education could be set up is beyond the imagination of the Committee.

3.3 The Committee notes that this issue was also pointed out by the Department of Expenditure during the consultation process observing that most of the Central Educational Institutions including the IITs are facing severe shortage of quality faculty. The Department is silent as to how it proposes to address this issue. The Department's response that it was taking several steps to address the issue of faculty shortage like increasing the number of research fellowships, establishing coaching centres for NET aspirants belonging to the disadvantaged groups, launching faculty recharge scheme, strengthening of Administrative Staff Colleges, use of ICT etc was not very encouraging. The Committee is aware that various strategies are being employed to attract and retain quality faculty which include attractive pay structure, provision of good residential accommodation, medical facilities, initial research grants, financial support for participation in National/International conference, suitable scheme for sharing consultancy charges. The Committee also notes that

to mitigate the situation, the Department also has taken the measures like increasing the age of superannuation, permitting universities to engage guest/contractual faculty to meet shortfall, enhancing number of JRF and SRF and strengthening of science based research and education in university etc. However, nobody can deny the fact that all such measures will take considerable time and efforts for making their impact visible at the ground level. The problem of acute shortage of faculty would be faced by the proposed University also.

3.4 The Committee is of the view that availability of quality faculty is critical for the success of an institution as a model for others to emulate. There is a need to provide a research-oriented environment, sustainable faculty development initiatives and good compensation to attract and retain good faculty. The Committee strongly feels that the main objective of an educational institution is to impart quality education to its students and this could be done by a qualified and experienced faculty only. In other words, teachers are the foundation stone on which the edifice of every institution is structured. Whether the strategies and initiatives have resulted into any perceptible change remains to be seen. In this context, the Committee reiterates its observation that the issue of faculty shortage be addressed on top priority. Further, faculty development may be initiated in all categories of higher educational institutions in a mission mode manner.

Representation of all classes

3.5 As per the statistics made available to the Committee, the GER of women in higher education in UP is only 9.5. Given this very dismal GER in higher education, it is a foregone conclusion that only a few classes/groups/communities are going up for higher education leaving aside a vast section of women of weaker sections, disadvantaged groups and minorities. Given the social and cultural diversities of these groups with their community preferences attracting women of every social group to this university would be a challenge. In this context, the Committee apprehends that upwardly mobile groups in every class, social group and community may benefit from the establishment of a Central Women University in the State, leaving behind the women of weaker sections and the minorities. How the Department proposes to make it an all women inclusive university by including every group in the domain of higher education has not been detailed anywhere. The Committee would

like the Department to provide a mechanism for giving equitable presentation to every section of women in this University by employing every conceivable mechanism.

IV The Committee takes note of the Central Universities Act, 2009 which has been enacted to establish and incorporate universities for teaching and research in the various States. The objective of the proposed legislation is also the same. The Committee made a comparative analysis of both the legislations. The Committee observes that some of the provisions of the Bill were somewhat different. Committee's attention was also drawn in this regard by the Chairman, UGC. The Committee, accordingly, makes recommendations on some of the provisions as follows:-

Clause 2: Definitions: Sub-clause (c)

4.1 Clause 2 deals with the definitions. Sub-Clause (c) of clause 2 defines the term "Board of Studies" as the "Board of Studies of the University". **The Committee is of the view that instead of Board of Studies of the University, it should be "the Board of Studies of a Department of the University" as in the Central Universities Act, 2009. The Committee recommends that necessary changes may, accordingly, be made in the provision.**

Clause 2(p)

4.2 Clause 2(p) defines the term "Institution" as follows:

"Institution" means an academic institution, not being a college, maintained by, or admitted to the privileges of, the University "

When compared with the definition of the term "Institution" as given in the Central Universities Act, 2009, the Committee finds that the words," or admitted to the privileges of" have been added in the proposed legislation. This gives the impression that the proposed University is perhaps being envisaged as an affiliated university. **The Committee feels that there is lack of clarity as objects of the university do not indicate that it will be an affiliating University. The Committee also agrees with the UGC policy of reducing the burden of affiliation on the University so that it can devote more time on academics and research and innovation instead of being burdened with the governance of affiliated colleges. The Committee, accordingly,**

recommends that in the definition of the term, the words ‘or admitted to the privileges of’ may be deleted.

Clause 2(t)

4.3 Clause 2(t) defines the term “ teachers of the University”. Here again, the Committee observes a difference when compared with the definition of the term as given the Central Universities Act, 2009. As in the Bill, the provision of institutions/colleges maintained by the University has been added, the definition of teachers should also be defined in respect of institutions/colleges maintained by the University. **The Committee, accordingly, recommends the following addition in the above definition:**

“ or in any College or Institution maintained by the University and are designated as teachers by the Ordinances”.

V Clause 7: University open to all classes, castes and creed.

5.1 Clause 7 provides that the University would be open to women of all caste, creed, race or class, and it shall not be lawful for the University to adopt or impose any test whatsoever of religious belief or profession in order to entitle her to be admitted as a student in the University or to graduate thereat. The second proviso to the clause empowers the University to make special provisions for the employment or promotion of educational interests of women physically challenged or of persons belonging to the weaker sections of the society and, in particular, of the Scheduled Castes and the Scheduled Tribes.

5.2 The Committee notes that this clause empowers the University to make provisions for weaker sections, SCs and STs. However, as is the norm in other Central Acts prescribed norms of reservations for Other Backward Classes (OBCs) have been left out. The Committee, therefore, recommends that the provision for Other Backward Classes (OBCs) may also be included in this provision.

5.3 Committee’s attention was drawn by the following proviso to Section 7 of the Central Universities Act, 2009:

“ Provided further that no such special provision shall be made on the ground of domicile”.

The Committee fails to understand the reason for omission of the above proviso in the proposed legislation. **The Committee observes that the objective behind setting up the Central University is to offer avenues of higher education and research facilities to women in the country. The Committee is of the view that this specific proviso should be made applicable in the case of all Central Universities. The Committee, accordingly, recommends the incorporation of the same.**

VI Clause 8: Residence of Students

6.1 Clause 8 of the Bill provides that every student of the University other than a student, who pursues a course of the study by distance education system, shall reside in a Hall or hostel or under such conditions as may be prescribed by the Ordinances.

6.2 The Chairman, UGC pointed out that such a provision does not exist in the Central University Act, 2009. Further, though it may be desirable to make residential condition mandatory for holistic development of student's personality, it may create an avoidable financial burden on the students residing locally. Therefore, a provision may be made to exclude the local girls from compulsory stay on the campus. On this issue being taken up with the Department, it was informed that provisions regarding residence of students as made in the Bill are similar to those made in the Delhi University Act and there is no restriction for the day scholars in DU. **The Committee would, however, like to point out that this provision is there in the Central Universities Act, 2009 which is envisaged as the model Act for all the Central Universities. The Committee, feels that the provision lacks clarity. Further, local students should not mandatorily be made to reside in the University as it would put them under considerable financial burden. Accordingly, the provision may be deleted.**

VII Clause 9: Power to establish and maintain schools

7.1 Clause 9 of the Bill empowers the University to establish at least one school as a model school for the schools of the region. **The Chairman, UGC suggested that such a school on the campus should be affiliated with a Central System like CBSE and not to a State Board. The Committee finds merit in the suggestion and recommends the Department to provide the affiliation of the campus school with the CBSE.**

VIII Clause 13: Vice-Chancellor

8.1 Clause 13 provides that the Vice-Chancellor shall be the principal executive and academic officer of the University and shall exercise general supervision and control over the affairs of the University and give effect to the decisions of all the authorities of the University. He shall be appointed by the Visitor in such manner as may be prescribed by the Statutes.

8.2 The Vice-Chancellor, Indira Gandhi Delhi Technical University for Women, while deposing before the Committee, had suggested that since the proposed University was exclusively for women, only women candidates should be considered for appointment as its Vice-Chancellor. Such a suggestion was also made by the Planning Commission. The Department's stand, however, was that appointment to various positions of the university, including the post of VC should not be made gender specific as it would not be practicable. It further submitted that the provisions have already been made in the draft Bill that the authorities of the university such as the Executive Council, Academic Council, Board of Studies, Finance Committee etc shall have adequate number of members from amongst the women. **The Committee, however, would emphasise that it would be justified to consider women candidates for appointment as Vice-Chancellor. Further, a reasonable percentage may also be fixed for filling up the faculty positions and other authorities by women candidates.**

IX Clause 24: Academic Council

9.1 Clause 24 provides for the Academic Council of the University and its composition. Second proviso to sub-clause (2) of clause 24 provides that "provided further that such number of members as may be prescribed by the statutes shall be from among the elected members of the Court who are teachers of the University". The Chairman, UGC was of the opinion that the constitution of the Academic Council should be open to all academicians and other eminent persons and should not be restricted to teachers of the University only. **The Committee also agrees with the viewpoint of the Chairman, UGC and suggests that the words "who are teachers of the university" may be deleted from the provision.**

X Clause 30: Power to make Ordinances

10.1 Clause 30(1) sub clause (j) of the Bill provides for setting up of a machinery for redressal of grievances of employees.

10.2 The Committee is of the opinion that the students are the main stakeholders of the University. Therefore, keeping them out of the Grievance Redressal Mechanism would not be reasonable. UGC has already issued guidelines to the universities for timely action in ensuring student's grievances/entitlement. **The Committee also notes that the Central Universities Act, 2009 provides Grievance Redressal Mechanism both for employees and students. Making an exception in the proposed legislation is not called for. The Committee, therefore, recommends the inclusion of students also in the Grievances Redressal Mechanism.**

THE SCHEDULE

XI Statutes 2: Vice Chancellor

11.1 Sub Clause (1) of clause 2 of the Statutes relates to the appointment of the Vice-Chancellor by the Visitor from a panel of not less than three persons. **It was suggested by the Chairman, UGC that the provision should be rephrased as "not more than three persons" because otherwise the panel may contain a larger number of persons making it difficult for the Visitor to make a considered choice. The Committee, agreeing with the suggestion, recommends the Department to make necessary changes in the provision accordingly.**

XII. Statutes 11 and 13: Quorum for meeting of Executive Council and Academic Council

12.1 Clause 11 and 13 of the Statutes provide for quorum for the meetings of the Executive Council and the Academic Council as five and seven members respectively. **The Chairman, UGC pointed out that instead of indicating or specifying numbers in both the clauses, it would be desirable to indicate 1/3rd of the members as quorum for the meeting. The Committee finds merit in the suggestion of the Chairman, UGC and recommends the Department to consider the same positively.**

XIII. Statute 12: Powers and functions of Executive Council

13.1 This clause authorises the University to institute fellowships, scholarships, studentships etc. The provision bars receipts below “` one crore from the donors”. **The Committee feels that limiting donation below `one crore would not be a good idea because any amount of donation could be received by the University. Hence, the words “not below rupees one crore” in the provision may be deleted from the provision.**

XIV. Statute 14: Powers and functions of Academic Council

14.1 Statute 14 deals with the powers and functions of Academic Council. Sub-clause (b) of clause 14 of the Bill empowers the University to make arrangements through Ordinances for instruction and examination of persons other than those enrolled in the university. **The Chairman, UGC suggested that sub-clause (b) of clause 14 should be replaced by clause 14(D) of the Central Universities Act, 2009 as under:-**

“ To frame such regulations and rules consistent with the statutes and the ordinances regarding the academic functioning of the university, disciplines, residence, admissions, award of fellowships and studentships, fees, concessions, corporate life and attendance”.

The Committee finds merit in the above suggestion and accordingly, recommends suitable modification in the statute.

XV Statute 18: Selection Committees and Appointments

15.1 The Committee observes that under the Table under column 2 for the post of Professor the word “Dean of School” should be as “Dean of Faculty” as there is no provision in the Act for School. Maybe it is a typing error.

15.2 The Committee also notes that under the Selection Committee procedure, it has been indicated that the Vice Chancellor, or in his absence, the Pro-Vice-Chancellor or the Dean shall convene and preside at the meeting of the Selection Committee. The Committee finds that in the Central Universities Act, 2009, there is a provision for Pro-Vice-Chancellor to preside the meeting of the Selection Committee in the absence of Vice Chancellor. The Committee has also been given to understand that as per UGC Regulations 2010, there is no provision to preside over the meeting by Pro-Vice-Chancellor or Dean in the absence of Vice Chancellor. (Clause 5.1.1 of UGC regulation 2010 refers). Recently, UGC has not agreed to the proposal of University of Delhi for amendment in the statute for making a provision of Pro-Vice-Chancellor to preside the Selection Committee in the absence of Vice Chancellor.

15.3 The Committee strongly recommends that chairing of the Selection Committee should remain restricted to the Vice-Chancellor and in his/her absence only Pro-Vice-Chancellor and not the Dean, etc. Otherwise it would be counter productive. The Committee, accordingly, recommends necessary modification in the Statute.

XVI MISCELLANEOUS

No provisions for Sports and Games

16.1 The Committee feels that Sports and Games should also find mention in the provisions of the Bill as major activities to be taken up by the students along with the studies. This could become one of the ways to develop Sports and Games in the country.

Representation of Students in the Court and the Academic Council

16.2 The Committee feels that the modern trend is to give representation to students in the various bodies of the University. Since the proposal university is envisaged to be a non-conventional trend setting university, it would be appropriate that some representation is given to students in the Court and the Academic Council of the University.

XVII CONCLUSION

17.1 In conclusion, the Committee welcomes this Bill which intends to make India a knowledge society and knowledge economy by empowering the women of our country through education. It is expected that this University when established would facilitate women to a great extent in the pursuit of knowledge, enabling them to gain equal status in the society. Such a University for Women would also have a multiplier effect on availability of empowered and skilled women in all walks of life and as a model university for women. It would also create standards of excellence to be followed by others. The Committee would appreciate if the proposed University is made functional from the permanent campus at the earliest. The Committee also strongly feels that Government should take this laudable initiative further by establishing more such Women exclusive Universities in the country. The Committee would be happy if a ground level assessment of status of women in higher education is made followed by having such Universities where the need is the maximum.

18. The enacting formula and the title are adopted with consequential changes.

19. The Committee recommends that the Bill may be passed after incorporating the amendments/additions suggested by it.

20. The Committee would like the Ministry to submit a note with reasons on the recommendations/suggestions which could not be incorporated in the Bill.
