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GOVERNMENT OF GUJARAT

**GRANT-IN-AID TO AFFILIATED COLLEGES  
IN THE STATE OF GUJARAT**

**REPORT OF  
COMMITTEE ON COLLEGE FINANCES  
1977**

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## CHAPTER i

### INTRODUCTION

**1.01 Appointment of the Committee.**—The Government of Gujarat, under its Resolution No. NGC/1376/KH dated the 28th June, 1976 decided to constitute a Committee to examine the financial structure of arts, commerce, education, law and science colleges in receipt of Grant-in-aid from the Government and to recommend changes required, if any, in the existing pattern of grant-in-aid. The following were the members of the Committee :—

1. Dr. Samuel Paul *Chairman*  
Director  
Indian Institute of Management  
Ahmedabad.
2. Shri M. G. Shah *Member*  
Secretary to Government of Gujarat  
Finance Department.
3. Shri R. V. Chandramouli *Member*  
Secretary to Government of Gujarat  
Education Department.
4. Shri G. R. Rao *Member-Secretary*  
Joint Secretary to  
Government of Gujarat  
Education Department.

**1.02** During the final stages of the deliberations of the Committee, Shri R. V. Chandramouli, Secretary, Education Department, was transferred as Chief Electoral Officer for some time; and during his absence, Shri K. V. Harihardas who took over as Secretary, Education Department became a member of the Committee, *ex-officio*.

**1.03 Terms of Reference.**—The terms of reference of the Committee are follows :—

- (1) To examine the financial structure of the non-Government colleges receiving grant-in-aid and to analyse the causes of their financial difficulties, in general and of the science colleges in particular;
- (2) To suggest norms for the viability of the existing colleges/faculties and measures for preventing establishment and growth of weak and non-viable colleges/faculties;

- (3) To examine and recommend financial and structural adjustments in the institutional set up of colleges following the introduction of 10+2+3 pattern of education in the state;
- (4) To suggest coordination of facilities, staff, equipment, etc. to prevent duplication and effecting economy in expenditure in colleges;
- (5) To suggest measures through which the colleges can augment financial resources and to stipulate the scale of financial assistance from Government to enable them to progressively achieve a certain degree of self-sufficiency;
- (6) To examine the impact of existing scheme for awarding financial assistance to the students belonging to Schedules Tribes, Scheduled Castes and Economically Backward Classes on College financial resources and to suggest measures to achieve their economic and optimal utilization; and
- (7) To make any other recommendation germane to the main theme of reference.

1.04 While examining the above issues, the Committee had to take into consideration the resource position of the State Government and its own commitments. The Committee had also to work out and furnish the financial implications of its recommendations.

1.05 The Committee was authorized to hear representatives of managements, principals, officers and members of the various authorities of universities and others, to visit institutions, and to take the assistance of experienced academicians and principals of colleges, the Director of Bureau of Economics and Statistics and the Director of the Government Information Centre.

1.06 **Programme of the Committee.**—The Committee held 229 meetings in all. Of these, one was held at Surat (5th November, 1976), one at Raipur (9th November, 1976) and one at Delhi (3rd April, 1977). All the meetings were held at Ahmedabad. The Committee held valuable discussions with vice-chancellors of the universities in the state on 1st September 1976. It recorded the evidence of eminent educationists and representatives of teachers, managements, and non-teaching staff. A list of those who gave evidence before the Committee is given in the Appendix.

1.07 **Acknowledgements.**—The Committee is grateful to the chancellors of all the universities in the state, principals of the colleges, representatives of the management of the colleges, representatives of

State Federation of Teachers' Association and other eminent educationists for replying to its questionnaire, for giving evidence and for making valuable suggestions. It is specially grateful to Dr. J. L. Azad, Director (Education Division), Planning Commission, New Delhi who came down to Ahmedabad to give evidence and made valuable suggestions. It has received special assistance from Professor D. T. Lakdawala, Professor of Economics, University of Bombay, who provided valuable insights on educational policy by drawing upon his wide experience of the national scene. Shri J. P. Naik, Member-Secretary, Indian Council of Social Science Research, took a great deal of trouble in coming all the way to Ahmedabad on a number of occasions at the request of the Committee. The Committee was benefited by his valuable experience. He discussed with the Committee important issues facing college education in the country and his experience as the Member-Secretary, Education Commission, proved extremely useful. He extended the library facilities available at his Institute and rendered considerable help in drafting and finalizing the report. The Committee therefore feels it is its duty to record its deep sense of gratitude to him. The Committee cannot also forget Dr. K. R. Shah, Reader in Economics, Baroda University, who attended, at the invitation of the Committee, most of its meetings and helped the Committee in compiling and interpreting the data collected by it and also in working out the projections of the demand and need for higher education in the state. The Committee is equally grateful to Shri Ramamoorthy, Director of Education and Shri Balwant Singh, Joint Director of Education who furnished all the data available with them.

1.08 The Committee would like to place on record its appreciation of the assistance rendered by Shri G R Rao, Member-Secretary. Shri Rao arranged the meetings, interviews and visits of the Committee. He helped in finalizing the questionnaire, in preparing the notes, in providing considerable information for the use of the committee and also in the finalization of the draft report. Lastly, the thanks of the Committee are due to Shri J. K. Majumdar, Officer on Special Duty and Shri D. F. Shah, Office Superintendent, who provided able administrative support.

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## CHAPTER II

## HISTORICAL BACKGROUND

2.01 **Development of the Grant-in-aid System.**—At the time of the organization of the state on 1st May 1960, two different systems of grant-in-aid prevailed in the State : One in the old Bombay area and the other in Saurashtra. In the former area, revised rules for grant-in-aid to colleges were issued under the Education Department Notification No. GSIE/1056/29th November 1956. They provided for maintenance grants on expenditure (other than the expenditure on D. A.) at the rate of 10%, 15% or 20%, depending upon the category to which the college belonged, location, and standards. In addition, grants on D.A. were paid at 33% of the expenditure incurred thereon. In Saurashtra, colleges for men were given grant at half of the admissible expenditure and the college for women at two-thirds.

2.02 In 1963, the government decided to restrict the grants to colleges to the deficit to effecting economy in government expenditure and a uniform pattern of grant-in-aid to colleges was adopted under the rules approved in G. R. No. NGC 1365/962-L dated 5th August 1965. Under these rules, grants to non-government colleges were payable, with effect from 1965-66, on the admissible expenditure incurred during the previous year on a percentage basis, which depended upon the enrolment in the colleges, the science colleges being eligible to a higher percentage of grant.

2.03 As per the rules prescribed by the university, affiliated colleges were required to pay D.A. to the teaching staff at the rates prescribed by the Government of Gujarat from time to time. During 1966-67 several increases in D.A. rates were announced by the Government. This, coupled with rise in the prices of consumable materials for laboratory like chemicals and other articles increased the financial burden on the colleges very considerably. The non-government colleges, therefore, increased their fees from the academic year 1967-68 by about Rs. 20/- per student on an average.

2.04 As a sequel to this increase in fees an agitation was launched by the students, particularly in Ahmedabad city. The agitation was, however, withdrawn on an assurance from the State Government that the problem would be examined in consultation with the representatives of the students and the managements of the colleges. The government thereupon appointed a Committee, by the Resolution No. NGC/1367-KH dated the 13th September 1967, under the chairmanship of Shri Lalbhai R. Desai, former Vice-Chancellor of the Gujarat University, to recommend a revised pattern of grant-in-aid to colleges. The government also decided to give, during the academic year 1967-68, a relief of Rs. 10 per student per term to the colleges which were paying D.A. to their staff at the rates prescribed by the Government provided they reduced Rs. 10 enhanced rate of fees introduced from the year 1967-68.

205 The revised pattern of grant-in-aid recommended by the Lalbhai Committee was brought into force from 1968-69 under government resolution dated 19th April 1969. It was later represented to the government that the grant-in-aid given on the basis of the recommendations of the Lalbhai Committee did not meet the requirement of the colleges because of further revision of pay scales, grant of additional instalments of D.A., and still further increase in prices. The government, therefore, appointed a committee under the chairmanship of Justiced N. G. Shelat, former judge of the Gujarat High Court, in 1971, to reexamine the system of grant-in-aid. These were revised in 1972. These are still in force with some minor modifications.

206 With the passage of time, the recommendations of the Shelat Committee have become out of date for several reasons. On the one hand, the liabilities of the colleges have increased immensely due to a steep rise in prices, grant of several additional D.A. and above all by the decision of the government to adopt the new scales of pay for university and college teachers approved by the Government of India and adopted by the State. On the other hand, the income of the colleges will be adversely affected by the adoption of the new pattern (10+2+3) which has transferred the students who would have studied in PUC (where the income is normally more than the expenditure) from the colleges to the school. A re-examination of the pattern of assistance thus became imperative. This is the task entrusted to us for examination in depth and for making suitable recommendations.

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## CHAPTER III

## VIABILITY, ECONOMY AND RATIONALIZATION

3.01 The basic task in devising a system of grant-in-aid is three fold

- (1) to secure economy by ensuring that the total expenditure on affiliated colleges is reduced to the minimum, consistent with the maintenance of proper standards, through considerations of viability and rationalization;
- (2) to expand and improve the facilities for higher education which is an instrument of national development and to make them accessible equally to all sections of society; and
- (3) to raise the needed resources by distributing the overall burden equitably between Government, students and management.

We shall discuss these three aspects (and our terms of reference relevant to them) seriatim in this and the following two chapters.

3.02 An analysis of the expenditure of colleges shows that the most common causes of wasteful expenditure in higher education are following :

- (1) Establishment of colleges without a proper plan resulting in duplication and waste;
- (2) Opening of new courses or teaching of new subjects without ensuring that certain minimum enrolments will be available;
- (3) The existence of 'non-viable' affiliated colleges where the total enrolments are so low that the cost per student goes up while the efficiency comes down;
- (4) Lack of coordination in the courses provided or subjects taught in the different affiliated colleges situated in a given area; and
- (5) Failure to pool the resources of affiliated colleges to get the best academic results with comparatively small additional inputs.

It is because of the awareness of these factors that government has desired that we should suggest (1) norms for the viability of existing colleges, faculties and measures for preventing establishment and growth of wasteful and non-viable colleges/faculties and (2) coordination of facilities, staff, equipment, etc. for preventing duplication and effecting economy in expenditure of colleges.

3.03 **Planning the Location of Affiliated Colleges.**—There has been inadequate control over planning the location of affiliated colleges which are sometimes established for extraneous considerations and without taking into account such important factors as the potential of the area or the existence of other affiliated colleges in close proximity. The matters also become

orse because, instead of planning the location of affiliated colleges with the state as a unit, the responsibility for the task is vested in each individual university without even creating an adequate machinery to coordinate their policies in this regard. This leads to duplication and waste and to the continued existence and multiplication of non-viable colleges. In the interest of economy and efficiency, therefore, it is necessary to control the establishment of new affiliated colleges and to rationalize, to the extent possible, the existing affiliated colleges.

3.04 From this point of view, we recommend that there should be a single authority for the State as a whole which should decide whether a new college should or should not be located at a given place. This authority may be called the Gujarat Affiliated Colleges Board (G.A.C.B.) whose composition, powers and duties will be discussed in a later chapter. The existing university legislation should be amended to provide that no university in the state should entertain an application for the affiliation of a new college unless the need for such a college has been certified by this authority which will lay down rational, objective and academically and financially justifiable criteria for establishment of new colleges. This will ensure an adequate control on costs and quality of higher education. It may however be emphasised that even if the need is certified, the universities will be free to decide on the basis of their academic criteria whether the college should or should not be granted affiliation.

3.05 In this context, it is necessary to discuss whether we need any new colleges at all and, if we need them, the conditions under which they should be permitted to be established. We are of the view that the state has too many colleges already. In fact, it is this large number which makes some of them non-viable. It would, therefore, be certainly an advantage to allow no new colleges to be established so that within a few years, most of the existing colleges will become viable. Such a blanket ban may however, be difficult to administer and is also likely to affect adversely the interest of the rural and semi-rural areas where facilities for higher education are still inadequate and far below the required levels. Instead of suggesting a total ban on all new colleges, therefore, we should like to make the following recommendations:

(1) No new colleges should be permitted except in areas where the existing facilities for higher education are inadequate and where a clear case exists for the establishment of new institutions.

(2) It should be made financially more difficult for new colleges to come into existence. The rules for the grant of affiliation to colleges should lay down that the management of a college should raise a sum of not less than Rs. 5 lakhs for buildings and equipment and another sum of not less than Rs. 5 lakhs as an endowment fund before its application for affiliation is granted.

(3) It may also be desirable to lay down a rule that a new college shall not receive a grant-in-aid for the first year of its existence.

In our opinion, an exception to these strict conditions should be made in the case of Adivasi areas which are under-developed and inhabited largely by the tribals. New affiliated colleges may be permitted in these areas if the need for them is established and if the necessary infrastructure of an adequate number of secondary schools is created. If the local people are not able to raise the initial fund of Rs. 10 lakhs we have recommended, the Government may assist them to fulfil the prescribed conditions by a suitable non-recurring grant.

**3.06 Introduction of Correspondence Courses through the medium of Gujarati.**—The demand for the establishment of new colleges is strengthening when there are no facilities for higher education in a given area. One way to meet this demand is to develop programmes of non-formal education or self-study which have assumed great significance at present all over the world; and higher education is now being provided through these channels to all persons who are suitably qualified but do not have institutions of higher education in their neighbourhood or cannot attend full-time institutions. The correspondence course is one of the best instruments to promote self-study or non-formal higher education. The Government of India has also laid down as a general policy that at least one university should provide correspondence courses in every major Indian language in a state. It is therefore, necessary that provision should be made for correspondence courses through the medium of Gujarati. We recommend that this facility be provided at an early date in one selected university in the State, preferably still through a consortium of all the universities of the State. This would ensure that every qualified young person in any part of the state would have access to higher education without changing his place of residence or giving up the job he is holding. This will obviously ensure social justice and also reduce the demand for new colleges.

**3.07 Teaching of new courses and new subjects.**—Indiscriminate opening of new courses or teaching of new subjects can convert an affiliated college with a surplus into deficit institution. Since the increasing unemployment among the educated persons and natural desire of managements to exercise patronage create strong pressures in favour of such action, this is a far greater source of waste than the establishment of unwanted new colleges. It is unfortunate that no adequate control has been exercised in this regard in the past, with the result that several colleges are teaching courses with small enrolments and high per-student costs. Very often, a number of colleges in the same locality provide uneconomic courses when it would be an obvious advantage, both from the point of view of economy and efficiency, to centralize the teaching. We are, therefore, of the view that strict control should be exercised in this regard and recommend that an affiliated college should not be allowed to start any course or to teach any subject unless, in addition to the approval of the university concerned, prior approval is obtained from the Gujarat Affiliated Colleges Board (G.A.C.B.). Detailed conditions will have to be prescribed regarding the minimum enrolment

additional costs involved and other relevant matters before the starting of a new course or a subject is introduced in an affiliated college. We are of the view that no new course or subject should be permitted unless a minimum enrolment of 10 students is assured. However, we will leave it to the proposed G.A.C.B. to examine the problem in all its aspects and to prescribe a comprehensive set of rules.

3.98 **Viability.**—We shall now turn to discuss the viability of affiliated colleges. The concept of viability has two main aspects academic and financial. By *academic* viability of a college we mean that it has an adequate number of teachers on its staff in a given subject (say, economics) so that each aspect of the subject included in the curriculum is taught by a person who has adequate specialization in it. By *financial* viability of a college we mean that it has that minimum enrolment in a given course or subject which brings the cost per student within reasonable limits. Both aspects of viability are generally considered together.

3.99 There is a close inter-relationship between the size of the college, quality and cost per student; and there is an optimum size at which the economy of a college is at its best and cost per student is the least. There is therefore, no doubt that we should try to determine this optimum size and ensure that all affiliated colleges reach at least this optimum size, if necessary, on the basis of a phased programme of development.

3.10 A study, conducted by Professor D. T. Lakdawala in Gujarat showed that the cost per pupil declines continuously from Rs. 1727 to Rs. 486 when the enrolment goes up from 100 to 999. Professor Lakdawala has therefore, concluded that the optimum size of a college which can make itself viable is between 500-900. The Education Commission has also suggested that an enrolment of 500 should be the minimum for a college. On this assumption, we find that as many as 48 affiliated colleges in the faculties of arts, science and commerce have an enrolment below 500 as shown below :

TABLE 1  
*Distribution of Non-viable Colleges*

Enrolment	Affiliated Colleges located in			Total for the State
	Metropolitan cities	Cities with a population of one lakh and above	Other areas	
0 to 100	..	1	1	2
101 to 200	..	..	11	11
201 to 300	1	..	7	8
301 to 400	4	..	11	15
401 to 500	..	2	10	12
Total	5	3	40	48

It is obvious from this table that about 25 per cent of the existing colleges are non-viable. This proportion will increase substantially when the PUC class is discontinued under the new pattern.

3.11 In this context, we make the following recommendations :—

(1) It should be a policy of the government as well as of the management to make every college viable. This may be done, if necessary, through a phased plan of development to be prepared separately for each college.

(2) At present, three faculty colleges are not permitted. We recommend that this should be done because the reform would help many colleges to achieve viability and to reduce unit costs.

(3) Under the present circumstances, it will not be possible to immediately implement the criteria of viability suggested by the Education Commission or Professor Lakdawala. As a transitional measure, therefore, we suggest that the minimum enrolment to be reached in colleges should be 300, 500 and 700 in single, double and triple faculty colleges located in cities with a population of one lakh and above and 200, 350 and 500 for similar colleges located in other areas of the State.

(4) Every non-viable affiliated college (whether it is non-viable now or becomes so as a result of the discontinuance of the PUC class) should be given a specific time, not more than three years in any case, to become viable. If it fails to do so, its fee income should be calculated, while determining the grant-in-aid, on the basis of the minimum enrolment suggested above. In other words, the managements will either have to make the college viable or raise additional resources to compensate for the loss in fee income.

3.12 Even if a college as a whole is viable, it may sometime happen that some individual courses or subjects taught in the college may be non-viable or not prescribed enrolments. In such cases, recommendations (1) and (4) mentioned above should apply *mutatis mutandis* to these individual courses or subjects.

3.13 The question of an upper limit to the enrolment in a college (the existing orders place it at 1,650) was also raised. The national thinking on the subject has considerably changed during the last ten years; it is now argued that a good viable college should have an enrolment of 2000-3000 and a faculty of 100-150 teachers. On the other hand, a lower upper limit may help in reducing the number of non-viable colleges. Taking all aspects of the problems into consideration, therefore, we recommend that the present upper limit of 1,650 should ordinarily continue. It may, however, be raised to 2,000 in the case of three faculty colleges and in the case of good quality institutions with great pressure on admissions.

**3.14 Co-ordination.**—Another major reason for wasteful expenditure is the lack of co-ordination and co-operation between the affiliated colleges in a given area. For instance, subjects like Sanskrit or Persian or Arabic are taught in several institutions in a given city. In such cases the cost per student tends to be high and the efficiency low. It may be an advantage, therefore, to centralize the teaching of such subjects in one or two selected institutions, where adequate enrolments can be ensured. The analogy can be extended to several other subjects or courses as well. It is true that when such centralised teaching is initiated, we shall have surplus teachers on our hands. None of them needs be retrenched. But a fuller utilization can be made by taking up new programmes of research. In addition, wherever necessary teachers may be asked to teach in more than one college. As vacancies occur, the posts may be abolished until the proper balance in the staff is secured.

**3.15 Co-operative teaching.**—An effective way of raising efficiency is to have affiliated colleges in a given area to pool their resources together and to develop programmes of co-operative teaching. There are immense possibilities for this in those towns and cities where a number of colleges exist in a given locality. These have been hardly exploited so far. We recommend that it should be an important programme of improving standards to evolve schemes of co-operative teaching among affiliated colleges in a given area. Such schemes should be encouraged by guidance, assistance in planning and suitable grants-in-aid for implementation.

**3.16 Rationalization.**—We are convinced that there is considerable scope for economy and optimal use of available resources through measures such as—

- rationalization in the location of existing affiliated colleges ;
- rationalization in the existing courses and subjects taught in existing colleges ;
- introduction of centralized teaching in certain courses or subjects ;
- introduction of co-operative teaching; and
- encouraging colleges to develop specialization in selected areas within a subject ( or in selected subjects ) instead of spreading the available meagre resources over a wide area.

We recommend that these and other possibilities should be fully explored in consultation with the universities and with the co-operation of managements. This would be a special responsibility of the Gujarat Affiliated Colleges Board which should provide the necessary vision, initiative, guidance and financial support.

3.17 **Master plan for the Development of Higher Education.**—The problem of viability, economy, efficiency and rationalization which have been discussed here, can be solved effectively if they are dealt with in a comprehensive manner as an integral part of a programme of improving higher education. The need for preparing and implementing a master plan for the development of higher education in the state, spread over the next ten years or so, is therefore obvious. Such a plan should indicate the broad lines on which further expansion of higher education in the State should be promoted, the guideline for rationalising even the existing institutions or courses and subjects taught in them, and programmes for improving standards, ensuring social justice and developing linkages between higher education and the school system on one hand and higher education and the community on the other. It is unfortunate that no serious attempt has been made in the past to prepare such a Master Plan. We, therefore, recommend that this task should be undertaken immediately and, at any rate, as a background document for the development of higher education in the sixth Five Year Plan. It is only in the context of the preparation and sustained implementation of such a Master Plan that additional investments in higher education and reform of the grant-in-aid code become meaningful. These tasks obviously belong to the proposed Gujarat Affiliated Colleges Board.

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## CHAPTER—IV

## EXPANSION, QUALITATIVE IMPROVEMENT AND SOCIAL JUSTICE

4.01 The second aspect of designing a grant-in-aid system is to make adequate provision for expansion, qualitative improvement and social justice. We would like to emphasize this educational aspect of the problem because a grant-in-aid system is designed, not for the maintenance of *status quo*, but for the dynamic growth of higher education which is an instrument of national development. In this context, considerable significance has to be attached to our third term of reference, viz., "to examine and recommend financial and structural adjustment in the institutional set up of Colleges consequent upon the introduction of 10+2+3 pattern of school and College courses adopted in the State" because the pattern is expected to serve the purposes of regulating enrolments and improving standards. Similarly, considerations of social justice become relevant to our sixth term of reference, viz., "to examine the impact of existing schemes for awarding financial assistance to the students belonging to Scheduled Tribes, Scheduled Castes and Economically Backward Classes on college finances and to suggest measures to achieve their economic and optimum utilization".

4.02 **Expansion** :—We made a tentative exercise to find out the likely expansion of enrolments in affiliated colleges over the next ten years, mainly as a result of the adoption of the new pattern. The results are given in the table on the next page.



**PROJECTED ENROLMENT IN AFFILIATED COLLEGES**  
(1976-88)

Year	Pupils who will be in Class X *1	Pupils to appear at S. S. C. (E) Class X *2	Pupils to pass *3	Pupils to go to H. S. *4	Pupils to appear at Higher Secondary Examination *5	Pupils to pass	Pupils likely to go to colleges of Arts, Science and Commerce.
1	2	3	4	5	6	7	8
1976-77	1,62,826	2,50,826	1,25,413	87,789	..	..	..
1977-78	1,71,428	2,96,841	1,48,420	1,03,894	..	..	..
1978-79	1,75,408	3,23,828	1,61,914	1,13,339	87,789	43,894	33,894
1979-80	1,82,578	3,44,492	1,72,246	1,20,572	1,47,788	73,839	63,894
1980-81	1,90,055	3,62,301	1,81,150	1,26,805	1,87,233	95,616	83,616
1981-82	1,96,685	3,77,833	1,88,916	1,32,241	2,14,188	1,07,094	97,094
1982-83	1,92,580	3,81,496	1,90,748	1,33,523	2,33,899	1,16,949	1,06,949
1983-84	..	..	..	..	2,49,190	1,24,595	1,14,595
1984-85	..	..	..	..	2,58,118	1,29,059	1,19,059

\* (1) These have been estimated on the basis of enrolment in Class I. Nine years back and after providing for drop outs at different stages.

\* (2) Arrived at by adding Col. (2) of current year and Col (4) of preceding year.

\* (3) Estimated at 50% of column (3).

\* (4) Estimated at 70% of column 4.

\* (5) Arrived at by adding Col. (5) of current year and Col. (5) of the preceding year.

**4.03** The following conclusions can be drawn from the above data :—

(1) In 1977-78, 1,48,420 students are expected to pass the S. S. C. examination at the end of Class X. Ordinarily 1,03,894 of these students would have joined the P. U. C. class in Colleges but they will not do so under the new pattern and join only the higher secondary stage (Class XI).

(2) In 1978-79, 43,894 students would have passed the higher secondary examination and only 33,894 students would have joined the affiliated colleges for the first year degree course. In other words, the fresh annual admissions to affiliated colleges in the State will fall from 87,789 in 1976-77 to 33,894 in 1978-79. It is this factor (in addition to the discontinuance of the P. U. C. class in colleges) which is largely responsible for creating financial difficulties and other dislocations in the affiliated colleges.

(3) It will be seen however that this fall in fresh admissions will practically disappear by 1980-81 when the fresh admissions to the first year degree course are expected to rise to 83,616.

(4) By 1984-85, the fresh admissions in affiliated colleges is expected to rise to 1,19,100 which is about 35% higher than the fresh admission to higher secondary in 1976-77. This increase will enable the existing colleges to fully utilise their existing capacities. The sudden fall in enrolments in the affiliated colleges is thus a purely passing phenomenon which will disappear in about three to five years.

**4.04 Regulation of Enrolment.**—The Education Commission recommended that enrolments in higher education should be broadly regulated on the basis of manpower needs or employment opportunities. This is now the adopted policy of the Government of India and has been adopted in the Five Year Plan. The policy is unexceptionable and we recommend that it should be consistently followed. There would be no problem in implementing it for the next five years when the enrolments in affiliated colleges will first show a sudden and sharp drop and then rise to the levels of 1975-76. But, thereafter, effective measures will have to be devised (1) to regulate enrolments on the basis of manpower needs or employment opportunities, and (2) to ensure that such regulation does not adversely affect the interests of the backward classes for whom higher education is a principal channel of vertical mobility. This will be the responsibility of the G. A. C. B.

**4.05 Improvement of Standards.**—Improvement of standards in higher education is the most important programme now being developed in all parts of the country. It is of special importance in Gujarat where there is a general dissatisfaction about the existing standards. We are therefore of

the view that the highest priority in the development of affiliated colleges in the state over the next few years should be accorded to improvement of standards through the following programmes amongst others :

(a) upgrading of the quality and competence of teachers through prescription and enforcement of proper qualifications, introduction of good selection procedures, provision of adequate faculty development programmes, devising of satisfactory conditions of work and service (including security of tenure), periodical evaluation and adoption of proper system of incentives, rewards and deterrents ;

(b) provision of adequate buildings, equipment and playgrounds ;

(c) adequate provision of expenditure on non-teacher costs such as libraries, laboratories, student services, physical education or games and sports ;

(d) introduction of a system of institutional planning and encouragement of a healthy rivalry among the colleges in introducing innovations and showing better results ; and

(e) adequate student support, especially through a programme of scholarships and placement.

The adoption of the new scales of pay for university and college teachers is one of the major programmes for improvement of standards. It will need to be supplemented by making the necessary changes in the system of grant-in-aid so that other programmes of qualitative improvement get priority and the necessary financial support.

**4.06 Social Justice.**—The problem of social justice in higher education is extremely important and will become more so when enrolments are regulated. It is not only necessary to ensure that the access of the Scheduled Castes and Scheduled Tribes and other weaker sections of the community to higher education is not diminished but is actually increased. Special care is needed to ensure that the more talented among the students from these social groups get admissions into good quality and prestigious institutions and receive personal guidance and supplementary tuition which is necessary to enable them to catch up with the students from the other communities. Similarly, steps should be taken to discover and develop talent in their midst.

**4.07 E. B. C. Concessions.**—One important aspect of social justice is that poverty should not act as a handicap to deserving students from socially and economically handicapped families to prosecute their studies in colleges. Students belonging to the Scheduled Tribes and the Scheduled Castes and other economically weaker sections should, therefore, be assisted to receive higher education without any difficulty. The provision to be made for this is twofold ; (1) concessions in tuition and other fees ; and (2) provision of scholarships.

4.08 With regard to the concessions in tuitions and other fees, the scheme of post-matric scholarships for the Scheduled Caste and Scheduled Tribes is being operated in all States and Union Territories. In respect of other weaker sections, however, the policies of State of Gujarat (which are comparable to those in Maharashtra) are far better than those adopted in most parts of the country. All higher education is free in two states—Jammu and Kashmir and Nagaland. There are, however, doubts whether these are sound educational policies. In Rajasthan, higher education is free for all girls. In Tamil Nadu, no fees are charged at the PUC stage. The Government of Gujarat, however, operates the scheme of EBC concessions which is an excellent method of ensuring that poverty does not become a bar to the higher education of deserving students. Under this scheme, concessions in the form of freeships were available to students whose parents' income did not exceed Rs 2,400 per year. From 1976, the ceiling for the purpose has been raised to Rs 3600 per year. While full freeship is available to a student who secures 50 % or more marks in the previous examination, half freeship is available to a student who passes with less than 50 % marks. Half freeship is also admissible to a student who passes the examination with permission to keep terms (ATKT). With regard to students who do not qualify for EBC and get the required financial assistance, we would like to point out that several nationalised banks have schemes of loan assistance available to needy students at reasonable rate of interest subject to certain criteria of performance. We would urge the college managements as well as the proposed G. A. C. B. to explore with the banks to develop suitable loan schemes so as to enable the college students to get the maximum possible advantage.

4.09 The EBC concessions are admissible for all post-S. S. C. courses like P. U. C., B. A., B. Com., B. Sc., Medical Ayurvedic, Engineering Degree courses, Law, B. Ed., and D. Pd., courses and also for certificate courses in polytechnics. The concessions are also admissible for post-graduate courses if a student passes the graduate course with a first class. In 1975-76 as many as 42,563 students out of the total student population of 2,26,000 obtained the benefit of the EBC concessions. The total value of the concessions obtained by the students was of Rs. 97 lakhs.

4.10 We do not recommend any change in the ceiling fixed for the EBC concessions as it is raised only recently in 1976-77. As we are recommending an increase in the tuition fees, the cost of these concessions will also go along with the increase in the fees. We, however, recommend that strict checks should be carried out by the government if necessary by instituting special squads for the purpose as was being done in the past. Penal punishments should also be provided for wrong declaration of income with a view to obtaining this benefit so that the misuse of these concessions by ill-to-do but non-salaried social groups is minimized.

**4.11 Scholarships.**—If poverty is not to be a bar to higher education, a programme of concessions in fees is not enough. It is necessary to supplement it with a programme of scholarships, accompanied by placement. At present, this task is mainly performed by the national and loan scholarships, the expenditure on which is financed by the Central and the state governments. We are of the view that an additional provision of scholarship should be made to enable the more talented students amongst EBC to study in the colleges of their choice irrespective of locations. This would imply that such students should be offered scholarships on lines similar to those available to S. T./S. C. students for hostel facilities. A special test may be organised for the selection of talented students under the scheme. The number of scholarships may be decided by the GACB in consultation with the government. This scheme will go a long way in providing social justice to the talented students in the mofussil areas and will fully justify the expenditure incurred thereon.

**4.12 Scheduled Caste and Scheduled Tribe Students.**—The scheme of post-matric scholarships for Scheduled Caste and Scheduled Tribe students is fully supported by the Government of India and is administered by the state in accordance with the rules and norms framed by the Centre. The scheme has been liberalized from the year 1975. In 1975-76, the year for which the latest data is available, 13,820 Scheduled Caste and 7,579 Scheduled Tribe students received these scholarships whose total value was Rs. 228.18 lakhs.

**4.13** There have been two recent studies on the higher education of Scheduled Castes and Scheduled Tribes students in Gujarat. The report of the first, which was carried out by Professor Vimal F. Shah and Professor Tara Patel of the Gujarat University, has been recently published under the title 'Who Goes to College?' The second study conducted by Professor B. V. Shah and Dr. J. D. Thaker of the Sardar Patel University is now in mimeographed form and is being published shortly. Both these are important documents which highlight several problems of these students. We recommend that the findings and suggestions of these studies should be taken into consideration by the Gujarat Affiliated Colleges Board which should also devise appropriate action to implement them. In this report, however, we would like to highlight three points which needs attention on a priority basis.

**4.14** At present, there is no compulsion on individual colleges to admit Scheduled Caste or Scheduled Tribe students. Consequently, they do not have adequate access to good quality institutions or tend to concentrate in weak institutions. This is not good either for the students or for the colleges. We therefore make the following recommendations :

(1) Every affiliated college or institution of higher education should be under an obligation to admit such proportion of students from the Scheduled Castes and Scheduled Tribes (and other weaker sections of the Community) as the State Government may prescribe from time to time ; and

(2) Every affiliated college should also be under an obligation to provide personal guidance and special tuition to such candidates with a view to enabling them to take benefit of the education which the institution provides.

4.15 The second point refers to the need to give special attention to the education of certain Scheduled Castes and Scheduled Tribes which are the most backward even within these backward groups and to the education of girls among them. For instance, the study by Professor Vimal P. Shah has shown that the utilization of the scholarships by the different scheduled castes and tribes in Gujarat was not uniform (his study covers the period from 1967-68 to 1971-72). Out of the total of 68 Scheduled Caste in Gujarat, there was not a single post-matric scholar either in 1967-68 or in 1971-72 from as many as 28 scheduled castes. About 94 to 95 per cent of the post-matric scholars belonged to only six categories of scheduled castes (Vankar/Maru Vanker, Chamar, Mahyavanshi, Rohit/Samgar/Nalia, Garoda & Bhangi). In the same way, out of the total 67 Scheduled Tribes in Gujarat, there was not a single post-matric scholar either in 1967-68 or in 1971-72 from as many as 23 Scheduled Tribes. On the other hand, about 85 per cent of the post-matric scholars belonged to only five Scheduled Tribes (Dhodia, Chaudhri, Bhil, Dungri, Garasia and Gamit/Gavit). The largest proportion of the Scheduled Tribe post-matric scholars, about one-third belonged to Dhodia tribe. The percentage of post-matric scholars from Chaudhri and Bhil tribes were almost the same (about 18 per cent while those for Dungri Garasia and Gamit/Gavit were about ten per cent and six per cent, respectively. Out of a total of 44 scheduled tribes, as many as 26 Scheduled Tribes in 1967-68 and 21 Scheduled Tribes in 1971-72 did not have even a single female post-matric scholar. The male-female ratio among the other Scheduled Tribes varied from 3:1 to 8:1 (the average for India as a whole is 4:1).

4.16 It can be seen from the above that the government assistance for higher education has been differently utilized by various Scheduled Castes/Tribes. We therefore, recommend that special emphasis will have to be paid in the coming years on those Scheduled Castes and Scheduled Tribes which have not yet been able to get sufficient benefits of the scholarship schemes and on the education of their girls.

4.17 **Special assistance to the talented students among the Scheduled Castes and Scheduled Tribes** :—Although higher education has spread very largely among the Scheduled Castes and Scheduled Tribes, the quota reserved for them in the Class I and Class II services of the state has not yet been fully utilized. The obvious implication is that the talent among the Scheduled Castes and Scheduled Tribes is not being adequately discovered and developed. This needs some special efforts, both at the school and university stages. At the school stage, talented children from the Scheduled Castes and Scheduled

Tribes should be given special attention so that they come up in the SSC and higher secondary examinations. At the college level, it is often found that talented students from the Scheduled Castes and Scheduled Tribes accept a job rather than go to a college because of financial considerations. In such cases, special steps have to be taken to persuade and help them to continue their studies further. The Government of Tamil Nadu has taken some very commendable steps in this regard and made it the duty of the district social welfare Officers to keep in touch with the talented students among the Scheduled Castes and Scheduled Tribes in their area and to see that their education progresses satisfactorily. Similar steps will have to be designed in Gujarat also. We recommend this to the special attention of the GACB.

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## CHAPTER V

## FINANCING OF AFFILIATED COLLEGES

5.01 We shall now turn to the discussion of the third aspect of the grant-in-aid system referred to above and indicate how the total financial liability involved in the maintenance of affiliated colleges should be distributed between the government, students and managements. In other words, we shall discuss broadly the following two of our terms of reference :

(1) To examine the financial structure of the non-government colleges receiving grant-in-aid and to analyse the causes for their financial difficulties in general and of the science colleges in particular, and

(2) To suggest measures through which the colleges can augment their financial resources and to stipulate the scale of financial assistance from government to enable them to progressively achieve a fair degree of self-sufficiency.

5.02 **The existing arrangements.**—It would be convenient to begin this discussion with a statement on the manner in which the total financial burden of affiliated colleges is being shared at present.

5.03 **Number and types of affiliated colleges.**—At present there are 249 affiliated colleges in the state. Of these, 11 are managed by government and 3 by universities. There are 22 independent colleges of law none of which is eligible for a grant-in-aid. These 36 colleges, therefore, are outside the grant-in-aid system. Of the remaining 213 affiliated colleges, with which we are concerned, 163 colleges were started prior to 1969 and 50 after 1969. All colleges started before 1969 and 6 colleges started after 1969 (which are located in backward areas) are eligible for grant-in-aid and the remaining 44 colleges are claiming grant-in-aid but have not yet been declared eligible.

5.04 The faculty-wise break-up of these 213 affiliated colleges is given below :

TABLE 3  
*Distribution of colleges Faculty-wise*

Faculty	No. of affiliated colleges ( 1976-77 )		
	Pre-1969 and aided Post-1969	Post-1969 unaided	Total
1. Arts .. .. .	28	9	37
2. Commerce .. .. .	21	20	41
3. Science .. .. .	26	..	26
4. Arts and Science .. .. .	19	..	19
5. Arts and Commerce .. .. .	47	14	61
6. Education .. .. .	28	1	29
Total .. .. .	169	44	213



5.05 **Expenditure by Sources.**—The latest year for which the total-expenditure on affiliated colleges is available by sources is 1974-75. The details for this year are given in the following table :

TABLE 4  
*Expenditure by Source*

1974-75

	Amount (in lakhs)	Percentage to total	Per student expenditure
(1) Government Funds			
(A) Non-Govt. Colleges	141		
(B) Govt. Colleges	89		
(C) E. B. C.	111		
(D) STs/SCs	63		
	404	38	185
(2) Fees	493	47	228
(3) Other sources	149	15	73
Grand total	1046	100%	486

It may also be said that the total cost per student in this year was Rs. 486. Of this, Rs. 185 came from the State Government, Rs. 228 from fees and Rs. 73 from other sources (mostly management).

5.06 **Reasons for the crisis.**—These arrangements have now been seriously disturbed and a crisis has been created in the financial base of affiliated colleges on account of several factors. After the Shelat Committee report was submitted in November, 1971 prices rose sharply. As many as 12 instalments of dearness allowances had to be sanctioned upto 1976. A part from the steep increase in the general cost of living, prices increased considerably with respect to chemicals, equipments, stationery articles, and other materials, and printing rates. Similarly, the rates of electricity, telephone services, municipal taxes etc. went up during the period 1971 to 1975.

5.07 The year 1976, however, made this position worse especially because of three major developments : (1) acceptance by the Government of India and the Government of Gujarat of the UGC's very liberal scales of pay for the teaching staff, (2) acceptance by the Government of Gujarat of the Desai Pay Commission's recommendations relating to the non-teaching staff of the universities (which may have to be extended to affiliated colleges also); and (3) introduction of 10+2+3 pattern resulting in almost total closure of PUC from June 1977.

5.08 Although the additional burden arising as a result of UGC report is being borne fully by the Government of India and the Government of Gujarat upto March 1979, its effects in four related issues are not insignificant. This additional assistance is limited to the posts existing on 1st January 1973, excluding therefrom those posts which were vacant for more than 6 months. If they are filled subsequently, no additional assistance is available. Similarly, additional posts sanctioned because of increase in the number of students or subjects and as per norms fixed by the University are outside the scope of this assistance. Thirdly, any additional DA sanctioned after 1st January 1973 is to be borne by the managements and the State Government as per the existing grant-in-aid formula. Lastly, consequential increase in allowances as a result of the liberal increases in basic pay of the staff especially HRA, CLA, PF contribution, gratuity provision etc. ought to be similarly borne by the managements or the State Government. The managements have therefore naturally asked for a revision of the grant-in-aid system which will involve larger assistance from State Funds and an increase in fees.

5.09 The problem of the 44 unaided colleges which were started after 1969 has also become grave. The managements had started these colleges knowing well the government policy of not giving any grant-in-aid to new colleges. This policy was announced by the government following its acceptance of the Shelat Committee's recommendations. These colleges were able to maintain themselves without grant-in-aid so far because the over-all costs still remained low. But they will not be able to maintain themselves at all in the present circumstances, especially after the acceptance of the very liberal scales of pay, both for the teaching and non-teaching staff, and the likely disappearance of the PUC from June 1977. Their argument is that they never visualised these three major developments; and it is their request that either they should be permitted to increase fees, or in the alternative, should be brought within the grant-in-aid system or both.

5.10 **Proposed Solutions.**—As is only to be expected, this grave financial crisis has received very wide attention and is being discussed in depth in all the concerned circles and especially among the teachers and managements. We received facts and figures on the size and nature of the problem from several managements, teachers associations and distinguished educationists. We shall discuss them in some detail before we explain our own approach to the solution of the problem.

5.11 **Taking over of all private colleges directly under Government.**—One suggestion made to us is that this problem can be solved by taking over all private affiliated colleges by the government. Whether educational institutions should or should not be nationalised is a different issue with which we are not concerned. We would, however, like to point out that the taking over of all private colleges by the Government does not solve the present financial problem in any way. The size of the total deficit in the management of these colleges will continue to be unchanged. In fact,

it will even increase. The contributions which the managements now make to the financing of higher education, which are not negligible would be lost. We are not, therefore, inclined to accept this suggestion and we would prefer to make our recommendations on the assumption that the present policy of the State of encouraging private enterprise in higher education will continue. This assumption is evident from our terms of reference. We are also convinced that this policy is socially and educationally sound.

**5.12 The 80 : 20 Formula.**—Another suggestion put forward to solve the crisis is the 80 : 20 formula proposed especially by the Association of Teachers. This formula points out that, in the present system, surplus colleges retain their surplus while deficit colleges have to be paid grants by the State. It therefore proposes that all the fees of all the colleges should be pooled together. Eighty per cent of this income may be retained by the government for disbursement of salaries and allowances of teachers and the remaining 20 per cent may be retained by the managements of the colleges for defraying all other expenditure. The supporters of this formula claim that this formula will enable the government to meet its share of the total expenditure on higher education without additional investment.

5.13 The objectives of this formula are two : (1) to ensure that teachers get their salaries and allowances regularly and in full; and (2) to net the so-called 'surpluses' of a few colleges to meet the increases in expenditure which have now become inevitable. The fallacy in the argument is that when the UGC scales are adopted, and PUC classes discontinued, there will be hardly any surplus college. Besides, the formula also proposes a very involved and complicated system which will be costly and difficult to administer. We do not therefore subscribe to this proposal, especially because there are other and more effective methods of achieving the same objectives. Mention may also be made here that our recommendations *inter-alia* ensure that the teachers shall be paid in full and in time by cheques.

**5.14 The financing of higher education—a partnership.**—Several proposals made to us deal with the problem of who should pay the bill involved in introducing the new scales of pay and proposed reforms of qualitative improvement and to what extent. We found that they amount to a transfer of incidence to the government. For instance, some of those who appeared before us insisted on not increasing the fees and even desired a liberalisation of the EBC concessions. Their object therefore was to throw the additional expenditure involved entirely on the state and managements. The managements on the other hand, pleaded that they were already over-burdened and desired that they should get relief, partly by increase in fees, but mainly through increase in grant-in-aid from the government. It is represented that the government is spending a large proportion of its total budget on education and, with its heavy commitments in the fields of school education, it would not be in a position to find any large funds for this programme. We have examined all these arguments in depth and have come to the conclusion that the financing of affiliated colleges is a joint enterprise on

the part of state government, the managements and the students ( or their families ) and that the increase in the expenditure on affiliated colleges should be shared, in an equitable proportion by all the three partners. We found that this idea was generally acceptable and that the main point to be decided was this : who should meet the bill and for what item of expenditure ?

5.15 It is unfortunate that the existing system of allocating responsibility for financing higher education between the government, students and managements under the grant-in-aid code is unsatisfactory from several points of view. It is complicated in its structure and it does not define clearly the responsibilities of each of these partners; and because of these very uncertainties, the salaries of teachers are not paid in time ( and sometimes not even in full ) and investment in important items like libraries and laboratories gets neglected. All this leads to considerable dissatisfaction to all concerned and unfortunately also to a fall in standards. We are, therefore, of the view that this system should be replaced by a new one in which (1) each partner is held specifically responsible for all ( or a part ) of the total expenditure on an item (2) the financial responsibilities of each partner are clearly specified beyond any shadow of doubt and are within his capacity and (3) adequate resources become available for at least all significant items of expenditure which are critical to the quality of education. This will provide the very basis of the new system of grant-in-aid. From this point of view, the basic proposals made by us have been detailed in the paragraphs that follow.

5.16 **Contribution of Government.**—The most important ( and also the largest ) part of the expenditure of affiliated colleges relates to the salaries, allowances, old-age benefits and other charges on account of the teaching and non-teaching staff. In the interest of improving the quality of higher education, providing security of tenure to the teachers and ensuring that they receive salaries in time and in full, we feel that the total responsibility to meet this expenditure should be placed on tuition fees and state government funds. The total income from tuition fees should be utilised exclusively for this purpose and the state government should bear full residual responsibility for all expenditure on this account. This policy should be adopted separately for each college.

5.17 The other important part of the expenditure of affiliated colleges relates to teaching facilities like libraries and laboratories, services and amenities like book banks, counselling or health facilities, and provision of physical education, games, and sports. The educational significance of these items is obvious. In the present system, these suffer the most with consequent deleterious effects on standards. There is, therefore, an urgent need to see that adequate funds are provided for these programmes. In our opinion, this can be done if the expenditure on these items is met through developmental fees raised from the students, supplemented by contributions from the managements and proportional grants from the state government.

5.18 **Fees.**—Fees paid by the students (including those paid by the state government on their behalf under the EBC concessions) are an important source for financing of higher education, next only to the grants provided by the state government. There is a general resistance to any increase in fees, although there is full justification for transferring a larger burden of the expenditure on higher education to the students most of whom come from the more well-to-do sections of the community. In Gujarat, where the system of EBC concessions operates, an increase in fees does not adversely affect the students from poor families. Some academicians even argued that fees should meet all the expenditure on higher education so that the government need not have to subsidise students whose parents can bear the full burden. We do not go so far. But we would like to make a very modest proposal in this context and request the students to make a somewhat larger contribution to the total expenditure on higher education, and especially to those programmes which benefit them directly.

5.19 We think that the fees paid by students fall into three categories :

- (i) Tuition fees
- (ii) Developmental fees for library, laboratory, students services and amenities and sports.
- (iii) Special fees for admissions, examinations, extra-curricular activities and cultural programmes.

5.20 Due to historical reasons which are well known and need not be discussed here, the present structure of tuition fees is extremely varied and complicated. The amount of tuition fees varies from one category of college to another. There are different fee rates for urban and rural areas. The fees in the region of the South Gujarat University are higher than those in other parts of the State. Different rates of fees are charged for different years of the three year degree course; and so on. We are of the view that this meaningless multiplicity should be ended and that a simpler and more uniform system of tuition fees, as indicated below, should be adopted :

(1) A uniform tuition fee of Rs. 200/- per term should be charged every year of the first degree course in all arts, science and commerce colleges. (The PUC classes should also have the same structure so long as they continue in colleges).

(2) To maintain parity, it was represented to us that the government colleges and university under-graduate classes should also be asked to charge the same fees as are being levied by affiliated colleges. We agree with this suggestion. We would recommend that the funds available by charging higher fees should be made available to these colleges for their development.

(3) In colleges of education, which charge a tuition fee of Rs. 200-300 per term, a uniform tuition fee of Rs. 250 per term should be charged and a pupil-teacher ratio of 12 : 1 may be adopted as a measure of economy.

(4) The developmental and special fees which benefit the students directly should be rationalised.

(5) Even where a college is levying fees at a rate higher than these, there should be no reduction of fees. But the extra amount collected should be utilised for developmental purposes and not adjusted towards the contribution of the managements.

(6) Where a college is levying fees lower than the one recommended by us, the income from the fees for the purpose of grant should be calculated as if the recommended fee has been charged.

Our proposals do not imply any significant increase of tuition fees in all cases. In fact, colleges affiliated to South Gujarat University have already implemented a fee structure almost identical to what we have proposed. Some colleges affiliated to Saurashtra University have also done the same. Similarly, we have recommended rationalisation in developmental and special fees. We are of the view that this would mean a small increase in the developmental fees in some colleges and it would be readily acceptable as their benefits directly accrue to the students.

**5.21 Share of Managements.**—The managements should, in our opinion, continue to be responsible for the provision of buildings, fixtures, equipments, play-grounds etc. which are non-recurring items of expenditure. They are in the best position to tap community resources for such purposes and we should expect them to discharge this responsibility to the full. Almost all managements of the existing affiliated colleges have already made the necessary provision on this account. Those few which have not done so should be under an obligation to discharge them within a reasonable time say three years. In so far as new institutions are concerned, they should not be given affiliation, as recommended earlier, until *inter alia* they raise a fund of not less than Rs. 5 lakhs for the provision of buildings and play-grounds.

**5.22** We realise that it is not easy for the managements to bear a large proportion of the recurring expenditure. We therefore suggest that they should be made responsible fully for all miscellaneous expenditure. Even against these, they can retain admission and examination fees and interest receipts etc. which they receive at present. This expenditure is also small and is susceptible to economy and can be easily raised by the managements from year to year. We have recommended earlier that all managements of new colleges should be required to create an endowment of not less than Rs. 5 lakhs so that they have a recurring income to meet at least a substantial portion of this liability. There is no reason why even the existing colleges should not do so.

5.23 In our opinion, it is not always possible for affiliated colleges to be self-sufficient. In view of the steep increase in expenditure, the government will have to bear the bulk of this increase. The best that is possible is for students and managements also to rise to the occasion and to bear a small part of the increase. This is the essence of our proposals and we hope that they will be acceptable to all concerned.

5.24 **Post-1969 colleges.**—Before leaving the subject, it is necessary to discuss the case of the 44 post-1969 colleges (referred to earlier in para 5.09) and of the law colleges and to decide whether they should or should not be assisted. Of these 44 affiliated colleges, 9 are arts colleges, 20 are commerce colleges, 14 are arts and commerce colleges and one is a college of education. A location-wise analysis shows that 12 of them (4 Arts and 8 Commerce) are in metropolitan cities, 4 (1 arts and 3 arts and commerce) in cities with a population of 1 lakh and above and 28 (4 arts, 12 commerce and 11 arts and commerce and 1 education) in other areas.

5.25 It was the Shelat Committee which recommended that no grant-in-aid should be given to any new colleges because such colleges were not needed at all. This recommendation was accepted by the State and in accordance with government orders No. NGC-1371-15187-KH, dated the 8th February, 1973, arts and commerce colleges started in June, 1969 and thereafter secondary teachers' training colleges started in June, 1972 and thereafter, any new college or faculty including science faculty, started from June, 1973 and thereafter anywhere in Gujarat are not eligible for any grant from the state government. There were originally 50 such colleges in the State. But six of these were later held to be eligible for grant as they are located in tribal areas. The remaining 44 colleges are still unaided in spite of repeated demands made by them or on their behalf.

5.26 The representatives of the managements of these colleges appeared before us and presented the case very forcefully. The essence of their argument was that these colleges should now be brought on the grant-in-aid list on account of the following reasons :

1. Most of these colleges are located in rural areas and are badly needed for their development.
2. They provide higher education to girls and other qualified but economically handicapped students who cannot afford to support themselves in distant places where colleges are located.
3. The colleges were started at a time when costs were low and it was possible to manage them without aid. But it is next to impossible to maintain them in the present circumstances when costs have risen very high and especially if the new scales of pay are to be introduced.

5.27 We realise the force of these arguments and are fully aware of the financial difficulties these colleges are facing. As stated earlier, we are not in favour of imposing a blanket ban on all new colleges that may be started after 1977. If colleges to be started even after 1977 are to be assisted subject to certain conditions, there is no reason why a similar concession should not be shown to these colleges also.

5.28 Taking all aspects of the problem into consideration, therefore, we recommend that the case of every one of these 44 Colleges should be examined on merits and they should be held eligible for grant-in-aid if they satisfy the following three conditions :

1. There is no other college imparting education in the same subject within a radius of 25 kms.

OR

It is a women's college and there is no other women's college within the radius of 25 kms.

OR

There is a college or colleges within a radius of 25 kms. teaching the same subject but such college or colleges is/are not able to absorb the students of the post-1969 college if it were to close down.

OR

If the college is located in a non-municipal area and if the total number of women students and boys belonging to Scheduled Castes and Scheduled Tribes exceeds 40 per cent of the total enrolment.

2. It has been in existence for at least 3 years.

3. It satisfies the viability criteria laid down by us in regard to enrolment for new colleges. If, however, the college satisfying all other conditions falls short of enrolment criteria, it may be given grant-in-aid for a period of three years on the basis of deemed income for the prescribed number of students.

5.29 It has not been possible for us to examine the case of each of these 44 colleges in the light of these criteria and to determine which of them should be held eligible for grant-in-aid.

5.30 **Law Colleges.**—The law colleges are not in receipt of grant-in-aid at present. The Management Association represented to us that the teaching faculty in law colleges consists mainly of part-time teachers or guest lecturers who are persons of eminence in the field of law and who deliver lectures in the law colleges, more for prestige or honour than for remuneration. It was further stated that most of the law colleges are having a surplus and are not in need of grant-in-aid. As the law colleges have not voiced any financial problem before us, we do not propose to make any change in the status quo. The law colleges will continue to be outside the grant-in-aid list at present.



## CHAPTER VI

## THE NEW GRANT-IN-AID SYSTEM

6.01 In the evidence tendered before us, it became evident that there was general dissatisfaction with the existing pattern of grant-in-aid. It was felt that changes brought about by the new scales of pay and the discontinuance of the PUC are such that no amount of modification within the broad structure of the existing system would meet the situation. A demand was, therefore, put forward for a radical transformation which would not only meet the present crisis, but would also make the grant-in-aid system flexible enough to meet the continually increasing demands that are made on higher education. We share this view and recommend that a new and a radically different system of grant-in-aid should be adopted for affiliated colleges with effect from 1977-78.

6.02 **General Principles.**—The basic principles and the broad outlines of the new system of grant-in-aid should be as follows :—

(1) *Simplicity* :—The existing system is complex and difficult to administer as it has many parameters such as enrolment factor, pay-packet factor, deficit factor, etc. It also involves several questions of admissibility of expenditure. In our opinion, it should be a great advantage to simplify the whole system.

(2) *Specificity* :—A good system of grant-in-aid should be specific in the sense that it should allocate specific responsibilities to the different agencies that finance higher education. The existing system fails to do so. For instance, it is possible for management to so present accounts that its contribution is reduced to the minimum while that of Government is maximised. In fact, this is the endless war that goes on continuously in every college and the winners are, not necessarily institutions which maintain the higher standards, but those which can best organise their accounts. The Government can easily pass on a burden to the management by merely disapproving an item; the management can escape liabilities by refusing to spend even on the most essential things; and so on. We are, therefore, of the view that the new system of grant-in-aid should be specific in the sense that it should clearly indicate who is responsible and in what manner, for each item of expenditure.

(3) *Fairness and Adequacy.*—A grant-in-aid system is said to be fair and adequate if it secures two objectives: (a) the burden it throws on each of the three agencies financing higher education is equitable, *i. e.*, proportional to its capacity and (b) the provision of at least the minimum expenditure on all the essential items is ensured. The existing system is defective from this point of view. It does not place an adequate burden on students; and as stated above, the managements can escape or reduce their responsibilities even at the cost of education. It does not ensure essential

expenditure because teachers do not always get salaries in full or on time and important educational tools like libraries are sadly neglected. We therefore suggest that the new system of grant-in aid should be designed so as to eliminate such weaknesses and to be fair as well as adequate.

(4) *Elasticity*.—A good system of grant-in-aid has to be elastic to stand the inescapable stresses and strains that arise over a fairly long period. The existing system of grant-in-aid is very unsatisfactory from this point of view. It has been designed to meet a particular level of expenditure and has no inherent capacity for adjustments. Consequently, it has to be revised every time when a major shift in level of expenditure takes place. It is obviously an advantage to get away from this model and to adopt an elastic system (for which several different models are available) which can cover the wide fluctuations in levels of expenditure.

(5) *Selectivity*.—Standards in education, and especially in higher education, are essentially selective; there is no great improvement possible unless we deliberately concentrate some of the available resources on vantage points of potential growth. A grant-in-aid system therefore provides for both bread and jam a fairly liberal provision for bread for all with a comparatively small but specific provision of jam to the select few who perform. The existing system provides for bread, and that too inadequately and has no provision either for reward to the deserving or for punishments to the failures. Obviously, a selective orientation has to be given to the grant-in-aid code if the standard in higher education is to be raised.

On the basis of these broad principles and the general discussion of the educational and financial problems of affiliated colleges contained in the preceding three chapters, we shall now proceed to outline the new system of grant-in-aid to affiliated colleges which we have in view.

6.03 *Uniformity*.—The existing system of grant-in-aid varies from one type of a college to another, e.g. the grant-in-aid to colleges of education is different from that to commerce colleges. It also relates expenditure, in graded scale, directly to enrolment. We are of the view that we should introduce a uniform system of grant-in-aid which will apply to all types of colleges. When our system is adopted, it will apply to all colleges, excepting law colleges which will continue to be unaided. There will be no direct relationship between the system of grant-in-aid and the enrolment in a college, although the quantum of grants-in-aid will be indirectly affected by the enrolment.

6.04 *Specific Purpose Grants*.—Of the different systems of grant-in-aid such as the block grant, the proportional grant, the deficit grant, the specific-purpose grant etc. we are of the view that the last, namely, the *specific purpose* grant is the most suitable system for grant-in-aid to affiliated colleges in the Gujarat State. This was also the recommendation of the

Education Commission; and obviously, this system has the advantage of promoting the development of specific objective or meeting given imperatives. We, therefore, recommend that, instead of the present system, which is a combination of the proportional and deficit grant systems, a system of specific-purpose grants should be adopted.

6.05. We recommend that the following specific purpose grants to affiliated colleges should be introduced in the new system :

**A. Maintenance :**

1. Pay packet
2. Libraries
3. Laboratories.
4. Maintenance of buildings and play grounds.

**B. Development :**

1. Matching share on UGC grants.
2. State grants
3. Co-operative teaching and other projects.
4. Faculty development.
5. Student services and amenities, including physical education, games and sports.

**C. Special :**

1. Performance.
2. Grant-in-aid for special services provided for Scheduled Castes and Scheduled Tribes.

We shall now discuss the details of each of these 11 types of grants in the paragraphs that follow.

6.06 **Pay Packet.**—The largest and the most significant item of expenditure on affiliated colleges relates to the teaching and non-teaching staff and covers their salaries, allowances, a certain component of faculty development programmes ( such as salaries of substitute teachers deputed for training ) and old-age benefits ( including provident fund and gratuity ). This proposal has three new elements which needs a specific statement.

(a) At present, the staff of affiliated colleges is not generally getting the benefit of gratuity, although the universities have been pressing for it. We recommend that, in future, all staff, teaching as well as non-teaching in affiliated colleges should be entitled to gratuity. That all service after the introduction of the scheme should count for gratuity goes without saying. But the manner in which earlier service should or should not count for gratuity is a complex issue with large financial implications which we could not examine in depth. This may be done by the Gujarat Affiliated College Board and decisions taken with the approval of the government.

(b) The Desai Pay Commission's Scales of pay may be extended to the non-teaching staff of affiliated college. This is justified in view of the introduction of UGC scales of pay to the teaching staff.

(c) The allowances such as DA, CLA and HRA admissible to the employees of the state government in any given area should be extended automatically, with effect from the same date and in the same manner, to the staff of affiliated colleges.

(d) As per the existing rules where the pay scales of the non-teaching posts are higher than those of the teaching posts, the entire expenditure on teaching posts/post is not admissible for the purpose of grant-in-aid. The pay scales of the teaching posts have been revised with effect from 1-1-1973 where the lowest scale for a teaching post of Rs. 500-900 for the post of tutor/demonstrator is more than what is at present prescribed in the case of non-teaching posts.

The pay scales of the non-teaching staff of the affiliated colleges have been prescribed by the Universities and the colleges have no say in the matter. We, therefore, feel that as long as the pay scales have been prescribed by the universities with the prior approval of the state government they should be held admissible for the purpose of grant-in-aid.

(e) As per the existing rules of the universities, the principals of the colleges are required to be given rent free accommodation. However, some universities have framed rules which provide for furnished rent free accommodation to principals of the colleges along with certain other amenities. The Pay Commission has recommended even in the case of the university staff that the existing facility of rent free accommodation should be discontinued. We, therefore, feel that there is no justification for giving furnished rent free accommodation. Since the university regulations in the case of the majority of the universities provide for rent free accommodation to the principals of the colleges, the facility so extended may be continued but the expenditure incurred on providing furniture and other amenities in such accommodation should not be held eligible for the purpose of grant.

(f) Some of the managements of the private colleges have sanctioned special allowances to the principals and other staff members of the colleges. This amount is not held admissible for the purpose of grant. We are of the opinion that in the matter of pay scales and other allowances there should be uniformity in the case of all colleges and whatever allowances are sanctioned should be of uniform nature. We, therefore, recommend that only such allowances as are prescribed by the Universities on the lines of the allowances admissible to state government employees should be held admissible in the case of the staff of the affiliated colleges.

(g) It has come to our knowledge that in the case of the colleges under the jurisdiction of some of the Universities it is obligatory for the managements to extend the benefit of free education to the children of the employees of the college. We are of the opinion that there are no valid grounds for conferring any such benefits to the employees of the colleges concerned. We therefore, recommend that expenditure on such benefit should not be held eligible for the purpose of grant.

6.07 We recommend that, in the new grant-in-aid system, the work-load of the teachers should be taken at 18 periods a week and that existing norms for non-teaching staff may continue as a provisional measure. We further recommend that the detailed norms for the teaching and non-teaching staff of affiliated colleges should be laid down on the recommendations of the G. A. C. B. While admitting the cost on account of a teacher for purposes of the pay packet, care should be taken to see that the post exists and that the teacher concerned has been appointed in accordance with the prescribed qualifications and procedures.

6.08 We have recommended in an earlier section uniform and increased rates of tuition fees for all affiliated colleges. We recommend that the entire income from tuition fees should be adjusted towards the pay packet admissible for grant-in-aid and the excess of the approved pay packet over the total receipt deemed receipt from tuition fees should be given as a specific purpose salary grant to each affiliated college.

6.09 These proposals will ensure that the salaries of teachers are paid regularly and in full because the managements will have the entire amount necessary for this purpose at their disposal without being called upon to make any contribution. As an additional safeguard, we recommend that the salaries of staff should be paid by cheque on the due date.

6.10 We would like to make an observation regarding security of tenure of teachers. In a situation like that in Madhya Pradesh or in Rajasthan where Government manages a large number of colleges, a teacher who becomes surplus in one institution can be easily transferred to another. In Gujarat where most of the affiliated colleges are small and independent units, a teacher who becomes surplus in one institution loses his job altogether. We, therefore, recommend that if an approved teacher in a college becomes

surplus, attempts should be made to absorb him in some other college where a vacancy may exist. Detailed rules to this and will have to be framed and included in the new grant-in-aid code.

6.11 **Libraries.**—At present some colleges charge a library fee, but the practice is not universal. The expenditure on libraries also differs from college to college. In spite of a university rule that every affiliated college should incur a minimum expenditure of Rs. 3,000 per year on libraries, some colleges do not incur even this modicum of expenditure. We attach great significance to the proper development of libraries in affiliated colleges. We, therefore, make the following recommendations :—

Every affiliated college should charge a minimum of Rs. 5/- per student per term. It has been seen that the total expenditure on libraries is much less than the library fees collected. It is very necessary that the managements should spend fully the amount thus collected. In order to encourage management to obtain donations, gifts, etc. and to improve the quality and quantity of libraries, we suggest that Government should give a grant to affiliated colleges for their library development. This grant-in-aid should be equal to 75 per cent of the excess of expenditure over deemed collections from library fees subject to a ceiling of Rs. 25 per student per year. Thus every affiliated college will be under an obligation to spend at least Rs. 10 per student per year on this programme (or the actual amount of fee collected whichever is higher). The short fall in expenditure should be funded separately for additional expenditure on libraries in subsequent years.

We also recommend that the expenditure on the maintenance of book banks should be included under libraries.

6.12 **Laboratories.**—At present the affiliated colleges charge special laboratory fees at the rate of Rs. 30-35 per student per term for the pre-university and first year science classes and at the rate of Rs. 40-45 per student per term for the second and third year science classes. In some colleges, there is no special laboratory fee but the tuition fee includes it. In view of the increasing cost of laboratory equipment and materials, it is necessary to introduce a uniform system in this regard and also to increase the fund available. We, therefore make the following recommendations :

(1) A uniform laboratory fee of Rs. 50/- per science student per term should be charged for all **Sub: National Systems Unit,**

(2) The Government should give a grant on laboratory after taking into account the deemed expenditure from laboratory fees subject to a ceiling that may be prescribed by the Government in consultation with GACB. Figures of expenditure on laboratory incurred by all the science

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Colleges/science sections are almost equal to receipts from laboratory fees though there are variations college-wise. Hence, generally speaking, the laboratory expenditure would be met fully by the laboratory fees suggested by us. However, in order to encourage these colleges which wish to spend still more, we have suggested that the Government should contribute 50 per cent of the excess, the balance 50 per cent to be contributed by the managements.

6.13. *Maintenance of Building and Playgrounds.*—At present, the government does not give grants for buildings which are to be provided by the management. However, the rent of buildings is admitted for purpose of grant-in-aid as follows:

(1) When the building is owned by the collage itself, government grant is allowed on an imputed rent, up to 6 per cent of the cost of construction, and certified to be reasonable by the executive engineer.

(2) Where the buildings are rented, the actual rent paid is admitted for purpose of grants, provided it is certified to be reasonable by the prescribed authority.

The expenditure incurred on rent, whether imputed or actual, is held eligible for the purpose of grant, in the case of science college, at the rate of Rs. 50 per student subject to a ceiling of Rs. 60,000 in Ahmedabad City and at the rate of Rs. 45 per student subject to a ceiling of Rs. 54,000 for places with a population of one lakh and over and at the rate of Rs. 40 per student subject to a ceiling of Rs. 48,000 for other places. In the case of Arts Colleges, it is held eligible at the rate of Rs. 35 per student subject to a ceiling of Rs. 42,000 in Ahmedabad at the rate of Rs. 30 per student subject to a ceiling of Rs. 36,000 for places with a population of one lakh and above and at the rate of Rs. 25 per student subject to a ceiling of Rs. 30,000 for other places.

No grants are given for acquisition of lands at present. But if Government lands are available, these are given to educational institutions free of cost.

6.14 We have already recommended that the provision of buildings and playgrounds for an affiliated college should be the responsibility of the management. As a corollary to the above, we recommend that no grant-in-aid should be given to an affiliated college on account of rent, whether imputed or actual, the expenditure incurred by the college on the maintenance of building and playgrounds should be given as grant-in-aid to the the management, on a 100 percent basis, subject to such norms and ceilings as may be prescribed by the Government from time to time.

6.15 *Non-recurring Grants.*—There are two categories of existing non-recurring grants and they need to be continued with some modifications.

(1) *Matching Share on UGC Grants.*—At present, affiliated colleges are eligible to receive a grant of 25 per cent towards their matching share on schemes approved by the University Grants Commission. This is a good provision and should continue. We however, recommend that in deserving cases, where the college is not in a position even to raise its own share of 25 per cent, the State Government may give a grant-in-aid in excess of the norm of 25 per cent now laid down. A detailed scheme for this purpose should be prepared by the Gujarat Affiliated College Board.

(2) *State Grants.*—Under the order issued by Government on the recommendations of the Shelat Committee, non-recurring grants can be given to affiliated college for their approved development programmes, irrespectly of whether the UGC grants are available or not. No such action has been taken on these orders, either because they are not sufficiently known or because of lack of funds. We recommend that a modest provision may be made in the budget estimates every year to implement this scheme.

To begin with, a sum of Rs. 10 lakhs may be provided in the budget estimates every year for both these schemes of non-recurring grants.

6.16 *Cooperative Teaching and Collaborative Projects.*—There is hardly any tradition of cooperative teaching or collaborative projects at present. But it is absolutely necessary to promote it if our meagre resources are to go the longest way. We have recommended elsewhere that a programme of cooperative teaching and collaborative projects between the affiliated colleges (or between universities) should be developed and promoted through guidance and assistance in planning and implementation. To take the matter a step further, we also recommend that a scheme of grant-in-aid for this programme should be evolved by the Gujarat Affiliated College Board. The grant should be given on a 100 percent basis, to the participating institutions. We hope that this liberal scale of grants will develop the scheme rapidly, especially if simultaneous steps are taken to provide leadership and guidance.

6.17 *Faculty Development.*—One of the most important programmes needed for improvement of standards in affiliated colleges is faculty development. This is of special urgency in Gujarat State. We are, therefore, of the view that faculty development programmes should be promoted on a large scale over the next five to ten years. Some of these programmes are being financed by the UGC through the universities. It will, however, be necessary to develop some additional programmes to meet the special needs of the affiliated colleges in State. This problem should, therefore, be examined by the universities and by the Gujarat Affiliated Colleges Board and the following two programmes are suggested :—

Some programmes like training courses, workshops or summer schools should be developed by universities for their affiliated colleges; and



(2) Some programmes may be developed by individual colleges on groups of colleges for their own teachers.

Funds for the first will have to be provided as grant-in-aid to universities. But funds for the second would have to be placed at the disposal of the Gujarat Affiliated Colleges Board which should prepare a detailed scheme for the purpose and give grant-in-aid, for approved programmes of faculty development to individual affiliated colleges or groups of affiliated colleges. We recommend that Rs. 5 lakhs a year should be provided for this purpose.

**6.18 Student Services and Amenities; (including Physical Education, Sports and Games).**—A programme of great educational significance is to provide essential services and amenities to students. These will include guidance and counselling services, day study centres, health and medical services, low cost canteens, etc. It is also equally important to develop a good programme of physical education, sports and games. Every college should be under an obligation to prepare a detailed programme for the provision of these student services and amenities and implement it on a sustained basis. To meet the expenditure on this programme, the managements of colleges should be authorised to levy a special fee with the approval of the Gujarat Affiliated College Board. To encourage this programme, we also recommend that the Gujarat Affiliated College Board should introduce and administer a system of special proportional grants (*i. e.* grants in proportion to the local collection, and making certain adjustments for the type of the college, its location and size). To begin with, Rs. 10 lakhs a year should be placed at its disposal for this purpose.

**6.19 Performance Grants.**—We have already recommended that every affiliated college should introduce a system of institutional planning, as recommended by the Education Commission, and try to achieve the best standards of which it is capable. This should really develop into a statewide movement, and should be consistently maintained every time. It should be a responsibility of the universities and the State Education Department to plan and promote this movement.

**6.20** It is true that the principal needs of this movement are leadership and guidance. But some financial assistance is necessary to place it on a sound footing. We, therefore, recommend that a system should be introduced under which the performance of every college under institutional planning is systematically evaluated. This performance should include, not only examination results, but performance in all other activities of academic life. For instance, the assessment of the performance of an affiliated college during a given period may be based on

- examination results ;
- performance in extra-curricular activities ;

- research and publications by staff and students ;
- social and national service programmes developed by the college ;
- faculty development programmes organised ;
- opportunities provided to students to earn and learn ;
- provision of student services and amenities ;
- excellence in physical education, games and sports ;
- assistance provided to weaker students ;
- admission of and special assistance to students for the scheduled castes and scheduled tribes ;
- development of library and its use in day-to-day teaching ; and
- extent of community and other resources raised.

This list, is merely illustrative and not exhaustive.

For the purpose of this scheme, the affiliated colleges in the state should be divided into eight categories viz.,

1. Arts faculties in cities with a population of one lakh or more;
2. Arts faculties in other areas;
3. Science faculties in cities with a population of one lakh or more;
4. Science faculties in other areas;
5. Commerec Faculties in cities with a population of one lakh or more; and;
6. Commerec faculties in other areas
7. Education colleges in cities with a population of one lakh or more; and
8. Education colleges in other areas

On the basis of an overall and comprehensive assessment made as above, three colleges in each category may be selected for performance awards each year. The amount of the award should be fairly liberal, say Rs. 1,00,000 for the first and Rs. 75,000 and Rs. 50,000 each for the second and third prizes respectively. This grant, which is essentially a development grant given on merits should be utilized by the college for promoting such programmes as it may desire. We have not tried to prepare a detailed scheme in this regard. We, however suggest that this may be done by the Gujarat Affiliated College Board or by the Department of Education on the lines indicated here. We recommend that a scheme of this kind should be finalised and introduced as early as possible, and preferably from the academic session beginning in June, 1977. If this programme is developed in a sustained fashion, several individual colleges in the state will show tremendous improvement over time and qualify themselves for grant-in-aid from the UGC. This will attract additional resources and help the colleges to improve further.

6.21 It is necessary to provide some deterrents to those institutions which fail to perform. When the new grant-in-aid code is drawn up, specific provision for the purpose should be made therein and cases of failure may be punished by cuts in grants, exclusion from development grants, and finally even by withdrawal of recognition.

6.22 **Scheduled Castes and Scheduled Tribe Students.**—We have recommended that all affiliated colleges should be under an obligation to admit students from the Scheduled Castes and Scheduled Tribes in such proportion as may be prescribed by the state government. We have also recommended that every affiliated college should also be under an obligation to provide individual guidance and special tuition which such students may need. A detailed scheme will have to be worked out for this purpose by the Gujarat Affiliated College Board and it should be obligatory on affiliated colleges to implement it. We recommend that all expenditure on this account should be reimbursed to the college by the government. It may also be possible to seek a special grant-in-aid from the Centre on account of such expenditure. This should be explored.

6.23 We would like to draw attention to the elastic nature of this scheme of specific-purpose grants. We have recommended grant-in-aid for those specific purposes which appear to us to be important in the present context. It may be that some of these purposes may cease to be important after some time and other purposes, which are not foreseen at the moment, may assume significance. This would only require the discontinuance of some specific-purpose grants and the introduction of others and no major change in the structure of the scheme would be called for.

6.24 **Self-financing Services.**—Even at present, the affiliated colleges maintain several self-financing services for students such as examinations, annual magazines, annual social gathering etc. The expenditure of all such services is met by fees collected for them. The nature of these services varies from time to time and from institution to institution. These services are provided to students and also to teachers. We are of the view that this is a useful and commendable activity which affiliated colleges should be encouraged to undertake, but accounts for all these should be kept separate and not shown under the contribution of the management as is sometimes done. There is obviously no need for a state grant-in-aid for these programmes. They also need no contribution from the management.

6.25 **Miscellaneous Expenditure.**—The proposals made by us so far cover all the educationally significant items of expenditure in the affiliated colleges and ensure that they will be duly taken care of, mostly by grants-in-aid from the government and partly by fees. The contribution from the managements will be required for these items only marginally (except for the non-recurring expenditure on buildings and equipments). We are of the view that the contributions of the management to the recurring expenditure on affiliated colleges should mainly cover the miscellaneous items of expenditure which includes

postage and stationery, telephone calls, maintenance of a garden etc. This expenditure is not large and there is considerable scope for economy therein. We recommend that all of this miscellaneous expenditure should be borne entirely by the management. The admission fees collected from students will be available to the management for meeting a part of this expenditure. Moreover, if an endowment fund of Rs. 5 lakhs is created for every college as recommended by us, the management will also have a regular income to meet this expenditure. Wherever necessary, the management would collect funds annually to meet this responsibility entrusted to them.

6.26 Fuller utilisation of the facilities of colleges should be a prime concern of the management Organizing educational programmes for adults and other interested groups in the community, providing testing facilities, and related advisory service using laboratory and staff could earn additional incomes for the colleges. We recommend that the additional earnings of colleges through such efforts be excluded from grant-in-aid calculations. However, these earnings should be retained by the managements for the maintenance and development of colleges or any other activity approved by the government.

6.27 As per the estimates made by us, in 1978-79, after our recommendations are implemented, the total expenditure of the eligible colleges would be about Rs. 1468 crores. Out of this expenditure, Rs. 2.23 crores is expected to be met from the fees income. An expenditure amounting to Rs. 8.50 crores will be borne by the government either as maintenance grant for pay-packet or grant to the managements on account of EBC concessions and towards the tuition fees of Scheduled Tribes and Scheduled Castes. The balance of Rs. 85 lakhs will have to be met by the managements from their own sources. The percentages of contribution from the government, from fees and the income from other sources are expected to be 73%, 19% and 8% respectively.

6.28 We are of the view that, under the proposals made by us, the responsibility of the management for financing affiliated colleges will be even smaller than what they are at present. We therefore, hope that those proposals will find full support from the managements of affiliated colleges.

6.29 No system of grant-in-aid can be permanent. In the field of higher education, new forces are always at work, which may result in a different pattern of enrolment in the higher education. There may be further changes in the academic structure etc. We would, therefore, recommend that the grant-in-aid pattern should be reviewed at the end of every five years to take into account the changes which have occurred during the period it has been under operation so as to distribute the burden equitably.

## CHAPTER VII

## LEGISLATION AND ADMINISTRATION

7.01 It will not be difficult to see, from the nature of the new grant-in-aid system outlined in the preceding chapter, that it satisfies all the basic criteria we have laid down, namely, simplicity, specificity, fairness and adequacy, elasticity and selectivity. In this context, it is necessary to emphasize one point, namely, the role of the grant-in-aid system in the development of higher education. Where most of the affiliated colleges are run by the government, this can only be of minor significance. But in a state like Gujarat, where the vast bulk of affiliated colleges are managed by public trusts, the important role of the grant-in-aid code as a powerful mechanism for control and distribution of financial support with the overall objective of implementing an approved programme for the development of higher education is thus obvious. It is our considered opinion therefore that the grant-in-aid code should be deliberately used as an instrument to implement the state policy in higher education and to improve standards.

7.02 **Legislation.**—The proper implementation of a grant-in-aid code will need amendments in the legislation relating to universities in Gujarat. The present law, we find, is defective from several points of view. It does not provide for instance, for co-ordination between universities and for adequate co-ordination between the universities and the state government. The conditions which it prescribes for grant of affiliation to colleges (as well as the procedure to be followed in granting such affiliation) are not satisfactory. Nor does it vest adequate control, either in government or in the universities, to prevent the fall of standards. The universities often take decisions which have large financial implications without consulting the state government which is then called upon to meet the bill for decisions to which it was not a party and which it may not even approve of. What is needed, therefore, is a comprehensive review and amendment of legislation relating to higher education.

7.03 Some of the amendments needed were referred to in the earlier chapters in the appropriate context. For instance, we have recommended that :

- No university should entertain an application for grant of affiliation to a college unless its need was certified by the Gujarat Affiliated Colleges Board.
- The final affiliation of a college should only be done with the approval of the state government.
- No college should be permitted to start a new courses or subject without prior approval of the Gujarat Affiliated Colleges Board.

- With a view to securing economy and efficiency through rationalisation, it is necessary to empower the Gujarat Affiliated Colleges Board to centralise or rationalize the teaching of certain courses and subjects.
- Correspondence courses through the medium of Gujarati should be provided preferably in the State.

These are some of the suggestions which have a direct bearing on the grant-in-aid code or our terms of reference. These suggestions should be implemented as expeditiously as possible.

7.04 **The Gujarat Affiliated Colleges Board.**—Who is to administer the new grant-in-aid system? The main defect of the present system is that it divorces the academic aspects (which are entrusted to the universities) from the financial aspects (which are entrusted to the Education Department). Our main recommendation is that there should be a complete coordination between these two aspects and that the grant-in-aid should be used as a powerful instrument for improving standards and implementing the state policy in higher education. It was from this point of view that the Education Commission made the following recommendations :—

“ The State Government should involve the universities more intimately with the operation of the grant-in-aid system to colleges. It would be desirable to have an informal committee consisting of all the Vice-Chancellors in the State to advise the Education Department regarding grant-in-aid to affiliated colleges. The Committee should be consulted on formulation of grant-in-aid rules or modification therein and the annual allocation of in-aid. The work of this Committee would be of great help both to the Department and the Universities ”.

In the discussions that have followed the publication of the report of the Education Commission a national view has emerged that a mere advisory committee will not be sufficient and that it is necessary to have a more powerful and whole-time agency, with adequate staff, to administer the grant-in-aid code and to use it for implementing the State Policy in higher education. We fully share this view.

7.05 We therefore, recommend that the Gujarat Affiliated Colleges Board should be created to look after the development of higher education in the state as a whole and especially to look after the educational and financial problems of affiliated colleges. This Board should consist of the following :—

- |   |                                       |
|---|---------------------------------------|
| 1. An educationist of the status of a vice-chancellor | <i>Chairman</i><br><i>(full time)</i> |
| 2. Secretary, Education Department                    | <i>Member</i>                         |
| 3. Secretary, Finance Department                      | <i>Member</i>                         |

- |  |                   |
|--|-------------------|
| 4. Two Vice-Chancellors to be appointed for a period of two years by rotation. | <i>Member</i>     |
| 5. Director of Education   | <i>Member</i>     |
| 6. Joint Director of Education   | <i>Secretary.</i> |

The chairman of the Board should be a person of a high academic standing and his status should be that of a Vice-Chancellor.

7.06 We have suggested, at different places in the report, the various functions, duties and responsibilities of the Gujarat Affiliated Colleges Board. Some of the more important of these have been mentioned below :—

1. Planning the location of affiliated colleges (para 3.04)
2. Granting permission to start the teaching of new courses and the subjects in accordance with specific criteria laid down (para 3.07)
3. Developing programmes of coordination and cooperative teaching (para 3.14 and 3.15)
4. Preparing and implementing programmes for the rationalisation of existing facilities in affiliated colleges (para 3.16)
5. Preparing and implementing a master plan for the development of affiliated colleges in Gujarat State. (para 3.17)
6. Regulating enrolments in higher education (para 4.04)
7. Taking steps to improve standards in affiliated colleges (para 4.05)
8. Instituting and administering special scholarships for higher education to talented students in all the districts of the State. (para 4.11)
9. Looking after the programmes for the higher education of the Scheduled Castes and Scheduled Tribes (para 4.12 and 4.17)
10. Deciding which of the post-1969 colleges should be declared eligible for grant-in-aid list ;
11. Administering the new grant-in-aid code (Chapter VI)
12. Inspection, supervision and guidance to affiliated colleges.
13. To function as a data bank for collection and dissemination of information relating to higher education.

In short the functions of this Board would be to plan the development of affiliated colleges in the State, to administer the new grant-in-aid system and use it for implementing the policy of the government in higher education, to advise the government on the subject from time to time and to review the progress made.

7.07 The following two points should also be included in the Code :

1. All affiliated colleges should be run by societies registered under the Societies Registration Act, 1860, as applied to the Gujarat State, and

2. It should be obligatory on every affiliated college to maintain forms and returns which the Gujarat Government/Gujarat Affiliated Colleges Board may prescribe from time to time. Failure to do so should result in withholding the grant-in-aid.

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## CHAPTER VIII

## FINANCIAL IMPLICATIONS

8.01 In this chapter we propose to indicate the financial implications of our recommendations. The decisions to introduce the UGC scales of pay and to adopt the new pattern of 10+2+3 for school and college classes have already been taken by the government. Their financial implications which are very large, cannot strictly be considered as arising from our recommendations. We find that the government now give a grant-in-aid of Rs. 1.86 crores to the affiliated colleges. Even if the present system of grant-in-aid were to continue, the quantum of grant-in-aid will rise to Rs. 4.59 crores on account of these two decisions.

The Government of India has agreed to bear 80 per cent of the additional expenditure due to the implementation of the UGC scales on the basic pay of the teaching staff in position on 1-1-73 for the period 1-1-73 to 31-3-1979. This additional expenditure ranges from about Rs. 65 lakhs in 1973 to about Rs. 3 crores in the year 1979.

8.02 The financial implications of our recommendations are really those which arise from the new grant-in-aid system which we have recommended. These have been calculated in the paragraphs that follow.

8.03 **Pay packets.**—The most important and the largest specific purpose grant we have recommended covers the pay packet or the salaries and allowances of teaching and non-teaching staff of affiliated colleges. In so far as the 169 affiliated colleges which are now eligible for grant-in-aid are concerned, we find that the grant-in-aid on pay packet on account of the new formula which we have suggested will rise to Rs. 5.26 crores. In addition according to our recommendations with regard to the grant-in-aid to post-1969 colleges, another Rs. 50 lakhs may have to be given as grant. Thus the total grant on pay packet would be about Rs. 5.79 crores.

8.04 The financial implicational of the nine other specific purpose grants we have recommended have been indicated below :—

Grant	Annual Financial implications (in lakhs)
1	2
<b>A. MAINTENANCE</b>	
1. Libraries	4
2. Laboratories	2
3. Maintenance of buldings and equipment	15

1	2
<b>B. DEVELOPMENT</b>	
4. Matching Share of U. G. C.	} 10
5. State Grants	
6. Cooperative teaching	5
7. Faculty Development	5
8. Student Services	10
<b>C. SPECIAL</b>	
9. Performance	18
10. Scheduled Castes and Scheduled Tribes and EBC.	5
Total ..	74

8.05 In addition Rs. 2 lakhs per year would be needed for the administrative expenditure on the Gujarat Affiliated Collges Board.

8.06 Thus the total financial implications of our proposale work out approximately Rs. 1.96 crores.

## CHAPTER IX

## SUMMARY OF FINDINGS AND RECOMMENDATIONS

9.01 In this concluding chapter we give a brief summary of our main findings and recommendations.

9.02 **Planning and Location of Affiliated Colleges.**—(1) There should be a single authority for the state as a whole, namely, the Gujarat Affiliated Colleges Board, which should decide whether a new college should or should not be located at a given place. The existing university legislation should be amended to provide that no university in the state should entertain an application for the affiliation of a new college unless the need for such college has been certified by this authority which will lay down detailed criteria for the establishment of new colleges ( para 3.04 ).

(2) No new colleges should be permitted except in areas where the existing facilities for higher education are inadequate and where a clear case exists for the the establishment of new institution (para 3.05).

(3) The rules for grant of affiliation to colleges should lay down that the management of a college should raise a sum of not less than Rs. 5 lakhs for building and equipment and another sum of not less than Rs. 5 lakhs as an endowment fund before its application for affiliation is granted (para 3.05)

(4) A new college should not receive grant-in-aid for the first year of its existence (para 3.05).

(5) New affiliated colleges may be permitted in Adivasi areas. If the local people are not able to raise the initial fund of Rs. 10 lakhs, the government may assist them to fulfil the prescribed conditions by a suitable non-recurring grant (para 3.05).

9.03 **Correspondence Courses through the Medium of Gujarati.**—Provision should be made for correspondence courses through the medium of Gujarati in one selected university in the State, or preferably still, through the consortium of all the universities of the State (para 3.06).

9.04 **Teaching of New Courses and Subjects.**—No affiliated college should be permitted to start the teaching of a new course or a new subject unless, in addition to the approval of the university concerned, the approval of the Gujarat Affiliated Colleges Board is also obtained. Detailed conditions will have to be prescribed for such an approval, including a condition for a specified minimum enrolment, say, 10 students (para 3.07).

9.05 **Viability.**—(1) It should be the policy of the Government as well as of the management to make every college viable. This may be done, if necessary, through a phased plan of development to be prepared separately for each college (para 3.11).

(2) Three-faculty colleges should be permitted because the reform would help many colleges to achieve viability and to reduce unit costs (para 3.11).

(3) The minimum enrolments to be reached in affiliated colleges should be 300, 500 and 700 in single, double, and triple faculty institutions located in cities with a population of one lakh and above and 200, 350, and 500 for similar colleges located in towns with a population of less than one lakh or in rural areas (para 3.11).

(4) Every non-viable affiliated college (whether it is non-viable now or becomes so as a result of the discontinuance of the PUC class) should be given a specific time, not more than three years in any case, to become viable. If it fails to do so, its fee income should be calculated, while determining the grant-in-aid, on the basis of the minimum enrolments suggested in (3) above. In other words, the managements will either have to make the college viable or raise additional resources to compensate for the less in fee-income (para 3.11).

(5) Conditions for the viability of a college should also apply, *mutatis mutandis* to individual courses or subjects taught in the college (para 3.12).

(6) The maximum enrolment permitted in a college may ordinarily continue at 1,650. It may however be raised to 2,000 in three-faculty colleges or in good quality institutions (para 3.13).

**9.06 Co-ordination.**—Steps should be taken to coordinate the teaching of courses and subjects in the different affiliated colleges in a given area. Specific programmes for this purpose should be drawn up and it should be ensured that the teachers are not retrenched on account of such co-ordination. Instead, additional programmes of teaching or research may be taken up and as vacancies occur, the excess posts may be abolished (para 3.14).

**9.07 Co-operative Teaching.**—Co-operative teaching between different affiliated colleges should be encouraged through guidance, assistance in planning and grant-in-aid (Para 3.15).

**9.08 Rationalization.**—The possibilities of rationalization in the existing programmes of affiliated colleges should be fully explored in consultation with the universities and the managements. This should be a special responsibility of the Gujarat Affiliated Colleges Board which should provide the necessary vision, initiative, guidance and financial support (Para 3.16).

**9.09 Master Plan for the Development of Higher Education.**—The Gujarat Affiliated Colleges Board should prepare a master plan for the development of affiliated colleges in the State and implement it in a sustained fashion. (Para 3.17).

**9.10 Expansion.**—It appears that, owing to the introduction of the new pattern, there would be a sharp and sudden fall in the enrolments in affiliated colleges in 1977-78. This fall will however, be a passing phenomenon which will disappear in about three to five years. By 1984-85, fresh admissions to affiliated colleges will increase by about 35 per cent over those in 1976-77 (Para 4.02 and 4.03).

**9.11 Regulation of Enrolments.**—Enrolments in higher education should be regulated on the basis of manpower needs or employment opportunities. Such regulations should not, however, affect adversely the interest of the backward classes for whom higher education is the principal channel of vertical mobility (Para 4.04).

**9.12 Improvement of Standards.**—Sustained efforts should be made to improve standards in affiliated colleges and the grant-in-aid system should be geared to secure such improvement (Para 4.05).

**9.13 Social Justice.**—Increasing access should be provided to higher education to the weaker sections of the community. They should get placement in good quality and prestigious institutions and given personal guidance and supplementary tuition where necessary. Special efforts are needed to discover and develop their talent (Para 4.06).

**9.14 EBC Concessions.**—There need be no increase in the income limit fixed for EBC concessions. Strict checks should be carried out and penal punishments provided to prevent misuse of this concession by well-to-do but non-salaried social groups (Para 4.10).

**9.15 Scholarships.**—The State Government should provide additional scholarships to enable talented students of the Economically Backward Classes to study in colleges of their choice irrespective of location.

**9.16 Scheduled Castes and Scheduled Tribes.**—(1) Every affiliated college or institution higher education should be under an obligation to admit such proportion of students from the Scheduled Castes and Scheduled Tribes (and other weaker sections of the community) as the state government may prescribe from time to time (para 4.14).

(2) Every affiliated colleges should also be under an obligation to provide personal guidance and special tuition to such candidates with a view to enabling them to take benefit of the education which the institution provides (para 4.14).

(3) Special emphasi should be laid in the coming years, on those Scheduled Castes and Scheduled Tribes which have not yet been able to get sufficient benefits of the scholarship schemes and on the education of their girls (para 4.16).

(4) Special efforts should be made to discover and develop talent, among Scheduled Castes and Scheduled Tribes both at the school and university stages (para 4.17).

**9.17 Financial Crisis of the affiliated Colleges.**—The affiliated colleges in the state are in a deep financial crisis because of additional dearnses allwances sanctioned, increase in prices, introduction of UGC scales of pay for teaching staff and the adoption of the 10+2+3 pattern (paras 5.06 to 5.08). This crisis cannot be solved by taking over all private colleges under government management (para 5.11) or by the 80, 20 Formula (paras 5.12 and 5.13). The only proper solution of the problem is to devise an equitable partnership between the State, students and management (paras 5.14 and 5.15).

**9.18 Contribution of Government.**—The Government should bear, after the total income demed income from tuition face is taken into consideration, all the residual responsibility for the pay packet of teaching and non-teaching staff. It should also bear a proportion of the cost on account of libraries, laboratories, student services, physical education and games and sports (paras 5.16 and 5.17).

**9.19 Fees.**—A uniform tuition fee of Rs. 200 per term should be charged in every year of the first degee course in all arts, science and commerce colleges. The tuition fee should be Rs. 250 per term in colleges of education. There should be an increse in devlopmental fee and some increase in special fees. Where a college is levying fees at a rate higher than that proposed above, no reduction of fees should be made; but the extra amount collected should be utilized for developmental purpose and not adjusted towards the contribution of management (paras 5.18 to 5.20).

**9.20 Share of Managements.**—The managements should be respoensible for all miscellaneous expemditure as well as provision of bulidings and equipemnt. They should also be expected to collect an adequate endowment for meeting recurring expenditure (paras 5.21 to 5.23).

**9.21 Post 1969 Colleges.**—The post 1969 colleges should be held eligible for grant-in-aid if they satisfy the following three conditions :—

(1) There is no other college imparting education in the same subject within a radius of 25 kms.

**OR**

It is a woman's college and there is no other woman's college within a radius of 25 kms.

**OR**

There is a college or colleges within a radius of 25 kms. teaching the same subject but such college or colleges is/are not able to absorb the students of the post-1969 college if it were to close down; or If the college is

is located in a non-municipal area and if the total number of women students and boys belonging to Scheduled Castes and Scheduled Tribes exceeds 40% of the total enrolment.

(2) It has been in existence for at least 3 years.

(3) It should satisfy the viability criteria laid down by us in regard to the enrolment for new colleges. If however, a college satisfying all the other conditions fall short of enrolment criteria, it may be given grant-in-aid for a period of three years on the basis of deemed income for the prescribed number of students.

It would be the responsibility of the Gujarat Affiliated Colleges Board to decide the case of each college in the light of these criteria.

9.22 **Law Colleges.**—The Law Colleges should continue to be outside the grant-in-aid system as at present.

9.23 A new and a radically different system of grant-in-aid should be adopted for affiliated colleges with effect from 1977-78 (para 6.01). Its basic principles should be simplicity, specificity, fairness and adequacy, elasticity and selectivity (para 6.02).

9.24 There should be a uniform system of grant-in-aid to all types of affiliated colleges and it should not be directly related to enrolments (para 6.03).

9.25 Of the different systems of grant-in-aid, the system of specific purpose grant is most suitable for the affiliated colleges in Gujarat state, especially because it has the advantage of promoting the development of specific objectives or given imperatives (para 6.04).

9.26 The following 11 Specific Purpose Grants should be adopted :—

(A) **Maintenance :**

(i) *Pay packet.*—The grant-in-aid should be equal to the expenditure on salaries and allowances of approved staff minus the amount of tuition fees due to be collected or deemed to be collected (para 6.06 to 6.10).

(ii) *Libraries.*—Each college should charge a minimum fee of Rs. 5 per student per term. All excess expenditure subject to a ceiling of Rs. 25 per student per year, should be assisted at 75 per cent the balance being paid by the managements (para 6.11)

(iii) *Laboratories.*—Each science student should be charged a laboratory fee of Rs. 50 per term. Any excess in expenditure, subject to a prescribed ceiling should be shared between the government and the managements on a 50, 50 basis (para 6.12).

*Maintenance of building and play-grounds.*—No grant-in-aid should be given for rent of buildings, imputed or actually paid. Instead expenditure on maintenance, as prescribed by government should be reimbursed on a cent percent basis (para 6.13 to 6.14).

**Development.—**

*Matching share on UGC grants.*—Where UGC gives a grant-in-aid to an affiliated college, the state government should also give a grant of 50 per cent or more according to the merits of the case (para 6.15(1)).

*State Grant (Non-recurring)* :—Modest non-recurring grant-in-aid should be available to affiliated colleges for their developmental programme (para 6.15(2)).

*Cooperative teaching and other Projects.*—Grant-in-aid should be given to affiliated colleges participating in programmes of cooperative teaching which should be encouraged (para 6.16).

*Faculty Development.*—There should be a scheme of Special Grants to affiliated colleges (or groups of affiliated colleges) which develop approved programmes of faculty development (Para 6.17)

*Student service and amenities including physical Education, Games and sports.*—Every affiliated college should levy a special fee for providing student services and amenities, including physical education, games and sports. A system of proportional grant, in proportion to the fee collected in the college concerned, should be instituted (Para 6.18)

**(C) Special :**

*Performance Grants.*—The colleges should be divided into eight categories. In each category three best colleges should be given performance awards every year on the basis of a careful evaluation of their progress. The amount of first prize should be Rs. 1 lakh; that of second prize Rs. 75,000 and that of third prize Rs. 50,000 each. There should also be some deterrent grants to those colleges which fail to perform (Para 6.19, 6.20, 6.21)

*The Grant-in-aid for Special Services Provided for Scheduled Castes and Scheduled Tribes.*—Grant on cent percent basis should be available to affiliated colleges for special guidance and tuition they may provide to students from the Scheduled Castes and Scheduled Tribes (para 6.22).

*Self-Financing Services.*—The practice of providing self-financing services to teachers and students should continue. The accounts of such services should, however, be maintained separately and not treated as contingent liabilities of the management (Para 6.24).



9.28 All miscellaneous expenditure of affiliated college should be borne by the managements ( Para 6.25 )

9.29 The grant-in-aid code should be used as an instrument for improving standards of higher education and for implementing the state policy in respect of affiliated colleges ( Para 7.01 ).

9.30 The existing legislation relating to higher education should be amended to meet the purposes of the proposed grant-in-aid system ( para 7.02 ).

9.31 The Gujarat Affiliated Colleges Board should be established to administer the new grant-in-aid system ( paras 7.03 to 7.05 ).

9.32 It should also be obligatory on affiliated colleges to supply the information which government may need from time to time. All affiliated colleges should be run by societies registered under the Societies Registration Act of 1860, as applied to the Gujarat State.

**SAMUEL PAUL**  
*Chairman*

**R V CHANDRAMOULI**  
*Member.*

**M G SHAH,**  
*Member.*

**G R RAO,**  
*Member-Secretary.*

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## APPENDIX

*List of persons and Associations/Societies who met the Committee.*

**Meeting on 1-9-1976 at Ahmedabad**

Shri I J. Patel	Vice-Chancellor Gujarat University
Shri A R Desai	Vice-Chancellor South Gujarat University
Shri Dolarraji Vasavda	Pro Vice-Chancellor Saurashtra University Bhavnagar
Shri R D Patel	Vice-Chancellor Sardar Patel University
Shri P J Madan	Vice-Chancellor M S University, Baroda
Shri Dhirubhai Desai	Vice-Chancellor Gujarat Vidyapeeth
Shri V R Mehta	Vice-Chancellor Gujarat Agricultural University

**Meeting on 1-11-1976 and 2-11-1976 at Ahmedabad**

Shri B K Shah	President	Association of Societies of Moffusil Colleges, Kapadwanj
Shri Shantubhai C Patel	Vice-President	— do —
Shri M S Trivedi	Secretary	— do —
Shri N C Gandhi	Secretary	— do —
Shri R C Desai	Secretary	— do —
Shri S R Bhatt	President	Association of Colleges Principals, Ahmedabad
Shri H M Talati		Chartered Accountant Ahmedabad.

Shri K C Patel	President	Educational Institutions' Administrative Union Vallabhnagar
Shri P D Patel	Secretary	— do —
Shri N K Patel	Vice-President	— do —
Shri B S Patel	Member	— do —
Shri H J Parte	Member	— do —
Shri C D Patel	President	Gujarat University Affiliated Colleges Non-teaching Staff Union (Ahmedabad)
Shri J C Patel	Vice-President	— do —
Shri R D Bhakta	Secretary	— do —
Shri Harmanbhai Patel	President	Non-teaching Staff Association, Gujarat University, North Zone College
Shri B R Shah	President	Gujarat University North Zone Colleges Non-teaching Staff Association, Gandasa
Shri Govindbhai Joshi	Secretary	— do —

Meeting on 5-11-1976 at Surat

Shri L R Desai	Former Vice-Chancellor Gujarat University Ahmedabad
Shri C C Shah	Former Vice-Chancellor South Gujarat University
Shri D G Vashi	South Gujarat University College Principal Association

Shri. Dhatt	Hon. Secretary	South Gujarat Management Association
Shri. Anke G Gheyara	President	South Gujarat Management Association
Shri. R Desai		Vice-Chancellor South Gujarat University Surat

**Meeting on 9-11-1976 at Rajkot**

Shri. M Buch	President	Association of Management of Higher Educational Institutions in Saurashtra
Shri. Kabarali Janwala	Member	Association of Management of Higher Educational Institutions in Saurashtra
Shri. R Dave	Member	— do —
Shri. P. M Raval	Member	— do —
Shri. K Rathod	Member	— do —
Smt. Arbindaben Mehta	Member	— do —
Smt. Arunaben Desai	Member	— do —
Shri. D Achrya	Member	— do —
Shri. Vinod M Trivedi	General Secretary	Saurashtra University Affiliated Colleges non-teaching staff Association
Shri. Achuat H Zala	Teacher	— do —
Shri. Narendra M Trivedi	Executive Member	— do —
Shri. Manorbhai Doshi	—do—	— do —
Shri. Ganthal V Kotak	—do—	— do —
Shri. Jijisibhai P Trivedi	—do—	— do —
Shri. M Cholera	—do—	— do —

Shri Harsukhbhai Sangavi	Executive Member	Vice-Chancellor, Saurashtra University, Rajkot
Shri C N Hakani	President	Saurashtra University Area Principals Association
Shri Jasani	Secretary	— do —
Shri K M Patel	Treasurer	— do —
Dr Priyabalaben Shah	Member	— do —
Shri M D Trivedi	Member	— do —
Shri C.K. Dhamsaniya	Member	— do —
Shri N N Sheth	Member	— do —

**Meeting on 19-11-1976 at Ahmedabad**

Shri K S Shastri	President	Gujarat State Federation of College and University Teachers Association
Shri Kanubhai Shah	Member	— do —
Shri Nathari Parikh	Member	— do —
Shri N K Patel	Member	— do —
Shri S.V. Vaishnav	Member	— do —
Shri I J Patel	Vice-Chancellor Gujarat University Chairman	Committee of the Gujarat University
Dr Biharibhai Kanaiyalal	Member	— do —
Shri D N Pathak	Member	— do —
Shri M S Pandit	Member	— do —
Shri M C Shah	Member	— do —

<b>Shri I M Nanavati</b>	Hon. Secretary	The Society of Higher Educational Institution, Ahmedabad
<b>Shri M C Shah</b>	Hon. Secretary	— do —
<b>Shri Braganza</b>	Executive Member	— do —
<b>Shri N S Shah</b>	Member	Ahmedabad Education Society
<b>Shri A K Dave</b>	Secretary	— do —
<b>Shri H M Patel, MP</b>	President	Charutar Vidya Mandal, Vallabh Vidyanagar
<b>Shri Braganza</b>	Principal	St. Xaviers College Ahmedabad

**Meeting on 26-11-1976 at Ahmedabad**

<b>Sheth Shri Kasturbhai Lalbhai and others</b>	President	The Society of Higher Educational Institutions Ahmedabad
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**Meeting on 15-1-1977**

<b>Shri B R Chauhan</b>	President	Ahmedabad Association Teachers Educators, Ahmedabad
<b>Prof D N Dave</b>	Secretary	— do —
<b>Dr M B Karnik</b>	Member	— do —
<b>Shri M U Trivedi</b>	Member	— do —

**( Representative for Law Colleges )**

<b>Shri I M Nanavati</b>	Hon. Secretary	Gujarat Law Society Ahmedabad
<b>Shri Maheshbhai Trivedi</b>	Hon. Secretary	Moffugl Colleges Management Association
<b>Shri A K Dave</b>	Jt. Secretary	Gujarat Law Society Ahmedabad
<b>Shri Vinod V Bosmia</b>	Representative	College Management Association, Saurashtra Area

Meeting on 16-1-1977  
Ad-hoc Committee of post 69 Colleges

Shri Swadia	Secretary	Association of post 699 College
Shri Takatsinhji Parmar	Principal	Walia Arts and Commerce College, Bhavnagar
Shri G J Purohit	Principal	Arts and Commerce College, Jetpur
Shri N K Rathod	Principal	Municipal Arts and Commerce College, Dhoraji
Shri Gambhirsinhji Gohil	Principal	Gosalia Mahila Arts and Commerce College, Bhavnagar
Shri K M Patel	Principal	P V R Commerce College Rajkot
Shri C K Dhamsania	Principal	P V P Mahila Arts and Commerce College, Rajkot

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Sub. National Systems Unit,  
National Institute of Educational  
Planning and Administration  
17-B, Sri Aurobindo Marg, New Delhi-110016  
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