

REPORT
OF THE
EXPERT COMMITTEE APPOINTED BY THE
UNIVERSITY GRANTS COMMISSION
TO REVIEW THE
MAINTENANCE GRANT NORMS

FOR

DELHI COLLEGES

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Report of the Expert Committee appointed by the University Grants Commission to review the maintenance grant norms for Delhi Colleges supported by the University Grants Commission -

I. INTRODUCTION

1.01 The University Grants Commission decided to review the maintenance grant norms for Delhi Colleges (affiliated to the University of Delhi) supported by the University Grants Commission as notified vide letter No.F.26-1/98(DC) dated 22nd February, 1999. The Commission constituted an Expert Committee consisting of the following members for the purpose:-

1. Dr. M. Anandkrishnan, Chairman
Vice-Chairman,
Tamilnadu State Council for Higher Education,
Lady Willingdon College Campus,
Kamarajar Salai,
Chinnai - 600 005.
2. Shri S. Shafiq Ahmad, Member
Finance Officer,
Aligarh Muslim University,
Aligarh - 202 002.
3. Dr. D.V.G. Krishna, Member
Principal,
S.D. Signodia College,
Charkaman,
Hyderabad.
4. Dr. P.S. Bhargava, Member
Former Director,
Higher Education,
Government of Rajasthan,
Ajmer.

- | | | |
|-----|---|----------------------|
| 5. | Shri Nem Chand,
Former Finance Officer U.G.C.
22-Housing Board Colony,
Jharsa Road,
Gurgaon (Haryana). | Member |
| 6. | Financial Adviser,
Ministry of Human Resource Development,
(Department of Education),
Government of India,
Shastri Bhawan, New Delhi
Or his nominee | Member |
| 7. | Joint Secretary (U & HE),
Ministry of Human Resource Development,
(Department of Education),
Government of India,
Shastri Bhawan, New Delhi
or his nominee | Member |
| 8. | Secretary,
Department of Education,
Delhi Government
or his nominee | Member |
| 9. | Shri O.P. Nigam,
Financial Advisor,
U.G.C. | Member |
| 10. | Dr. R.K. Chauhan,
Joint Secretary (DC),
U.G.C. | Member |
| 11. | Shri K.K. Bansal,
Under Secretary (DC),
U.G.C. | Member-
Secretary |

1.02 The Committee met on 5th April,, 1999 and noted the following terms of reference for review of the maintenance grant norms applicable to the Delhi Colleges:

- (i) Review of the existing norms based on the recommendations of the Justice (Dr.) K. Punnayya Committee on Delhi Colleges (May 1995) and other Committees for payment of Maintenance Grant to Delhi Colleges,

- (ii) Items covered under the Maintenance Grant so far in the light of grants-in-aid rule and expenditure pattern of Delhi Colleges.
- (iii) Review of staffing pattern,
- (iv) Review of fee structure
- (v) Review of generation of additional resources.

1.03 The Committee accordingly met on 5th April, 1999, 28th April, 1999, 20th, 21st May, 1999 and 5th and 6th July, 1999 and deliberated upon the issues addressed to it, at length. Shri Lalmalsawma, Director, Ministry of H.R.D. represented the Joint Secretary (U & HE), Ministry of H.R.D., Department of Education, New Delhi and attended the meeting on 20th & 21st May, 1999 and 5th & 6th July, 1999, Shri K.S. Sharma, Asstt. Financial Adviser, Ministry of Human Resource Development represented the Financial Adviser, Ministry of HRD on 5th & 6th July, 1999 only, and Shri A.S. Awasthi, Director of Higher Education represented the Secretary, Department of Education, Delhi Government and attended the meeting on 20th May, 1999 only. Shri P.S. Bhargava could not attend any meeting.

The Committee also held discussions with Dr. S.S. Rana, Dean of Colleges, Delhi University and Principals of Delhi Colleges on 21st May, 1999. The Committee elicited their opinion on a number of issues relating to teacher-pupil ratio, tutorial system, library, evening colleges, fee structure, staff strength, and

guidelines for resource generation and utilization.

1.04 The Committee endeavoured to rationalize the various categories of income and expenditure of the colleges and streamline the procedures by which the UGC can effectively fulfill its commitments.

1.05 The evolution of rules for Grant-in-Aid to Delhi Colleges since 1943 is shown in **Appendix-I**. A number of Committees headed by distinguished persons like Prof. N.K. Sidhanta, (1961), Dr. A.C. Joshi (1966), Dr. V.C. Kulandaiswamy (1984), Justice (Dr.) K. Punnayya (1995) have examined and gave valuable suggestions at different points of time. Our effort has been to study all the available material on the subject and present an integrated view. In the context of rising demand for colleges enrolment on the one side and the resource limitation of the UGC on the other, we have touched upon both policy issues as well as grant-in-aid rules but of course within the frame-work of our terms of reference and prevalent system and structure. We emphasize the importance of generating additional resources by colleges themselves so as to reduce the dependency on the UGC. At the same time, the resources of the UGC should be made available to the colleges for innovative academic programmes for improving the teaching and learning processes.

- 1.06 The issues have been dealt with in detail from Chapter-II to Chapter-VI and recommendations have been summarised in Chapter VII.
- 1.07 This report is submitted for consideration and appropriate action by the U.G.C.

ACKNOWLEDGEMENT

- 1.08 In course of deliberations of the Committee, our discussions with the Acting-Chairman and Secretary of the UGC were immensely valuable. The Committee feels indebted to Dr. R.K. Chauhan, Joint Secretary, U.G.C. for the background preparations, documentation and clarifications during its meetings.

The Committee is thankful to Dr. S.S. Rana, Dean of Colleges of University of Delhi and all the Principals of Delhi Colleges who participated and offered specific suggestions during the discussion with the Committee on 21st May, 1999 in the Commission's Office.

The Committee is grateful to Shri K.K. Bansal, Member Secretary for providing all the secretarial assistance required by the Committee.

II. DELHI COLLEGES ELIGIBLE FOR UGC MAINTENANCE GRANT

2.01 Categories of Colleges

The UGC has been providing maintenance grants to Delhi Colleges since 1955-56 except for those established after 1987. The grants in aid for different categories of Colleges are shown below:

(i) Colleges maintained by the University:

1. College of Vocational Studies,	100% of the approved deficit.
2. Deshbandhu College	
3. Dyal Singh College	
4. Kirori Mal College	
5. Miranda House	
6. Ram Lal Anand College	
7. School of Correspondence Courses and continuing education	
8. University College of Medical Sciences	

(Last two Colleges are out of our terms of reference)

(ii) Colleges belonging to Trusts:

1. Atma Ram Sanatan Dharam College	(95% of the approved deficit by UGC & balance 5% by Trust)
2. Daulat Ram College	
3. Guru Gobind Singh College of Commerce	
4. Hans Raj College	
5. Hindu College	
6. Indraprashta College for Women	
7. Instt. of Home Economics	
8. Janki Devi Mahavidyalaya	
9. Jesus & Mary College	
10. Lady Irwin College	
11. Lady Shri Ram College for Women	
12. Mata Sundri College for Women	
13. P.G.D.A.V. College	
14. Ramjas College	
15. Shri Ram College of Commerce	
16. Shyam Lal College	
17. S.G.T.B. Khalsa College	
18. Sri Venkteswara College	
19. St. Stephen's College	
20. Zakir Husain College	

(100% in case of extended Colleges over and above 1000 student enrolment.)

(iii) Delhi Administration Colleges:

1. Bharati College	95% of the approved deficit by UGC and balance 5% by Delhi Administration. (100% in case of extended Colleges over & above 1000 student enrolment.
2. Delhi College of Arts & Commerce	
3. Gargi College	
4. Kalindi College	
5. Kamla Nehru College	
6. Laxshmibai College	
7. Maitreyi College	
8. Moti Lal Nehru College	
9. Rajdhani College	
10. Satyawati Co-educational College	
11. Shaheed Bhagat Singh College	
12. Shivaji College	
13. Shyama Prasad Mukherjee College for Women	
14. Sri Aurobindo College	
15. Swami Shraddhanand College	
16. Vivekanand Mahila College	

(iv) Evening Colleges (of Delhi University maintained, Trust and Delhi Administration):

1. Dyal Singh College	100% of the approved deficit.
2. Deshbandhu College	
3. Moti Lal Nehru College	
4. P.G.D.A.V. College	
5. Ram Lal Anand College	
6. Shaheed Bhagat Singh College	
7. S.G.T.B. Khalsa College	
8. Shyam Lal College	
9. Satyawati co-educational College	
10. Sri Aurobindo College	
11. Zakir Hussain College	

(v) Extended Colleges

Among the Colleges run by the Trust and Delhi Administration, some of which have an enrolment of more than 1000 are designated as extended colleges qualifying for 100% of approved deficit instead of 95% otherwise.

2.02 Student Enrolment

The number of students enrolled in different Colleges generally vary between 1000 to 2000 as shown in **Appendix-II**. The number of teaching staff is related to the student enrollment. The UGC earlier approved thirty of the fifty five Delhi Colleges which come under this category of extended colleges. The Committee examined the position in respect of similar status to Colleges in other parts of country and noted that no such categorisation of Colleges has been done in other parts of the country. The Committee, therefore, is of the view that in the light of the current enrolment levels and the position prevalent in other parts of the country, the categorization of extended colleges is unjustified and may be abolished.

2.03 The Committee noted that as per existing norms Delhi colleges are not required to take approval of the University Grants Commission for creation of posts and increase in intake of the students. This has resulted in open ended budget for Delhi Colleges and U.G.C finds it difficult to anticipate the expenditure. On the other hand even the Central Universities have to take approval of the University Grants Commission for creation of posts and upgradation of any pay scales with reference to UGC norms of teacher-pupil ratio and work load.

2.04 The Committee, therefore, recommends that the commission, in consultation with Delhi University,

should fix intake of each college keeping in view the infrastructural facilities available. The maintenance grant for each year should be based on the faculty strength determined on the basis of guidelines for student-teacher ratio and minimum workload of teachers prescribed by the U.G.C..

III. MAINTENANCE GRANT : EXPENDITURE**3.01 Deficit Support**

The maintenance grant to Delhi Colleges was paid by the Government of India since 1943 onwards and with the setting up of U.G.C., this work was transferred to the Commission. The U.G.C. has been providing maintenance grants to Colleges since 1955-56 except for those established after 1987. The grant-in-aid rules and norms have gone through several changes and revision based on the recommendations of successive Committees appointed for the purpose.

3.02 Even though the rules for grant-in-aid have been reviewed and revised several times by the Commission, the expenditure has been increasing at much higher levels than income, thereby resulting in larger levels of deficit in recent years.

3.03 Consequent upon increase in admission intake and salary and retirement components, there has been enormous increase in expenditure as well as deficit in Delhi Colleges as shown below:

**EXPENDITURE INCURRED BY DELHI COLLEGES AND DEFICIT/SURPLUS
ACCUMULATED DURING 1992-93 TO 1997-98**

(Amount in Lakhs)

Year	Salary Expendi- ture (%) retirement Benefits (%) 1	Non-Salary Expenditure (%) 2	Total Expendi- ture (3+2) 3	Actual Internal Receipts 4	Net exp. 5	UGC Grant 6	Deficit/ Surplus 7
1992-93	6379.98 (86.48) 345.90 (4.69)	651.63 (8.83)	7377.51	764.03	6613.48	6666.97	+53.49
1993-94	6913.33 (85.50) 451.25 (5.58)	721.53 (8.92)	8086.11	903.89	7182.22	7157.75	-24.47
1994-95	7752.01 (84.63) 546.52 (5.97)	861.27 (9.40)	9159.80	954.36	8205.44	8029.46	+175.98
1995-96	8756.88 (83.58) 675.33 (6.45)	1044.94 (9.97)	10477.15	1140.58	9336.57	9859.39	+522.82
1996-97	9927.46 (83.21) 771.40 (6.46)	1232.65 (10.33)	11931.11	995.88	11313.35	10547.79	-765.56
1997-98* (Provi- sional)	10757.03 (83.67)	1224.32 (9.52)	12857.05	1089.34	12239.29	10173.04	-2066.25

3.04

Therefore, there is a need to have another look both at policy planning level as well as streamlining the grant-in-aid rules for payment of Maintenance Grant to Delhi Colleges. The existing norms for maintenance grant is shown in Appendix-III. After detailed review of each of the item of Expenditure and income the Committee arrived at the suggested norms. These norms may be applicable from the financial year 2000-2001.

3.05

Expenditure

The Committee classified the items of expenditure and made the following recommendations:-

A) ITEMS OF EXPENDITURE WHICH ARE TO BE BORNE BY THE U.G.C.

(i) Pay and allowances of teaching and non teaching staff-

Entire expenditure (95% in case of Trust Colleges and Delhi Govt. Colleges) on pay and allowances in the approved scales of pay and rates of allowances will be paid by the UGC subject to the following conditions: -

- a) Present strength of teaching and non teaching staff will be communicated by UGC after determining it in the prescribed pupil-teacher ratio and manimum work load norms as already laid down. Sanction for creation of additional posts will be obtained by the Colleges from the commission through the university of Delhi in future. The non-teaching and laboratory staff shall be as per norms prescribed by the UGC. Any requirement for additional staff may be reviewed by the Commission on receipt of specific proposal from the respective college(s) through the University indicating the physical facilities available, workload of the existing teachers in the subject concerned student enrolment etc.

- b) The Colleges shall follow the Reservation Policy of the Govt. of India/University Grants Commission.
- c) Sanction of the University Grants Commission for increase in intake of students will be obtained.
- d) Expenditure on retirement benefits payable to employees of the colleges as per UGC/Govt. of India rules is to be borne by UGC on cent per cent basis. (95% in case of Trust Colleges and Delhi Govt. Colleges)

(ii) Other expenses-

- a) Reimbursement of medical expenses- As per CS(MA) Rules. Any expenditure incurred in excess of the provision of the rules will be borne by the individual concerned.
- b) Leave Travel Concession- As per Govt. of India Rules applicable from time to time.
- c) Encashment of leave, Pension, Gratuity and Provident Fund- As per Govt. of India rules.
- d) Travel fare to the candidates called for interview- In accordance with the Govt. rules

- e) Approved conferences- Reimbursement of expenditure on traveling for attending approved conferences as per entitlement under T.A. rules including registration fee subject to a maximum of Rs. 1200/- as per UGC norms.
- f) Uniform to staff- As per Govt of India rules
- g) Insurance of cashiers- As per govt. of India rules

B) **ITEMS OF EXPENDITURE WHICH ARE TO BE SHARED BETWEEN THE UGC AND THE COLLEGE**

1. Repairs of buildings:- Actual expenditure on white washing and minor repairs to be done once in two years and polishing once in three years (i.e. doors, windows cup-boards and other fixtures), snowcem once in three years, expenditure on special repairs of the college building including Principal's house to be treated as approved expenditure, provided the expenditure in excess of Rs.20,000/- is incurred with the prior approval of University Grants Commission.
2. Land-lease rent:- Actual.
3. House-tax for principal's residence:- Actual.
4. Garden including play fields maintenance FOR COLLEGE :- Actual.

5. Repairs and replacement of classrooms and office furniture and equipment (repairs of water coolers, typewriters, Computer, duplicating machine, locks, fans, torches, heaters, clocks, electric kettles, sign boards, recaning of chairs and purchase of cushions for chairs, curtain cloth (including fitting), bags, umbrellas, chiks, wooden box for store etc. earthen pitchers, buckets, brooms for sweepers and polishing of blackboards etc.

Rs. 20,000/- per college - per annum

6. Water charges:- Actual charges including the play grounds but excluding hostels, Principal's residence and Staff quarters.
7. Electricity charges- Actual charges for College buildings excluding hostels, Principal's residence and staff quarters.
8. Audit fee- Not exceeding Rs. 3,000/- per annum.
9. Postage- Actual
10. Advertisement- Actual as per the rates of Ministry of Information and Broadcasting, Directorate of Advertising and Visual Publicity (DAVP).

11. Telephones- Two - one for college office and one for Principal's residence, both without STD facility.
12. Printing and stationery for college office (excluding identity cards, prospectus, printing of cards for tutorials and preceptorials schemes - for which at least actual cost may be charged from the students.
13. Library books, journals, magazines, newspapers and related contingent expenditure of Rs. 30/- per student per annum subject to a maximum of Rs. 40,000/-. This increase is subject to the condition that actual fees charged for library and reading room is also increased.
14. Braille typewriter, Braille dictionary and cassette recorder for use by blind students-
Actual
15. Chemicals, glass wares, cost of replacement of worn out equipment, workshop facilities for maintenance of equipment in respect of Science Laboratories may be Rs. 300/- per student per annum. This will not apply to students of the following subjects for which the limit of expenditure including subsidiaries would be admissible as under:-

(i) B.Sc. (Gen) Group 'A'	Rs.230/- per student p.a.
(ii) B.Sc. (Gen) Group 'B'	Rs.200/- per student p.a.
(iii) B.Sc. (Hons.) in Physics	Rs.400/- per student p.a.

- (iv) B.Sc. (Hons.) in Chemistry Rs.400/- per student p.a.
 (v) B.Sc. (Hons.) in (a) Botany Rs.400/- per student p.a.
 (b) Zoology Rs.400/- per student p.a.
 (vi) B.Sc. (Hons.) in Maths. in Rs.100/- per student p.a.
 first 2 years.

Maintenance of :-

- (i) Botanical Garden Rs.1500/- p.a.
 (ii) Herbarium & Museum Rs.1500/- p.a.
 (iii) Zoological Museum Rs.1500/- p.a.

16. Laboratories for Geography Department

- (i) B.A. (Pass) Rs.50/- per student p.a.
 (ii) B.A. (Hons.) Rs.75/- per student p.a.

17. Psychology B.A. (Pass)

- Rs.1500/- p.a. } In IInd
 } year

Psychology B.A. (Hons.)

- i) Rs.2000/-p.a. (All 3 years)
 ii) Rs.1500/- p.a. (to be incurred for IIIrd year B.A. (Hons.) students in connection with papers IX special practicals/projects)
 iii) Rs.400/- p.a. for educational trips.

18. Excursions for -

- (i) Botany & Zoology Rs.2000/- p.a.
 (ii) Tourism (for college of Vocational Studies) Rs.2500/- p.a.
 (iii) Geography Rs.3000/- p.a.

3.06

Maintenance grant to be worked out on deficit (approved expenditure minus approved income) is to be paid as under:

- (a) University maintained colleges and evening colleges 100% of approved deficit (approved expenditure minus approved income)
 (b) Trust Colleges and Delhi Government Colleges. 95% of the approved deficit by UGC and balance 5% by Trust/Delhi Government.

3.07

The existing norms for office staff, library staff and laboratory staff and class IV staff are given in the

appendices No. IV to VI. Appendix VII shows the present norms for hostel mess staff. Appendix VIII shows the existing norms for appointing additional non-teaching staff. After reviewing these norms the Committee suggests the following modifications as shown in Appendices IVA, VA, VIA, VIIA and VIIIA.

1. A library attendant may be provided in the college library for less than 12 hours a day and having more than 70,000 books instead of 30,000 as at present.
2. The existing limit of 40 students for laboratory staff may be considered for deletion. There should be no limit but as far as possible additional staff should not be provided.
3. The column in appendix No. VIII stipulating additional staff having enrolment of 1,501 and above may be deleted.
4. The existing level of support as per old norms for employees already recruited on regular basis be continued without any further addition may be protected. As and when there is any vacancy in such a college the same should not be filled till the strength is as per revised norms.

3.08 The following items will be of self supporting nature and no reimbursement or grant will be given by the UGC in respect of these items.

- a) Running and maintenance charges of mini bus/station wagon.
- b) Printing of Identity Cards and prospectus.

- c) College convocation and annual day.
- d) Cycle/Motor cycle/scooter/car custody.
- e) College examination.
- f) College magazine.
- g) Maintenance of Garden of hostel as well as sports fields including Garden implements.

IV. MAINTENANCE GRANT : INCOME

4.01 Current Situation

Higher education system through out the world is presently under severe financial constraint as it has under gone unfettered growth. The educational institutions have now to look for additional revenue resources and find ways and means to reduce costs. In the case of central universities, Punnayya Committee had recommended increasing tuition and other fee. In case of Delhi Colleges, it has recommended that the University should take effective steps to revise the tuition fee upwards for different courses and the college may charge additional fee for library and laboratory etc. to meet the expenditure involved and that the present position of award of freeship may continue.

The committee studied the fee structure prevalent in 13 degree colleges and found that the tuition fee is only Rs. 15/- p.m. for under-graduate courses and Rs. 18/-p.m. for P.G. courses. Similarly, admission fee is only Rs. 5/-. The statement showing the fee structure prevalent in these colleges is placed as **Appendix-IX**.

4.02 Income Factors

In reviewing the current level of income to the colleges, we considered the paying capacity of majority of Delhi Colleges students and escalating cost of providing quality education. We also took into account the fee structure for college education in several other states in the country.

4.03 The committee also felt that the fee structure should be simplified and the number of items be grouped so as to make four heads of fee. It will make the fee collection easier and lesser accounting work will be involved. The entire fee should be grouped in the following manner:-

I. College fee - (To be reckoned for the purpose of determining maintenance grant)

1. Application form/prospectus fees
2. Admission fee
3. Tuition fee
4. Home Exam. fee
5. Library fee
6. Water & Electricity fee
7. Garden fee
8. Lab fee
9. College Enrolment fee
10. Hostel room rent
11. Mess establishment charges
12. Home examination fees
13. Fines/ breakages fee

II. Special fee - (to be on a self supporting basis not included in computing maintenance grant)

1. Magazine fee
2. Identity card fee
3. Annual Day charges
4. Games and sports fee
5. Cycle/scooter/car parking fee
6. Hobbies workshop fee
7. Cultural events fee
8. Career counseling fee
9. Medical fee
10. Annual day

III. Fee for University of Delhi - (as prescribed by Delhi University and not reckoned for the college Maintenance grant)

1. University enrolment fee
2. University Development fee
3. University Examination fee
4. Games fee
5. D.U.S.U. fee

IV. Hostel fee - (to be on self-supporting basis not included in computing maintenance grant)

1. Kitchen services fees
2. Food charges
3. Furniture and utensils
4. Others

V. College Development Fee

VI. Refundable Deposits

1. Library security deposits
2. Lab. deposit
3. Other deposits

4.04 For each of the above fee groups, the Committee recommends the following rates :

I. College fees

- | | | |
|--------------------------------------|---|-----------------------------|
| 1. Application form/prospectus fee | - | Rs. 50/- or more |
| 2. Tuition fee for U.G. courses | - | Rs.1200/- per annum |
| 3. Tuition fee for P.G. courses | - | Rs. 1500/- per annum |
| 4. Admission fee | - | Rs. 50/- |
| 5. Home examination fee | - | Rs. 25/- or more |
| 6. Library and Reading Room fee | - | Rs. 350/- per session |
| 7. Electricity and water for College | - | Rs. 120/- & above per annum |
| 8. Garden fee for college | - | Rs. 100/- & above per annum |
| 9. Lab fee - U.G. | - | Rs. 150/- & above per annum |
| - P.G. | - | Rs. 250/- & above per annum |

10. Hostel Room Rent and other Charges

	Room Rent	Electricity & Water	Maintenance Charges
Single occupancy	100	50	50
Double occupancy	75	50	50
Triple occupancy	50	50	50

11. Mess Establishment Charges

The UGC is committed to support the expenses for the mess staff as shown in Appendix VI. As against this, the Committee recommends college mess establishment fee of Rs.500/- p.m. per boarder.

II. Special fees

Each college may levy reasonable fee for activities listed in this category.

III. University fee

This will be determined from time to time by the Regulations of the university.

4.05 Development Fee

It has been mentioned in the Punnayya Committee report on Delhi colleges that a monthly fee of Rs. 5/- per student being charged since 1984 (except from S.C./S.T. and poor students) be continued to improve students facilities but the quantum of the fee to be charged be left to each college to decide.

The present committee endorses the above view but would like to add further that the amount being charged is very small and it should be in the range of Rs. 100/- to 300/- p.a. subject to the following conditions :

- a) The amount collected will be kept in a Revolving Fund and rules for its utilization will be got approved from the UGC
- b) It will in no case be utilized for payment of salaries or other related expenditure.
- c) S.C./S.T. students and poor students on proper authentication be continued to be exempted from payment of development fee.

4.06 Hostel fee

The Sub-Committee of Punnayya Committee has mentioned that it did not wish to make recommendations regarding the management of hostels and it expected hostel to be self sufficient. The committee however, noted that as the UGC

has been paying grant to the colleges towards the expenditure incurred for the clerical and mess staff for the hostel. The Punnayya Committee recommended that while the Commission may continue to meet 95% of the expenditure on salary etc. of the staff and the remaining 5% should be met out of the establishment fees chargeable by the Colleges from the students. This formula should apply uniformly for the hostel of the Colleges either set up by the private management or of the University maintained institutions.

4.07 We feel that the hostels are not only heavily subsidised but some of the items of subsidy such as use of electricity, water, crockery & cutlery cooking utensils, furniture, common room items, amenities like geyser, fans and vehicle parking arrangements should be charged from the students for which a consolidated fee named as hostel fee in the range of Rs. 500/- to Rs. 1000/- per annum may be charged.

4.08 The revised fee structure should come into effect from financial year 2000-2001 and applicable only to the new entrants taking admission to the first year of the course.

V. REVIEW OF STAFFING PATTERN IN DELHI COLLEGES

5.01 Teaching Staff

A statement showing the number of teaching, non-teaching staff and students as on 31st March, 1997 in 55 Delhi colleges is placed as Appendix II. The study reveals that the teacher pupil ratio has been generally in the range of 1:20 and that of ratio of teaching staff to non-teaching staff has been as high as 2.58 and as low as 0.92. The gross ratio of number of teaching staff to non-teaching staff was 1:17 and gross ratio of number of students to non-teaching staff has been 36.94.

5.02 Teacher pupil ratio -

At present the strength of teachers in a college is determined for payment of Maintenance Grant as under:

1.	B.A. (Pass) Course	1:20
2.	B.Sc. (Home Science)	1:15
3.	B.Sc. (General) Group A & B	1:15
4.	B.Ed. (Home Science)	1:10
5.	B.A. (Hons.) Course	1:12
6.	M.Sc. (Course in Nutrition (Lady Irwin College, New Delhi)	3 Lecturers including one Senior Lecturer
7.	B.Sc. (Hons.) (Mathematics)	1:12

5.03 As the teaching for the Master Courses is the responsibility of the University departments, the tutorials for some of these courses are conducted in the Colleges. As such the teachers strength is determined on the basis of 1:3. The Punnayya Committee has recommended that instead

of fixed number of teachers prescribed for each of such courses the strength of teachers may be determined on the basis of 1:10 for these courses. The ratio of 1:15 for B.Sc. (General) may continue.

5.04 The Committee went into this issue more closely and found that if the aforesaid recommendations is accepted it will simply lead to creation of a number of additional posts and it may be very high and impossible to get additional posts created without any increase in work load. The U.G.C. norms prescribed an average number of 40 hours per week similarly Readers and Professors have to work upto certain hours details of which are given in **Appendix - III**.

5.05 The Committee, therefore, recommends the following teacher pupil ratio for the future :

B.A. (Pass)/B.Com. (Pass)/B.Sc. (Pass) - 1:20
 B.A./B.Com./B.Sc. (Hons)
 and Post-graduate Courses (only for - 1:15
 Lady Irwin College & Institute of
 Home Economics)

However, any excess teacher appointed as per old norms may either to be deputed to other college where there is requirement or be allowed to be continued till superannuation. this should be decided in consultation with the University:-

5.06 **Tutorial system**

Punnayya Committee found that, except in few selected colleges, the tutorials are not being held. Several earlier committees have also adversely commented on the tutorial system. We endorse the recommendations of Punnayya Committee that while University of Delhi may review the tutorial

system the relevant ordinances/regulations of the University be immediately amended so as to provide that a student must have attended the requisite minimum percentage required separately for lecturers/tutorials/ practicals. The University should also prescribe the number of lecturers, practicals and tutorials for completion of a particular course.

Non-teaching Staff

The existing norms for office staff, library staff and laboratory staff and class IV staff are given in the appendices no. IV to VI. Two more appendices are given no. VII and VIII showing the norms for hostel mess staff, additional non-teaching staff to be provided. The committee recommends that these norms may continue for some time more with the following modifications:

1. The extra library staff will be permissible only in colleges having student enrolment of above 1000. In addition to this an additional library attendant may be provided in the college library for less than 12 hours a day and having more than 70,000 books instead of 30,000 as at present.
2. The existing limit of student enrolment of 40 for laboratory staff does not seem to be justified. There should be no limit but as far as possible, additional staff should not be provided.
3. The column in appendix VIII stipulating additional staff having enrolment of 1,501 and above may be deleted.

5.07 Study Leave

The Punneya Committee has drawn attention towards this problem. The teachers are entitled to study leave on full pay and allowances upto 10% of the permanent teachers in a college for a period from 2 to 3 years and college appoints substitute as temporary teachers against the persons granted study leave. The Committee desires to have some statistics but it could not get in the similar circumstances as mentioned in the report of the committee to inquire into the working of central universities.

5.08 It has also been seen that the guidelines framed by the UGC with regard to the implementation of V Pay Commission Report to provide for grant of study leave to teachers. It has also been seen that in many central universities, the person proceeding on study leave is required to submit a bond which provides that in case a teacher proceeding on study leave does not complete the course of study or does not serve the University for a period of three years, he/she will have to refund the entire amount with interest which ranges from 6 to 10 per cent.

09 The committee is, of the opinion that study leave should be granted with certain conditions stated above. No study leave may be granted for undertaking post doctoral work. The committee is also of the opinion that study leave should be granted only after clearance from the UGC and that no substitute appointment be made.

VI. GENERATION OF ADDITIONAL RESOURCES

6.01 The causes for the financial crunch of the Higher education system have been extensively analysed. Several reasons have been identified for the present situation. First, the higher education sector has undergone unfettered growth rendering it uneconomical. Second, with the expansion of information and knowledge bases and with development in educational technology, education has become costlier. Third, academic administrators have not thought of educational costs. Fourth, society has reduced its philanthropic attitude and is withdrawing support from the field of education. Also Governments are no longer able to shoulder the mounting cost of higher education due to steep increase in the salary component. Faced with financial crisis, educational institutions have now to look for alternate sources of revenue and find ways and means of reducing costs.

6.02 The first and foremost source of income of a college is fee from students. We have already suggested in the previous chapters various heads where fee can be increased and where subsidies can be curtailed. In chapters III and IV, we have also suggested several measures to reduce expenditure.

6.03 The Punnayya Committee had suggested that certain categories of additional resources raised by the college other than those specified under college fee should not be taken into account while determining the income of the college for purpose of grant e.g. License fee payable for the Canteen, the Bank located in the College, as well as the

amount receivable from outside agencies, e.g. UPSC, Institute of Chartered Accountant etc. for conducting the examinations in the premises of the colleges. We share this opinion and recommend that several such items of generating resources may be thought of and added to the list mentioned above. The colleges may concentrate on obtaining donations from private sector and apply through University for giving exemption in computation of Income Tax to the extent of donation under section 80G. This may serve as an incentive for giving donation. The alumni may be approached for donation both in cash and kind.

6.04 It is recommended that :

1. A separate account in the form of Revolving Fund may be opened for keeping the amount from Development fee.
2. The UGC should give 25% incentive for resources generated by colleges through donations and saving in self-supporting programmes and kept in a corpus fund.
3. The colleges, in consultation with Delhi University, UGC and Ministry of HRD offer some of their existing courses for foreign students and NRIs as a means of generating additional resources, which will not be reckoned as income under maintenance grants.

6.05 Rules for utilizing the amount mentioned in the above accounts may be framed with the approval of U.G.C. The amount should not be utilized in any way for payment of salaries of staff or retirement benefits etc. Financial assistance to poor students may be considered out of the above funds.

6.06 The Committee noted that the Colleges are allowing interest on Provident Fund Accounts of the employees at the rates higher than the rate of interest prescribed by the Government of India and recommended that the rate of interest on the PF accounts of the College employees should be allowed at the rates prescribed by the Government of India from year to year. The Committee also recommended that the surplus balances available in the Provident Fund Accounts should be invested as per pattern of investment notified by the Government of India from time-to-time.

07 The Committee has not dealt with the other recommendation made by Punnayya Committee relating to professional courses, home science college, building grants, introduction of new courses and submission of accounts as well as release of grants as these are not within the terms of our reference.

VII. SUMMARY OF RECOMMENDATION

- 7.01 In the context of escalating demand for College education and limited resources available to the UGC, it is imperative that the system of deficit financing of the maintenance grants to Delhi Colleges is rationalized. At the same time the procedures for availing the grant from the UGC should be streamlined. The Colleges should be provided with the incentive to facilitate raising of additional resources outside of the maintenance grants (para 6.04).
- 7.02 While existing categorization of Colleges as University maintained Colleges, Trust Colleges, Delhi Government Colleges and Evening Colleges may continue, the designation of 30 of the 55 Colleges as "extended colleges" when their enrolment exceeds 1000. The Committee therefore is of the view that in the light of the current enrolment levels and the position prevalent in other parts of the country, the categorization of extended colleges is unjustified and may be abolished (para 2.02).
- 7.03 The present practice of Delhi Colleges increasing their intake of students and starting of new courses creates a high degree of uncertainty in calculating the maintenance grant each year, since the number of faculty position is based on the teacher-student ratio. In order to prevent the unpredictable budgetary situation and consequent delays, the intake level for each college should be predetermined by the University and the UGC based on evaluation of available facilities (Para 2.04).

7.04 The teacher-student ratio for various UG and PG programme have been revised based on the views of college principals and administrators, taking into account the workload norms suggested by U.G.C. The ineffective tutorial system needs major overhaul (Para 5.05).

7.05 The deficit financing will be on the basis of 100% to University maintained Colleges and evening Colleges and 95% to Trust Colleges and Delhi Government Colleges (Para 3.06).

7.06 The various items of expenditure of colleges are grouped into the following three categories:

1. Items to be borne by the U.G.C. such as expenditure relating to salaries, retirement benefits and other allowances (Para 3.05 A).
2. Items to be shared between UGC and the Colleges such as telephone, library, furniture, chemicals etc. In this category the limit of UGC liability for each item is defined. Any expenditure over and above this limit should be born by the College (para 3.05 B).
3. Items which are fully self-supporting such as identify cards, College magazines etc. for which the maintenance grant will not be applicable (Para 3.08).

7.07 The items of income of Colleges are sorted into the following six groups:

1. College fees which relates to essential academic functions and services such as tuition fees, library

fees, laboratory fees etc. The rates of fees for each item has been recommended based on the existing pattern of fees in various parts of the country, the escalating cost of education and the paying capacity of students. This group of fees will be included as income in computing the maintenance grants (Para 4.03).

2. Special fees relate to such extra-curricular activities as annual day, identity card, college magazine etc. which may be prescribed and collected by each college. This group of fees will not be included in the computation of maintenance grants.
3. Delhi University Fees : relate to item of fees prescribed by Delhi University and will not be included in calculating maintenance grants.
4. Hostel and Mess Fees : Since the UGC meets the expenditure of mess employees at a prescribed level it is proposed that an establishment fee of Rs.500/- p.m. be collected from each boarder and counted as income in the maintenance grant. Similarly the room rents collected from hostel residents will be treated as income in the maintenance grant.

For all other requirements of the hostel and mess, the college may prescribe and collect annual fees on a self supporting basis, which will not be included in calculating maintenance grant (Para 4.04).

5. Security and caution deposits will be prescribed and managed by the College outside of maintenance grants (Para).
6. Development fee at the recommended rate may be collected by the college and managed outside of the maintenance grant (Para 4.05).
- 7.08 Each college should endeavor to achieve savings in expenditure and attract external funding for its academic and extra-curricular functions. The UGC should provide an incentive grant of 25 % of external resources raised (Para 6.04).
- 7.09 The UGC may consider utilizing the system of maintenance grant for encouraging innovative efforts to improve teaching and learning and enhancing the overall academic status of colleges.
- 7.10 Since the new fee structure would increase the cost of college education, each college may devise methods of helping poor students. the UGC may also consider based of facilitating such efforts.
- 7.11 The colleges which do not implement the improved fee structure will receive the maintenance grant for deficit assuming income on the basis of the new fee structure.
- 7.12 The recommendation may be considered for implementation from academic year 2000-2001. The revised fee structure should be applicable to new entrants only. The fee structure

should be reviewed at the end of each plan period and increased the 20% to account for increasing cost of education.

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