

**Report of the UGC Committee**  
**Towards**  
**New Educational Management**



**University Grants Commission**  
**New Delhi**  
**1990**

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# LETTER OF SUBMISSION

Prof. A. Gnanam  
Vice-Chancellor  
University of Madras  
Chepauk, Madras - 600 005.

Dear Prof. Yash Pal,

It is a pleasure for me to submit to you the report of the Committee on "Alternate Models of Management".

In the formulation of our recommendations we have been guided by the following basic principles and approaches.

- A University has now a plurality of objectives and has to function as an instrument of National Development in all its dimensions, besides its traditional role of generation and transmission of knowledge.
- Universities should have the freedom and responsibility to innovate in teaching, research and extension.
- Inter-disciplinary and multi-disciplinary researches and courses are to be promoted and encouraged.
- Management of the Universities should be based on the principles of participation, decentralisation, autonomy and accountability.
- Universities must be insulated from internal and external pressures including those from bureaucratic, political and other groups.
- Organisational machinery of Universities should include Teachers, Students and Society at large with the aim of making Universities as centres of innovations, excellence and National Development.
- Various bodies/authorities should be depoliticised and made open, flexible, capable of adapting themselves to the new developmental and other requirements.
- Vice-chancellors, should be academics of distinction. Their office should be given the highest dignity, and respect and their tenure should not be at the pleasure of the Chancellor/Government.

- Relationship of the University Grants Commission, the Central Government and the State Governments with the Universities should be clearly defined.

We are unanimously of the view that Autonomy of the Universities is a pre-requisite for enabling the Universities to achieve their goals and objectives and towards this end, U.G.C., Government of India and State Governments should extend all their help and co-operation. Simultaneously each and every one in the University and the University as a whole should be accountable to the Society.

We have made conscious efforts, inter-alia, to ensure;

- clarity of role and functions of University Authorities and reduction in their over-lapping functions;
- introduction of decentralised or self-management at different levels linked with accountability;
- enlargement of the scope of Universities' linkages with National/Research Laboratories, as also for the establishment of Regional/National Facilities/Autonomous Institutes on University campuses;
- clarity in the role and working of different functionaries to remove prevailing confusion and to meet the new demands on the University System and also suggest new functionaries to meet new demands;
- a more effective role for the collegiate system to meet the demands for Higher Education; and
- better Management of Research and Extension.

We hope that implementation of the recommendations made by the Committee will improve the efficiency of University Management and lead to more effective achievement of the objectives of the Universities.

Our focus in this report is largely on the general universities and not on specialised ones (Agriculture, Technical, Medical etc)

We have also given in the report, strategies for the implementation of the major recommendations made by the Committee.

In the formulation of our recommendations we were guided by the views of a large number of educationists, academics, Vice -Chancellors and Principals. I would like to express my sincere thanks to all of them.

I would also like to express thanks to you, Prof. K. Satchidanandamurthy, former Vicer-Chairman, U.G.C., Shri. Anil Bordia, Secretary, Department of Education Government of India and Prof. S.K. Khanna, Secretary, U.G.C for guidance.

I am particularly thankful to Dr. M.L. Mehta, who as the Member-Secretary, bore the brunt of bringing out this report by working wholeheartedly in a truly devoted manner.

With regards,

Yours sincerely,

sd/-  
( A. GNANAM)  
24th January 1990

To

Prof. Yash Pal  
Chairman,  
University Grants Commission,  
Bahadurshah Zafar Marg,  
NEW DELHI - 110 002.

## MEMBERS OF THE COMMITTEE

- |     |   |                    |
|-----|---|--------------------|
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| 2.  | Professor C.N.R. Rao<br>Director<br>Indian Institute of Science<br>Bangalore          | Member             |
| 3.  | Professor R.P. Bambah<br>Vice-Chancellor<br>Punjab University<br>Chandigarh           | Member             |
| 4.  | The Secretary<br>Association of Indian Universities<br>New Delhi                      | Member             |
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| 6.  | Professor R.S. Nigam<br>University of Delhi<br>Delhi                                  | Member             |
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| 9.  | Professor Mitra G. Augustine<br>Principal<br>Madras Christian College<br>Madras       | Member             |
| 10. | Shri R.C.P. Sinha<br>Registrar<br>Banaras Hindu University<br>Varanasi                | Member             |
| 11. | Dr. M.L. Mehta<br>Additional Secretary<br>U.G.C                                       | Member - Secretary |

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\* Presently Vice-Chancellor, University of Madras.

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**REPORT OF THE U.G.C. COMMITTEE**

**TOWARDS  
NEW EDUCATIONAL MANAGEMENT**



**UNIVERSITY GRANTS COMMISSION  
BAHADUR SHAH ZAFAR MARG  
NEW DELHI**

# ABBREVIATIONS USED

1. Acad.	Academic
2. Adm.	Administration
3. A.I.U.	Association of Indian Universities
4. Bds.	Boards
5. C.C.	Collegiate Council
6. C.D.C.	College Development Council
7. Dept.	Department
8. Edn.	Education
9. Evalu.	Evaluation
10. Exam.	Examination
11. E.C.	Executive Council
12. Fin.	Finance
13. G.O.I.	Government of India
14. H.R.D.	Human Resource Development
15. I.U.C.	Inter-University Centre
16. Maint.	Maintenance
17. Mgt.	Management
18. N.P.E.	National Policy on Education (1986)
19. P.M.B.	Planning and Monitoring Board
20. P.O.A.	Programme of Action in respect of N.P.E (1986)
21. P.V.C.	Pro-Vice-Chancellor
22. Reg.	Registrar
23. S.C.C.	Societal Consultative Committee
24. S.C.H.E.	State Council for Higher Education
25. U.G.C.	University Grants Commission
26. Univ.	University
27. V.C.	Vice-Chancellor

## **ACKNOWLEDGEMENT**

We express our sincere thanks to the University of Madras and Bharathidasan University for extending all help in the preparation of the report.

We are grateful to Dr. C. Thangamuthu & Prof. V. Srinivasan of Bharathidasan University, Prof. P.S. Balasubramanian, Prof. R. Jayagopal of University of Madras and Shri. C.R. Pillai, Director Indira Gandhi National Open University for their help.

We acknowledge with thanks the unstinted help we have received from Mr. Thiruneelakandan, of Bharathidasan University and Mr. S. Sundaresan, Mr. T. Narasimhulu, Mr. G. Camoo and Mr. V.S. Jayakumar of Madras University in finalizing the report.

**(A. GNANAM)**

# SUMMARY OF RECOMMENDATIONS

Higher education has an important role to play not only for academic pursuit and augmenting knowledge but also towards national development. University management has a crucial role to play in order to enable the system to discharge this role, we have deliberated upon several aspects of the management of universities in our report, with particular reference to challenges which the National Policy on Education (1986) and the Programme of Action in this regard, have posed for the university system. In the following paragraphs, we have given a summary of our major recommendations. WE FEEL THAT IN ORDER TO APPRECIATE THE RATIONALE BEHIND THE RECOMMENDATIONS MADE BY US, IT WOULD BE DESIRABLE TO GO THROUGH THE TEXT OF THE REPORT. The major recommendations, no doubt, reflect the spirit of our observations and recommendations made in the text.

The main emphasis has been to provide a sound scientific framework for governance of Universities which will make them efficient, result-oriented and averse to politicisation.

## GENERAL

1. Universities are the centres of excellence as also of regional/national development. In the light of current changes and challenges as also the National Policy on Education, Universities must come centre stage. The objective of the Universities and their modes of funding should be reviewed and redefined accordingly.
2. The students, teachers, administrators and the society's representatives must be involved in setting the new goals and objectives of the Universities.
3. In deciding the Management pattern of Universities it should be recognised that the academic administration is very different from that in vogue in the governmental or in the corporate system and it should be based on the principle of participation, decentralization, autonomy and accountability.
4. The managerial patterns of a University System must necessarily have an in-built flexibility to adapt itself quickly to the changing needs of the country and the region it serves and to carry out innovations and experiments. Any effort, therefore, to bring the structures of all universities within the framework of a single pattern of university Act will prove to be an impediment in this process, Legislations therefore should, while laying down the broad pattern of university management, leave the details to be framed by each university through Statutes and Ordinances.

## **APPROACHES AND PRINCIPLES**

### **(Chapter 6)**

#### **AUTONOMY**

5. University Autonomy should be considered an essential pre-requisite for ensuring academic excellence and development. The Acts of the Universities should be so designed as to strengthen the autonomous character and prevent external interference.
6. Due to statutory and financial restrictions the present system of University administration, is non-conducive to achieve the goals of excellence. The university system therefore, calls for all-round restructuring to make the constituents of the system more autonomous.

#### **PARTICIPATION**

7. Elections to various university bodies should be kept at a bare minimum and the selection principle should be nomination based on seniority and rotation or on the basis of criteria laid down by the University concerned.
8. The nomination of student representatives to University Bodies should be based on their excellence in curricular, co-curricular and extra-curricular activities and there should be no election for this purpose.
9. More women should be inducted in the planning and management bodies of the departments/faculties/university. Towards this goal conventions and traditions should be established.
10. Ministers or Members of Legislature or Office bearers of political parties should not hold any office in the University System.
11. Members of the staff (teaching as well as non-teaching) of the University or a College should not be permitted to contest election to the Parliament, State Legislature or any local body, unless they go on extraordinary leave with effect from the date of filing of nomination. Nor should they hold office in any political party or organisation.
12. The political parties should work out for themselves and adhere to a Code of Conduct ensuring that the student community is left completely free to engage itself in study and research.

## **DECENTRALISATION (Chapter 6 & 14)**

13. Decentralisation of the system is a must for the smooth and effective administration of university affairs. More powers should be delegated to the Deans/Heads so as to make the Faculties/Departments powerful instruments for the advancement of knowledge. Various Committees should be formed at the level of Faculties/Departments with adequate powers of decision-making to deal with matters of admission, research, budget etc, so that fewer items need go to the Academic/Executive Council.
14. The University departments may be grouped into a number of fully autonomous Institutes through suitable groupings of the existing faculties, with the Central Registry performing essentially a coordinating and unifying role. An Institute must have full administrative, academic and financial autonomy. Each Institute should have a Board of Management and its own Academic Council.
15. The Faculties/Departments should be empowered to resolve grievances of non-teaching staff, including matters relating to their leave, service conditions, job specifications etc., though the general policies should be centrally formulated by the University.
16. Universities should be gradually divested of the responsibility of regulating courses, conducting examinations, and awarding degrees for students enrolled through the system of affiliating colleges, and left to concentrate on postgraduate education and research programmes.
17. The move initiated towards granting academic autonomy to colleges should be further accelerated and the objective of making all colleges autonomous should be realised within a specific time-frame.
18. Every university having colleges affiliated to it should have a Collegiate Council presided over by the Vice-Chancellor of the University and it should be the final authority on all matters connected with the collegiate wing of the University.
19. Universities with a larger number of affiliated Institutions should establish regional centres or sub-campuses for colleges. Each sub-campus should be autonomous within the broad guidelines laid down by the University and should be responsible for formulating courses, conducting examinations, exercising supervision and control over colleges.

(For more recommendations please see Chapter 14)

## **ACCOUNTABILITY**

20. Accountability should be maintained at all levels, Accountability of the teachers through the Heads of Departments/Dean/Directors should be to the Vice-Chancellor and the various university bodies. The university through the Vice-Chancellor should be accountable to the society. Everyone in the university community should realise that autonomy and academic freedom do not free them from being accountable.
21. Performance appraisal should be made at the levels of the individual Faculty member, College/Department and at the larger level of the university system itself on the basis of sound quantifiable norms. The details of these should be worked out carefully by the teachers themselves through academic bodies. The appraisal which is essentially geared to the professional development of the teachers, should be linked up with a suitable scheme of incentives and disincentives, without which the appraisal would become a more academic exercise.
22. Performance of an academic institution, (say a department / faculty/college/ university) should be evaluated atleast after every three years, by Autonomous bodies comprising of experts.
23. 'Performance audit', must be instituted within institutions to apprise them of short-comings and possibilities for improvement.

(For further recommendation please see chapter 16).

## **PLANNING, MONITORING AND CO-ORDINATION**

24. There is a considerable lack of consciousness in the Universities about the need for and importance of planning. It is essential that universities should establish a planning process emphasizing its relationship with the development plans at the State and National levels as also the goals and objectives of the University.
25. There should be a statutory provision for :-
  - (a) Long range perspective planning as also short range planning.
  - (b) Continous monitoring and evaluation in the University system through a Planning and Monitoring Board, to be established as a statutory body in every university. It may consist of members drawn from the faculty, the state Government, the State Council for Higher Education, Colleges etc.



26. State Councils for Higher Education should be constituted by the Acts of the State Legislatures in every State to plan, monitor and coordinate the functioning of universities and other institutions of higher education within the state. However, the role and functioning of such a body should not infringe upon the autonomy of the universities. The composition of the Council should be predominantly academic with a provision for a nominee of the University Grants Commission on it. The Council should have a full-time Chairman. The Chairman must be an eminent educationist with considerable working experience in higher education and research and preferably with the experience of having served as Vice-Chancellor. His terms of office should be three years extendable by another term upto the age of 65 years. The terms of reference, functions, composition etc., of the Council should follow an all-India pattern. The Council must be a body to assist and facilitate the universities and affiliated colleges in their functioning and should not degenerate into an additional hurdle to be overcome or a more grant transmitting agency. It should promote an effective co-ordination with UGC. The Committee of the Vice-Chancellors of the Universities in the State should perform this role as far as possible till such time the council is set up.
27. The Government of India may circulate a Model Bill on State Council of Higher Education to all State Governments indicating the composition, functions, powers and other issues connected with the state councils for the purpose of uniformity.
28. The Acts of the Central Universities should provide for a Council of Central Universities for coordination of academic programmes, and other matters between the central universities. The council may, inter-alia, include the Chairman, UGC, Vice-Chairman, UGC, all the Vice-Chancellors of Central Universities, some Professors, etc, and the decisions of the Council should be final and be implemented by the concerned universities.

## **FUNDS**

29. The existing practice of provision of a block grant/Annual maintenance grant by the state/Central Government (UGC) should continue for meeting recurring items of expenditure including salary, maintenance and contingent expenditure. This block grant should be reviewed every three years. In addition, there should be a regular annual increase of 10% of the non-salary component. Increases in salary and allowances and other components should be automatically borne by the State Governments/UGC. The State Government should also make a matching contribution to the developmental expenditure provided by the UGC. An experiment should be made to replace block grants / annual maintenance

grants by Endowment Funds, the interest/income from which should gradually replace the existing "Block Grant". The level of the Endowment Grant should be reviewed every five years. The institutions should manage their finances from the earning out of the endowment funds.

30. By and large, the universities are dependent mostly on governmental funding for promoting research. Attempts should be made to mobilise resources from industry and trade and developmental agencies for undertaking research which would be useful for the funding organisations.
31. The Corporate Sector (both Private and Public) should be encouraged to come forward to support higher education. Establishment of irrevocable endowments for special chairs, research activities etc., could form part of such support. The tax exemption policy of the Government should be liberalised to make donations for higher education institutions at par with donation for scientific research and made 100% tax exempt.
32. The Block Grants for the State Universities should be fixed by the state councils of Higher Education. In determining the Block Grant the funds raised by the Universities through their own efforts, should not be deducted.

## **UNIVERSITIES AND OTHER SYSTEMS**

### **(Chapter 7)**

#### **UNIVERSITY - GOVERNMENT RELATIONSHIP**

33. The Governments should normally perform the role of a partner in the promotion of higher education and not that of exercising control.
34. The universities should have complete autonomy in administrative and academic matters. They should also have financial autonomy as per guidelines formulated by the UGC/State Councils of Higher Education and agreed upon by the Universities and the Governments.
35. The Statute making powers should rest with the universities. However, the Statutes would need the assent of the Visitor on the advice of the UGC/State Council of Higher Education, if any of their provisions are at variance with the Act and Statutes or if they involve sizeable recurring additional financial commitments not acceptable to the funding agency.
36. The Powers of affiliation/dis-affiliation of Colleges should rest with the University. The Government's approval for grant purposes should follow,

affiliation given by the University and not vice-versa. The University should however, seek the opinion of the Government before granting affiliation.

37. The provisions of University legislations, which inhibit the universities in the exercise of their academic judgement on matters like affiliation, appointment of key functionaries like Registrar, Finance Officer, etc., should be withdrawn.
38. The Appointment of all executive officers like Registrar, Finance officer etc. should vest with the University and not with Chancellor/State Governments.

## **ROLE OF CENTRAL GOVERNMENT**

39. The Central Government should come forward with a core Central legislation with a few broad provisions ensuring that the state Governments conform to the requirements relating to co-ordination and determination of standards in institutions of Higher Education, viz.,
  - a) The Central Government should make a statutory stipulation requiring the incorporation of the provision in the Acts of all Universities that it should be obligatory for them to follow and adhere to the regulations issued by the University Grants Commission from time to time.
  - b) No new university be established without the prior concurrence of the University Grants Commission. They should be established only on the basis of general norms evolved with reference to the special needs, size of population, size of an existing University etc.
  - c) New legislations (including amendments to existing ones) in respect of State Universities should be referred to the University Grants Commission prior to their enactment.

## **UNIVERSITY GRANTS COMMISSION**

40. UGC should have greater involvement in the development of higher education in the country. However, its role should be more of an advisory and persuasive nature and it should not interfere in the autonomy of the universities.
41. Th UGC should be the advisory agency for the Visitor in the matters of university education particularly regarding aspects relating to coordination and standards.
42. In view of the increased responsibilities envisaged in our recommendations for the UGC and also because Higher Education is now in the concurrent list, the UGC Act needs to be reviewed. It should be provided that consultation between the UGC and state level machinery is obligatory and that there should

be very effective co-ordination and collaboration between the UGC and the State Councils of Higher Education.

43. At least 4-5 Regional Offices of the UGC be established for ensuring decentralised functioning of the UGC with a view to promoting effective implementation and monitoring of the UGC's Programmes throughout the University System in the Country. It should also be considered whether some of the schemes it is now operating could be transferred to Collegiate Councils.

### **UNIVERSITY - INDUSTRY/NATIONAL LABORATORIES INTER-FACE**

44. For development of higher education and research in universities, it is necessary and important that we take the full advantage of the special facilities and resources available in institutions concerned with advanced work and research outside the universities, i.e. National Laboratories, other research organisations etc. The movement of persons, organised on the basis of a deliberate policy, between universities, National Laboratories, Industry and Government scientific departments would be of utmost value and benefit to all concerned.
45. Research Scientists and Scholars from the National Laboratories/Institutes be nominated on the bodies/authorities of the Universities particularly on the Academic Councils, Planning Boards, Faculties, Boards of Studies, and the Boards of Research and Extension.
46. Research laboratories or institutes be recognised by the Universities as centres of research. The National Research Laboratories may be given the status of institutions recognised as "Deemed to be Universities", if they are undertaking some teaching/training programmes.
47. Collaboration with Industry is also important for university development. Fostering a close working relationship with Industry (such as through visiting Professorships) may bring various cross sections of practitioners into the academic fold for mutual benefit and for making University Education more meaningful, and for providing in it directly marketable skills as well.

## **POWERS OF THE UNIVERSITIES**

### **(Chapter 8)**

48. In the light of our past experience, it becomes imperative that the powers of universities be spelt out in explicit, definite and specific terms and such powers, in turn, should indicate the obligations and responsibilities of the university system.

49. The statute-making powers should largely rest with the university and the Statutes, to become valid and operational, need not have the prior approval of the chancellor/Visitor, except in some cases (para 39).
50. The following matters should particularly be included in the powers:-
- (a) To provide for inter-disciplinary courses of study and research and allow for adequate flexibility in the curricular-mix as opted by the students and the user-agencies.
  - (b) To organise and undertake extra-mural studies, training and extension services including adult and continuing educations, NCC, NSS, etc.
  - (c) To make provision for research and advisory services and for that purpose to enter into appropriate arrangements with other institutions or bodies or industry, as the university may deem necessary.
  - (d) To provide for and maintain common resource-centres to be jointly utilised by a group of colleges in the region, in terms of library, laboratories, computer-services etc.
  - (e) To designate a college or institution or Department or campus as autonomous and encourage innovations in curricular designing, methods of teaching and evaluation, subject, however, to the over-all umbrella of the University system.
  - (f) To provide for instruction through "Distance Learning" and "Open Approach", and for mobility of students from the formal to non-formal (open learning) streams and vice versa.
  - (g) To evolve an operational scheme of enforcing the accountability of teachers and non-teachers to the University system. To prescribe minimum work-load for teachers in accordance with the UGC norms.
  - (h) To establish a Grievance Redressal machinery to look into the grievance/discontentment among the staff and students and seek to remedy them.
  - (i) To generate resources by frugal and productive utilisation of the university resources; and to explore new avenues of revenue-raising research and development activities such as consultancy based research projects and training programmes for outside agencies.

- (j) To provide for joint appointments in more than one department in a University as also between University-Research Laboratories, University-Industry etc.
- (k) To make special provisions for making the benefits of University education available to classes and communities which are socially and educationally backward, to economically weaker sections and women population specially from the rural and backward segments.
- (l) To provide for establishment on the University Campus of Inter-University Centres research laboratories, autonomous institutes set-up by the UGC/ Central Government/State Government/Industry/Any other organisation, which may be used by a group of Universities/Colleges etc.
- (m) To establish autonomous sub-campuses, for serving a group of colleges.
- (n) To prescribe Code of Ethics for the teachers, Code of Conduct for the other staff and Code of Discipline for the students.
- (o) To regulate and enforce discipline among the employees and students and to take such disciplinary measures in this regard as may be deemed by the University to be necessary.

**VISITOR, CHANCELLOR, VICE-CHANCELLOR etc.**  
(Chapter 9)

**VISITOR**

- 51. The President of India in the case of Central Universities and the Governor in the case of state Universities be the visitor of the Universities with the same powers as those of the Visitor of the central Universities. He shall not be an officer of the University.
- 52. Provision should be made in the Acts of Universities that the powers vested in the visitor shall be exercised on the advice of the Government concerned and that the advice of the SCHE/CCU should also be sought. It should be obligatory on the part of the Visitor to consult the Chairman, UGC while taking decisions where deviations from normal practices are contemplated.

**CHANCELLOR**

- 53. The Chancellorship should be an office of honour to which persons of eminence in public life or those who have distinguished themselves in Science, Literature,

Social Sciences, or Arts may be nominated by the visitor on the recommendations of the Executive Council, for a period of three years with renewable terms. The Chancellor should have the right to preside over the convocations, Court/Senate and other ceremonial functions. He shall be an officer of the university.

## **VICE-CHANCELLOR**

54. The Vice-Chancellor should be the Chief Executive and academic head of the University and his powers and duties should be commensurate with such a role.
55. Appointment of Vice-Chancellor should be through proper identification of a panel of names of eminent academicians by a Search Committee comprising of a representative of the Executive Council, a nominee of the UGC/SCHE and a nominee of the visitor who may be the Convenor of the Committee.
56. Under no circumstances, the Vice-Chancellor's tenure should be at the pleasure of the visitor or the State Government. It should be obligatory for the visitor to consult the Chairman, UGC in situations if any, where wholesale transfers, removals/dismissals etc., are thought of. A provision in this regard should be made in the Acts of the Universities.
57. The Vice-Chancellor should be a senior and distinguished academic. It should be ensured that only people of the highest level of competence, integrity, morals and self-respect are appointed as Vice-Chancellors and that conditions are created so that once appointed, they receive cooperation of all including the Governor and the Government in discharging their duties satisfactorily until the end of their full tenure.
58. Adequate powers should be vested in the Vice-Chancellors so as to enable them to function effectively and honourably. They should be accorded a status not lower than that of the judge of the High Court.
59. The Vice-Chancellor should be allowed adequate freedom and autonomy in managing the university and also in appointing people in various administrative positions so that it would be possible for him to create a team which is cohesive, dependable and helpful. The Vice-Chancellor should have enough say in the nominations of members to the Executive council and other bodies of the University by the Visitor.

60. The appointment of Vice-Chancellors should be for a 5 year term to be prescribed in the Statutes. He may be reappointed for another term in the same or another University upto the age of 65 years. He could be removed only after a show cause notice and on ground of misconduct proved by an enquiry held by a Committee consisting of sitting/retired judges of the Supreme Court/High Court.

### **PRO-VICE-CHANCELLOR**

61. The National Educational Policy of 1986 has high expectations from the University system. Many new activities of a continuing nature have been stated in the programme of Action. While some of the existing offices in the universities will have to be reoriented, a few new offices will also have to be created for ensuring effective implementation of activities such as research, extension, curriculum development, HRD, examination reforms etc.
62. A number of senior academic positions, such as Pro-Vice-Chancellors, functional Deans/Directors in various facets of university administration, with separate areas of responsibility and powers, reporting directly to the Vice-Chancellor and Syndicate, are highly desirable, to streamline the functioning of universities.
63. Every University should have one or more posts at the level of Pro-Vice-Chancellors. Large Universities and those unitary in character should have two/three such posts, in an affiliating university, in addition there should be a full-time post of Pro-Vice-Chancellor/Dean for Colleges.
64. Appointment of the Pro-Vice-Chancellor should be made by the Executive Council on the recommendation of the Vice-Chancellor. The post of Pro-Vice-Chancellor should normally be full-time and co-terminus with the term of the Vice-Chancellor or till a successor is appointed after a new Vice-Chancellor takes over.

### **OTHER OFFICERS**

65. There should be more than one Registrar to take care of General Administration, Finance, Evaluation etc., appointed by the Executive Council for a period of 5 years, normally from among the Academic Staff of the University such as Professors/Senior Readers/Administrators.
66. For redressal of individual grievances every university should have a senior official equivalent in status to the Pro-Vice-Chancellor.



67. The tenure for the posts of Deans of Faculties, functional Deans, Directors of Institutes, Registrar(s) and Finance Officer etc., may be the same as that of Vice-Chancellor and that these posts should be co-terminus with that of the Vice-Chancellor but to continue till their successors are appointed by a new Vice-Chancellor.
68. The provision of headship by rotation has not been successful. Automatic or mandatory rotation of Heads of Departments should be abolished. The Head of the Department should be appointed by the Vice-Chancellor in consultation with the concerned Dean and Professors of the Department. He should be appointed for a period of 5 years. There should be no bar on the same person being the Head of the Department for another term in succession. The Department should however, be run with the help of a number of Committees.

## **AUTHORITIES, BODIES AND COMMITTEES**

### **(Chapter 10)**

#### **SENATE**

69. It may be worthwhile to retain the Senate/Court but in a different form and content. It may be redesignated as Societal Advisory Council or Consultative Committee of Society. The University Senate or Court should be a deliberative and consultative body and not a decision making authority and it should have representation from various sections of society particularly those related to education and employers/users of university product. It should consist only of nominated/ex-officio members and its size should be a maximum of 100 members in affiliating Universities and smaller in Unitary Universities.
70. The Senate may review, from time to time, the broad policies and programmes of the University and may make suggestions for the improvement and development of the University. It should also receive the annual reports, accounts and audit reports of the University. It should also receive the annual reports, accounts and audit reports of the University. It should not be the supreme governing authority and should have no powers to make the Statutes or approve the Budget.

#### **SYNDICATE/EXECUTIVE COUNCIL**

71. The Syndicate/Executive Council should be the principal executive body of the university to coordinate and monitor the functioning of the various sub-systems in the University structure. It should be the executive, administrative

and financial authority, with Statute/Ordinance making powers about University authorities/bodies/committees/officers, as also administrative and financial matters.

72. It should not have the power to approve the academic Ordinances/Regulations passed by the Academic Council except where they have major administrative/financial implications. It should delegate the routine administrative decisions to the statutory officers especially the Vice-Chancellor, Pro-Vice-Chancellors, Registrars and Deans/Directors and Heads of Departments.
73. The title of the Syndicate in the University organisational structure needs to be reviewed. It may be restyled as the Board of Management.
74. The Board of Management should be accountable for what happens in the University and it should not be possible to side-track it in moments of crisis.
75. The membership of the Syndicate should not exceed 15. The Government representatives/nominees on the Board of Management be limited to not more than one third of its total size. Half of the remaining membership should be from academics viz. College Principals/Teachers/University Teachers and the remaining from other interests, such as industry, agriculture and trade, academics from other Universities or National Laboratories etc. Not more than 1/3 of the Board members should be represented in the Senate/Court.

## **ACADEMIC COUNCIL**

76. The Academic Council should be the principal authority to coordinate and exercise general supervision over the academic affairs of the University with full authority. It should also be responsible for the maintenance of standards of teaching, examination, research and extension.
77. The Academic Council should be vested with ultimate authority of making academic Statutes/Ordinances/Regulations which are not at variance with the Act/Statutes and which do not involve sizeable recurring financial commitments.
78. The Academic Council should not have more than 50-75 members including all Deans and representatives of professors, Heads of Departments and other teachers. The non-academics on the Syndicate/Senate or representatives of Government should not be members of the Academic Council. Representatives of the Departments/Centres etc who are not members of the Academic Council should be invited to its meeting when important issues related to their subjects are to be discussed.

79. In many Universities, the authorities like Senate, Academic Council and Syndicate, are dominated by non-academic members who have a tendency to politicise the atmosphere. Great care must be taken to see that political parties and politicians do not interfere in the governance of University administration.
80. Election to University Authorities/Bodies (Senate, Syndicate, Academic Council and others) should preferably be completely dispensed with or reduced to a barest minimum. In the academic interest of the University nomination or representation on the basis of merit/seniority/any other objective consideration should be the process of constituting the authorities.

### **FACULTY COUNCILS**

81. Each faculty should have a Faculty Council headed by a Dean responsible for the entire gamut of teaching, research and extension programmes of the departments within the faculty. Its emphasis should be on translating basic policies formulated by the university authorities into workable guidelines for the departments to follow. Adequate powers and authority will need to be given to the Dean to enable him to coordinate and monitor the academic functioning of the departments.

### **BOARDS OF STUDIES**

82. Each academic discipline should have a Board of Studies. These Boards of Studies should include 20% of the members from external experts, 20% from the user-agencies, and the remaining 60% from faculty members teaching in the concerned discipline.
83. There shall also be inter-disciplinary Boards of Studies and research, wherever such programmes are offered.

### **OTHER BODIES/COMMITTEES**

84. The Finance Committee, Planning & Monitoring Board (PMB), Board of Research, Board of Extension, Board of Evaluation, Admission and Academic Calendar Committee, Grievance Redressal Committee, Collegiate Council and Staff/Student Welfare Committees etc. have been recommended to be established in every university system as statutory bodies/committees. They should however, be subject to the overall control of the relevant university authorities (Syndicate and Academic Council), more than one committee could be put under one Pro-Vice-Chancellor/Dean/Director to avoid proliferation of officers.

85. The Committees should also consist of only nominated members selected on the basis of seniority or rotation or any other academic criteria with a tenure of term shorter than that of authorities.
86. The concerned executive officer in the university, incharge of the relevant work, should be the member-secretary of the Committee and should be responsible for convening meetings of the Committee and the followup action and should act as the link between these committees and authorities and statutory officers.
87. The inter-relationship between the Committees and Authorities must be well defined so that the Committees and their recommendations could not be slighted away easily.
88. Ther terms of reference of Committees/Bodies should be determined by grouping-together of all related matters and bringing them under an umbrella of one committee; this will not only avoid multiplicity and duplication of Committees but also enable quick decision making.
89. A Board of Evaluation should be vested with the responsibilities to conduct, review and reform the examination/evaluation system in the University.

## **RESEARCH AND EXTENSION**

### **(Chapter 11)**

90. There should be a Board of Research and a Board for Extension work, Survival and growth of the institutions of higher learning depends to a large extent upon the constant generation and spread of new knowledge through researches. Lack of research input will turn an institution into a "Teaching Mail" whose output will be eventually sterile and incapable of guiding the society.
91. Provision should be made for Extension in clear terms in the Acts of all Universities.

## **MANAGEMENT OF GENERAL ADMINISTRATION**

### **FINANCES AND EXAMINATIONS**

### **(Chapter 12)**

92. Registrar (General Administration) should be the Secretary of all authorities of the University, viz, Executive Council/Syndicate, and Academic Council as also of the Court/Senate.

93. The Pro-Vice-Chancellor (Finance) should have well defined powers of sanction, authorisation and reappropriation. Appropriate guide-lines be worked out by each University for decentralised financial management spelling out the extents and limits of powers of sanction and re-appropriation within sanctioned budgets, for the officers like Vice-Chancellor, Pro-Vice-Chancellors, Deans and Heads etc.
94. Universities should appoint their own Finance Officers-may be on tenure basis. He should be designated as Registrar (Finance). Such persons should basically be academics conversant with financial management.
95. We are of the view that:
  - (a) Maintenance grants to Delhi Colleges be paid by the Delhi Administration like other state - Governments;
  - (b) Maintenance grants to Central Universities be paid by the Government of India;
  - (c) A start may be made to create endowment funds in the Universities so that ultimately they became self-sufficient and do not remain dependent on Government Grants for day to day operations.
96. The Controller of Examinations should be re-designated as Registrar (Examinations).
97. Computers have been used in the Universities since long for examination processing. However, they can also be effectively used in other administrative sectors of activities like finances, budget, staff roasters, pay rolls, library services and Estate Management.
98. Electronic Data Processing facility should be provided to Vice-Chancellor, Pro-Vice-Chancellors, Registrars, etc., with terminals linking with Deans, Heads of Departments etc.
99. While NIEPA at Delhi has made efforts towards training, they are not adequate to cover all functionaries in all the Universities, What the country needs is either State Level Institutes like NIEPA or Academic Staff Colleges type of institutions for continuous training and retraining of educational administrators from Universities and Colleges.

## **GRIEVANCES REDRESSAL**

100. Grievances must be settled early and that every university should clearly define the time limits within which responses to the grievances should be given to the concerned person(s)/groups.
101. Any dispute arising out of a contract between the University and any of the employees may, at the request of the employee, be referred to a Tribunal of Arbitration. The decision of such a Tribunal should be final and no suit should lie in any civil court in respect of the matters decided by the Tribunal.
102. In addition, there could be a Standing Tribunal for universities of the State, preferably a statutory body headed by a retired/sitting judge of the High Court who is assisted by academics/educationists such as Professors, Principals etc. A convention should be established that the verdict of the State Tribunal is *accepted by all concerned and that concerned parties will not further move the law courts.*

## **COLLEGES AND THEIR MANAGEMENT** **(Chapter 13)**

103. Every college should formulate its mission and goals in terms of academic, social and other objectives and channel its personnel and other resources accordingly towards optimum realisation of the objectives.
104. Each college should aim at having management structures as envisaged for the autonomous colleges in the Guidelines of the UGC. These could be, where necessary, modified by the Universities in consultation with the State Government in case of Government Colleges and SCHE in other cases.
105. The principal is the key person in the college being its academic and administrative head. His appointment should be based on a rigorous search and selection process.
106. It will be most desirable for a college to categorise and manage its campus activities into (a) academic affairs, (b) student affairs, and (c) business affairs, and assign each to a competent member of the faculty who could be designated as Dean (or Vice Principal or Director or Co-ordinator) holding office for a term of say, three years.
107. The Officer in-charge of each major area of management should be assisted by a small committee consisting of 2 or 3 teachers/hostel wardens etc. as the

case may be, Student should be associated with the Committee for Student Affairs.

108. Each College should have a Planning and Monitoring Cell to facilitate academic planning and monitoring.
109. Administrative machinery should be available in all colleges for redressal of grievances and resolving of internal disputes.
110. Every affiliating University should establish an office of Dean of Colleges with the back-up of a collegiate council (in place of the existing College Development Council). The Council should also be responsible for the maintenance of standards of teaching in the Colleges.
111. The UGC/SCHE should have a Standing Advisory Committee for continuous monitoring of the functioning of the autonomous colleges with a view to ensure maintenance of standard.
112. New Colleges should be set up only after a joint survey by the affiliating university, the UGC/SCHE, it would be desirable to have separate colleges for science/professional subjects by bifurcating large multi-faculty colleges.
113. Affiliation of colleges should vest only with a University and should be given on academic grounds alone and no extraneous considerations should be allowed to come into play. The UGC guidelines in this respect be taken into account in determining terms and conditions of affiliation.
114. A reasonably uniform and sound system of grant-in-aid for affiliated colleges all over the country should be evolved from time to time by the UGC for the guidance of the State Governments.

## **DECENTRALISATION IN PRACTICE**

### **(Chapter 14)**

115. The Departments of a University being its basic operational units, should be enabled to function with freedom and wider academic, administrative and financial powers.
116. The concerned authorities of the University, i.e. Executive Council/Syndicate and Academic Council should supervise the work of the Departments through

an appropriate reporting system to ensure that they do not misuse their freedom and are accountable for their powers and responsibilities.

117. The Faculty Council should be a middle level decision making body in which the Dean plays a vital role and is responsible to promote inter-departmental cooperation and coordination. He should act as a channel of communication between the Departments and the higher authorities and executives.
118. It would be desirable to structure the university with its largest units called institutes devoted to a number of allied subjects or disciplines in one or more faculties. An institute must have full administrative, academic and financial autonomy, with decentralisation down to each of its constituent units to the extent possible.
119. University Post Graduate Centres, set up at places other than the head quarters of the University, should also be allowed academic, financial and administrative autonomy within the framework of the guidelines formulated by the University.

## **NATIONAL/COOPERATIVE FACILITIES**

### **(Chapter 15)**

120. The primary objective of National facility/Inter University centre in any discipline is to provide within the university system a first class facility for research which cannot be obtained or managed within the framework of an individual university. This facility should be made available to the staff and students of all other universities and research institutes in the country.
121. Such National Centres may be established on a University campus as a Registered society, to function as an autonomous institution with full academic administrative, financial and budgetary autonomy. The funding agency and the host university should both be associated with its management.
122. It would also be desirable to encourage industries and other organisations to establish autonomous research institutions/service facilities on the campuses of the universities, as Registered Societies with management structures similar to national facilities.
123. Acts of Universities should have enabling provisions for the creation of facilities mentioned above.



# UNIVERSITY AND ITS ACCOUNTABILITY

## (Chapter 16)

### ACCOUNTABILITY

124. The academic community individually and collectively should be made accountable to society in concrete visible terms.
125. (A) The Universities should draw up an academic calendar every year listing the dates of admissions, schedule of academic terms, vacations, holding of examinations, declaration of results etc. Such a calendar should be implemented by each University ultimately leading to a common calendar for all the Universities in a State.
- (B) The Vice-Chancellor should report to the National/State level bodies responsible for or entrusted with the functioning and growth of the educational system through an educational report outlining the performance of the University in meeting its obligations to the society and in improving its standards of teaching and research. The report should also be placed before and debated by the highest academic and administrative bodies of the University.
- (C) Accountability reports should also be prepared by other academic functionaries like Deans and Directors, Heads of Departments, etc., for consideration by the appropriate academic bodies and authorities. Colleges should also present such reports to their governing bodies and to the University.
- (D) "Academic Audit" may be carried out for the Institute/Faculties/Schools etc and for the teaching department as also individual teachers through self-appraisal and through peer groups consisting of the faculty members of the University and invited members from other Universities and professional bodies like the AICTE, ICMR, ICAR, ICSSR, CSIR, DAE, DRDO, research Institutions etc. The Audit Committee should go into all aspects of the academic programmes viz, teaching, research, extension, curriculum development, examination system etc.
- (E) Administrative Audits should be carried out for the units of general administration and other supporting units through peer groups.
- (F) The objective of these audits should be to assess the level of efficiency of the units in their assigned roles and to suggest steps for improvement.

These reports should also be placed before and debated by the appropriate bodies of the University.

## **CRITERIA FOR ASSESSMENT OF PERFORMANCE OF UNIVERSITIES**

126. Criteria need to be developed for the assessment of Universities performance. They may essentially include:

- (1) Alumni performance, faculty members' achievements and student achievements.
- (2) The internal working, indicating the number of actual teaching days, work-load of teachers, observance of academic calendar, proper and timely conduct of examinations and declaration of examination results and state of discipline etc., and
- (3) *Contribution of the University to scholarship, new knowledge, fund-raising, public relations, social work and economic development etc.*
- (4) The performance should finally be rated by unbiased knowledgeable individuals and on the basis of points scored the different Universities may be classified into identifiable categories.

## **TEACHERS, STUDENTS, NON-TEACHERS AND OTHER ISSUES**

### **(Chapter 17)**

127. Teachers' participation in decision making and implementation at various stages of university organisation need, not only be provided for but also fostered by a conducive structure and environment.

128. There should be consultative committees for non-teaching staff with their full participation. While there could be some representation of the non-teaching and technical staff on the Senate/Court which are deliberative bodies, there is no need for any representation of such staff on other authorities or bodies of the University.

129. Student participation in University management should be on the following lines:

- (a) Students should be given opportunity for participating in the Senate/Court, but not in the other bodies like Syndicate, Academic Council and Boards of Studies, etc.

- (b) The representation of students should be by nomination, by the Vice-Chancellor or Pro-Vice-Chancellor or Dean of Student Welfare, chosen on the basis of merit in curricular, co-curricular and extra-curricular activities.
  - (c) Student participation should be necessary in the following forums:
    - (1) Committees concerned with the corporate life of students and extra curricular and co-curricular activities.
    - (2) Advisory Committees for halls of residence/Hostels etc.
    - (3) Committees for games, social service and cultural activities.
130. The Constitution of a State level committee as in Madhya Preadesh, would certainly help in promoting and strengthening welfare programmes for the students. In addition, every University should have a students' council as in the Universities in Maharashtra.
131. State Councils for Higher Education or the Committee of Vice-Chancellors in the state should give due attention to students' welfare and student services in the Universities.
132. The Universities and the colleges should have Students' Employment Committees. These committees should have close liasion with different kinds of employers and employment agencies with a view to finding their requirements of trained personnel and giving advice to respective Boards of Studies to frame courses to meet such requirements. Emphasis should be given by the Students Employment Committee to explore opportunities for employment/practical training of the students during long vacations and if possible, relate them to the curricular programmes being pursued by the students, as is being done for students of Technology and Management courses.
133. An integrated counselling service on different matters of students' concern such as academic, marriage, sex, sports, hobbies, etc. is necessary in the universities.
134. Strikes should be regulated by law. Any recourse to strikes without first resorting to Statutory grievances redressal remedy and without giving adequate notice, (say of at least four or six weeks) should be made illegal.

135. Certain forms of agitation, such as Ghareao, camping inside the boundaries of or in the vicinity of the residence of teachers or officers, use of derogatory slogans, abuses and propaganda to incite hatred and violence, preparation for resorting to violence or destruction of property, should be completely banned.
136. A code of Ethics for teachers, a code of Conduct for the non-teaching employees and a Code of Discipline for the students must be set out. Procedures should also be set up to ensure that each section of the University community, teachers, non-teaching staff and students have full knowledge of these codes.

## **ALTERNATIVE MODELS OF UNIVERSITY MANAGEMENT**

### **(Chapter 18)**

137. The suggested models are essentially exploratory in nature but with a definite volition to make them viable, manageable and efficient. The focus has been:
- (a) To overhaul the existing management system under the given overall structure/type of University.
  - (b) To evolve such "modified" versions of the existing models, which may ultimately lead to a perceptible change in the very character and quality of management.
  - (c) To explore the possibilities of completely "different" model(s) with a definite deviation or discontinuity from the present ones.

The alternative models suggested have to be viewed from the above perspective. The following alternative models have been recommended.

- (1) A modified 3-tier system model which will have all the three traditional Authorities of the University system retained but with substantial changes in their character, composition, inter-relationship and hierarchy.
  - Senate/Court - an advisory/recommendatory body;
  - Executive Council/Syndicate - the chief administrative and Financial Authority;
  - Academic Council - the ultimate authority in all academic matters.
- (2) A model, designated as "Bifurcated System" would relieve th University Departments of Teaching and Research from the tie-up of its curricular

schemes with those of the affiliated colleges. There will be a Collegiate Council which will decide on the academic matters pertaining to colleges and an Inter Departmental Council (IDC) which shall decide on academic issues of the Departments. There will be separate Boards of studies for Colleges and for the University Departments. There shall be separate Boards of Evaluation for College stream and for University Department stream. There will be no Senate.

- (3) A two-tier model is specially suggested for adoption in the Unitary Universities, Deemed Universities and medium type affiliating Universities. There would be no Senate in this model. Except for the removal of the Senate, this model is almost similar to that of the modified 3-tier system model in all other respects.
- (4) Decentralised Model for large affiliating Universities envisages setting up of Regional Evaluation and Resource Centres (RERC) as phase I and Autonomous Regional Campuses as phase II. This is suitable for Universities with a geographical jurisdiction of more than two or three Districts or more than 50-60 Colleges. Such a University should establish District level or Zonal level centres with adequate core Faculty, resource/facility base in terms of library, central instrumentation and computer facilities etc. Such regional centres will help compensate the infrastructural deficiency of the backward colleges in rural and semi-urban areas. The model also envisages regional decentralisation of the conduct of examinations. The Regional Evaluation and Resource centres should be given full academic, financial and administrative autonomy and be organised as Autonomous Regional Campuses of the University.
- (5) Another model envisages a presidential role for the office of Vice-Chancellor with adequate decision making administrative autonomy. The Vice-Chancellor, is looked upon as the leader who shall be competent to provide a clear-cut direction and thrust to the progress of the University system. The Vice-Chancellor being the centre of authority, shall have the power to constitute all the expert/advisory/bodies/committees and seek their counselling and advice. He would be fully accountable for the working of the University.
- (6) A model of a new affiliating University envisaging the development of colleges only as its function, with a view to promoting excellence in standards of education in the colleges. Such a university shall not have its own departments or schools of studies. The University will serve as a Resource Centre for its colleges.
- (7) Faculty/School as administrative nucleus has been suggested in the model which envisages abolishing the statutory Departments and Heads and making

Faculty/Institute/School as the basic administrative unit in-charge of a Dean/ Director. The individual subject disciplines, would be designated as Areas with a Chairman heading the Area Committee to take care of such academic aspects as course designing, syllabi prescribing, teaching work assignment, research co-ordination etc, without administrative responsibilities.

## **INSTITUTIONS DEEMED TO BE UNIVERSITIES** **(Chapter 19)**

138. There are variations in management structures of Institutions "Deemed to be Universities". Structure of the bodies of Deemed University may be similar to that of Universities but not necessarily identical of uniform. This will enable them to remain innovative and experimental in terms of their own original objectives, indigenous structure and character.

Central Government should have right to cause inspection but it should be provided under the UGC Act or under a separate agreement.

## **GUIDELINES FOR MODEL ACT** **(Chapter 20)**

139. The over-riding principles which may govern the formulation of a model act for Universities should essentially be as follows:

- Autonomy coupled with accountability;
- Well-defined division and separation of powers among the University authorities/bodies;
- Role perspective with effective linkages with other social sub-systems;
- Depoliticisation;
- Decentralisation of decision making; and
- Debureaucratisation of the administrative machinery

With these in view possible content of a Model Act/Statutes/Ordinances has been suggested.

140. The Act should provide for :

- (1) Objective and Powers of the University
- (2) Visitor

(3) Officers

- Chancellor
- Vice-Chancellor
- Pro-Vice-Chancellor(s)
- Directors/Deans/Heads
- Registrar(s)
  - Genral Administration
  - Evaluation
  - Finance

Other Officers

- Dean College Development
- Dean Curriculum
- Dean Research
- Dean Extension
- Dean Planning & Monitoring
- Dean Student Welfare
- Dean Human Resource Development

(4) Authorities/Bodies/Committees

(A) Authorities

- Executive Council
- Academic Council

(B) Bodies

- Senate
- Institute/Faculty Council
- Finance Committee
- Planning & Monitoring Board
- Tribunal of Arbitration

- Research Board
- Board of Extension
- Board of Human Resources Development
- Collegiate Council

(C) Committees :

- Boards of Studies
- Admission and Academic Calendar committee
- Curriculum Development Cell
- Grievance Redressal Committee
- Student Welfare Committee

(5) Statutes/Ordinances/Regulations

(6) Residuary Matters

141. Statutes on all administrative and financial matters should be formulated by the syndicate while all the Academic Statutes should be decided upon by the Academic Council. Where a particular matter happens to be dual, i.e. partly academic and partly administrative, the syndicate should have the powers to formulate statutes, after obtaining the recommendations of the Academic Council. The statutes need not be remitted to the Visitor for consent or otherwise but only for information. However, if the visitor is of the opinion that any statute (or part thereof) is at variance with the provision of the Act or imposes sizeable recurring financial burden, not acceptable to the funding agency, he shall have the right to annul it.
142. The residuary matters and matters of detail such as syllabi and curricular structure, conduct of examinations, classification of results, use of unfair means at examinations, qualifications for appointment to non-teaching posts, composition of minor committees etc., should be covered by ordinances. The ordinances (and all amendments thereof) should be duly communicated to the Visitor, concerned authorities and bodies and officers of the University.
143. All the detailed regulations governing the various working phases of University system should be made by the respective authorities/bodies/committees. They should be communicated to the visitor, other Authorities/Officers of the University for information.



## **CENTRAL LEGISLATION ON UNIVERSITIES GOVERNANCES**

144. The Central Government should enact a law setting out the basic structure of University Governance and providing that all legislations by State Government should be around these core provisions. The core of such legislation should consist of :

- (a) Designation of the Governor, by virtue of his office, as the visitor of State Universities;
- (b) Exclusion of the visitor(Governor) from being a member or officer of a State University;
- (c) Exercise of the power by the visitor on the aid and advice of the Government and in consultation with the UGC/SCHE;
- (d) Clear definition of the powers of the visitor on the basis of those made in the Acts of Central Universities; and exercisable in consultation with Chairman, UGC where deviations from normal practice are involved.
- (e) Provision for appointment of a Chancellor as Head of the Universities with powers to preside over convocations and meeting of the Senate. He should not have any executive powers;
- (f) Provisions for the mode of appointment, terms of office and removal from office, powers and functions of the Vice-Chancellor.

As and when such a Central law is enacted, the provisions of all State University Act should be made to conform to those in the Central law. If the legislations proposed by the State Government involve any provision different from, or repugnant to, those in the Central Act, then reservation of such legislations for president's assent would become necessary. In such situations the Union Ministry of Education would seek the advice of the UGC.

## **STRATEGIES FOR IMPLEMENTATION OF MAJOR RECOMMENDATIONS**

Unless and until acted upon, recommendations will only be theoretical prescriptions for effectiveness and tend to be like mirages - distant and unreal. Aware of the many major legal and administrative constraints along the way to total reform of university governance, the committee presents separate strategies for each of the University-related constituencies-the Government of India, the University Grants Commission, the State Government, the governing bodies of the Universities, and the managements of colleges. Strategies are a further step from recommendations to specifics-specific courses of action - in the direction of realising the organisational

objectives. Unior legislation in this regard needs be the foremost to set in motion strategies for implementation by the different constituencies of the system as shown hereunder:

## **1. GOVERNMENT OF INDIA**

- A) (1) The parliament may enact a law (Model Act) setting out the basic structure of the University governance and ensuring that all related legislations by the State Governments conform to the core provisions of this law;
- (2) To review the Acts of Central Universities to effect changes in the nomenclature, size and composition of their governing and other bodies and in the modes of appointment of members thereof and that of officers
- (3) To make a statutory stipulation in the Acts of Universities that it be obligatory for the Universities to follow the regulations issued by the UGC form time to time.
- (4) To require that new legislations (including amendments) in respect of State Universities be referred to the University Grants Commission prior to their enactment; and
- (5) To provide for a Council of Central Universities.
- (B) The UGC Act to be reviewed and revised:-
- (1) To empower the commission for greater involvement in the overall development of higher education in the country;
- (2) To make prior concurrence of the Commission obligatory for opening new Universities; and
- (3) To provide for Consultation with the state level machinery.

## **2. UNIVERSITY GRANTS COMMISSION**

- (i) To establish 4-5 regional offices for effective implementation and monitoring of the Commission's programmes and its funding to universities and colleges.

## **3. STATE GOVERNMENTS**

- (i) To constitute the State Council for Higher Education to assist and coordinate the functioning of the universities and for effective liasion with the State Government and the UGC; and

- (ii) To review the Acts of the State Universities to effect changes in nomenclature, size and composition of their governing and other bodies and in the modes of appointment of members to these bodies as also officers of the Universities in accordance with the recommendation made by the UGC.

#### **4. UNIVERSITIES**

- i) To initiate action to create new positions bodies as suggested by the UGC;
- ii) To periodically review the working of its governing bodies-the Board of Management, the S.C.C. and the Academic Council;
- iii) To recommend to the State Council for Higher Education and the State Government changes considered helpful in the modes of governance of the University as envisaged by the UGC;
- iv) Large Universities, with 40 or more colleges affiliated to it, to establish regional centres to compensate for the infrastructural deficiencies in colleges in rural and semi-urban areas;and
- v) To start building up endowment funds so that total dependence on government grants is reduced.

#### **5. COLLEGES**

- i) To constitute a Planning and Evaluation Committee to formulate the specific/distinctive goals of the institution, periodically review its personnel and material resources, administrative patterns, overall accountability, and to propose developments phased over a period to qualify at the earliest for the autonomous status.
- ii) To review and revamp its administrative structure.

#### **MAKING THE SYSTEM WORK BETTER**

We have made conscious efforts, inter-alia, to ensure:

- Clarity of role and functions of University Authorities and reduction in their overlapping functions;
- Introduction of decentralised or self-management at different levels linked with accountability;

- enlargement of the scope of Universities linkages with National/Research Laboratories, as also for the establishment of Regional/National Facilities/Autonomous Institutes on University campuses;
- clarify in the role and working of different functionaries to remove prevailing confusion and to meet the new demands on the University system and also suggest new functionaries to meet new demands;
- a more effective role for the collegiate system to meet the demands for Higher Education;
- better Management of Research and Extension; and
- grievances re-dressal machinery.

We hope that implementation of the recommendations made by the committee will improve the efficiency of University Management and lead to more effective achievement of the objectives of the Universities.

The Association of Indian Universities had organised a National Seminar on the Theme of "**MAKING THE SYSTEM WORK BETTER**". (7th December 1988 at Banaras Hindu University).

The summary of recommendations are given below :-

1. It is necessary that each University clearly spells out the objectives which it intends to pursue.
2. The role of the University as a centre of creation and dissemination of knowledge must be preserved and protected.
3. The social standing and image of the University and /or that of its Vice-Chancellor, who symbolises the University, is to be preserved and not denigrated by anybody for any reason whatsoever.
4. Norms for appointment of and for transacting business with Vice-Chancellors and preserving their social prestige and for taking any action against them by the Government/Chancellor should be evolved and respected by all.
5. It is to be ensured that only people of the highest level of competence, integrity, morals and self-respect are appointed as Vice-Chancellors and that conditions are created so that once appointed they receive cooperation of all including the Government/Chancellor to discharge their duties satisfactorily until the end of their full tenure.

6. It must be ensured that appropriate modalities and norms are developed by the Central and State Governments, the UGC and other funding agencies, so that adequate funds are allocated to the Universities/Colleges and that they are also released in time.
7. Suitable procedures and norms must be evolved to overcome delays in decision-making by the Central and State Governments, the University Grants Commission and other parallel agencies.
8. The Ministries, Government Departments of Education, the UGC, other parallel bodies, and the University system must enable the teachers and students to play a meaningful and constructive role in planning and implementation of **"MAKING THE SYSTEM WORK BETTER"** by setting up consultative forums at various levels.
9. Strategies should be devised to improve the motivation of the entire community of teachers, who form the backbone of the University system.
10. A system of the assessment of teachers' performance must be evolved and implemented by Universities, ensuring modalities for recognition of creative and innovative work.
11. Appropriate machinery for quick redressal of grievance (Teachers, Students and Non-Teaching Staff) must be created/improved in all Universities and Colleges.
12. The maintenance of discipline amongst the students and to keep the undesirable elements under control is the responsibility of the Vice-Chancellor and the University administration, and no interference should be allowed in this field.
13. The political parties should work out for themselves and adhere to a code of conduct, ensuring that the student community is left completely free to engage itself in study, research and other cocurricular and related activities, and is not drawn into action politics.
14. The administration of Universities needs to be modernized and the procedures rationalised so as to ensure that delay in admissions, conduct of examinations and declaration of results etc., are totally eliminated.
15. "Performance Audit" within the institution must be instituted forthwith, to apprise the institution of its own shortcomings and possibilities of its improvement.

Earlier, the A.I.U. in a regional seminar of the Vice Chancellors of the North Eastern Region (May, 1988) had worked out the details of "**MAKING THE SYSTEM WORK.**" The recommendations made in this seminar are given in Annexure 24.

We are of the view that recommendations made by the Committee in this Report, and in the seminars of the A.I.U. would certainly help in "**MAKING THE SYSTEM WORK BETTER.**"



# **NATIONAL POLICY ON EDUCATION - 1986 : NEED FOR NEWER MANAGEMENT IN HIGHER EDUCATION**

**(Challenge of Education 1965 - National Policy on Education 1986,  
Programme of Action 1986 - Appointment of Committee - Terms of  
Reference - Modalities of work)**

## **1.0 CHALLENGE OF EDUCATION**

In the Document 'Challenge of Education - A policy perspective' (1985) brought out by the then Ministry of Education in the Government of India, it has been stated that :

- there is a widespread feeling that the present stage of higher education is largely the result of the overt and covert interference by external agencies, Universities, it is argued, should be truly autonomous and accountable;
- the structure of university management is characterised by a disequilibrium between the role and responsibilities of the Vice-Chancellor and other bodies concerned with the academic and managerial functions. There is a general feeling that radical changes are required in the present system of management which would reflect the de-facto relationships between various faculty members, decision making bodies and the Vice-Chancellor.

## **1.1 NATIONAL POLICY ON EDUCATION - 1986**

The National Policy on Education - 1986 states that 'there are moments in history when new direction has to be given to an age old process. That moment is today'. It further states that 'Higher Education provides people with an opportunity to reflect on the critical social, economic, cultural, moral and spiritual issues facing humanity. It contributes to national development'.

It also adds that higher education has to become dynamic as never before.

## **APPOINTMENT OF COMMITTEE**

With the National Policy and the Programme of Action in view, the University Grants Commission appointed a Committee in January 1987 under the convenership of Professor A. Gnanam, Vice-Chancellor, Bharathidasan University, (now the Vice-Chancellor, University of Madras) with the following broad terms of reference :

- i) To review the management patterns including the structure, roles and responsibilities of various University bodies in the light of the new demands on the university system to develop effective alternate models;and
- ii) To set criteria for assessment of performance of educational institutions.





## MEMBERS OF THE COMMITTEE

- |     |   |                    |
|-----|---|--------------------|
| 1.  | *Professor A. Gnanam<br>Vice-Chancellor<br>Bharathidasan University<br>Tiruchirapalli | Convener           |
| 2.  | Professor C.N.R. Rao<br>Director<br>Indian Institute of Science<br>Bangalore          | Member             |
| 3.  | Professor R.P. Bambah<br>Vice-Chancellor<br>Panjab University<br>Chandigarh           | Member             |
| 4.  | The Secretary<br>Association of Indian Universities<br>New Delhi                      | Member             |
| 5.  | Dr. D.P. Sinha<br>Principal<br>Administrative Staff College of India<br>Hyderabad     | Member             |
| 6.  | Professor R.S. Nigam<br>University of Delhi<br>Delhi                                  | Member             |
| 7.  | Professor P.K. Dongre<br>M.S. University of Baroda<br>Baroda                          | Member             |
| 8.  | **Professor S.K. R. Bhandari<br>Former Vice-Chancellor<br>A.P.S. University<br>Rewa   | Member             |
| 9.  | Professor Mitra G. Augustine<br>Principal<br>Madras Christian College<br>Madras       | Member             |
| 10. | Shri R.C.P. Sinha<br>Registrar<br>Banaras Hindu University<br>Varanasi                | Member             |
| 11. | Dr. M.L. Mehta<br>Additional Secretary<br>U.G.C                                       | Member - Secretary |

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\* Presently Vice-Chancellor, University of Madras.

\*\* Presently Management Consultant, based at Jaipur.

The Committee, while detailing modalities of its work, took note of the memorandum submitted by the Association of Indian Universities to the Prime Minister, in July 1986, in which they had suggested the enactment of a Central Legislation to protect the autonomy of universities. According to this memorandum, the Legislation should ensure, among others;

- Functional autonomy for the Chancellors and Vice-Chancellors.
- A uniform procedure for selection of Vice-Chancellors;
- The provision for a fixed tenure of the office of the Vice-Chancellor; and
- The deletion of provision for suspending Vice-Chancellor from office.

A copy of the memorandum submitted by the Association is enclosed as **Annexure 1**.

The Government of India informed the UGC that the Prime Minister had desired that the UGC should hold a seminar to forge a consensus. It was further desired by the Ministry of Human Resource Development that the seminar to be held by the U.G.C. should evolve the consensus on the structure of organisation and patterns of management of universities on the basis of which fresh legislation could be framed. The UGC agreed to the suggestions of the Ministry.

The Committee decided that the modalities of its work may be on the following lines:

- i. A few seminars as under may be organised where the participants should be Vice-Chancellors, Principals, Educationists and Teachers etc.,

Regional Seminars	Three
Seminar on involvement of Women	One

- ii. Views be invited from:
  - Vice-Chancellors, academics and selected educationists etc.,

The Committee also decided that a few sub-groups be constituted as under for indepth studies of the different types of institutions in respect of issues under the consideration of the Committee.

**SUB-GROUP****CONVENER**

Unitary universities and deemed to be universities.

Prof. P.K. Dongre

Affiliating universities

Prof. SKR Bhandari

National Research facilities, etc.

Dr. D.P. Sinha

Colleges

Prof. Mitra G. Augustine

Functional Autonomy of the Chancellors.

Secretary, Association of Indian Universities.

**THE NAMES OF THE MEMBERS OF THE SUB-GROUPS ARE GIVEN IN ANNEXURE 2**

The Secretary, UGC, was requested to address a letter to all the Vice-Chancellors of the Indian Universities soliciting their views on issues under the terms of references of the Committee. The replies received have been taken note of. Several Commissions/Committees in the past had made recommendations about university management. The committee made a detailed study of observations/recommendations made by these commissions/committees including the following:-

- Education Commission (Dr. S. Radhakrishnan) 1948-49
- Model Act for Universities (Dr. D.S. Kothari) 1964
- Education Commission (Dr. D.S. Kothari) 1964-66
- Governance of Universities and Colleges (Dr. P.B. Gajendragadkar) 1971
- Committee on re-organisation of Calcutta University (Ghani Committee) 1974
- Committee on visva Bharati 1975
- New Models of University Administration (NIEPA) 1985
- Committee to enquire into the working of central Universities - 1962.

The Educational Consultants of India Ltd. (Ed. CIL) - a Government of India Undertaking made a study (1986) in this regard which was also perused by the Committee.

It was also decided that a detailed study of Acts of Indian Universities, deemed Universities, IITs, Agricultural Universities, Medical Institutes, Open Universities

etc. be also made with particular reference to the roles which the New Education Policy of 1986 expects the university system to discharge. Acts of the universities particularly those which were established after 1980, were studied critically with a view to identify the gaps existing in the management of the university system, which may act as limitations in responding to the challenges posed by the New Education Policy.

### **1.1.1 NATIONAL POLICY ON EDUCATION (1986) - DEMANDS FROM THE UNIVERSITY SYSTEM**

The NPE emphasises that "education is essentially for all. This is fundamental to our all round development - material and spiritual". It further adds that "education has an acculturating role. It refines sensitivities and perceptions that contribute to national cohesion, develops a scientific temper and independence of mind and spirit - thus furthering the goals of socialism, secularism and democracy enshrined in our constitution". It further states that education develops manpower for different levels of economy. It is also the substrata on which research and development flourish, being the ultimate guarantee of national self-reliance.

## **1.2 PROGRAMME OF ACTION**

Subsequent to the announcement of the National Policy, the Government of India formulated the Programme of Action which provided an indication of the nature of action which will be required to be taken in order to implement the directions of the policy.

While referring to higher education, the programme of Action emphasises that the courses offered by many universities have not been re-organised to meet the demands of the times. Their relevance and utility are constantly questioned. The credibility of the evaluation system is being eroded. It reiterates that the University systems have the freedom and responsibility to innovate in teaching and research. The emphasis on autonomy of colleges and departments, provision of means to interact across boundaries of institutions and funding agencies, better infrastructure, rationalised funding for research, integration of teaching, research and evaluation, all these reflect this major concern. It further goes on and states that "higher education should become dynamic as never before".

Strategies for achieving dynamism have also been suggested in the programme of Action which include the following:

**(A) REVIEW OF PRESENT PATTERNS & EVOLUTION OF NEW SYSTEMS:**

- The management patterns including the structure, roles and responsibilities of various university bodies will be reviewed in the light of the new demands on the university system, with a view to promote the evolution of new, efficient and more effective management systems, so that they may become the basis of new legislations. It will have to be ensured that the working of the system is not undermined by political, bureaucratic and anti-social elements within or outside the educational system.

**(B) DECENTRALISATION, AUTONOMY & ACCOUNTABILITY :**

- Giving necessary authority to persons having administrative responsibility to enable them to discharge their responsibilities;
- Establishing the principle of accountability in relation to given objectives and norms;
- Decentralisation and the creation of a spirit of autonomy for educational institutions;
- Evolving a long term planning and management perspective of education and its integration with the country's developmental and manpower needs;
- Setting criteria for assessment of performance of educational institutions.
- Framing guidelines for and patterns of assistance including the extent of academic, administrative and financial freedom and the corresponding responsibilities devolving on the autonomous colleges, their management structure, including provisions for safeguarding the interests of teachers, etc.

**(C) DEMOCRATISATION & INVOLVEMENT OF PEOPLE :**

- Democratic and participatory functioning of educational institutions and university departments; inducting more women in the planning and management of education; Giving pre-eminence to people's involvement, including association of non-governmental agencies and voluntary efforts;

**D) CONSULTATION WITH TEACHERS, STUDENTS, NON-TEACHING STAFF REDRESSAL OF THEIR GRIEVANCES**

- Teachers students will be systematically consulted at various stages of planning and implementation; Universities and colleges will formulate codes of students' discipline through suitable statutes/ordinances or other appropriate ways; Grievances redressal machinery will be established so that grievances are promptly attended to.

**E) AUTHORITIES & ADMINISTRATORS OF THE UNIVERSITIES & COMPOSITION OF UNIVERSITY BODIES**

- To reorganise the Boards of studies in the universities to facilitate redesigning of courses and to promote inter-disciplinary programmes and inter-face with prospective employers; Promotion and development of autonomous departments within the universities;

**F) RESEARCH & EXTENSION**

- Institutions should have an appropriately high powered Board of Research and a Board of Extension: Research Committees should be set up at various levels in the institutions to promote inter-disciplinary research.
- Co-operative research facilities should be set up in the universities.

**G) LINKAGES WITH INDUSTRY, NATIONAL LABORATORIES AND OTHER ACADEMIC INSTITUTIONS**

- To enlarge linkages with other agencies and users; National research facilities should be set up within the university system and proper autonomous management structure should be worked out for them; they should have close ties with National Laboratories and other agencies.

THE ABOVE MENTIONED ISSUES MADE IN NPE/POA WERE KEPT IN VIEW BY THE COMMITTEE WHILE MAKING ITS RECOMMENDATIONS. THE COMMITTEE HAD THE BENEFIT OF DISCUSSIONS WITH MANY EMINENT EDUCATIONISTS AND OTHERS.

# MANAGEMENT OF HIGHER EDUCATION

## - AN OVERVIEW -

(Historical over-view of Management of Higher Education Major Recommendations made by various Commissions and Committees)

### 2.0 PRE-INDEPENDENCE ERA

Though the modern Indian Universities owe their origin to the British Raj, Indian tradition has always fostered learning. In ancient India there were centres of higher learning at places such as Takshashila in the North, Nalanda and Vikramshila in Bihar, Vallabhi in Kathiawad, Kanchi in the South and Nadia in Bengal etc. Muslim rulers, in the medieval period, encouraged the establishment of madrasas. The organisational structure of these institutions is believed to have been simple and informal.

In 1761, the British Raj established the Calcutta Madrasa. Raja Rammohan Roy formed an association of like-minded people to found the Hindu College in Calcutta in 1817. The period 1835-1852 saw the establishment of a few colleges at different places in the country including colleges in Engineering and Medicine.

#### 2.0.1 WOODS' DESPATCH

In 1853 the British Parliament, for the first time, instituted an enquiry into the state of Indian education. This resulted in the famous Wood's Despatch of July 1854, proposing the establishment of Universities at Calcutta, Bombay and Madras. This proposal to set up "affiliating universities" on the model of London University, was accepted.

#### ORGANISATIONAL STRUCTURE

The organisational structure of these universities consisted of "university authorities" which included a Chancellor, a Vice-Chancellor, a Senate consisting of not less than 30 Fellows nominated by the Governor-in-Council and a Syndicate consisting of Vice-Chancellor, the Director of public

instruction of the province and six Fellows elected from the members of the Faculties. The Senate was empowered to manage the affairs and property of the university, to appoint and remove all examiners, officers and servants of the university and to frame bye-laws and regulations. All bye-laws and regulations framed by the senate had to receive the approval of the Governor-in-Council. The executive power was vested in a syndicate consisting of the Vice-Chancellor and six Fellows. The Syndicate derived its authority from the bye-laws of the university and the functions of the syndicate were exercised subject to the general control of the Senate.

The principal administrative officer of the university was the Registrar who was the head of the University staff. He conducted the University correspondence and was the custodian of the records, the library, the common seal and such other property of the University as the Syndicate would commit to his charge. All meetings of the Senate, syndicate and Faculties were to be convened through the Registrar, who was to keep a record of the proceedings of such meetings. He was appointed by the Syndicate subject to confirmation by the Senate.

The primary functions of the Universities were prescribing courses and syllabi and holding of examinations and conferring of degrees on the successful candidates.

## **2.0.2 EDUCATION COMMISSION (1882)**

In 1882 the Government of India appointed a Commission "to enquire into the manner in which effect had been given to the principles of Despatch of 1854 and to suggest such measures as it may think desirable in order to further carry out the policy therein laid down". The Commission advocated among other things, the gradual withdrawal of the state from the direct support and management of institutions of higher education.

### **UNIVERSITIES BECOME TEACHING BODIES**

The expansion of higher education and the increase in the number of colleges led to problems which necessitated the appointment of the Universities Commission in 1902 'to enquire into the condition and prospects of the universities established in British India; to consider and report upon any proposals which have been or may be made for improving their constitution and working, and to recommend such measures as may tend



to elevate the standards of University teaching, and to promote the advancement of learning'.

The main recommendation of the Commission were :

- The legal powers of the older Universities should be enlarged so that all the universities may be recognised as teaching bodies but the local limits of each university should be more accurately defined.
- The Senate, the Syndicate and the Faculties have to be reorganised and made more representative than before.
- There should be a properly constituted Governing Body for each college.

### **2.0.3 UNIVERSITIES ACT OF 1904**

According to the Indian Universities Act of 1904. The University shall be..... deemed to have been incorporated for the purpose (among others) of making provision for the instruction of students, with power to appoint University Professors and lecturers, to hold and manage educational endowments, to erect, equip and maintain University libraries, laboratories and museums, to make regulations relating to the residence and conduct of students, and to do all acts, consistent with this Act, which lead to the promotion of study and research.

The Act proposed organisational changes in the Universities. Statutory recognition was given to the Syndicate with adequate representation of University teachers and the conditions for affiliation to the University were clearly laid down. The Government was vested with certain powers regarding the regulations to be framed by the Senate, and the Governor General-in-Council was empowered to define the territorial limits of the Universities.

### **2.0.4 EDUCATION POLICY (1913)**

The Education Policy of 1913 proposed the establishment of new teaching and residential Universities within each of the provinces. The Central Hindu College was developed as the Banaras Hindu University and the M.A.O College into Aligar Muslim University. These two universities were set up by Acts of the Central legislatures. Universities were also established at Mysore, Hyderabad, Patna and other places; by this time, there were three

types of Universities:

- (a) Unitary Universities
- (b) Federative Universities and
- (c) Affiliating-cum-teaching Universities.

All these Universities were statutory bodies established by law. Besides incorporating the University, the Act dealt with the powers, jurisdictions and authorities for the management and administration of various matters entrusted to the Universities. Governance practices were generally the same at all the Universities; a Chancellor, and a Vice-Chancellor were the statutory administrative heads of the university, with the Senate, Academic Council and the Syndicate as the statutory bodies discharging legislative, academic and executive functions entrusted to them under the provisions of the Act. Provision existed in the Act for subordinate legislation like the statutes, Ordinances, Regulations and Rules; the powers to frame these being delegated respectively to the Senate, Syndicate, Academic Council and the statutory committees or boards.

## **2.1 POST-INDEPENDENCE ERA**

### **2.1.1 EDUCATION COMMISSION (1948-49)**

The Government of India in November, 1948, appointed the University Education Commission known as Radhakrishnan Commission to offer suggestion for enabling the Indian Universities to meet the new responsibilities. The Commission felt that all Universities should be constituted as autonomous bodies. It further recommended that :

- (1) University education should be placed in the Concurrent List which meant that, both the States and Central Governments could legislate on the subject of education.
- (2) The Central Government should be responsible for finance, Coordination of facilities in special subjects, adoption of a national policy ensuring minimum standards of efficiency, and liaison between Universities and research laboratories.

- (3) Universities should be teaching institutions rather than affiliating types and recommended the elimination of affiliating Universities.
- (4) Government Colleges should be transformed into constituent colleges to give rise to federative Universities.
- (5) College governing bodies should be properly constituted.
- (6) The aim of an affiliated college should be to develop into a unitary university and later into a federative one.
- (7) The authorities of the University were to be: The Visitor (the Governor General), the Chancellor (generally the provincial Governor), the Vice Chancellor (a full time officer), the Senate (Court); the Executive Council (Syndicate), the Academic Council, the Faculties, the Boards of Studies, the Finance Committee, and the Selection Committees. A Grants Allocation Committee should be constituted for provinces with Universities of the teaching and affiliating type; and the University Grants Commission should be set up for allocation of funds.

### **2.1.2 COMMITTEE ON 'MODEL ACT FOR UNIVERSITIES'**

In 1961, the Government of India appointed a committee, under the Chairmanship of Prof. D.S. Kothari, Chairman, University Grants Commission, to consider broadly the organisational structure of the Universities and to prepare the outline of a "Model Act" suited to their role and functions in the context of the fast developing Indian Society. The Committee observed that in a vast country like India "it is necessary that the Constitution of a University should be formulated in sufficiently general terms, so as to permit innovation and experimentation." The Committee was of the view that the main Act of a University should lay down the structure and organisation in broad terms and the relevant details may be prescribed by Statutes and Ordinances. This, in the opinion of the Committee, was essential because of frequent changes in academic life due to the rapid expansion of knowledge, particularly in Science and Technology.

### **2.1.3 EDUCATION COMMISSION (1964-66)**

In July 1964, the Government of India appointed an Education Commission under the Chairmanship of Professor D.S. Kothari, to survey and examine

the entire field of education in order to realise within the shortest possible time, a well balanced, integrated and adequate system of national education capable of making a powerful contribution to national life.

The Commission in its report stated that "Universities should evolve dynamic techniques of management and organisation suited to their special functions and purposes." It also made the following recommendations.

- The representation of the non-academic element on university bodies should be mainly for the purpose of presenting the wider interests of society as a whole to the university but not to impose them.
- The Universities should give considerable autonomy to their departments.
- There should be joint committees of teachers and students in each department and in every college, and a central committee under the Chairmanship of the head of the institution for the discussion of common problems and difficulties.

The report with regard to Legislation for Universition recommended that :

- The Court should be the policy making body of the university with a membership of not more than 100, of which about half should be external;
- The Executive Council with the Vice-Chancellor as Chairman should consists of 15-20 members, about half being internal and half external;
- The Academic Council should be the sole authority for determining the courses of study and standards.
- Each University should have an Academic Planning Board for permanent planning and evaluation, detached from day-to-day administration.
- The Governors of the States should be the visitors of all Universities in the state and should have power to direct inspection or inquiry into the affairs of a University.
- There should be a Council of Affiliated Colleges in every affiliating University to advise the University on all matters relating to affiliation of colleges.

## **2.1.4 COMMITTEE ON GOVERNANCE OF UNIVERSITIES AND COLLEGES**

In 1969, the University Grants Commission constituted a Committee under the Chairmanship of Dr. P.B. Gajendragadkar, Vice-Chancellor, Bombay University, to study the problems of "University Governance". The Committee made recommendations including the following:

- To introduce autonomy in universities to encourage innovation, experimentation and change;
- To promote and strengthen student participation in the administrative and academic affairs of universities;
- To leave the administration of extracurricular activities entirely to students;
- To provide adequate financial support and financial autonomy;
- To introduce adequate machinery to deal with the grievances of students, teachers and administrative staff;

## **2.1.5 UGC COMMITTEE ON THE WORKING OF CENTRAL UNIVERSITIES**

The Committee noted the recommendations made by the UGC Committee on the working of the Central Universities, particularly the following which have a bearing on management of the Universities:

- Provision of Court in the Central Universities should be deleted.
- Executive Council should be the principal organ of management in the university.
- Term of the Vice-Chancellor should be five years and he should not be eligible for appointment for another term.
- The Head of the department may be given a three years' term after which he may be reappointed; the choice to be made by the Vice-Chancellor.
- Acts of the Central Universities should provide for a council of Central Universities.

- Universities may set up joint consultative machinery on the same lines as in the Central Government. There should be separate machineries for teachers and for the non-teaching staff.

### **2.1.6 PROJECT REPORT "ALTERNATE MODELS FOR THE MANAGEMENT OF UNIVERSITIES"**

The Educational Consultants (A Government of India Undertaking) made a study on models of management in 1986. Some of the significant observations made in this study are as under :

1. It is important that the objectives of the University be well defined in the light of the New Education Policy and incorporated in the Acts.
2. The University Grants Commission Act should be so amended as to make Commission's prior concurrence obligatory for opening new universities.
3. The Central Government should make statutory provision requiring the State Governments to create State Councils of University Education in the States.
4. The Acts of the Universities be appropriately amended to acknowledge the power and responsibility of the UGC for the maintenance of standards.
5. There should be no elections to the University bodies since this has been a source of problems.
6. No Minister or member of Legislature should hold any office in any university or serve on any university body ex-officio.
7. The Courts or the Senates are unnecessary and it is recommended that they should be abolished.
8. Widespread consultation should be encouraged with teachers, non-teaching staff and students.
9. The Academic Council should not be larger than 30 members and there should be no election for any position on the Academic Council.
10. There should be separate boards for undergraduate and for postgraduate programmes.

11. Each university must have a Planning and Evaluation Board and this should be provided in the Acts of the Universities.
12. The first appointment as a Lecturer should be on the basis of a competitive examination.
13. There should be a standing tribunal. All matters of dispute between the university and teaching and non-teaching staff and students should be referred to this tribunal, whose decision should be accepted by all concerned.
14. There should be a clearly specified Code of Ethics for teachers, a Code of Conduct for the non-teaching staff and a Code of Discipline for the Students.

The Indian universities are Statutory Bodies established under Acts of Parliament or State Legislatures and the sources of funding are grants from the public exchequer. They broadly fall into two main patterns-the Unitary and the Affiliating. The administration of both these types is almost similar and is done through officers and authorities.

The System of higher education in the country now also has deemed Universities, Institutes of Technology, Medical Institutes and Universities, Agricultural Universities, Open Universities, Women's Universities and Institutes of Management etc.

**WE HAVE TAKEN NOTE OF THE RECOMMENDATIONS MADE BY THESE COMMITTEES/COMMISSIONS.**



# UNIVERSITY SYSTEM-ITS DIMENSIONS AND CHARACTERISTICS

**(University System - Its Dimensions - Characteristics - Limitations Shortcomings)**

## 3.0 THE SYSTEM OF HIGHER EDUCATION - ITS DIMENSIONS

Following Independence in 1947 there was an upsurge in the demand for higher education and a virtual explosion in the number of universities and colleges. India has now a system of higher education with over 180 Universities and institutions of higher learning which are authorised to award degrees. The Universities are of various kinds; with a single faculty or many faculties; teaching or affiliating or teaching-cum-affiliating; one campus or multi-campus; Sanskrit Universities; Technological Universities; Agricultural Universities; Medical Universities, Women's Universities, special Institutes of medicine, science, engineering and technology, management and social work etc. These institutions of higher learning, fall into the following broad categories;

- i) Universities - which are established by an Act of Parliament or State Legislature and are of unitary or affiliating type;
- ii) Institutions of national importance - like the Indian Institutes of Technology; which are declared as such by the Government of India by an Act of Parliament and are empowered to award degrees;
- iii) Institutions deemed to be Universities - which are given university status on the recommendation of the University Grants Commission (UGC) in terms of Section 3 of its Act. Some of these institutions offer advanced level courses in a particular field of specialisation, (such as Indian School of Mines) while others award general degrees such as vanasthali vidyapeeth).
- iv) Institutions which award only Diplomas and are not established by legislation or deemed to be Universities, such as Indian Institutes of Management.



### **3.0.1 COLLEGES**

Most of the Universities have also colleges attached to them either as constituent colleges or as affiliated colleges or both. They are mostly affiliated colleges. The number of colleges at present is over 6500. A small number of colleges have been made autonomous so that they have academic freedom to frame their own courses, do the teaching and conduct own examinations though the degrees are given by the Universities.

The Colleges are either government run colleges or private colleges. The private colleges range from the mammoth colleges of Calcutta to tiny colleges set up by private donors in small places.

### **3.0.2 STRENGTH OF STUDENTS**

With a student population of about 3.65 million, India has the third largest system of higher education in the world. The magnitude of largeness can be gauged from the fact that nearly 150 new colleges start functioning every year. Out of this student population nearly 29 percent are women and 12 percent are from the Scheduled Castes and Scheduled Tribes.

Over 30 Universities have started correspondence courses in various subjects at undergraduate and post-graduate levels. Four Open Universities have also been established and besides, a number of other universities follow the open university system.

Only 4.8 percent of the relevant age groups of the country's population are enrolled in higher education. The proportion is worse in some regions and for women and weaker sections of the society. Rural areas have been touched only marginally by higher education of good quality.

During the fifties and sixties, the enrolment increased at the rate of 12 to 13 percent per annum respectively. There was a sharp decline thereafter and it increased only at 3.8 percent per annum in the seventies. There is again a reverse trend with the average annual compound growth rate of enrolment in the first five years of the eighties being pegged at about six percent.

The higher education system suffers from a large number of drop-outs and failures which together account for more than 59 percent of the students enrolled. Further, a good number of those who pass the examination are classified under 'third division' which is an index of low standards.

### **3.0.3 STRENGTH OF TEACHERS**

On an average for every sixteen students in an Indian University there is one teacher. The teacher student ratio is more favourable in the institutions/ departments of science and technology, agriculture, medicine and other professional courses, than those in arts, humanities, law and social sciences.

In 1987-88, there were altogether two and a half lakh teachers in the Universities and Colleges and Institutions deemed to be Universities. Among the teachers in the University Departments the proportion of the senior teachers viz. Professors and Readers to the total teaching staff was 34 percent while that in the affiliated colleges it was only 11 percent.

Nearly 7 percent of college teachers have M.Phil. and 15 percent have Ph.D., degrees. In the Universities on the other hand, 47 percent of the Lecturers, 76 percent of the readers and 84 percent of the Professors are holding the Ph.D or higher doctoral degrees.

### **3.0.4 NON-TEACHING STAFF**

The non-teaching staff consists of technical staff, administrative staff, ministerial staff, service staff, etc. Their number is quite large especially in the institutions of science, technology, medicine and agriculture. In the Central Universities the number of non-teaching staff is about four times that of the teaching staff. More or less the same ratio may be there in other universities as well.

## **3.1 CHARACTERISTICS**

Some of the important features pertaining to higher education in the University system over the last few decades are briefly given below:

1. Large scale entry of first generation students to institutions of higher education
2. Unusual expansion including that of professional and technical education.
3. The rises of regional universities, a new phenomenon having its hold on the areas of jurisdiction.
4. Realisation of the need for correspondence courses.

5. Vociferous demands made by students' organisations, seeking participation in the administration of the Universities and colleges.
6. The teachers' organisations and the organisations of non-teaching employees becoming stronger day by day.
7. The gradual acceptance of the concept that a college should play an important role as an 'area institution' in the developmental activities of the areas is slowly taking roots.
8. Air-tight compartmentalisation is giving way to the basic need of interdisciplinary functioning in applied research.
9. Establishment of Uni-discipline Universities particularly in the fields of agriculture, medicine, engineering and technology.
10. The proposal for giving autonomous status to the colleges is being implemented.
11. Existence of a large number of small colleges having enrolment of less than 500, to be found in all the states, generally set up in response to popular demands.
12. The average number of affiliated colleges per affiliating university in most of the states is quite high as compared to the number of 30 affiliated colleges recommended by the Kothari Commission. Some of the States have an average number of affiliated colleges per university ranging between 90 and 140.

### **3.2 LIMITATIONS AND MAJOR SHORT-COMINGS**

University management is complex. It faces problems not only from the growing student population and the newly emerging needs and expectations of society but also from the fact that over a period of time it has remained static and failed to evolve effective systems of management.

Some of the management problems have arisen from the sheer growth in the size of Institutions in terms of number of colleges, number of departments, faculty strength, number of students, posing problems of housing, hostels, maintenance and so on. The pattern of management, generally provides for a highly centralised authority, which makes appropriate and timely decisions even more difficult.

Indian Universities are mostly teaching and examining bodies, with adequate research facilities at a few centres. In most places decisions of all kinds requiring even small expenditure of money, purchase of common items, repair of equipments, permission to travel, release of contingency funds etc. are taken centrally, with adverse effect on the speed and efficiency of teaching and research. It also expose the authorities to greater pressures. Research requires interdepartmental linkages, University-production sector linkages and involvement in regional development, for which the Universities have inadequate mechanisms. Extension work, continuing education, adult education programmes, and restructuring of courses etc. require new types of management. Restructuring has generally not been successful largely because of traditionalism. Course structures cannot be changed because of the existing rigid subject-wise Boards of Studies.

A number of Universities are groaning under the weight of affiliated colleges and the burden which it imposes on their meagre facilities. On the other hand, many of the affiliated colleges are experiencing difficulty because they feel that the links with the University are far too tenuous, and the University is an obstacle in their progress.

Though the need for co-operative usage of equipment and other facilities like computers arises because of the cost of installing and running such facilities, such facilities tend to be monopolised by one or a few departments. Inter/University facilities are also being created the management whereof requires to be worked out satisfactorily.

The University Grants Commission has identified the provision of suitable facilities for corporate life as an input to learning, and much more has to be done to organise a large variety of intellectual, cultural, social, and sports activities and to fund such activities. This is an area where student participation and self management will pay large dividends provided each activity is basically run by those who are proficient in it. The modalities for managing these facilities have to be satisfactorily worked out.

Perhaps the most important changes in the approach to management arise from moving over from a colonial, highly centralized authoritarian society to an open democratic society.

Besides these, consensus reached in discussions at the various seminars etc. has revealed the following MAJOR SHORT-COMINGS OF THE INDIAN UNIVERSITY SYSTEM:

1. Objectives of the Universities are not clearly defined and spelt out in most of the Acts. Further, infrastructures are inadequate to fulfil the objectives.
2. Composition of the major University authorities, e.g. Senate, Executive Council, and the Academic Council are not appropriate to their roles.
3. Excessive controlling role is played by the State Departments of Education. By and large, all authority in a State is vested in the Director of Higher Education and Education Secretary. Financial autonomy does not seem to be a possible proposition.
4. Lack of a proper state level body to facilitate, promote and co-ordinate higher education in the state and also to co-ordination with the UGC.
5. Lack of provision in the acts of the universities for granting autonomous status to colleges, Departments, institutes or campuses of Colleges.
6. Lack of adequate authority to the Vice-Chancellor to discharge his responsibility as the Principal Executive and Academic Officer.
7. Lack of or inadequate decentralisation of powers to Directors of institutes, Deans of faculties, and Heads of Departments.
8. Failure to provide adequately for balancing the needs of various interests and groups involved in university functioning, viz. the academic community and the lay representative, the university and colleges, the teachers, the students, the non/teaching staff, etc. and to provide for proper interaction between them in the larger interests of the University itself.
9. Absence of adequate and effective machinery for planning and development, academic monitoring, accreditation of institutions and recognition of individual merit.
10. Universities have programmes of teaching, research and extension; teaching programmes in many cases have not much relevance to social and national needs. Rigidities of the Boards of Studies do not allow introduction of new multi-faculty or inter-faculty courses as also redesigning of courses. Extension hardly finds a place in the Acts of Universities. There is hardly any collaboration between different department; and the universities collaborate only in marginal manner with industry, research and other academic institutions.

11. Inadequate and generally ineffective technical and administrative services.
12. Poor financial arrangements and over-dependence on government leading to infringement of autonomy and also resulting in inefficiency.
13. Lack of effective, independent judicial machinery with proper status and powers for resolving internal disputes in the University.

### **3.3 SOME PROBLEMS OF THE SYSTEM OF HIGHER EDUCATION**

- Inadequacy of infrastructural facilities providing physical facilities and academic inputs.
- Financial and resource problems.
- Problems of Curriculum Development and need for more flexibility in offering courses to students.
- Recruitment and training of teachers and human resource management problems.
- Evaluation and appraisal problems.
- Inadequate community relations.
- Need for establishing proper relations with other research institutions and industry.
- Problems of providing co-curricular facilities.
- Problems of organising, promoting, monitoring and evaluating research.
- Problems of time management.
- Problems of adapting to new challenges like distance education, non-formal education, continuing education, open learning and newer educational technologies.
- Problems of looking after the interest of special groups like weaker sections, women, etc.
- Institutional and academic autonomy and accountability.

# ACTS OF UNIVERSITIES - SOME MAJOR FINDINGS

## (Analysis of Acts - Findings)

The Universities in India are statutory bodies whose emergence and existence necessarily need a legislative sanction.

### 4.0 ACTS OF UNIVERSITIES

The objectives of the Universities are specified in the Acts. The basic outline and general demarcation of University Authorities are pronounced in the Acts passed by the legislature or the Parliament. Any change in the role and powers of the University authorities can be brought about only by appropriate amendments of the Acts. The Statutes are usually the elaboration of the Acts. The changes in the statutes can be made only with the approval of a government level body/authority like the Chancellor/Visitor.

### 4.1 UNIFORMITY IN STRUCTURE

The Acts and Statutes are strikingly similar though not identical in most of the major respects. There are very few substantial variations among the State University acts or among the Central University Acts. In many instances (such as the Uttar Pradesh Universities Act, Karnataka State Universities Act, M.P. State Universities Act) there has been enacted a common piece of legislation governing all the Universities within a state.

Even in those States where there are differences between different University Acts due to historical reasons, there has been a constant attempt to bring about a uniform character among various universities.

There have been several instances of numerous amendments to the University Acts (e.g. Madras University Act was amended eleven times upto the latest amendment in 1983; Delhi University Act got amended six times upto 1981; the amendments were incorporated in the Aligarh Muslim University Act for as many as 15 times). This has been generally done to up-date and revise the older Acts at par with those of recent origin. In this

process of 'homogenisation', Universities which traditionally enjoyed better autonomy and independence were brought closer to the Universities which are operationally controlled by the respective State Governments or the Centre. A cursory glance into the format and content of various University Acts across the country gives an impression that there are differences only in degree and not in kind. The objectives, chapter scheme, the sequence of sections in the Act and the phrases and the terminologies have remained almost the same over the period and among the various regions. There are only slight variations in length, in detail, in nomenclature; but the cut is the same; corresponding authorities and similar officers with like functions. Though the same general description is filled into each enactment, each University shapes itself according to its own leadership and situation, uses its own constitution in a different way.

## **4.2 AUTHORITIES AND BODIES**

The Acts provide for "Authorities" which have defined powers and 'bodies' which are generally advisory in character. There has been a general uniformity in the constitution and composition of the authorities and bodies, despite some minor variations in the mode of election/nomination of certain sections of members in these bodies.

### **4.2.1 SENATE/COURT**

The Senate (or Court, as it is called in some universities) is a larger body representing diverse groups from academics and other social groups, mostly elected. In some Universities the non-academic groups in the Senate include local bodies, non-teaching staff, representatives of trade unions, women's bodies, commerce and industry, progressive farmers (in Agricultural Universities), registered graduates, co-operative Societies and College Management in addition to MPs, MLAs, MLCs and Government nominees, student representatives, Alumni etc, in a few universities such as Banaras Hindu University, Kakatiya University and Allahabad University the Senate consists of mostly nominated members. In Kerala University and Bombay University, a wide cross-section of the society finds represented in the Senate. In Delhi University and Aligarh Muslim University, the Senate includes their former Vice-Chancellors also. In Karnataka State Universities, reservations have been made for one woman registered graduate and two women students.



In the Courts of some Universities there is representation of students, employees other than teachers, Scheduled Castes and Scheduled Tribes etc. also, as indicated below:-

- Students (Universities in Maharashtra, U.P., M.P., and Karnataka)
- Employees other than teachers (Universities in Maharashtra)
- Scheduled Castes and Scheduled Tribes (Madras and Madurai)

The Agriculture Universities have no Court and the powers and functions of the Court and the Executive Council are vested in the Board of Management.

In the University system the court or Senate has traditionally enjoyed the position as the supreme authority. While this position continues in many universities even today, in a number of universities, either by revising the Acts or in the Acts of newly established universities, the position of supremacy has been revised to that of an advisory body.

#### **4.2.2 SYNDICATE/EXECUTIVE COUNCIL**

The Syndicate(or Executive Council as it is called in some universities), being the executive body, is a small body, usually consisting of not more than 20 members. The representatives are elected/nominated from amongst the Principals, Teachers, Senators, Academic Council, etc., besides some ex-officio members and Government nominees. The entire syndicate consists of only ex-officio and nominated members in some Universities; for instances, the syndicate of Kakatiya University, Allahabad University, Banaras Hindu University and Jawaharlal Nehru University consists of only ex-officio/nominated members, while in most of the Universities, the University faculty members are represented in the Syndicate, in the University of Madras, Madurai Kamaraj University and few other Universities, no teacher in the University is eligible to be elected/nominated to the Syndicate. The proportion of elected members dominates in the Syndicates of many of the State Universities (Kerala University, Bombay University, University of Madras, Karnataka State Universities, SNDT Women's University, etc.).

The study of Acts indicates that:

- Teachers are represented on the Executive Council in almost all the Universities;
- Courts are represented in most of the Universities;
- Academic Council is not always represented;
- Government is represented in all the state universities;
- Scheduled Castes and weaker sections are represented in some of the universities as in Karnataka.
- Legislative Assembly is represented in some of the Universities such as in Andhra Pradesh;

### **4.2.3 ACADEMIC COUNCIL**

The Academic Council comprises mostly of the representatives of faculties, principals, University Heads of Departments/Deans, Senate, etc. Most of the members are ex-officio/nominated; there is very limited electoral representation in the Academic Council. In some Universities (e.g. University of Madras, BHU), the Academic Council is too large. In most of the Universities there is provision of members getting in by election; students are generally not given any representation, but in some Universities, the students are given representation (e.g. Kerala University, Kurukshetra University, Delhi University, Jawaharlal Nehru University, Alligar Muslim University). In Kerala University and Kakatiya University all the syndicate members are members of the Academic Council also.

Court is represented on the academic council in the Universities of Madhya Pradesh and Karnataka. Universities of Andhra Pradesh and Karnataka provide for representation of Executive Council on their Academic Councils, Universities in U.P., Karnataka, Andhra Pradesh, Maharashtra, Madhya Pradesh etc., provide for representation of university and Government officials on the Academic council. There is a representation of SCs/STs in the Universities of Karnataka. Readers and Lecturers have also been provided representation in quite a few Universities though in very small numbers. Besides ex-officio members and members appointed/nominated,

the Academic Council also co-opts a few persons. In the case of some Universities instead of co-option, persons of eminence are nominated by the Chancellor.

#### **4.2.4 OVERLAPPING FUNCTION**

The authorities of the University system (Senate, Syndicate and Academic Council) do not have mutually exclusive powers and functions. Most of the decisions taken by one authority are to be approved by or remitted to for information or ratification by other authorities. Though the Syndicate is the apex executive body managing the administration of the University, it has to seek the policy approval and budget sanction from the Senate. The Academic Council is primarily concerned with the academic curricula, syllabi and regulations. However, it does not have the ultimate authority over them as most of these are provided under ordinances, which have to be approved by the syndicate and not disapproved by the Visitor/Chancellor.

#### **4.2.5 WOMEN'S REPRESENTATION**

The reservation for women teachers/students has been granted in a few University Acts only. Karnataka State University Act, Kurukshetra University Act and Maharishi Dayanand University Act are some of those which provide for atleast one woman principal to be represented in their syndicate. The Karnataka State University Act also provides for two women students and one woman graduate to be represented in the University Senate.

#### **ELECTED/NOMINATED MEMBERS**

In most of the Universities the three major bodies have nominated/elected or both persons as their members. In many Universities the elected members are larger in proportion. As a result, the academics are in minority and the academic scene gets vitiated and politicised. Even when they are not in a minority, they are obliged to play passive roles in the presence of powerful non-academic members who dominate. At times the elected members happen to be those who have no authentic connection with university and college affairs.

#### **4.2.6 FACULTIES AND BOARDS OF STUDIES**

Faculties and Boards of studies are discipline based. They are not flexible

enough and have very little scope of inducting experts from industries, national laboratories, public undertakings etc.

### **4.3 COMMITTEES**

While newer universities Acts have prescribed statutory and other committees to discharge academic and other roles of the Universities, this is not so in many of the older universities. Most of the older universities for instance, do not have provision for planning Boards, College Development Council, Boards of Extension, Curriculum Development Cell etc.

### **4.4 AUTONOMOUS COLLEGES**

Acts of most of the older universities do not provide for the grant of autonomy to their colleges. Some universities have a provision to restrict the scope of implementing the autonomy within the frame-work of the conditions laid down by the University e.g. the U.P. State Universities Act, 1973 states that:

"The extent to which the courses may be varied and the manner of holding the examination conducted by such (Autonomous) College shall be determined in each case by the University; such a college shall be declared in the manner prescribed, as an Autonomous College."

Perusal of the Acts of several Universities revealed the complete absence of provision for granting autonomy to its departments.

### **4.5 AFFILIATED COLLEGES**

Though most of the University Acts in their preliminary section on objectives, refer to inspection of affiliated colleges and power to withdraw affiliation etc., the official machinery, the periodicity of inspection and other details on inspection follow-up are not clearly stated.

In some University Acts, the affiliation of private college is subject to the prior approval of the State Governments. For instance, in Karnataka State Universities Act, the applications for affiliations shall be inquired into by the State Government who shall make their recommendations for the grant of

the application or any part thereof or refuse the application or any part thereof or refuse the application or any part thereof and the University shall issue orders accordingly; provided (further) that on the recommendation of the state Government, permanent affiliation may be granted.

In respect of inspection/monitoring of affiliated colleges also, in some University Acts, the State Government has been vested with the power of inspection instead of the University such as in the U.P. State Universities Act of 1973 (sec.40).

## **4.6 LINKAGES**

Excepting a few, most of the University Acts/Statutes do not contain explicit provisions governing the relationship between the university and other institutions such as Industries, National Laboratories, other R&D Centres and voluntary Agencies etc. There are some provisions permitting the Universities to recognise/affiliate institutions (mostly academic institutions) outside the university jurisdiction for the limited and specific purpose of teaching/research. The collaborative research with the R & D wings of Industries, undertaking of consultancy based turn-key research projects by the University faculties, recognition of applied lab-centres for conducting academic programmes etc., still remain to the traditional University Acts/Statutes.

## **4.7 GRIEVANCE REDRESSAL**

Most of the University Acts and Statutes do not provide for establishing a formal Grievance Redressal machinery for various sections of the University community, viz., teachers, students and non-teaching staff. In a few Universities there is a statutory provision for Arbitration Board or Tribunal vested with specific powers to enquire into the disputes referred to it and recommend actions thereon.

## **4.8 OFFICERS**

### **4.8.1 THE VISITOR/CHANCELLOR**

The President of India/Governor of the respective States happens to be the "Constitutional head" of the Central/State Universities respectively in

their capacity as the Visitor/Chancellor.\* They interpret the University Act, supervise the formulation of statutes in accordance with the University Act and resolve the conflicts between different authorities of the University.

The Chancellors in some Universities (e.g. U.P. State Universities Act 1973) have rather sweeping powers to suspend/removes the Vice-Chancellors, To quote sec. 12, sub-sec. 12 & 13 of U.P. State University Act 1973: "If in the opinion of the chancellor, the Vice-Chancellor willfully omits or refuses to carry out the provisions of this Act, or abuses the powers vested in him or if it otherwise appears to the Chancellor that the continuance of the Vice-Chancellor in office is detrimental to the interests of the University, the Chancellor, may after making such inquiry as he deems proper, by order, remove the Vice-Chancellor. The Chancellor shall have the power to suspend the Vice-Chancellor during the pendency or contemplation of any inquiry referred to above." (S.15 of the Act). Thus the Chancellor can suo moto suspend the Vice-Chancellor even if any enquiry is 'contemplated'; and nature of the enquiry is also left to the exclusive discretion of the Chancellor. In this regard, the provision found in some other University Acts (Karnataka State Universities, University of Health Sciences Act of Andhra Pradesh) seeks to qualify the type of enquiry; the relevant provision states. "no Vice-Chancellor shall be removed from the office except by an order passed on the ground of misbehaviour, mismanagement, incapacity or otherwise after due enquiry by a serving or retired judge of Supreme Court or High Court appointed by the Chancellor" (Karnataka University Act 1976, sec.11(4).p.21).

The Visitor/ Chancellor also wields the ultimate authority in Statute-making in most universities e.g. Bharathiar University, Bharathidasan University Act, 1981. Sec. 34(6) of Bharathiar University Act states: "A statute passed by the Syndicate shall be submitted to the Chancellor who may assent thereto or withhold his assent. A statute passed by the Syndicate shall have no validity until it has been assented to by the chancellor."

Since the Central Universities Acts provide for the visitor to be the supervising authority, Chancellor has no executive powers, he is only a dignitary.

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\* Recently in A.P. the Chief Minister has been made the Chancellor of two universities.

#### **4.8.2 THE CHIEF RECTOR**

In some Central Universities, apart from President of India who is the Visitor, the local State/Union Territory's Governor happens to be the Chief Rector. The chief Rector does not enjoy any independent role/powers.

#### **4.8.3 THE PRO-CHANCELLOR**

In many State Universities, the concerned state, Education Minister is ex-officio pro-Chancellor with a few honorary/conventional role during convocations, etc. In some technical/professional Universities also, such as Agricultural Universities and Health Universities, the concerned Minister happens to be the Pro-Chancellor. Among the Central Universities, the University of Delhi has the Chief Justice of the Supreme Court of India as its Pro-Chancellor.

#### **4.8.4 THE VICE-CHANCELLOR**

The Vice-Chancellor is the Principal academic/ administrative head of the University. The Vice-Chancellor enjoys wide ranging powers in the administration of the University. But he has to seek the approval/ ratification of the Executive Council/ Syndicate and other bodies wherever necessary. The term of office for the Vice-Chancellor in the Central University is normally five years, with no provision for seeking a second term; in most of the State Universities the Vice-Chancellor holds office for a term of three years, with a provision for a second term.

#### **4.8.5 THE PRO-VICE CHANCELLOR**

In many Universities, there is a provision for appointment of a Pro-Vice-Chancellor who shall be appointed by the Visitor/ Chancellor on the recommendation of the Vice-Chancellor or the Executive Council. In some Universities, there is a provision for Rector instead of Pro-Vice Chancellor. In many Universities (Tamil Nadu Universities and Karnataka Universities), where there is no provision for Pro-Vice Chancellor, the Vice-Chancellor is found over-burdened with all routine matters leaving little time to devote sufficient attention to the academic planning and development of the Universities.

#### **4.9 THE ANALYSIS OF ACTS/STATUTES INDICATE THE FOLLOWING LACUNAE :**

1. There have been some sensitive unresolved problem-spots in the

University legal structure arising out of certain conflicting relationships between the Government and the University system, between the Chancellor and the Vice-Chancellor, between the Vice-Chancellor and the Registrar, between the Academics and Non-academics and so on.

2. The Boards of Studies are not broad-based and it is difficult to induct representatives from industries, National Laboratories, R & D Organisations and other academic and research institutions in adequate numbers.
3. It is not possible to establish regional or national facilities within the frame-work of the existing Acts of the Universities.
4. Provision does not exist in the Acts/Statutes of most of the Universities for the grant of autonomy to Colleges/Departments/Faculties/Schools or for the establishment of autonomous Sub-campuses for a group of colleges.
5. Acts of most of the Universities do not specifically provide for extension programmes.
6. Acts/Statutes do not normally provide for joint appointments in the Universities or for associating experts from industries. Research Laboratories, R & D Organisations etc.,
7. Acts of most of the Universities do not provide for monitoring and planning boards as a statutory body.
8. Most of the University Acts do not provide for establishment of state level inter-university co-ordinating bodies for mutual counselling and discussion on academic planning and development as also to co-ordinate with the UGC.
9. Provision for consultations with teachers, students and non-teachers is not available in many Universities.
10. Acts of most of the Universities create rigid management structures with least provisions of flexibility for enabling the Universities to have innovation in teaching, research and extension and bringing relevance and excellence to the academic programmes of the Universities.



# VIEWS ON CURRENT PATTERN OF MANAGEMENT OF HIGHER EDUCATION

(Conduct of Survey - Findings - Other Issues)

## 5.0 THE SURVEY

An opinion survey was conducted on various aspects of current status of management of higher education. The questionnaires\* were distributed to the participants of the three seminars conducted at Hyderabad, Varanasi and Jaipur. It was also mailed to the officers of all the 152 universities in India and other eminent persons connected with higher education.

In all, 3000 questionnaires were mailed of which 295 responded. The respondents included Vice-Chancellors, Members of Senate and Syndicate, Members of Academic Council, University Professors, Readers and Lectures, Members of Boards of Studies, Registrars, Government Officials and others.

The following observations are drawn from the above opinion survey.

## 5.1 HOW UNIVERSITIES ACCOMPLISH THEIR OBJECTIVE

**ON THE ACCOMPLISHMENT OF UNIVERSITY'S OBJECTIVES, MOST OF THE PEOPLE ARE SATISFIED WITH WHAT THE UNIVERSITIES DO IN THE FOLLOWING ASPECTS:**

- In holding examinations, conferring degrees, titles etc.
- In instituting degrees, titles, diplomas, and other academic distinctions.
- In providing instructions and training.

**THERE IS TOTAL DISSATISFACTION OVER WHAT UNIVERSITIES DO IN THE FOLLOWING AREAS:**

- In instituting fellowships
- In administering hostels for the students

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\* as in appendix

- In instituting, managing and maintaining research Institutes and University Colleges.

**THERE IS GENERAL DISSATISFACTION IN THE FOLLOWING AREAS:**

- In instituting teaching positions
- In exercising control over the students of the University
- In conferring honorary degrees, titles and such distinctions
- In providing for research and for advancement and dissemination of knowledge.

**THERE HAS BEEN NEITHER A SATISFACTORY NOTE NOR A DISSATISFACTORY NOTE IN THE FOLLOWING ASPECTS**

Granting approvals and autonomy to affiliating colleges.

## **5.2 AUTHORITIES AND BODIES**

### **5.2.1 SENATE / COURT**

With regards to the Senate / Court the respondents feel that its effectiveness is just adequate.

With regards to the constitution of Senate / Court the following categories of membership are considered appropriate, in the order of their importance:

- Heads of University Departments of Study and Research
- Representation from Teachers
- Directors of Collegiate, School, Technical, Medical and Legal education
- Principals of affiliated colleges
- The University Librarian
- Members of syndicate, who are otherwise not members
- Nominees of the Chancellor
- The Director of Physical Education
- Representation of Registered graduates
- Representation from College Committees.

## **THE FOLLOWING MEMBERSHIPS WERE OPINED INAPPROPRIATE:**

- Representation from members of Legislative Assembly
- Representation from Headmasters of Higher Secondary schools
- Nominees of Pro-Chancellor
- University Students

On the question if any category was removed from the membership of the Senate / Court, will it affect the effectiveness, the respondents opined that **IF THE FOLLOWING CATEGORIES WERE REMOVED THE EFFECTIVENESS WILL IMPROVE:**

- Representation from members of Legislative Assembly

In almost all the other cases, respondents feel that there will not be any change if they are removed, but in the following cases there is firm indication that **IF THEY ARE REMOVED EFFICIENCY WILL DECREASE:**

- The Heads of University Departments of study and Research
- Principals of affiliated colleges
- The Directors of Collegiate, School, Technical, Medical and Legal education.
- The elected representation from teachers.

The opinion about the ideal size of the Senate is that the size be between **31 AND 60** members.

**THE RESPONDENTS DECIDEDLY DISAGREE WITH THE IDEA OF ABOLITION OF SENATE / COURT.**

### **5.2.2 ACADEMIC COUNCIL**

Most of the respondents feel that the effectiveness of the Academic Council is just adequate.

Respondents feel that all the present memberships, the Directors of

Collegiate, Technical, and Medical education, the Chairmen of Boards ,of Studies of all UG and PG courses, the Deans of all the faculties, Representation from the principals of affiliated colleges, Heads of Departments of Studies and Research in the University are appropriate for the Academic Council.

### **5.2.3 SYNDICATE / EXECUTIVE COUNCIL**

The respondents are of the opinion that the present composition of membership in Syndicate / Executive Board is appropriate. The categories included in the questionnaire were :

1. Secretary to Government incharge of Education
2. The Directors of Collegiate, Technical, Medical and Legal Education
3. Principals, by **ELECTION** among themselves
4. Teachers, by **ELECTION** among themselves
5. University Professor nominated by the Chancellor
6. Senate / Court members, by **ELECTION** within Senate court.
7. Academic Experts nominated by the Chancellor
8. University Reader nominated by the Vice-Chancellor
9. University Lecturer nominated by the Vice-Chancellor
10. Chancellor's nominees

Respondents are of the opinion that there should be no sectional representation in the Syndicate / Executive Board.

**THEY ALSO FEEL THAT THE SIZE OF THE EXECUTIVE BOARD SHOULD NOT BE MORE THAN 15.**

### **5.2.4 BOARD OF STUDIES**

The respondents feel that the functioning of the Boards of Studies is just adequate.

They consider all the membership categories in the Board of Studies, except that of students are appropriate. The categories included in the survey were: Head of the University Departments, Senior Faculty from University Departments, Subject specialists from other universities, Senior Faculty from colleges and students.

Likewise, they opine that any of the categories except that of students, if removed, would decrease the Boards' effectiveness. If the category of students is removed, they consider, the effectiveness will increase.

The respondents are also of the opinion that a permanent cell like curriculum development cell cannot be a substitute for the present Boards of studies.

## **5.3 OFFICERS**

### **5.3.1 VICE-CHANCELLOR**

The respondents consider that all the three categories, viz. Government's nominees, Senate's nominee and Syndicate's nominee, are appropriate for membership in the selection committee for panel of candidates for Vice-Chancellor's appointment.

They affirm that the Visitor/Chancellor will be the appropriate person to select the Vice-Chancellor in preference to the State Government or the Syndicate.

The opinion on the term of Office for the Vice-Chancellor is that it should be 5 years.

Majority of the respondents feel that the powers exercised by the Vice-Chancellor are perfectly in order.

However, majority of the respondents are of the opinion that **VICE-CHANCELLOR'S FREEDOM TO DISCHARGE HIS RESPONSIBILITIES IS INADEQUATE.**

### **5.3.2 PRO-VICE-CHANCELLOR**

**THEY FEEL THAT AN OFFICE OF PRO-VICE-CHANCELLOR WILL FACILITATE SMOOTHER FUNCTIONING OF THE UNIVERSITY.**

### **5.3.3 REGISTRAR**

The respondents prefer a 5 year term for the Registrar.

They feel that the powers exercised by the Registrar are generally adequate.

They consider that the choice of the Registrar should be left to the decision of the Vice-Chancellor.

They do not agree, however, to the view that the Registrar's term of office should be co-terminus with that of the Vice-Chancellor.

### **5.4 INTERFACE RELATIONSHIPS**

The respondents rate the autonomy enjoyed by the University authorities/bodies as inadequate.

They also rate the cooperation extended by the State Government as just adequate.

They rate the process of decision-making as sluggish where the University authorities and Government authorities are required to collaborate.

**THE RESPONDENTS ARE OF THE OPINION THAT A STATE LEVEL APEX BODY, SUCH AS A STATE COUNCIL FOR HIGHER EDUCATION, IF CONSTITUTED ON THE LINES OF UGC WOULD IMPROVE THE EFFECTIVENESS OF UNIVERSITY FUNCTIONING.**

### **5.5 DECENTRALISATION IN DECISION MAKING**

**A GREAT MAJORITY OF THE RESPONDENTS FEEL THAT DECISION MAKING IN THE UNIVERSITY NEEDS TO BE DECENTRALISED.**

They suggest that independent and final decision on all academic matters (including the relevant statute making) be left to the Academic Council.

They also suggest that the Syndicate be vested with only administrative / financial powers, leaving all other decisions to the respective authorities / bodies.

It is also suggested that the University must have full freedom to make and amend the Statutes without waiting for the approval of the Governor/ Government.

At the same time, they feel that the University's suggestion on amendments

to the University Acts must be duly placed before the legislature for its consideration and decision.

They feel that in an affiliating system of the University, the University's burden in respect of overall supervision of conditions of affiliation and other administrative matters is normal, the burden being neither excessive nor insignificant.

Wherever it is considered to be in "excess" the respondents suggest a statutory body of College Development Council, with about 10 members, to function with necessary powers to decide on the affiliation/development of the colleges under the jurisdiction of the University.

They suggest that, the University departments of studies and research be conferred full academic autonomy, (including conduct of examinations for students) under the overall supervision of the concerned Dean / Director of the schools.

It is also suggest that the universities grant autonomy to more number of colleges so that every university will ultimately become a unitary one.

The respondents feel that in due course of time, the autonomous colleges, be conferred with Deemed University status if their performance is uniformly satisfactory and they be delinked from the parental University.

## **5.6 OTHER ISSUES**

1. The repondents overwhelmingly suggest establishment of an autonomous Accreditation and Assessment Council which will be competant to evaluate the academic performance of Colleges/ Universities and decide accreditation.
2. They also suggest that such an accreditation by an autonomous council be an essential condition for institutions to become eligible for Government/UGC grants.
3. A council for Central Universities to function as an apex policy planning body for all central Universities is suggested.
4. They also suggest that the decision of such a council for Central Universities should be binding on the Executive councils of various Central Universities.
5. They overwhelmingly subscribe to the view that a state council for

Higher Education comprising all Vice-Chancellors of State Universities and a few academicians / educationists would facilitate the management of Higher Education.

6. They also think that such an autonomous state council for higher education must be vested with statutory powers, including those concerned with fund allocation for state universities and colleges.
7. They approve the idea that all guidelines pertaining to under-Graduate education be decided by the state council for higher education and those pertaining to post-graduate education be decided by the UGC (Central).
8. They also approve the view that the Chancellor must obtain the opinion of the Chairman of State Council or UGC, as the case may be, before giving consent to any legislation relating to higher education.
9. They are of the view that elections are major source of conflict in university bodies and they subscribe to the view of abolition of election in all University bodies.
10. They suggest that the University departments be grouped into Schools / Centre under the overall control of a Director / Dean for the respective schools / Centres.
11. They suggest that the heads of departments must occupy their offices for a specific tenure, say, five years, and the renewal to depend upon their satisfactory performance.
12. There is almost unanimity among the respondents to have a planning Board in every university, consisting of academics and user agencies, which will lay down the broad outlines / perspectives of University programmes every five years.
13. They also overwhelmingly approve the idea of instituting a Grievance Removal Cell i.e. a standing judicial tribunal of three High Court Judges which shall dispose of all disputes/grievances including interpretation of Acts / Statutes / Regulations and that their decision shall be binding on all concerned.

**WE HAVE KEPT IN VIEW THE FINDINGS OF THE SURVEY AS ABOVE IN MAKING OUR RECOMMENDATIONS.**



# GENERAL APPROACH AND BASIC PRINCIPLES FOR A NEWER SYSTEM OF MANAGEMENT

(General Approach - Basic Principles)

## 6.0 GENERAL APPROACH

In the words of Jawahar Lal Nehru,

"A University stands for humanism, for tolerance, for reason, for the adventure of ideas and for the search of truth. It stands for the onward march of the human race towards even higher objectives. If the Universities discharge their duties adequately, then it is well with the nation and the people".

Recent developments in socio-economic and socio-cultural patterns on the Indian scene demand a radical change in the role and functions of Indian Universities. Universities are today looked upon as agents of social change, besides their traditional function of dissemination and generation of knowledge. The New Education Policy also envisages the system of Higher Education to be reoriented so as to become a powerful instrument of socio-economic, scientific and technical change in the country.

In a vast country like ours regional diversities, specialities and peculiarities have their own significance and these should not only be allowed to exist but need to be fostered without impinging upon national unity and integration. Each region thus has, from the educational point of view, its own characteristics, which need to be fused with the educational structure of the country. Just as the socio-economic and cultural facets of each region differ in their nature, the natural endowments, industrial growth, development of managerial patterns, customs traditions, the educational pattern all have certain special regional attributes.

If University education is to foster unity and national integration and at the same time ensure that regional specialities are not smothered, then the university system should be so evolved as to enable it to subserve the

above function. The set up of the system should enable the universities to build up linkages with neighbourhood communities, extend their dimensions, and provide opportunities to meet the demand of increasing numbers. **THE MANAGERIAL PATTERNS OF A UNIVERSITY SYSTEM, THOUGH BROADLY SIMILAR ALL OVER THE COUNTRY, MUST HAVE ENOUGH FLEXIBILITY SO AS TO ENABLE IT TO ADAPT ITSELF QUICKLY TOWARDS FULFILMENT OF THE OBJECTIVES AND NEEDS OF THE REGION IT SERVES AND CARRY OUT INNOVATIONS AND EXPERIMENTS FOR THE FULFILMENT OF SUCH OBJECTIVES. LEGISLATIONS, THEREFORE, SHOULD BE SUCH, WHICH, WHILE LAYING DOWN THE BROAD PATTERN OF UNIVERSITY MANAGEMENT LEAVE THE DETAILS TO BE FRAMED BY EACH UNIVERSITY THROUGH STATUTES AND ORDINANCES IN ACCORDANCE WITH ITS PARTICULAR ROLES, OBJECTIVES AND FUNCTIONS.**

Each University must evolve the details of its administrative and management system and structure in accordance with its objectives, and traditions.

In the larger universities where there is considerable diversification in academic programmes or where geographical spread is large, they should adopt the model of sub-centres of administration to ensure speed and efficiency in managing enrolment, examinations etc.

The recruitment of administrative personnel should be done with reference to educational administration and not general administration. The people with good academic qualifications combined with aptitude for administration should be recruited and treated on par with teaching staff, at different levels. Automatic promotion in the administrative style of the Governments is not desirable.

The nomenclature of non-teaching staff is not at all conducive to educational administration. Teachers or administrators in an educational system must be first and foremost educational personnel. Therefore, the artificial categories of teaching and non-teaching are highly undesirable. The administrative personnel should also be recruited directly through selection committees and should have similar type of academic orientation like teachers. At least Registrars, Deputy Registrars, etc., and officers dealing with Accounts, Examinations, Student Welfare etc. should have similar academic qualifications as teachers and they should be trained in inservice

training programmes before they take up the job.

## 6.1 GUIDING FACTORS AND ASSUMPTIONS

With the above general approach in view, we have made the following assumptions and followed the broad principles discussed below in making our recommendations;

1. University is a sub-system of the societal system and universities are:
  - (a) Centres for the pursuit of academic excellence seeking truth; and
  - (b) Centres of national development
2. Teaching, research and extension are the three basic activities of the Universities equal in status and importance.
3. Universities should promote national integration and constantly campaign against the forces of casteism, communalism, lingualism and regionalism.
4. The objectives, roles and functions of the Universities should be very clearly defined and incorporated in the acts of universities.
5. University autonomy is an essential pre-requisite for ensuring high level of contribution and achievement of goals and objectives of the university.
6. The Universities must be insulated from internal and external pressures including those from bureaucratic, political and other groups.
7. **THE MANAGEMENT OF THE UNIVERSITIES SHOULD BE BASED ON THE PRINCIPLES OF PARTICIPATION, DECENTRALISATION, AUTONOMY AND ACCOUNTABILITY.**
8. The structures should always be capable of adapting themselves to new developments and new forces that may emerge from time to time.
9. Powers and authority at the level of the Vice-Chancellors, Pro-Vice-Chancellors, Deans, Heads of Departments etc., as also delegation of powers at different levels should be clearly defined.

10. **FREEDOM TO ACHIEVE EXCELLENCE ETC., SHOULD BE GRANTED TO FACULTIES, SCHOOLS, DEPARTMENTS, INSTITUTES, COLLEGES AND NATIONAL FACILITIES ON THE UNIVERSITY CAMPUSES.**
11. Universities should formulate their short-term and long-term plans keeping in view the regional and national priorities.
12. The relationship between universities and colleges; Universities and other research and academic institutions as also industry should be clearly defined.
13. The relationship between the University Grants Commission, the Central Government, the State Governments, and the State Councils for Higher Education and the Universities needs to be clearly defined.
14. Continuous training and orientation to the educational administrators from the Universities should be provided for.

The implementation of the above principles may necessitate the amendments of Acts, formulation of new statutes, ordinances etc.

### **6.1.1 AUTONOMY**

Autonomy of the universities broadly emphasizes the following:

- Freedom to function to achieve academic excellence;
- Freedom to administer the institution through its own rules and regulations;
- Central/State Governments may exercise their influence as is obligatory on their part to ensure that the grants paid are utilised for the purpose they are given.

The importance of autonomy for a University has been aptly explained by the committee of Model Act for Universities, the Education Commission of 1964-66 and the committee on Governance of Universities and Colleges. The quintessence of these reports are:

"The claim for autonomy is made by the universities not as a matter of privilege but on the ground that such an autonomy is a condition precedent if the universities are to discharge their duties and obligations effectively and efficiently as regards imparting and

advancement of knowledge and also making their unique contribution to the life and development of the nation."

The autonomy pleaded for the University should, of course, percolate down to the various organs of the University system. The **ULTIMATE OBJECTIVE OF MANAGEMENT OF HIGHER EDUCATION SYSTEM SHOULD BE THAT EVERY UNIVERSITY DEPARTMENT BECOMES AUTONOMOUS AND EVERY COLLEGE IS ABLE TO EXERCISE MEANINGFUL AUTONOMY.**

It has been observed in recent years that there has been a gradual erosion of such a status of the institutions of higher learning as illustrated below;

1. The States have come to apply more controls on autonomous functioning of universities;
2. A large number of university Acts (new or amended) have restricted academic independence rather than liberalized it;
3. The trend of Government's intervention has been in the direction of securing a kind of physical control of the university, in the appointment of its Vice-Chancellor, the functioning of the Court and Executive Council and the affiliation of colleges etc.
4. The states have assumed much more authority over the universities through legislation, with the result that it delimits and restricts the decision making authority of the Universities.
5. Wide powers have been vested in the Chancellors who frequently exercise them without paying due regard to defined procedures.
6. In some States, Ministers are inducted as Pro-Chancellors, Members of Syndicate/Court. The University bodies and authorities are some times packed with numerous State-nominated members.
7. In some states, such as, Assam, Bihar, Haryana, Gujarat, Jammu & Kashmir, Punjab, U.P. & West Bengal service conditions particularly those of Vice-Chancellors, which include removal, suspension etc. are laid down by the Chancellors in consultation with the State Governments concerned;

8. Financial aid has become the most powerful instrument in the hands of the States to curtail the autonomy of the Universities.
9. In many States opening of new colleges or grant of affiliation to new colleges is in the hands of the State Governments though all enquiries for the grant of affiliation are made by the universities; and
10. Frequent decisions of the Courts in matters relating to university affairs, have given yet another blow to autonomy of the universities.

### **STATE COUNCIL OF HIGHER EDUCATION**

Autonomy of a university is inconceivable without a clear understanding of working relationship with the state. We do feel convinced for the need to provide an agency which would minimize the possibility of direct interference through the Governmental, political and other channels in the functioning of the universities. Such an agency will also be useful for keeping constant vigilance on the functioning of the universities.

Towards this end, the role of the State Councils of Higher Education as envisaged in the POA of 1986 is very pertinent and important. The UGC has suggested certain roles and functions for such councils including the following;

- i) To monitor the progress of implementation of development programmes;
- ii) To advise the State Governments in determining the block maintenance grants and to lay down the basis for such grants;
- iii) To examine the Statutes and Ordinances of various universities in the State (excluding Central Universities) and suggest modification wherever required;
- iv) To advise the State Governments regarding the Statutes proposed by the universities in a State; and
- v) To perform any other functions necessary for furtherance of higher education in the State.

**SUCH COUNCILS BE SET UP WITHOUT ANY DELAY.** Once these councils are instituted in every state, it is hoped that autonomous functioning of the universities and colleges may improve.

## **FUNDS**

Universities in India are funded either by the Central or the State Governments and as such Central and State Governments have control in their functioning.

We are of the considered view that too much of control of finance by the Government is affecting the university administration and thereby the achievement of objectives of the Universities. **THE VICE-CHANCELLORS MUST HAVE SOME FREEDOM TO RE-ALLOCATE SOME OF THE FUNDS FOR DIFFERENT PURPOSES. THE VICE-CHANCELLORS SHOULD ALSO HAVE FREEDOM TO CREATE NEW POSITIONS OR CHANGE THE LEVEL OF POSITIONS.**

We are also of the view that the existing practice of providing a Block/Annual Maintenance Grants by the state/Central Government (UGC) should continue for meeting recurring items of expenditure including salary, maintenance and contingent expenditure. However, in order that the quantum of basic grants for a University be properly determined it seems necessary that specific norms regarding it ought to be evolved which may be made obligatory for the State Government to adopt.

The Block Grant should be reviewed every three years. In addition there should be a regular increase of 10% of the non-salary component every year. Increases in salary and allowances should however be automatically added to the Block Grant every year.

The State Government should also make a matching grant to the development expenditure provided by the UGC. When plan period is over, the recurring component of the plan allocation should be automatically added to the Block Grant.

An experiment be made to replace Block Grant by Endowment Funds, the interest/income from which should gradually replace the existing Block Grant. Detailed proposals in this regard have been made in Chapter 12.

Attempts should also be made to mobilise resources from trade and industry

and development agencies for undertaking research which would be useful to these agencies.

Some leading universities in U.S.A depend on their own resources and are free of control of Government. Such universities maintain themselves with fees charged from the students and funds received from private industries, corporations, individuals and trusts. One could give a trial to such a model in India. If such universities are set up/run by public trusts, donations etc may be exempted from the payment of taxes on the same basis as donations for scientific research.

The Government in a modern welfare state is called upon to extend financial support to all activities of social service. Government therefore should not appropriate a disproportionate authority to control and interfere in the University system. The Central and State Governments should cultivate and promote an attitude of respecting the autonomy of universities.

When Universities generate funds with their own efforts, either through donations or through rendering of research and consultancy services, it should not result in diminution of funds from Governmental sources. The Block Grants should not be reduced if any other funds are generated. These funds should be available to the University for taking care of new programmes and improvements so that it does not have always to look to the Government for funds. The resources so generated would however, be part of University funds for which it would be fully accountable as it is for funds granted by Governmental agencies.

While concluding, we emphasize that **AUTONOMY MEANS THE FREEDOM TO DO WHAT UNIVERSITIES ARE EXPECTED TO DO AND NOT WHAT THEY LIKE TO DO AND CERTAINLY NOT TO DO WHAT THEY ARE NOT EXPECTED TO DO. THE MERE ASSURANCE THAT AUTONOMY OF THE UNIVERSITIES SHOULD NOT BE INTERFERRED WITH OR TAKEN AWAY IS IN ITSELF NOT SUFFICIENT. THE STATE MAY FIND THAT IT IS ITS DUTY TO INSIST THAT UNIVERSITIES ARE ACCOUNTABLE FOR THEIR PROPER FUNCTIONING. STATE COUNCILS OF HIGHER EDUCATION SHOULD BE THE INSTRUMENT OF LIAISON BETWEEN UNIVERSITIES AND GOVERNMENT.**

### **6.1.2 PARTICIPATION**

The University is a society of students and teachers dedicated to the pursuit



of learning, accumulation of knowledge, its transmission to succeeding generations and exploration of new knowledge.

For democratic functioning of the universities, wider participation of all those concerned with the university is essential. This should be possible through participation of teachers, students and non-teaching staff appropriately through their representation on appropriate university bodies or through consultative committees.

The present, more or less, authoritarian structure has to be replaced by participatory democratic functioning in which organised groups work through organised procedures towards an orderly schedule and the bureaucratic aspects of educational activity must be broken down.

As envisaged in the New Educational Policy, complete trust may be placed in the faculty, which should actively participate at all levels of management. Some broad suggestions are given below:

- i) **TEACHERS BE REPRESENTED APPROPRIATELY AND ADEQUATELY ON ALL POLICY, DECISION MAKING, PROGRAMME PLANNING AND MONITORING BODIES/AUTHORITIES/COMMITTEES OF THE UNIVERSITIES.**

In this connection, we would like to emphasize the statement made in the reports of the committee on Model Act for Universities;

"the teachers should have in practice an effective voice in the determination of the policies and the management affairs of the university; their participation should be real and meaningful and not merely formal and constitutional".

- ii) Students\* should be actively involved to manage activities relating to hostels, messes, sports, cultural and all sorts of extra and co-curricular activities. Students should be nominated on these bodies on the basis of the merit. Such bodies will promote the feed back process about the academic programmes of the university and would also be helpful in making the student community aware of the broad administrative problems facing the universities. Students should normally not be associated on any decision making body or authority of the university.

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\* More details in Chapter No 17.

- iii) Non-Teaching\*\* staff need not be represented on any authority or decision making body of the University. There should be a consultative committee of different sections of non-teaching staff which is consulted frequently by the University at an appropriate level for tackling their problems and for giving suggestions for promotion of efficient functioning of the University.

There are different views amongst the academics about the need for Court/ Senate; while some are in favour of them and others not. However, in the various seminars organised by us, the need to have consultative machinery of the society at large has been recognised by most of the academics particularly for affiliating universities.

Students and supporting staff could be represented on the consultative body of the society (or the Senate / Court) which would be deliberative bodies and not decision making bodies.

### **PARTICIPATION OF SUPPORT SERVICES**

Support services from the libraries, instrumentation centres, computer centres, other central and national facilities etc on the campuses are essential for pursuit of excellence in teaching, research and extension. It is, therefore, essential that there are adequate representation on various bodies of the universities from these support services, industry, national laboratories, other academic institutions etc. for ensuring the achievement of the demands made by the NPE / POA.

### **6.1.3 DECENTRALISATION**

In the Universities, most of the issues, howsoever insignificant and unimportant they may be, are referred to the Vice-Chancellor and it is generally said in the academic community that in most of the universities nothing moves without the signatures of the Vice-Chancellor. The University system, therefore, works on a pattern of excessive centralisation at the

level of the Vice-Chancellor on the one hand and authorities of the universities on the other. This practice, thus, leads to delays in decision

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\*\* More details in Chapter No.17.

making, unnecessary paper work, over burdening of the Vice-Chancellor and authorities with the routine work, development of a sense of lack of confidence at the lower levels, which finally lead to a slow pace for the promotion of standards and achievement of objectives. Not only this, the delays thus caused also add to agitations amongst students, teachers and non-teaching staff when issues relating to their causes are involved.

**THE MAJOR RESPONSIBILITIES OF THE STATUTORY AUTHORITIES OF THE UNIVERSITIES SHOULD BE TO LAY DOWN THE POLICIES, AND BROAD PRINCIPLES AS ALSO GENERAL GUIDELINES FOR THE GUIDANCE OF OTHER BODIES/OFFICERS. ONLY SUCH CASES WHERE THERE ARE DEVIATIONS FROM THE POLICIES, SHOULD BE REFERRED TO THE AUTHORITIES OF THE UNIVERSITIES.**

**WE ARE OF THE FIRM VIEW THAT DECENTRALISATION WITH WELL-DEFINED AUTHORITY AND GUIDING PRINCIPLES IS A MUST FOR THE UNIVERSITY SYSTEM.**

It would be helpful to adopt the following strategies for the induction of decentralised management practices in the university system;

- (a) Every University should review its present management patterns including the structures, roles and responsibilities of various university bodies and to modify the same, if necessary, in the light of the new demands on the university system with a view to promoting the evolution of a new efficient and more effective management system. It is imperative to promote the culture of decentralised management in the university system, with the following power devolution:
1. All powers to make policy decisions to lie in the Executive Council and the Academic Council with a key role of the Finance Committee and the Planning Board;
  2. Delegate the implementation of policies to the level of committees of the institutes, Faculties, Departments, Centres of Advanced Studies, Collegiate Councils, and colleges etc. including powers to make budget proposals and appropriation of funds within the approved budget.
  3. The day to day functioning be handled by the Directors of the Institutes, Deans of the Faculties and Heads of the Departments

/ Centres with the help of appropriate administrative and financial machinery.

4. The selection of non-teaching, technical and research staff (excluding senior positions) be handled directly by the Institute / Faculty / Department within the broad policy frame of the university;
  5. Persons having administrative responsibility be given necessary authority and freedom so as to discharge their responsibilities effectively;
- (b) Decentralisation calls for complete restructuring of the system, identifying of centres of activities, selection of trained and dedicated personnel and equipping them with powers of autonomy and making them responsible and accountable for their decisions.
- (c) There is also an urgent need to introduce the concept of decentralised management from central agencies (UGC / Government of India) to the state level agencies (State Council for Higher Education / Universities), from the State Governments to the SCHEs / Universities and from universities to colleges etc.

Detailed recommendation on what could be done in pursuance of these principles and strategies have been given in the chapter on "Decentralisation in Practice" Chapter 14.

#### **6.1.4 ACCOUNTABILITY**

**A MAJOR DEFICIENCY OF THE PRESENT SYSTEM OF MANAGEMENT IS THE ABSENCE OF ANY SYSTEMATIC METHOD OF REPORTING AND EVALUATION OF PERFORMANCE OF DIFFERENT ACADEMIC AND ADMINISTRATIVE UNITS. ACADEMIC AND ADMINISTRATIVE AUTHORITIES, AND OF THE UNIVERSITY AS A WHOLE. THE SOCIETY HAS INVESTED PRECIOUS RESOURCES IN BUILDING UP THE GREAT INSTITUTIONS OF HIGHER LEARNING. IT IS THEREFORE, ENTITLED TO DEMAND THAT THE MEMBERS OF THE ACADEMIC COMMUNITY INDIVIDUALLY AND COLLECTIVELY BE MADE ACCOUNTABLE IN CONCRETE VISIBLE TERMS.**

The aims of accountability at different levels could possibly be met by the

adoption of the following strategies :

- Annual or periodic reporting;
- Academic audit; and
- Administrative audit.

The Vice-Chancellor should report to the national bodies responsible for the educational system through an educational report outlining the performance of the university.

The 'Academic Audit' for the teaching departments and of individual teachers may be carried out through self appraisal and through peer groups.

The Administrative audit could also be carried out for the units of general administration and other supporting units through self-appraisal or through peer groups and academic staff.

The details about accountability of University and criteria for assessment of performance of educational institution have been separately discussed in chapter 16.

## **6.2 PLANNING**

Universities and colleges as the instruments of change in the society have a responsibility to establish planning processes designed to promote and demonstrate the efficacy of change.

The analysis of the situation in the University system reveals that there is a considerable lack of consciousness about the need and importance of planning in the Universities as well as adequate machinery at the University level with a few notable exceptions. It is essential that Universities should establish a planning process. When introduced, the process should be clearly described to its members emphasizing its relationship with the educational plans at the state and national levels as also the goals and objective of the University.

The programme of Action 1986, has stressed the need for evolving a long-term planning and management perspective for education and its integration with country's developmental and man-power needs. The universities need a new vision of perspective planning spread over 15 to 20 years with well defined goals and objectives

Departmental, Faculty, College and university planning should not be regarded as separate but should be carried out in concert within an agreed framework so that their interaction could be continuously taken into account.

In this connection, we would like to emphasize briefly the following :

- (a) Planning is a continuous and collective exercise of judgement in taking of decisions affecting the future of the university as also achievement of the objectives and goals already set. It is based on felt needs and must be related with the state and national development plans. Its scope includes both programmes of qualitative improvement and quantitative expansion; it is participatory involving the Vice-Chancellor, students, teachers, related external agencies and the society at large etc.
- (b) Planning process should include strategic planning, operational planning, and budgeting. It should take into account the needs of students and staff members, space and physical facilities, units and levels, departments and faculties etc. annual and quinquennial cycles, support information, evaluation, etc.
- (c) Strategic planning should be concerned with the setting up of objectives and selection of strategies to meet the objectives. The primary focus of strategic planning should be to identify long term issues and points for major decisions which will change the character, plans or direction of the university.
- (d) Operational planning would be the translation of strategic planning into specific action plans. It should be concerned with the forward allocation of staff posts, determination of student intake, the allocation of space, the establishment of new departments, introduction of new courses or research programmes, major changes in curricula or teaching methods, forward financial estimates, pattern of development of residential facilities etc., etc.
- (e) Contents of the planning process will include all the activities of the university and all categories of resources within the function. It will make the fullest use of the human and material resources available in the institution. It has to be flexible and should be based on all relevant facts and figures.
- (f) The units and levels (tiers) involved in the planning process will depend

upon the organisational structure of the university. The University lays down the broad guidelines and departments, faculties and other academic and supportive units produce their own plans, - which are then integrated into the university plan.

- (g) Evaluation is an integral part of the planning processes and the university should continuously evaluate its activities every year in relation to its yearly targets and quinquennial objectives.

For introducing and operating the planning process as envisaged above, **IT IS NECESSARY THAT EACH UNIVERSITY HAS A PLANNING AND MONITORING BOARD AS A STATUTORY BODY\***. The UGC has issued guidelines to Universities for the constitution of planning and Monitoring Boards. **WE ARE ALSO OF THE VIEW THAT PLANNING AND MONITORING CELLS BE SET UP IN COLLEGES.**

### 6.3 UNIVERSITIES AND POLITICS

We are of the firm view that universities should be kept free from politics and with this in view, we recommend that :

1. University bodies (such as Senate, Executive Council and Academic Council) are dominated by non-academic members in many universities. They normally have a tendency to politicise the atmosphere. Great care should be taken to see that political parties and politicians do not interfere in the governance and functioning of universities.
2. No Minister or member of legislature or the office bearer of a political party should hold any office in any university or be a member of any university body.
3. Members of the staff (teaching and non-teaching) of the University/ college should not be permitted to stand for election to the Parliament, state-legislature or any local body, unless they go on extra-ordinary leave with effect from the date of filing of nomination. Nor should they hold office in any political party or organisation.
4. No employee shall join or continue to be a member of an Association, the objects or activities of which are prejudicial to the interests of the University or public order, decency or morality. They should also not hold any office in any political party or organisation.

\* More details in Chapter 10

## CHAPTER 7

# UNIVERSITY AND OTHER SYSTEMS

(Universities - State Government / Central Government / University Grants Commission / State Council for Higher Education etc. Universities - Industry / National Laboratories)

## 7.0 UNIVERSITY - GOVERNMENT RELATIONSHIP

Universities in the country are established under Acts of legislatures. There are at present 10 Universities established under Acts of Parliament; the remaining 150 or so of the universities are all functioning under Acts of State Legislatures. The maintenance expenditure of the Universities is provided for by the respective governments; the Central Government in the case of Central Universities and the respective State Governments in the case of State Universities. Since all these Universities are creations of the legislatures, and most of them largely depend on funds from the public exchequer, the Universities have to remain accountable to their respective legislatures and Government. The concerned governments also have the responsibility to ensure that the grants provided by them are utilised properly and that the universities which are funded by them function at a high level of efficiency, and effectiveness. **THE ROLE SO DEVOLVING ON THE GOVERNMENTS IS THUS BROADLY OF A PARTNER IN ENABLING THE UNIVERSITIES IN THE ACHIEVEMENT OF THEIR GOALS.**

Universities, on the other hand, are vested with the responsibility to perform certain specific functions mentioned in the Acts of their incorporation, Performance of many of these functions requires exercise of academic judgement which lies exclusively within the domain of the universities. In the performance of these functions autonomy is vital; the process of education cannot and should not be left to be influenced by external pulls and pressures. The exercise of this autonomy by the Universities has not been very smooth. In the first place, it is not always possible to draw a sharp distinction between issues which are academic and which are non-academic. Decisions on non-academic issues like authorising expenditure for specified purposes can and do influence academic decisions. Questions of autonomy have therefore, always been looked upon as a contentious issue between Universities and agencies which provide them funds.



Secondly, the demands of accountability have often been considered by the Universities as an encumbrance; they feel that the accountability dimension is stretched too far often involving interference with their functional autonomy.

There have been innumerable instances in the recent past in which conflicts have surfaced between the universities and the Governments; and between the concepts of autonomy and accountability. Their practical dimensions in the form of interference or intervention have debilitated the functioning of many Universities. For example, there have been amendments to legislations which prescribe that the Vice-Chancellor shall hold office during the pleasure of the chancellor; that the final decision on affiliation of colleges vested no more in the Universities but in the concerned State Governments; that the power to give assent to statutes shall vest not with the Chancellor, but with the State Government; that certain key functionaries like the Registrar, The Finance Officer, etc., are appointed not by the University but by the State Government and so on. There have also been instances in which some State Governments have superseded the existing Acts of the Universities, promulgated ordinances to replace the decision-making bodies with nominated bodies packed by their supporters; removed the Vice-Chancellors of all the Universities in the State from their office, enacted legislations which provide that the Chief Minister shall be the chancellor in place of the Governor and so on. Considerable attention has thus been focussed on the urgency for defining the relationship between the Universities and the Governments.

Another major issue of controversy has been the role of Governors as chancellors of State Universities. It has been the practice to designate the Governor of the State as the Chancellor of all State Universities just as the President of India is designated as the Visitor of all the Central Universities. Although the Office of Visitor in the case of Central Universities, and Chancellor in the case of state universities perform, by and large, the same functions, there is a qualitative difference in the manner in which the president and the Governor exercise the powers conferred on them.

**IN THE CASE OF CENTRAL UNIVERSITIES THE PRESIDENT OF INDIA AS THEIR VISITOR IS NOT AN OFFICER OF ANY OF THE CENTRAL UNIVERSITIES; HE FUNCTIONS OUTSIDE THE NORMAL DECISION MAKING PROCESSES WITHIN THE UNIVERSITIES.** The powers vested in the Visitor are the appointment of the Vice-Chancellor, appointment of

certain members on the Court, Executive Council, Finance Committee, Selection Committees etc., ordering enquiries and instituting inspections etc.,-giving or with-holding assent to the Statutes, arbitrating in disputes between selection committees and executive councils on the appointment of teachers; and annulment of any proceeding of the Universities which is not in conformity with the Acts, Statutes, Ordinances, etc. In exercising all these powers, the President of India as the Visitor of the Central Universities, is advised by the Minister in charge of Higher Education at the Centre. This clarity in the manner of exercising the powers of the visitor implies that in all decisions taken by the visitor, the Government at the Centre plays the crucial role.

The position in respect of Governors functioning as chancellors of the State Universities is however different. It is not a difference just of nomenclature. The most crucial difference is that while the Governor of a State, by virtue of his office, is the chancellor of the University, he is also an officer of the University. Most University legislations provide that the chancellor, Vice-Chancellor and the member of the decision - making bodies are all constituted into a body corporate. The implication of these provisions is that the Governor is statutorily a member of the University and is a participant in the internal decision-making processes. This position has given rise to the argument that while acting as Chancellors, the Governors are not performing any constitutional functions as Head of State, but are performing only specific statutory functions assigned to them by the Acts of incorporation of the Universities of which they are the Chancellors. There have been judicial pronouncements which uphold this view. This ambivalence about the manner in which the Governor of a State performs his functions as Chancellor has given rise to several unseemly controversies. There have been litigations; and there have been persistent and often acrimonious conflicts between the Governors and the State Governments. In some States, as a matter of convention, the Governors have been consulting the state Governments though they have generally taken the view that they were not obliged to do so. There are also instances where there has been complete understanding between the Governor and State Government whereby all University matters were exclusively dealt with by the Governor without consulting the Chief Minister or the Education Minister.

Many Governments seem to feel that they have no real say in the management of the Universities which have been established, and are being

funded, by them. It is a manifestation of this feeling which prompted most of the amendments introduced in the University legislations, which were designed to carve out a specific role for the State Government in the administration and management of the Universities. In some cases, these powers were transferred from the office of the Chancellor to the State Governments (such as, approving the statutes, appointment of Vice-Chancellor etc.); in some others, the State Government assumed new powers (like affiliation of Colleges, appointment of Registrar, Finance Officer etc.).

Whatever be the cause for these amendments, the effect has been continuing confrontation, in which there were three major participants; the Governor as Chancellor, the State Government, and the University. This continuing confrontation has done considerable damage to the University system and its effectiveness. It also provided, in many cases, an alibi for non-performance.

The programme of Action has talked about the setting up of a State Council of Higher Education. UGC has also issued guidelines for the setting up of such councils by the State governments, which include suggestion for their composition as well as their functions. What is envisaged is that in future the State Councils of Higher Education would perform the main function of coordination, setting up of standards, monitoring perspective planning, laying down guidelines for funding of Universities, and the like, in respect of Higher Education in the State. It is, therefore, necessary that the Governor of the State (who is to be designated as the Visitor under the recommendation being made by this Committee), should act not only on the aid and advice of the State Government but also seek the advice of the State Council for Higher Education with respect to all matters for which powers are given to him under the University enactment. Such a provision should be clearly incorporated in the enactments of the various Universities in the state and also in the Core Legislation which is being proposed for being framed by the centre.

The State Government would exercise powers and functions through the state council of higher education on which it would be adequately represented. Besides, it would have a decisive say in financial matters.

The Universities would also be made accountable to the State Government by being required to submit a detailed Annual Report, a format for which could be prescribed, and which could also be laid before the legislature.

It is felt that this would provide greater clarity in relationship between the State Government, the Universities and the Governor and would end the ambivalence that exists today about the manner in which the Governor exercises the powers and performs the functions assigned to him under the University enactments.

In the case of Central Universities, this committee has elsewhere recommended that there should be a council for Central Universities, which would perform the same functions with respect to Central Universities as the State Councils for Higher Education are supposed to do for the State Universities. It is also common experience that because of the multifarious responsibilities that have to be performed by the Education Department of the Ministry of Human Resource Development, the necessary supervision, monitoring and attention to the problems of Central Universities is not and cannot be given by the Department of Education. The committee feels that the Department of Education would also feel happy if the responsibilities vis-a-vis the Central Universities are taken away from the Department of Education, Ministry of Human Resources Development and entrusted to the proposed council for Central Universities. The Visitor in case of Central Universities could then also act on the aid and advice of this council for Central Universities.

Thus a common pattern for the State Universities and the Central universities could be created.

**IT SHOULD THEN BE OPEN TO THE STATE GOVERNMENT TO MAKE PROVISION FOR APPOINTMENT OF A CHANCELLOR AS IN THE CASE OF CENTRAL UNIVERSITIES. THE CHANCELLOR IN SUCH A CASE SHOULD BE THE CEREMONIAL HEAD OF THE UNIVERSITY, WHO SHOULD BE A SENIOR CITIZEN WHOSE ADVICE AND COUNSEL IS AVAILABLE TO THE UNIVERSITY. HE WILL NOT HAVE ANY EXECUTIVE POWERS OR RESPONSIBILITIES. HE COULD BE APPOINTED BY THE VISITOR FROM AMONG A PANEL OF NAMES RECOMMENDED BY THE EXECUTIVE COUNCIL/SYNDICATE OF THE UNIVERSITY.**

We are of the view that it would not be necessary for the State Governments to make any other provisions to carve out any additional role for them. Accordingly, **WE RECOMMEND THAT THE AMENDMENTS TO UNIVERSITY LEGISLATION WHICH INHIBIT THE UNIVERSITIES FROM THE EXERCISE OF THEIR ACADEMIC JUDGEMENT ON MATTERS LIKE AFFILIATION, APPOINTMENT OF KEY FUNCTIONERIES LIKE REGISTRAR, FINANCE OFFICER, ETC. SHOULD BE WITHDRAWN.** In making these recommendations we are also assuming that **THE UNIVERSITIES WILL EXERCISE THE POWERS VESTED IN THEM WITH A FULL SENSE OF RESPONSIBILITY AND WILL REMAIN ACCOUNTABLE TO THE STATE GOVERNMENTS AND THE LEGISLATURES.** We are convinced that from this mutual respect for autonomy and recognition of accountability, there would emerge healthy conventions involving consultations at appropriate stages between the Governments and the Universities on issues which have implications for both. For example, conventions can be developed under which new colleges established are given affiliation by the universities only after consultation with the concerned State Governments.

We further make the following recommendations with regard to Government-University relationship:

1. **THE GOVERNMENT SHOULD PERFORM A BROAD SUPERVISORY ROLE THROUGH THE VISITOR / STATE COUNCIL FOR HIGHER EDUCATION AND THE COUNCIL FOR CENTRAL UNIVERSITIES.**
2. **THE UNIVERSITIES SHOULD HAVE COMPLETE AUTONOMY IN THEIR ADMINISTRATIVE AND ACADEMIC MATTERS. THEY SHOULD ALSO HAVE FINANCIAL AUTONOMY AS PER GUIDELINES APPROVED BY THE GOVERNMENTS FORMULATED IN CONSULTATION WITH UGC / STATE COUNCIL OF HIGHER EDUCATION).**
3. **THE STATUTE MAKING POWERS WITH CERTAIN EXCEPTIONS SHALL REST WITH THE UNIVERSITIES. THE STATUTES THAT HAVE TO BE SENT FOR THE VISITOR'S ASSENT MAY BE ASSENTED TO BY THE VISITOR ON THE ADVICE OF THE UGC**

**OR STATE COUNCIL OF HIGHER EDUCATION.**

- 4. THE POWERS OF AFFILIATION / DIS-AFFILIATION OF COLLEGES SHOULD REST WITH THE UNIVERSITY. THE GOVERNMENT'S APPROVAL FOR GRANT PURPOSES MAY FOLLOW THE AFFILIATION GIVEN BY THE UNIVERSITY AND NOT VICE-VERSA.**
- 5. TILL SUCH TIME AS THE STATE COUNCILS FOR HIGHER EDUCATION ARE ESTABLISHED, THE COMMITTEE OF VICE-CHANCELLORS OF THE STATE UNIVERSITIES SHOULD PERFORM THIS ROLE.**

### **7.0.1. ROLE OF CENTRAL GOVERNMENT**

The number of universities is growing day by day as they are being set up mostly by the State Governments and some times without any prior reference to the University Grants Commission. Also, the Acts of the universities do not provide for the universities to abide by the regulations and special directions issued by the UGC for the maintenance of standards.

With a view to ensure maintenance of standards, we make the following recommendations with regard to the role of the Central Government :-

- 1. THE CENTRAL GOVERNMENT SHOULD COME FORWARD WITH A CENTRAL LEGISLATION, WITH A VIEW TO ENSURING THAT THE STATE GOVERNMENTS CONFORM TO THE REQUIREMENTS RELATING TO CO-ORDINATION AND DETERMINATION OF STANDARDS IN INSTITUTIONS OF HIGHER EDUCATION.**
- 2. THE CENTRAL GOVERNMENT SHOULD MAKE A STATUTORY STIPULATION REQUIRING THE INCORPORATION OF THE PROVISION IN THE ACTS OF ALL UNIVERSITIES THAT IT SHOULD BE OBLIGATORY FOR THEM TO FOLLOW AND ADHERE TO THE REGULATIONS ISSUED BY THE UNIVERSITY GRANTS COMMISSION FROM TIME TO TIME.**
- 3. THE UNIVERSITY GRANTS COMMISSION ACT MAY BE AMENDED TO MAKE A PROVISION THAT ON FAILURE OF A**

**UNIVERSITY TO COMPLY WITH ANY REGULATIONS OR SPECIAL DIRECTIONS ISSUED BY THE COMMISSION IT COULD INITIATE A PROCEDURE FOR THE DE-RECOGNITION OF THE UNIVERSITY FOR THE PURPOSE OF GRANTS BOTH FROM THE STATE AND CENTRAL SOURCES.**

4. **NO NEW UNIVERSITY BE ESTABLISHED WITHOUT THE PRIOR CONCURRENCE OF THE UNIVERSITY GRANTS COMMISSION. A PROVISION IN THIS REGARD BE MADE IN THE ACT OF THE UNIVERSITY GRANTS COMMISSION.** As a consequence New legislations in respect of State Universities should be referred to the University Grants Commission prior to their enactment, rather than a university being declared, after establishment, fit for receiving central grants.
5. Appropriate steps be taken for the early establishment of State Councils of Higher Education for the purpose of co-ordination, planning and monitoring of University education at State levels.

## **7.0.2 ROLE OF UNIVERSITY GRANTS COMMISSION**

The University Grants Commission owes its existence as an autonomous statutory body to the recommendations made by the University Education Commission of 1948-49. On November 3rd, 1952, the Government of India resolved to create a University Grants Commission which started functioning in 1953. The UGC Act was passed by the Parliament in 1956.

Although the University Grants Commission has been designated as a grant giving body, its main function is related to the maintenance and co-ordination of standards, Section 12 of the UGC Act states;

"It shall be the general duty of the Commission to take, in consultation with the Universities or other bodies concerned all such steps as it may think fit for the promotion and co-ordination of University Education and for the determination and maintenance of standards of teaching, examination and research in Universities."

The Act has been amended from time to time; some important amendments made are indicated below :

1. Establish in accordance with regulations made under the Act,

institutions for providing common facilities, services and programmes for a group of universities or for the universities in general and maintain such institutions or provide for their maintenance by allocating and disbursing out of the Fund of the Commission such grants as the Commission may deem necessary.

2. It may, after consultation with the university or universities concerned, specify by regulations the matters in respect of which fees may be charged, in respect of those matters, on and from such date as may be specified in the regulations in this behalf, by any college providing for such course of study from, or in relation to any student in connection with his/her admission to and prosecution of, such course of study.
3. No grant shall be given by the Central Government, the Commission, or any other organisation receiving any funds from the Central Government, to a University which is established after the commencement of the University Grants Commission (Amendment) Act, 1972, unless the commission has, after satisfying itself as to such matters as may be prescribed, declared such University to be fit for receiving such grant.

If any University fails within a reasonable time to comply with any recommendation made by the commission under section 12 or section 13, the commission, after taking into consideration the cause, if any, shown by the University, may withhold the grants proposed to be made out of the funds of the Commission.

The University Grants Commission has been functioning as an autonomous and statutory body since 1956. With the help of periodic Visiting Committees and informations received from the universities the Commission continuously reviews the programmes and monitors the progress of Universities and is also able to interact closely with a large number of academics in formulating policies and programmes.

The working of the UGC had been reviewed in 1977 by a Committee of the Government of India, and we wish to point out the following recommendations made by the Committee :

1. **IT SHOULD BE PROVIDED THROUGH PROPER LEGISLATIVE**



**ACTION THAT NO UNIVERSITY OR COLLEGE WILL BE ESTABLISHED UNLESS THE UGC CONCURS AND FINDS THE NEED FOR A NEW INSTITUTION JUSTIFIED AND IS SATISFIED THAT THERE IS PROPER PLANNING AND ADEQUATE PROVISION OF RESOURCES FOR THE PURPOSE.**

2. The UGC should lay down guidelines in respect of enrolment policy which should be followed by universities and colleges.
3. The UGC should undertake continuous assessment of the standards of colleges and provide necessary guidance and help to them.
4. **AFFILIATION OF COLLEGES MUST VEST ONLY IN A UNIVERSITY AND BE GIVEN ON ACADEMIC GROUNDS ALONE AND NO EXTRANEIOUS FACTORS SHOULD BE ALLOWED TO COME INTO PLAY.**
5. The UGC should prepare long term perspective plans for higher education and develop models suited to national needs. The plans for different five year periods should be drawn in the context of the perspective plans.
6. **THE UNIVERSITY GRANTS COMMISSION SHOULD BE THE ADVISORY AGENCY FOR THE VISITOR IN MATTERS OF UNIVERSITY EDUCATION PARTICULARLY REGARDING ASPECTS RELATING TO COORDINATION AND STANDARDS.**
7. All Acts and Statutes of universities should have the prior approval of the Visitor who should be advised by the UGC.
8. The name of the University Grants Commission may more appropriately be changed into University Education commission.
9. Commission's prior approval to the establishment of new universities and colleges should be obligatory.

Similarly, the following observations were made by the Review Committee of the UGC of 1961, which also need to be looked into :

1. There seems to be lack of planning consciousness as well as adequate

machinery at the university levels with a few notable exceptions.

2. At the university level, there is often a lack of inter-departmental cooperation and inter-disciplinary programmes. There is also a need to strengthen the process of monitoring, review and evaluation within the university system itself.
3. Each university must define its own perspective in the light of the needs of the region which should aim at the goals of excellence, relevance, social justice and development.

**WE ARE OF THE VIEW THAT THE ABOVE RECOMMENDATIONS MADE BY THE TWO REVIEW COMMITTEES HAVE NOT BEEN IMPLEMENTED EVEN TODAY IN MANY CASES AND NEED TO BE RE - EMPHASISED.**

**WE ARE ALSO OF THE VIEW THAT AT LEAST 4-5 REGIONAL OFFICES OF THE UGC SHOULD BE ESTABLISHED FOR ENSURING DECENTRALISED FUNCTIONING OF THE UGC WITH A VIEW TO ENSURING EFFECTIVE IMPLEMENTATION AND MONITORING OF THE UGC'S PROGRAMMES THROUGHOUT THE UNIVERSITY SYSTEM IN THE COUNTRY.** In our view, this is very important, because of the large number of universities and colleges all over the country and particularly because the number of universities and colleges is growing day-by-day. We would also like to endorse here the observations which have been made by the present Chairman of the UGC, Prof. Yash Pal, in his open letter dated 29.9.1987, with regard to universities and the UGC.

"The commission is basically a cooperative of academics which has to fulfil some responsibilities. Practically all our work is done through panels and committees of a large number of academics drawn in from all over the country."

We have to work together to see that political and other non-academic interference in running the education system is eliminated".

"Management of colleges and universities should be primarily in the hands of academics - and should be for academic purposes".

In our opinion, the role and relationship of the UGC with the universities will be more effective and explicit, if more, awareness about the UGC is created in the university system, and further considerable flexibility and freedom is given to universities/colleges within the approved allocations for achieving the objectives of the approved schemes. **WE ALSO FEEL THAT IT SHOULD BE PROVIDED IN THE UGC ACT THAT CONSULTATION BETWEEN THE UGC AND STATE LEVEL MACHINERY IS OBLIGATORY AND THAT THERE SHOULD BE VERY EFFECTIVE CO-ORDINATION AND COLLABORATION BETWEEN THE UGC AND THE STATE COUNCILS OF HIGHER EDUCATION.**

## **7.1 CO-ORDINATION BETWEEN UNIVERSITIES**

There are 10 Central Universities, over 150 State Universities and over 20 Institutions deemed to be Universities. Co-ordination between the Universities is an important aspect which is discussed as under.

### **7.1.1 COUNCIL OF CENTRAL UNIVERSITIES**

The UGC committee on Central Universities in its report has stated :

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

- (1) Chairman, UGC;
- (2) Vice-Chairman, UGC;
- (3) Two members of the Commission chosen from among the officers of the Central Government, to represent that Government; and
- (4) All the Vice-Chancellors of the Central Universities.

The Functions of this Council shall be to :

- (1) determine the Terms and Conditions of service of the employee of the Central Universities.
- (2) fix the Block Grant to be given to different Central Universities and Delhi Colleges.
- (3) coordinate Academic Programmes and Planning and Development of the Central Universities, and also interaction between them and the State Universities.
- (4) determine the personnel policy including promotion policy for both teaching and non-teaching staff members.
- (5) enhance participation of the universities in programmes of National Development; and
- (6) take up such other matters which may be of common interest to these universities.

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

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

**WE FULLY ENDORSE THE RECOMMENDATION OF THE COMMITTEE EMPHASISING THE ADDING OF 2-3 SENIOR PROFESSORS SO THAT THE VIEW POINTS OF NON-VICE-CHANCELLORS ARE ALSO BROUGHT TO BEAR ON THE COUNCIL'S DELIBERATIONS. THESE PROFESSORS COULD BE FROM AMONGST THE CURRENT OR FORMER MEMBERS OF U.G.C. OR FROM OTHERS. WE FURTHER RECOMMEND THAT THE ACTS OF THE CENTRAL UNIVERSITIES BE MODIFIED SO THAT THE DECISIONS OF THIS COUNCIL WOULD BE FINAL AND WOULD NOT NEED ANY RATIFICATION BY THE CONCERNED UNIVERSITIES.**

## **7.1.2 STATE COUNCILS FOR HIGHER EDUCATION**

We have recommended the setting up in each State by an Act of the State

legislature, a State Council of Higher Education for undertaking planning, coordination and monitoring of performance of the State Universities. The UGC has formulated guide-lines for these councils (Appendix 7)\*. The State Governments may keep these guidelines in view while formulating their proposals.

We further recommend that :

1. **THE CHAIRMAN AND VICE-CHAIRMAN OF THE COUNCIL SHALL BE APPOINTED BY THE STATE GOVERNMENT IN CONSULTATION WITH THE UGC.**
2. The jurisdiction of the Council should extend to all areas of university activities.
3. **THE COUNCIL SHOULD FUNCTION AS THE MAIN COORDINATING BODY IN THE FIELD OF HIGHER EDUCATION AT THE STATE LEVEL AS ALSO WITH THE UGC. ITS FUNCTION SHALL INCLUDE THE PREPARATION OF A CONSOLIDATED PLAN OF DEVELOPMENT OF VARIOUS SECTORS OF HIGHER EDUCATION IN THE STATE, AND MONITORING THE PROGRESS OF IMPLEMENTATION OF SUCH DEVELOPMENT PROGRAMMES.**
4. The Council should have the function of accreditation of institutions through an Accreditation Board at the state level in co-operation with the National Accreditation Council.
5. **THE GOVERNMENT OF INDIA MAY CIRCULATE A MODEL BILL ON STATE COUNCIL OF HIGHER EDUCATION TO ALL STATE GOVERNMENTS INDICATING THE COMPOSITION, FUNCTIONS, POWERS AND OTHER ISSUES CONNECTED WITH THE STATE COUNCIL, IN THE INTEREST OF UNIFORMITY.**
6. The committee of the Vice-Chancellors of the State Universities should perform the role of the SCHE till such time they are established.

## **7.2 NATIONAL APEX BODY**

The National policy on Education 1966 and programmes of Action envisage

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\* Appendix 7.

the establishment of a national body, covering higher education in general and institutions in agriculture, medical, technical, legal and other professional fields, for greater coordination and consistency of policy, sharing of facilities, and developing inter-disciplinary research. Presently, the responsibility for development of higher education is shared by a number of agencies.

We are convinced that an early establishment of such a body will be a great help for coordinating planning of higher education and research in the country.

### **7.3 SARKARIA COMMISSION**

The Sarkaria Commission in its Report on Centre-State relations has made the following observations with regard to universities and higher education.

"The best way of working Union-State relations in the spare of education would be that the norms and standards of performance are determined by the Union and the professional bodies such as the UGC set up under Central Enactments but the actual implementation is left to the states. By the same token a system of monitoring would have to be established by the Union. The basic prerequisites of successful working of such professional bodies are :-

- (i) that their compositon, functioning and mode of operation should be so professional and objective that their opinion, advice or directive commands implicit confidence of the State and Universities/Institutions concerned; and
- (ii) this objective cannot be achieved without close concert, collaboration and cooperation between the Union and the States."

We endorse the recommendations made by the Sarkaria Commission and in this regard we invite attention to the recommendation made by us as under separately in the report;

- (a) Review and Amendment of the UGC Act ensuring more collaboration, cooperation and consultation between the Centre/UGC and States and vice-versa.

- (b) Setting up of State Councils for Higher Education expeditiously for inter alia ensuring more coordination between the UGC and States.

## 7.4 UNIVERSITY-INDUSTRY INTERFACE

**COLLABORATION WITH INDUSTRY\* SHOULD BE AN IMPORTANT FEATURE IN UNIVERSITY DEVELOPMENT.** A combination of factors such as the difficulty faced by graduates in the job market, unsuitability or traditional courses for industrial purpose, insensitiveness or ignorance of academics about specific problems facing industry, rapid development of new technologies and the scope for universities to seek new resources as also need to provide practical training and exposures to students and teachers, signify the urgent need to establish close collaboration between university institutions and industry.

Fostering a close working relationship may bring in various cross section of practitioners into the academic fold for mutual benefit and make university education more meaningful in equipping graduates with marketable skills. Such a kind of relationship is not developed easily, the culture and values of universities and industry being different.

**THIS CALLS FOR THE PROVISION OF A JOINT INDUSTRY-UNIVERSITY MACHINERY IN THE UNIVERSITIES TO PROMOTE UNIVERSITY-INDUSTRY RELATIONSHIPS WITH A VIEW TO ENSURING:-**

- Production of adequate and appropriate industry-needed manpower;
- Re-orientation of university curricula at different levels to meet the needs of industry;
- Promotion of research suited to the needs of industry;
- Motivating industry for promoting educational activities in the university system and vice-versa and
- To find ways and means to enable the industries to make fuller and effective use of the University potential through multiple activities.

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\* The term "INDUSTRY" is used here in a broad sense to include all forms of non-education and non-government organisations such as transport and insurance companies, banks etc., which employ university graduates.

While doing this, it is to be ensured that University-Industry activities are not impeded by the constraints of the academic structures of the universities.

Some of the forms of university - industry collaboration could include the following:-

- Joint publications;
- Jointly organised conference and seminars;
- University teachers and researchers acting as industry consultants;
- Industry representatives serving on the governing and consultative boards/committees of higher education establishments;
- Work placement of students in industry. The aim may vary from simple initiation into industrial life to the preparation of theses based on reasearch projects carried out in firms.
- Co-operation in research, joint research projects and specific goal-oriented research contracts.
- Training programmes awarded/allocated by industry to university;
- Grants by industry and corporations to universities for specific purposes such as the setting up of a chair or the provision of facilities for general research activity etc; as also creating general endowments and
- Establishment of specialised R&D institution by the industry ir University complexes.

## **7.5 UNIVERSITIES AND NATIONAL LABORATORIES/ INSTITUTIONS INTERFACE**

The University system in India is more than a century old. The setting up of national laboratories etc by the Governments, often to tackle specific industrial or technical problems in areas of sciences, engineering, agriculture, medicine and social sciences, is of a more recent origin, Agencies like the CSIR, DAE, ICMR, DRDO, ISRO, DOE, DST, DOO, ICHR and ICSSR etc., have much larger sums of money at their disposal. Their laboratories and institutions have much better infrastructure.



Many of these institutions have talented scientists who could assist the university system in teaching and R & D programmes, bringing greater relevance in the work. On the other hand, these institutions depend critically on the University system for their intake of qualified manpower. They also require continuing education programmes for their staff by way of refresher courses and advanced degrees, which could be provided by the Universities.

The State of interaction and co-operation between the universities and these agencies unfortunately is not satisfactory, except in a few universities. Even in these cases, the co-operation is sustained at the level of personal contacts; formal institutional linkages are inadequate. There is no evidence of organised programmes whereby staff from national laboratories come and spend some extended periods of time in the universities and vice versa. A few University research scholars utilise the facilities of the national laboratories to a limited extent. Similarly, a few younger staff of the national institutions work part time or otherwise for the advanced degrees in the universities.

Participation, in conferences and symposia however, takes place to a sizeable extent. In a few national projects also staff from both sides participate. Considering the size of the university system and national laboratories/ institutions, the magnitude of the collaborative effort is however, very small.

As part of the policy prespective, the NPE/POA call for an effective participation of scientists from the national laboratories and other institutions in the teaching, research and extension programmes of the universities.

With the above in view, we make the following recommendations:

- 1. RESEARCH LABORATORIES OR INSTITUTIONS BE RECOGNISED BY THE UNIVERSITIES AS CENTRES OF RESEARCH. THE NATIONAL RESEARCH LABORATORIES COULD ALSO BE GIVEN THE STATUS OF INSTITUTIONS RECOGNISED AS DEEMED TO BE UNIVERSITIES PROVIDED THEY INTRODUCE REGULAR TEACHING / TRAINING PROGRAMMES.**

2. The Universities may have explicit adjunct academic positions on which the experts from the national laboratories etc., can come on visitorship and take part in teaching as well as R & D activities in the Universities.
3. Agencies like DST, DOE, DRDO, INSA, ICSSR etc., should be persuaded to encourage inter-institutional projects with special funding.
4. **RESEARCH SCIENTISTS AND SCHOLARS FROM THESE LABORATORIES/INSTITUTIONS BE NOMINATED ON THE BODIES/AUTHORITIES OF THE UNIVERSITIES CONNECTED WITH TEACHING RESEARCH AND EXTENSION PROGRAMMES OF THE UNIVERSITIES IN PARTICULAR SENATE, ACADEMIC COUNCIL, PLANNING BOARD, FACULTIES, BOARDS OF STUDIES AS ALSO BOARDS OF RESEARCH AND EXTENSION ETC., FOR THE DEVELOPMENT OF HIGHER EDUCATION AND RESEARCH IN UNIVERSITIES, IT IS NECESSARY AND IMPORTANT THAT WE TAKE FULL ADVANTAGE, OF THE SPECIAL FACILITIES AND RESOURCES AVAILABLE IN INSTITUTIONS CONCERNED WITH ADVANCED WORK AND RESEARCH OUTSIDE THE UNIVERSITIES, i.e., NATIONAL LABORATORIES AND OTHER RESEARCH AND DEVELOPMENT ORGANISATIONS. THE MOVEMENT OF PERSONS, ORGANISED AS A MATTER OF DELIBERATE POLICY, BETWEEN UNIVERSITIES, NATIONAL LABORATORIES, INDUSTRY AND GOVERNMENT SCIENTIFIC DEPARTMENTS WOULD BE OF UTMOST VALUE AND BENEFIT TO ALL CONCERNED.**

An important facilitating factor would be to locate some of the new Research Laboratories in the University campuses to work in close collaboration with universities, which unfortunately has not happened so far.



# GUIDELINES FOR SETTING UP OF STATE COUNCIL OF HIGHER EDUCATION

(Modified in January 1988)

## 1. Objectives

Higher Education aims at educating young men and women for fulfilling national objectives, and plays a crucial role in fostering national integration on the basis of the principle of the unity in diversity. There is a felt need for councils of Higher Education at state level in order to enable the UGC to fulfill its statutory responsibility for the promotion and coordination of university education and for the determination and maintenance of standards of teaching, examination and research in universities. Coordination at the local and regional level would enable expensive facilities to be shared and research projects of an interdisciplinary basis to be undertaken in keeping with the needs of regional developments. The monitoring of the performance of the colleges which are more than 5000 in number could also be carried out more easily at the regional level. It denies that there is an urgent need to strengthen planning and coordination of education programmes in higher education. Planning is essential so as to (a) foresee the needs to future development in the country as a whole, (b) to control unplanned expansion, and (c) to channelise it in desirable directions on the basis of socio-economic needs and academic requirements.

## 2. Setting up of the Council

In order to achieve the objectives set out above, the Central Government may advise State Governments for enacting legislation for setting up of State Council of Higher Education in the states. In an Indian State where the number of Universities are too few, an advisory body may be set up to fulfill the above objectives.

## 3. Composition

A State Council of Higher Education may consist of 10-13 members as follows:-

- (a) A Chairman
- (b) Not less than two and not more than four members drawn on all-India basis from the following who have
  - (1) Obtained high academic distinction in teaching, engineering, medicine, agricultural science or law;
  - (2) Who are industrialists or educationists of high repute
- (c) Not more than 2 from among the Vice-Chancellors of the Universities in the area including Vice-Chancellors of Central Universities, if any
- (d) Not more than 2 from among the teachers of Universities/ Colleges in the State
- (e) Secretary, UGC or an officer of the UGC not below the rank of Joint Secretary nominated by the Chairman, UGC
- (f) Secretary, Education (Ex-Officio)
- (g) Secretary, Finance (Ex-Officio)

4. Terms and Conditions of Service of Chairman and Members

- (a) The Chairman should hold office for a term of five years and other members shall hold office for a term of three years.
- (b) The Office of the Chairman shall be a whole-time and salaried one and subject thereto, the terms and conditions of service shall be as prescribed.
- (c) The salary of the Chairman shall not be less than that of a Vice-Chancellor of the University.
- (d) A person who has not attained the age of 65 years shall be eligible for appointment as a Chairman.

5. Staff of the Council

The Council shall appoint a Secretary and such other employees as it may think necessary for the efficient performance of its functions. The Secretary shall be a whole-time one. The terms and conditions of service of the employees shall be determined by the council.

6. Temporary Association of a Person with State Council of Higher Education for particular purpose

The council may associate with itself in such a manner and for such a purpose, any person whose assistance or advice it may desire in carrying out its work. A person associated with Council for any purpose shall have a right to take part in the discussions relevant to that purpose but shall not have a right to vote at a meeting of the council and shall not be a member for any other purposes. The council may associate with its members of Medical, Engineering and Agricultural Universities with a view to developing coordination amongst Universities.

7. Meeting of the Council

The Council shall meet at such times and places and shall observe such rules of procedure in regard to the transaction of business at its meetings as may be provided by regulations.

8. Powers and Functions of the Council

The Council shall function for coordination and determination of standards in institutions for higher education or research and scientific and technical institutions in accordance with the guidelines issued by the UGC from time to time.

1. Planning and Coordination

- (a) To prepare consolidated programmes in the sphere of higher education in the State in accordance with the guidelines that may be issued by the UGC from time to time, and to assist in their implementation.
- (b) To forward the development programmes of Universities and Colleges in the State to UGC along with its comments and recommendations.
- (c) To assist UGC in respect of determination and maintenance of standards and suggest remedial action wherever necessary, in accordance with the guidelines.
- (d) To evolve perspective plans for development of higher education in the State.

- (e) To monitor the progress of implementation of such development programmes.

## 2. Academic Functions

- (a) To encourage and promote innovations in curricular development, restructuring of courses and updating of syllabi in the Universities/Colleges.
- (b) To promote and coordinate the programmes of autonomous colleges and to monitor its implementation.
- (c) To devise steps to improve the standards of examinations conducted by the universities and suggest necessary reforms.
- (d) To facilitate training of teachers in Colleges/Universities.
- (e) To promote publication of quality text books, monographs and reference books.
- (f) To develop programmes for greater academic co-operation and interaction between university teachers and college teachers and to facilitate mobility of students and teachers within and outside the state.
- (g) To regulate admission on the basis of physical facilities and to develop entrance examination for admission to institutions of higher education.
- (h) To encourage sports, games, physical education and cultural activities in the universities and colleges.
- (i) To encourage extension activities and promote inter-action with agencies concerned with regional planning and development.
- (j) To prepare an overview report on the working of the Universities in the state. A copy of the report should be sent to the UGC.

## 3. Advisory Functions

- (a) To advise State Government in determining the block maintenance grants and to lay down the basis for such grants.

- (b) To set up a State Research Board so as to link educational institutions research with that of the research agencies and also with research needs of the state.
- (c) To examine the statutes and ordinances in various universities in the State (excluding Central Universities) and suggest modifications wherever required.
- (d) To advise State Government regarding the statutes proposed by the universities in a state.
- (e) To perform any other functions necessary for furtherance of higher education in a state.

4. Administrative Functions

To administer and release grant-in-aid from State Government to universities and colleges in the State. For this purpose, the State Government should place the grants meant for the Universities and Colleges at the disposal of the council.

9. Payment to the Council

The State Government may, after due appropriation made by the Legislative Assembly by law in this behalf, pay to the council in each financial year such sums as may be considered necessary for the functioning of the council.

10. Budget

The Council shall prepare, in such form and at such time each year as may be prescribed, a budget in respect of the financial year next ensuing showing the estimated receipts and expenditure, and copies thereof shall be forwarded to the State Governments.

11. Annual Report

The Council shall prepare an Annual Report giving an account of its activities during the previous year and copies thereof shall be forwarded to the State Government and the Government shall cause the same to be laid before the legislative Assembly. A copy of the Annual Report should be sent to the University Grants Commission.

## POWERS OF THE UNIVERSITY

(Present Powers - Constraints - Additional Powers)

### 8.0 PRESENT POWERS

The Universities in India, whether State and Central, enjoy almost similar power structure. Their powers are defined by and derived from the Acts of their incorporation. The delineation of powers, objects and functions have changed little over time. In fact, the Madras University Act of 1923 with some of its subsequent amendments and the Pondicherry Central University Act of 1985 read almost alike, as far as the Objectives/Powers of the University are concerned.

Of late, on account of the emergence of some specialised Universities, the scope and purpose of such Universities have been more narrowed down to the specific focus for which they were established. For instance, the language Universities (e.g. Tamil University, Telugu University), the Women's Universities (e.g. Mother Theresa Women's University, SNDT Women's University) Technology/Professional Universities/Institutes (covering Engineering, Medicine, Agriculture, Management etc.) and Rural Universities (e.g. Gandhigram) have more specialised focus and powers when compared with other general Universities. The deemed to be Universities also generally have a somewhat narrower focus.

The affiliating Universities have the twin responsibilities of

- (a) establishing and administering their own campuses of teaching and research (University Departments); and
- (b) Managing and supervising their affiliated colleges/institutes. The unitary/residential Universities, on the other hand, confine themselves to their own campuses of teaching and research, without having to bother about the colleges located outside the University campus. In larger affiliating Universities, the geographical jurisdiction extends far and wide, sometimes covering more than 60 to 70 percent of State area (Madras, Calcutta, Bombay, Osmania etc.). Hence, the powers of these affiliating general Universities happen to be wider both geographically and functionally.



## 8.0.1 EXTENSION ROLE - AN UNDER-EXERCISED POWER

Notwithstanding the above distinctions in scope and coverage of University powers, the major focus and orientation turn out to be the same; teaching and research. The powers of teaching include the framing of syllabi, conduct and evaluation of examinations and declaration of results and the award of degrees. All the activities incidental to teaching (Libraries, laboratories, classes, faculties, hostels etc.) are also brought under the purview of teaching. The powers of research bestowed on the University system include the establishment and maintenance of research laboratories, provision of research fellowships and faculties for carrying out research leading to research degrees.

Besides teaching and research, extension activity programmes (including extension education), have also been provided for in many university Acts. For instance, the Madras University Act provides for the establishment of University Extension Board. Such provisions have been made in the Acts of Universities of Bombay, J.N.U., Delhi and many others. But in actual practice, excepting for the correspondence/extension education, most of other extension programmes visualised in the University Acts are still in a developing stage except in the field of Agriculture and Medicine. The institutional machinery for such specific extension activities have either not been adequately established or have not been effectively functioning in most of the Universities.

The philosophy behind the extension- role of the University system has been well-spelt out in some of the University Acts. The Bombay University Act, for instance, lists the following among its powers;

"make the University the Centre of Social and Economic Transformation through education as envisaged in the preamble, Directive Principles and other provisions in the Constitution of India. .... to make special provision for the educational benefits of the socially and educationally backward..... rural areas, women etc..... any other activities directed towards cultural, economic and social betterment."

Perhaps, the Bombay University Act as mentioned above is most outspoken about extension - dimension of University powers. Many Universities also, including the specialised Universities, have been statutorily given extension as part of their purview. In actual practice, however, the extension function

leaves much to be desired in most of the Universities (other than Agricultural). Teaching and research happen to be the primary preoccupation of the University system which overshadow the extension aspect and relegates it to the background.

## **8.0.2 LINKAGES : ABSENCE OF CLEAR PROVISIONS**

The linkages between the University system and other institutions of higher learning and research, including National Laboratories, other Universities and advanced Centres etc., have been recognised if not spelt out explicitly in most of the University Acts. To illustrate a few:

"Co-operate or collaborate with any other University authority or organisation in such manner and for such purposes as the executive council may determine" (Bombay University Act);

"to cooperate with any other University authority or association or any other public or private body having in view the promotion of purposes and objects similar to those of the University..... to make provision for research and advisory services; and for that purpose enter into such arrangements with other institutions or bodies as the University may deem necessary" (JNU Act)

"to encourage co-operation among the colleges, laboratories and institutes in the University and co-operate with other Universities and other authorities in such manner and for such purposes as the University may determine" (University of Madras Act).

Similar provisions for co-operation with other institutions of teaching and research are found in almost all the University Acts. But what is missing is an explicit reference to collaboration with the National Laboratories etc (e.g., C.S.I.R.labs). This commission is only corroborated by the fact that many universities are yet to make any meaningful, beginning in establishing ties with these labs. There has been a general feeling that these lab-facilities are underutilised whereas the University research labs are generally underequipped.

### **RESTRICTION ON INTERACTION**

Sometimes, prior permission from the concerned State Government is insisted upon for initiating a link-up with such institutes or laboratories. For example, in the Tamil Nadu Universities Acts, there is a restrictive section

which discourages or limits such collaborations. " No institution affiliated to, or associated with, or maintained by, any other University established by or under any law in force shall be recognised by the University for any purpose except with the prior approval of the Government and the concerned University". Similar restriction is also found in some other affiliating Universities. (such as Osmania University). This again may perpetuate the academic seclusion between the University system and the National Laboratories.

### **UNIVERSITY-INDUSTRY COLLABORATION - UNSPELT**

The linkages between the higher education system and the user-agencies such as the Industrial sector have also not been properly included among the powers of the University. The consultancy-based research projects are very sparingly sponsored in the University Department by the corporate sector Industries. Majority of the current research in the Universities is funded by the Government funding agencies such as U.G.C., DST, CSIR, ICSSR, ICHR etc. The industries, either lack faith in the applicability of University research or tend to shy away from the University system which is not very liberal in its regulations. A glance through most of the University Acts leads one to believe that there is a gross "omission" of any reference about university industry linkage. Though there is some room for interpretation that nothing bars the University to collaborate with Industry, the fact remains that nothing has been specifically mentioned about it in any of the University Acts.

### **POWER OF AFFILIATION - ONLY DEJURE**

Another area of powers, wherein the affiliating Universities are generally found in problem situations, is the power of affiliating colleges to the University under prescribed conditions and to withdraw affiliation under situation of violation or non-compliance with such prescribed conditions. In some States, promoters of a college, to start with, have to seek the government approval as a pre-condition and then approach the University for the grant of affiliation. Normally, after the government have approved the establishment of a college, it is too "embarassing" for the University to deny affiliation to it. Hence, the University is constrained to satisfy itself with whatever facilities are available and "baptise" the college/ institution academically within the University's fold. Thus, after granting affiliation, the University has to just carry on with its affiliated colleges. In spite of the

University having the power to inspect and monitor the infra-structural facilities of the affiliated colleges from time to time, given the socio-political constraints, disaffiliation or de-recognition of a college for non-compliance of the prescribed norms is hardly resorted to even as the last resort. Either the government is pressurised to take over the college or the University is compelled to tolerate such sick bodies in the system. This is the reality in the case of many private affiliated colleges. The University's affiliation-control over the government colleges is only formal. The University can never dream of dis-affiliating even a worst-managed and ill-equipped government college, lest it should incur the displeasure of the government, and the very existence of the University may be at stake. Such situations develop when in the first instance, the college was opened under regional political pressure, specially at election times.

Under these conditions, it is more convincing that the University must have the preliminary and ultimate authority in deciding on affiliation matters. The government approval must follow University affiliation and not the otherway round. In this context, the incongruous situation obtaining in Karnataka is worth noting. The Karnataka State Universities Act (Ch. IX, Sec. 53(1) & (5) reads:

"Colleges within the University areas may, on satisfying the conditions specified in this section, be affiliated to the University as affiliated colleges by the University on the recommendation made by the State Government..... the State Government, which after such enquiry as may appear to it to be necessary shall make their recommendation for the grant of application (affiliation) or any part thereof or refuse the application or any part thereof and the University "shall" issue orders accordingly."

### **8.0.3 OBSTACLES TO STUDENT MIGRATION**

The inter-University recognition norms in the present setup, do not provide an objective or uniform standard of fixing equivalence and hence the mobility of students is generally discouraged, if not debarred. A mere recognition of an University by the UGC under Rule 12(B) or approval/sponsorship by the State Government does not automatically guarantee entry of a student into another University. Each University has its own power "to recognise for any purpose, either in whole or in part, any institution or members or

students thereof on such terms and conditions as may from time to time, be prescribed and to withdraw such recognition" (JNU Act Sec. 5(13)). The process of recognition is rather cumbersome and time-consuming, and it is seldom based on any commonly accepted objective criteria. This state of affairs calls for establishment of an autonomous Accreditation and Assessment Council (as envisaged in the NPE, 1986) which will evolve scientific criteria and methodology for assessing the equivalence between the Universities. Such a mechanism may facilitate free mobility of students in the university system.

#### **8.0.4 DERIVATIVE NATURE OF POWERS**

The Powers of the University, as mentioned earlier, are derived from the Acts of the State/Centre. Hence the autonomy of the University system tends to be sometimes constrained by the antics of some people connected with State Government/Central Government. The powers enshrined in the Act apparently look unqualified and adequate. But the University System has to look upto the State for the implementation of the so-called powers. In many Universities, there have been several unceremonious and summary removals (even of Vice-Chancellors) and Statutes/ Ordinances have been annulled or retracted, if the government in question so desired. The supremacy of the state, in a democracy, cannot be and should not be questioned; the University is only a sub-system of the society which has the elected government as the leader agent. But the rules of the game need to be observed for the mutual benefit of the government and of the University, while accepting the necessity of statutory provision, to set-right any mis-management in the University house, the University should also be provided with adequate and viable autonomy for managing its own house in the most efficient manner without being at the mercy of an overaweing government. While the Act provides the legal outline or framework, the statutes define the working rules for the operation of the University system. Logically, the University must have freedom in framing its Statutes/ Ordinances/Regulations, of course, in so far as they are not at variance with the provisions of the Act or where it does not impose additional financial burden of a recurring nature which will have to be funded by the Government. But what is the reality in the present situation? In most Universities, the Chancellor/Government happens to be an apex authority over statute-making power of the University. To quote Ch.VI, Sec. 34(6) of Bharathiar and Bharathidasan University Acts:

"A statute passed by the Syndicate shall be submitted to the Chancellor who may assent thereto or withhold his assent. A statute passed by the Syndicate shall have no validity until it has been assented to by the Chancellor"; Similarly as per Madras University Act.

" A statute passed by the Senate shall have no validity until it has been assented to by the Chancellor." The Karnataka State Universities Act states

"The State Government may, by order published in the official gazette, annual any proceedings of the University which in its opinion is not in conformity with this Act, the Statutes or the Ordinances" (Ch.11, Sec. 8(8)).

These are only a few of the illustrations to indicate that the UNiversity does not enjoy independent powers but only powers "derived" from the State.

### **8.0.5 SECULAR CHARACTER**

The University system must be secular and hence open to all sections of the society without any discrimination. The Delhi University Act (as in many other University Acts) states: "The University shall be open to all persons of either sex and of whatever race, caste or class, and it shall not be lawful for the University to adopt or impose on any person any test whatsoever of religious belief or profession in order to entitle him to be admitted thereto, as a teacher or student or to hold any office therein, or to graduate thereat, or to enjoy or exercise any privilege thereof, except in respect of any particular benefaction accepted by the University, where such test is made a condition thereof by any testamentary or other instrument creating such benefaction." Such a provision is not to be found in some of the University Acts (such as University of Madras, Bharathidasar and Bharathiar University Acts) which need to be incorporated.

### **8.0.6 RESIDUAL POWERS - LEAST USED**

By and large, the powers of the University, have also an enabling omnibus clause which takes care of "all such related academic matters". This all-embracing clause is found at the end of the section on powers of the University in all University Acts. For Example, the Bombay University Act observes Sec. 4(43):

"to do all such other acts and things as may be necessary for or incidental or conducive to, the attainment of all or any of its objects."

Given this residual provision, no University need to complain that it does not have some of the powers to embark upon any action expected of it as a higher education sub system of the Society. It needs only imagination, initiative and drive towards making the University system move centre-stage. The powers, whether explicit or implicit, whether clear-cut or obscure, become real only when they are exercised by the University system. For instance, many of the powers, relating to extension component of higher education, still remain de jure. Hence the societal role of the University system remains a far removed goal.

## **8.1 NEW PHENOMENA**

Among the powers of the Universities, some of the powers relating to more recent phenomena such as the powers to grants autonomous status to colleges/Departments are yet to be explicitly incorporated. The Statutes relating to the relationship between the University and its autonomous colleges may also have to be drafted in detail.

### **8.1.1 NATIONAL POLICY ON EDUCATION (1986)**

Against the above backdrop of the status-analysis of the powers of the Universities, we now refer to objective-action programmes visualised for higher education under National Policy on Education (1986) :

- (a) Consolidation and expansion of institutions
- (b) Development of autonomous Colleges and Departments
- (c) Redesigning of courses
- (d) Training of Teachers
- (e) Strengthening of Research
- (f) Improvements in efficiency
- (g) Creation of structures for co-ordination at the State and National Levels
- (h) Mobility

Though the above action-programmes of NEP, can be largely carried out within the existing legal framework of most of the Universities, efforts should

be made to introduce statutory amendments, wherever necessary, to provide for smooth and effective implementation of the above courses of action. For instance, creation of State Council for Higher Education may entail re-defining of the working relations between the University system on the one hand and the Government, other funding and user agencies on the other. The role of State Council for Higher Education vis-a-vis the State Government/Chancellor/UGC/National Apex co-ordinating body etc. has also to be well defined. Another action area, where the University Acts may need revamping, may be the one pertaining to effective linkages between University, industry and national laboratories.

In the light of our past experience in the interpretation and exercise of its powers by the University System. It becomes all the more relevant that its powers may be spelt out more explicitly as a reminder to the system of its obligations to the Society, particularly in the context of currently changing socio-economic environment and more specific expectations of NPE (1956) from the University system.

## **8.2 ADDITIONAL POWERS**

Wherever it is not clearly stated, the following may be specified within the powers of the University\*

### **A. STUDIES & RESEARCH**

- (1) To provide for inter-disciplinary courses of study and research and allow for adequate flexibility in the curricular-mix as opted by the students and the user agencies
- (2) To evolve a suitable machinery, other than the Boards of Studies to review and innovate curricula periodically to bring them in consonance with changing socio-economic requirements.

### **B. EXTENSION & LINKAGES**

- (3) to organise and undertake extra-mural studies, training and extension services including adult and continuing educations, NCC, NSS, etc.,
- (4) To provide for adequate scope for recognition and linkages with national laboratories, research institutes, industry and other user-agencies.

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\* Of course, the conventional powers of the University system have not been reproduced here.



- (5) To engage in research, among others, of regional and national relevance, build-up a data-base for the micro level development planning and to organise training of the manpower in the locally relevant occupations of the University region.
- (6) To interact with the developmental organs of the Government, voluntary agencies and other bodies and participate in the evaluation and monitoring of the development and welfare programmes.

### **C. COLLEGES/OTHER INSTITUTIONS**

- (7) To affiliate colleges/institutions under the conditions prescribed and to enable these affiliated colleges maintain desired standards of infrastructure and efficiency.
- (8) To recognise institutions of equivalent standards including inter-university centres of the UGC/other agencies and provide for admitting them into the privileges of the university.
- (9) To inspect the affiliated colleges and visit the recognised institutions from time to time through suitable machinery and ensure proper standards of teaching, research, extension and training in those campuses and to disaffiliate any college/institution if it fails to comply with the prescribed conditions.
- (10) To provide for and maintain common resource-centres to be jointly utilised by a group of colleges in the region, in terms of library, laboratories, computer services etc.
- (11) To designate a college or institution or Department or campus as autonomous and encourage innovations in curricular, designing, methods of teaching and evaluation, subject, however, to the over-all umbrella of the University system.

### **D. EVALUATION**

- (12) To continually monitor and reform the examination system
- (13) To modernise and rationalise the examination machinery so that the academic calendar of the University system is strictly adhered to
- (14) To provide for instruction through "distance learning" and "open approach" and to provide mobility of students from the formal to non-

formal (open learning) streams and vice versa.

#### **E. FACULTY PERFORMANCE & IMPROVEMENT**

(15) To provide facilities to improve the qualification of teachers.

(16) To arrange for orientation/refresher programmes for teachers.

(17) a) To institute incentive/reward system to encourage the more efficient and duty-conscious teachers to make outstanding contributions to teaching/research.

b) To evolve an operational scheme of enforcing the accountability of teachers and non-teachers to the University system. To prescribe minimum work load for teachers in accordance with the UGC norms.

c) To introduce a Code of Ethics for teachers, code of conduct for non-teachers and a code of discipline for the students.

#### **F. IMPROVING ACADEMIC ENVIRONMENT**

(18) To nominate senior faculty/meritorious students to various university bodies and committees, wherever relevant and necessary, and to provide for participative decision making and implementation.

(19) To establish a Grievance Redressal machinery to look into the grievance/discontentment among the staff and students and seek to remedy them.

(20) To establish a university level Tribunal which will settle and resolve the issues of conflict between the university personnel and the authorities/offices, whose (The Tribunal's) judgements shall be binding on all concerned.

#### **G. RESOURCE GENERATION AND MANAGEMENT**

(21) To effect re-appropriation of funds, within the overall budget provision.

(22) To generate resources by frugal and productive utilisation of the university resources; and to explore new avenues of revenue-raising research and development activities such as consultancy

based research projects and training programmes for outside agencies.

- (23) To raise funds from institutional credits and banking agencies, with the approval of respective Government.

#### **H. APPOINTMENT**

- (24) To make appointments of all teaching and non-teaching (other than Vice-Chancellor's) posts in the University through an appropriate selection procedure.
- (25) To provide for joint appointments in more than one department in a university as also between University Research Laboratories, University-Industry etc.

#### **I. SOCIAL JUSTICE & ECONOMIC EQUITY**

- (26) To make special provisions for the benefits of University education to be made available to classes and communities which are socially and educationally backward, to economically weaker sections and women population specially from the rural and backward segments.
- (27) To arrange for special coaching/training programmes for the students belonging to socially underprivileged sections belonging to SC/ST, backward classes etc. and also for the physically handicapped.

#### **J. REGIONAL & CO-OPERATIVE FACILITIES ETC**

- (28) To provide for establishment on the University campus of inter-university centres, consortiums, Research laboratories, autonomous institutes etc set up by the UGC/Central Government/State Government/Industry/Any other Organisation which may be used by a group of Universities/Colleges etc.

#### **K. ACCOUNTABILITY**

Provision be made for the Accountability of Teachers, Deans, Heads, Vice-Chancellors, Department Faculties, Institutions and Colleges etc to the Society;

## **L. ACCREDITATION**

Provision be made for periodic Accreditation of Colleges, Universities and other institutions.

**IN SUM THE FOLLOWING MAJOR CHANGES SHOULD BE MADE, IN RESPECT OF THE EXISTING UNIVERSITY POWERS, IN ORDER TO ENSURE ITS EFFECTIVE FUNCTIONING;**

- (A) THE STATUTE-MAKING POWER SHOULD LARGELY REST WITH THE UNIVERSITY AND THE STATUTES, TO BECOME VALID AND OPERATIONAL NEED NOT IN ALL CASES HAVE THE PRIOR APPROVAL OF THE VISITOR/CHANCELLOR.**
- (B) THE POWER TO AFFILIATE/DISAFFILIATE COLLEGES/ INSTITUTES/CENTRES SHOULD ALSO BE WITHIN THE UNIVERSITY'S JURISDICTION; THE GOVERNMENT APPROVAL, FOR GRANT PURPOSES, MAY FOLLOW THE AFFILIATION ORDER GIVEN BY THE UNIVERSITY AND NOT VICEVERSA. THE UNIVERSITY SHOULD HOWEVER, SEEK THE STATE GOVERNMENT'S OPINION BEFORE GRANTING AFFILIATION.**
- (C) THE POWERS MUST BE MADE MORE DEFINITE AND SPECIFIC (AS DETAILED IN THE PREVIOUS SECTION) AND SUCH POWERS, IN TURN, SHOULD INDICATE THE OBLIGATIONS AND RESPONSIBILITIES OF THE UNIVERSITY SYSTEM TO THE SOCIETY, WHICH SUPPORTS IT."**



# VISITOR, CHANCELLOR, VICE-CHANCELLOR AND OTHER OFFICERS

**(Visitor - Chancellor - Vice-Chancellor - Pro-Vice-Chancellor - Re-organisation of Offices)**

## 9.0 VISITOR

The word "Visitor" denotes in the context of University 'one who has a right or duty of supervision over a university, college, school or similar institution'. It also defines Visitor as 'one who visits officially for the purpose of inspection or supervision, in order to prevent or remove abuses or irregularities'.

In the set up of Indian Universities, the President of India is the ex-officio Visitor of all the Central Universities. As regards the State Universities, with the exception of University of Rajasthan no university has 'Visitor' or the President of India connected with the university in any way.

The functions of the Visitor include the appointment of the Vice-Chancellors; appointment or nomination of persons on the university 'court, academic council, executive council, selection committees for teachers; approval of statutes and the visitation rights to cause an inspection.

The Model Act Committee of the Government of India (1964) recommended that the President of India in the case of Central Universities and the Governor of the State concerned in the case of State Universities should be the Visitors of the university. The Visitor should not be included in the list of officers of the university but should have an independent position constituting a link between the Government and the university. He should have the powers to direct inspection or enquiry into the affairs of the university. The powers of the Visitor should be used sparingly and not for day-to-day working of the university. In the case of most of the State universities the powers of enquiring into the affairs of the university are vested in the State Governments. The Committee recommended that it should not be the State Government but the Governor in his capacity as Visitor who should exercise this power.

The Education Commission (1964-66) agreed with the Model Act Committee that the Governors of States should be the visitors of the universities in the States and should have powers to direct inspection or enquiry into the affairs of a university.

The Gajendragadgar Committee also recommended that as in the case of Central Universities where the President of India is the Visitor, the State Governor may suitably be described as Visitor of the universities in the respective states instead of being designated as Chancellor as at present. The powers of the Visitor should be essentially supervisory and not such as ought to be exercised by the head of a University. The important powers could be the right to cause an inspection, annual any proceedings of the university which are inconsistent with the Acts, Statutes or Ordinances; nominate persons on the Authorities of the university in the manner suggested and to determine the annual maintenance grant of a university in the form of block grants.

The UGC Committee to enquire into the working of the Central universities (1982) recommended that the President of India may continue to be the visitor of the Central Universities. It also suggested that the Governor of the State in which the Central University is located may be the Chancellor of the University.

Although the office of visitor in the case of Central Universities and of Chancellor in the case of State Universities perform, by and large, the same functions, there is a qualitative difference in the manner in which the President and the Governors exercise the powers conferred on them.

In the case of Central Universities the President of India as their Visitor is not an officer of any of the Central Universities; He functions outside the normal decision making processes within the Universities. In fact, the President functions on the advice of the Cabinet at the Centre. This clarity in the manner of exercising the powers of the Visitor implies that in all decisions taken by the Visitor, the Government at the Centre plays the crucial role.

The position in respect of Governors functioning as Chancellors of the State Universities is very different. It is not a difference just of nomenclature. The most crucial difference is that while the Governor of a State, by virtue of his office, is the Chancellor of the University, he is also an officer of the

university. The implication of these provisions is that the Governor is statutorily a member of the University and is a participant in the Internal decision-making processes. This position has given rise to the argument that while acting as Chancellors, the Governors are performing only specific statutory functions assigned to them by the Acts of incorporation of the Universities of which they are the Chancellors. There have been judicial pronouncements which uphold this view. The ambivalence about the manner in which the Governor of a State performs his functions as Chancellor has given rise to several unseemly controversies. There have been litigations, and there have been persistent and often acrimonious conflicts between the Governors and the State Governments. In some states, as a matter of convention, the Governors have been consulting the State Governments though they have generally taken the view that they were not obliged to do so.

This situation led many Governments to feel that they have no real say in the management of the Universities which have been established and are being funded by them.

We have given considerable thought to this matter. In view of the fact that State Councils of Higher Education for State Universities are being insisted upon by the Central Government and a Council for Central Universities has been recommended in this Report, we recommend that provision should be made in the Acts of State Universities and also in the Core Legislation which the Centre has to legislate that **THE POWERS VESTED IN THE VISITOR SHALL BE EXERCISED ON THE ADVICE OF THE GOVERNMENT CONCERNED AND IT SHOULD BE ENSURED THAT THE ADVICE OF THE STATE COUNCIL FOR HIGHER EDUCATION/ COUNCIL FOR CENTRAL UNIVERSITIES, AS THE CASE MAY BE, IS ALSO SOUGHT. TILL SUCH TIME AS THESE COUNCILS ARE CREATED THE UGC SHOULD BE INVOLVED IN THIS CONSULTATIVE PROCESS.**

**WE RECOMMEND THAT PRESIDENT OF INDIA IN THE CASE OF CENTRAL UNIVERSITIES AND THE GOVERNOR IN THE CASE OF STATE UNIVERSITIES BE THE VISITOR OF THE UNIVERSITIES WITH THE SAME POWERS AS THOSE OF THE VISITOR OF THE CENTRAL UNIVERSITIES. HE SHALL NOT BE AN OFFICER OF THE UNIVERSITIES.**

The relationship between the Governor/Chancellor and the universities of the State has recently caused concern, There are instances where his actions reflect deviation from what obviously is the best in the interest of the University. In recent times several cases of this nature have drawn public attention. It is essential that some checks and balances are exercised in respect of the powers exercised by the Chancellor and a machinery is provided to ensure that his powers and actions are fair and sound. **WE RECOMMEND THAT IT SHOULD BE OBLIGATORY ON THE PART OF THE VISITOR (GOVERNOR) TO CONSULT THE CHAIRMAN, UGC WHILE TAKING DECISIONS CONCERNING THE UNIVERSITIES, WHERE DEVIATIONS FROM NORMAL PRACTICES ARE INVOLVED.**

## 9.1 CHANCELLOR

Constitutionally, Chancellor is the head of the University and is usually vested with a number of important powers. He is the ex-officio President of Senate or Court and presides over the convocations of the University.

Almost as a rule, the Governor of the State is a Chancellor of the State Universities. The exceptions are

- M.S. University of Baroda where under the Act of the University, the Ruler or the ex-ruler of Baroda is the Chancellor of the University.
- the Panjab University where the Vice-President is the ex-officio Chancellor of the University.

University of Health Sciences and Telugu University in Andhra Pradesh, where the Chief Minister of the State is the Chancellor.

In the Central Universities the pattern is some-what different. Aligarh Muslim University, and Banaras Hindu University have posts of Chancellor but their Chancellor is not the Governor of the State as in the State Universities. The Court elects the Chancellor. A further variation is found in the University of Delhi, and the University of Hyderabad, where the Vice-President of India is the ex-officio Chancellor. The Chancellor in the Vishwa Bharti, Jawaharlal Nehru University and North Eastern Hill Universities is appointed by the Visitor out of panels of not less than 3 persons recommended by the respective Executive Councils.

As per the report of the Committee on Model Act for Universities, the Chancellorship should be an office of honour to which a person may be



elected by the Court. The Chancellor may preside at convocations and other ceremonial functions. The Chancellor, by virtue of his position and eminence in public life, could be of assistance to the University in setting conflicts and smoothening generally the relationship between various authorities of the Universities.

The report of the Committee on Governance of Universities and colleges (1971), contemplated the appointment of a Chancellor, and recommended that the Chancellor should have the privilege of presiding over the convocations of the University, but he would not be saddled with any administrative responsibility or authority. "In other words, the idea of making this recommendation is to associate some distinguished citizen in the state with the Universities." It was suggested that the Chancellor may be nominated by the Visitor on the recommendation of the Executive Council, for a period of three years.

**WE RECOMMEND THAT THE CHANCELLORSHIP SHOULD BE AN OFFICE OF HONOUR TO WHICH PERSONS OF EMINENCE IN PUBLIC LIFE OR ONE WHO HAS DISTINGUISHED HIMSELF IN SCIENCE, LITERATURE, SOCIAL SCIENCES OR ARTS MAY BE NOMINATED BY THE VISITOR ON THE RECOMMENDATIONS OF THE EXECUTIVE COUNCIL, FOR A PERIOD OF THREE YEARS, AND HE SHOULD BE ELIGIBLE FOR REAPPOINTMENT. THE CHANCELLOR SHOULD HAVE THE RIGHT TO PRESIDE OVER THE CONVOCATIONS, COURT/SENATE AND OTHER CEREMONIAL FUNCTIONS. HE SHOULD BE AN OFFICER OF THE UNIVERSITY.**

## **9.2 PRO-CHANCELLOR**

The office of Pro-Chancellor is a decorative post. Ordinarily, Pro-Chancellor is next to the Chancellor and a number of University Acts provide that in the absence of the Chancellor, the Pro-Chancellor may perform such functions as may be assigned to him by the Chancellor. More than 20 universities have Pro-Chancellors. In the Central University of Delhi the chief Justice of India is ex-officio Pro-Chancellor of the University. Eight Universities of Agricultural Sciences have the Minister of Agriculture of the State concerned as the ex-officio Pro-Chancellor. In the two universities of Jammu and Kashmir, the Chief Minister of the State is ex-officio Pro-Chancellor. The Indira Kala Sangit Vishwavidyalaya has three Pro-

Chancellors viz. the Minister of Education of the State and the founder i.e. the ex-ruler of State Khairagarh and his wife. The Ministers of Education of the State is the Pro-Chancellor in the Universities of Cochin, Calicut, Kerala, Madras, Madurai Kamaraj. Some other universities earlier had the office of Pro-Chancellor, but the same was abolished by amendments of their Acts.

In view of our earlier recommendation for the offices of the Visitor and Chancellor, we are of the view that there is normally no need for the office of the Pro-Chancellor.

### **9.3 VICE-CHANCELLOR**

Under the University constitution, while the Chancellor is described as "the Head of the University", the Vice Chancellor is the "Principal Academic and Executive Officer of the University".

As the academic and executive head of the University, the Vice-Chancellor has to play the most significant role as the leader of the university system both in the executive and academic wings. He functions as a "bridge" between the executive and the academic wings of the university and as he is the head of both these wings, he is both a "teacher" and an "administrator".

Vice-Chancellors have mostly been chosen either from university Professors or from Principals of colleges. There are instances where Supreme Court/ High Court Judges as also IAS/IPS or other services officers were appointed as Vice-Chancellors. But most of the universities have their Vice-Chancellors drawn from the teaching profession.

According to the Model Act Committee report, the Vice Chancellor is by far the most important functionary in a university, not only on the administrative side but also for securing the right atmosphere for the teachers and the students to do their work effectively and in the right spirit. In the Gajendragadkar Committee report on the Governance of the University, it has been stated that the Vice-Chancellor be the principal executive and academic officer of the university and should exercise general supervision and control over the affairs of the university and give effect to the decision of all its authorities. He shall be the ex-officio chairman of the Court, Executive Council, Academic Council, Finance Committee and Selection Committees and shall, in the absence of the Chancellor preside at any convocation of the university for conferring degrees. It shall be the duty of

the Vice-Chancellor to see that the provisions of the Act, Statutes and Ordinances and Regulations are fully observed and he should have the power necessary for the discharge of this duty.

### **9.3.1 APPOINTMENT OF THE VICE-CHANCELLOR**

The Radhakrishnan Commission favoured the idea of selecting the Vice-Chancellor by the Chancellor, but on the positive recommendation of one name by the Executive Council empowering the Chancellor to ask for fresh name if he considers the name unsuitable.

The Kothari Commission while agreeing with the idea of the Radhakrishnan Commission suggested that as the necessary conditions are created the choice of the Vice-Chancellor should eventually be left to the University concerned.

Appointment of the Vice-Chancellor is made in most of the Universities out of a panel of at least three names by the Governor/Chancellor, if it is State University and by the Visitor in the case of the Central Universities. The panel of names is prepared by a committee constituted in accordance with the provision of the Act or the Statute of the University concerned.

The UGC Committee on "Governance of Universities and College" (UGC, 1971) has in its report, after considering several alternatives, recommended that the Vice-Chancellor may be appointed by the Visitor (or Chancellor) from amongst a panel of names submitted by a committee specially constituted for the purpose. The Committee has suggested the following alternatives for the constitution of the Search Committee.

#### **PATTERN I**

- a. A nominee of the Visitor (or Chancellor)
- b. Two nominees of the Executive Council (or Syndicate)\*

#### **PATTERN II**

- a. A nominee of the Visitor (or Chancellor)
- b. A nominee of the Chairman, UGC
- c. A nominee of the Executive Council (or Syndicate)\*

### PATTERN III

- a. A nominee of the Visitor (or Chancellor)
- b. A nominee of the Chairman, UGC
- c. Three nominees of the University one of whom may be nominated by the Academic Council and the other two by the Executive Council (or syndicate). Alternatively one to be nominated by the Executive Council (or syndicate) and the other two by the Academic Council.\*

We have devoted considerable time to this issue and are firmly of the view that the appointment of Vice-Chancellors be made by the Governor/Visitor in the State Universities and by the President/Visitor in the Central Universities. We are further of the view that **THE APPOINTMENT OF VICE CHANCELLORS SHOULD BE THROUGH PROPER IDENTIFICATION OF A PANEL OF NAMES OF EMINENT ACADEMICIANS BY A SEARCH COMMITTEE** comprising of a representative of the Executive Council/ syndicate, a nominee of the University Grants Commission, and a nominee of the Chancellor/Visitor who may be the Convenor of Committee.

Another model of the Search Committee which we recommended is the following :

- (1) Chairman, University Grants Commission or his nominee; or Chairman, State Council of Higher Education;
- (2) Representative of the Executive Council (Syndicate); and
- (3) nominee of the Chancellor/Visitor who may be the Convenor of the Committee

We do not favour the appointment of Government Officials (serving or retired) as Vice-Chancellors. The appointment of Vice-Chancellor should be made only from the panel suggested by the Search Committee.

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\* The person or persons to be nominated by the Executive Council (or Syndicate and other authorities of the University) may not be the employee of the University or the member(s) of Executive Council (or Syndicate) or Academic Council. The Committee should prepare the panel, arrange it in an alphabetical order and need not indicate any preference.

**WE ALSO RECOMMEND THAT THE TERM OF OFFICE OF THE VICE-CHANCELLOR SHOULD BE INCREASED FROM THE TERM OF 3 YEARS (AS OBTAINING IN MOST OF THE STATE UNIVERSITIES) TO 5 YEARS. HE MAY BE RE-APPOINTED FOR ANOTHER TERM IN THE SAME OR ANOTHER UNIVERSITY. THE APPOINTMENT OF VICE-CHANCELLOR SHOULD IN NO CASE BE AT THE PLEASURE OF THE VISITOR/GOVERNOR/GOVERNMENT OR ON THE RECOMMENDATION OF THE GOVERNMENT.**

We also recommend that the process of appointment of a successor should be started well within the term of the out-going Vice-Chancellor and the latter should be persuaded to stay until the successor takes over charge. The Vice Chancellor should be a person with vision and qualities of academic leadership and with flair for administration because what the universities need is a sensitive, efficient, fair and bold administrator. The Vice-Chancellor should be a distinguished educationist from the Higher Education System. The Vice-Chancellor should have direct access to the Visitor/Chancellor. His age of retirement should be 65 years.

### **9.3.2 APPOINTMENT OF VICE-CHANCELLORS IN DEEMED UNIVERSITIES**

We have noted that there is no uniform model of management for the deemed universities. We are of the view that there should be a Search Committee for the Appointment of Vice-Chancellor/Director in the Deemed Universities and that eminent educationists be only appointed to these posts. In our opinion, the Search Committee may consist of the following:

- (1) Nominee of the Visitor/chancellor as the Convenor of the Committee
- (2) Nominee of the Chairman, UGC.... Member
- (3) Nominee of the President/E.C... as Member

it is to be ensured that they are not members of any one of the authorities.

### **9.3.3 STATUS OF VICE-CHANCELLOR**

In one of the forums it has been stated that:

"The prestige and the authority of the Vice-Chancellor who is the executive and academic head of the university has been greatly

corroded in recent times. His is a most difficult and hazardous job in the present state of affairs. He is expected to provide both administrative and academic leadership with dynamism and vision, but all his time and energy is spent in fire fighting on various fronts to maintain peace on the campus, even at the risk of his personal security, leaving him little time for academic thinking or planning.... He is held accountable for everything that goes wrong in the university, even though in the democratic constitution of the university, major decisions, both in administrative and academic matters, are taken by the respective bodies constituted for the purposes in whose composition he has often very little say".

The Vice-Chancellor is the chief executive of the university and is to preside over the Executive Council, Academic Council etc. He has no hand in the selection of the Syndicate/Executive Council members, but has to carry out the wishes of that body and thus he fails to formulate his own policy or to give effect to it. The result is that the Vice-Chancellor has often to carry out the wishes of the dominant group even if he does not like the policy personally. **WE THEREFORE, RECOMMEND THAT THE VICE-CHANCELLOR SHOULD RECOMMEND THE PANELS FOR NOMINATION OF THE MEMBERS ON THE AUTHORITIES/ BODIES OF THE UNIVERSITY. THESE PANELS SHOULD NOT HAVE LESS THAN THREE NAMES FOR EACH NOMINATED POSITION.**

The academic community in the recent years was shocked to know about the arbitrary action taken by the Chancellors of some of the universities, even demanding the resignation of the Vice-Chancellors without a show cause notice or establishment of charges based on proper enquiry. The Vice-Chancellors of Indian Universities have expressed deep anguish and indignation on such actions in certain forums.

We are of the firm view that the universities need distinguished and dignified persons as Vice-Chancellors and it is necessary to ensure that they are treated with dignity and regard which the office merits. No self-respecting person would consent to head the University, if his respect and continuance in office is at the mercy of the Chancellor or Government. **UNDER NO CIRCUMSTANCES, THE VICE-CHANCELLOR'S TENURE BE AT THE PLEASURE OF THE CHANCELLOR OR STATE GOVERNMENT.**

We strongly recommend that :

- (1) the appointments of the Vice-Chancellors are made for a term as prescribed by the statutes;
- (2) the Vice-Chancellors could be removed only after a show cause notice and on ground or misconduct proved in an enquiry held by a Committee consisting of sitting/retired judges of Supreme Court/High Court;
- (3) adequate powers should be vested in the Vice-Chancellors for the efficient working of the university and to enable the Vice-Chancellors to function effectively and honourably; and
- (4) he should be accorded a status not lower than that of the Judges of the High Court of the State.

We would like to emphasise that lowering the esteem and position of the Vice-Chancellor is detrimental to the interest of Higher Education in the State concerned. It would therefore, be desirable to extend all support to the Vice-Chancellor. **IN CASES OF CRISES WHERE MEASURES SUCH AS WHOLESALE TRANSFERS, REMOVAL, DISMISSAL ETC., ARE VISUALISED, IT SHOULD BE OBLIGATORY FOR THE VISITOR/CHANCELLORS TO CONSULT THE CHAIRMAN OF THE U.G.C. WE STRONGLY RECOMMEND THAT THIS PROVISION SHOULD BE MADE IN THE ACTS OF UNIVERSITIES.**

#### **9.3.4 POWERS AND DUTIES OF THE VICE-CHANCELLOR**

The Vice-Chancellor has been designated as the **CHIEF EXECUTIVE AND ACADEMIC HEAD** of the University and as such his power and duties should be commensurate with his status. They should include, among others, the following:-

1. To ensure that the provisions of the Act, Statutes, Ordinances and Regulations are fully observed;
2. To delegate his powers for day-to-day work to the Pro-Vice-Chancellor(s), Deans, Heads of the Departments and other officers who should act on the basis of clear rules laid down in this regard;
3. To ensure that the routine items regarding creation of temporary posts for short duration and sanction of leave etc. should not normally be referred to the Executive Council;

4. To make appointments of Deans, Heads, Proctors, Dean of Students Welfare Provosts and Wardens etc. The appointment of the Pro-Vice-Chancellor (or Rector) and Dean of Colleges and equivalent Officers however, may be made by the Executive Council on his recommendation;
5. Power, not to act upon any decision of any authority, if he is of the opinion that it is ultravires of the provisions of the Act or Statutes or Ordinances or that such a decision is not in the best interests of the university. In both the cases he could ask the authority concerned to review the decision and if differences persist, the matter be referred immediately to the Visitor whose decision should be final.
6. As the Chairman of the authorities/bodies committees of the University he should be empowered to suspend a member from the meeting of the authority, body or committee for persisting to obstruct or stall the proceedings or for indulging in behaviour unbecoming a member.
7. All the disciplinary powers in regard to students and employees should vest with the Vice-Chancellor. He should have the powers to suspend an employee and initiate disciplinary action against him, However, the Vice-Chancellor could delegate these powers to other officers.
8. He should be responsible for holding and conducting the university examinations properly at the scheduled time and for ensuring that results of such examinations are published expeditiously and that academic sessions of the university start and end on proper dates.
9. In an emergent situation to take any action on behalf of any authority in which the power is vested and to report the action taken in the next meeting of the authority. In such situations the Vice-Chancellor need not obtain the prior approval of the Chancellor as practised in some Universities.
10. He should be responsible to allocate responsibilities and to audit the performance of officers, faculty members, staff and students against the expected standards.
11. Managing the people (including students and academic staff), in a manner whereby there is a positive impact on society at large and the actions are in accordance with the overall plans of development etc.



12. To exercise all administrative and financial powers as defined in Statutes/Ordinance.

#### **9.4 PRO-VICE-CHANCELLOR OR RECTOR**

Some of the Universities have posts of Pro-Vice-Chancellors or Rectors. These posts are of equal rank. Posts of pro-Vice-Chancellors and Rectors exist both in Central and State Universities.

There are universities, big in size, having the posts of Pro-Vice-Chancellors/ Rectors; there are also smaller universities having such posts and there are universities big in size having no posts of Pro-Vice-Chancellors.

Different modalities are practised about the appointment of Pro-Vice-Chancellors. In the Universities of Delhi, BHU, JNU etc appointment is made by the Executive Council on the recommendation of the Vice-Chancellor; whereas in the universities of Lucknow, Gorakhpur and Allahabad it is from among the Professors on part-time basis i.e. in addition to the duties of Professor; in M.S. University of Baroda the post of Pro-Vice-Chancellor is filled up through election by the Senate on the recommendations of the Syndicate from a panel of three names.

The Committee on Model Act for Universities in its report observed that "the Vice-Chancellor is concerned, inevitably with almost every part of the work of the university. This itself is an exceedingly heavy responsibility, and it becomes still more so if the university is an affiliating one with a larger number of colleges, departments and students. It is therefore, necessary that the Vice-Chancellor is provided with one or more deputies, that is one or more Rector(s) or Pro-Vice-Chancellor(s). One of the simplest ways in which the Pro-Vice-Chancellor can be chosen is for the Executive Council to fix the salary and other conditions of services and leave it entirely to the Vice-Chancellor to choose the Pro-Vice-Chancellor for the duration of his own term or for a shorter period if he so desires".

The Committee on Governance of Universities broadly endorsed the recommendations of the Model Act Committee.

A number of new activities are envisaged for the University and provision has to be there for taking care of these functions. These functions will relate to Extension, continuing Education, Affiliation and Accreditation, Awards and recognitions, Human Resource Development etc. Besides these, the existing

functions- Administration, Financial, Academic, Student welfare, public Relations etc., have to be taken care of. The Vice-Chancellor should accordingly be assisted by the Officers of the rank of Pro-Vice-Chancellor/Dean for taking care of all these activities. There may be need for a separate officer for each of these functions or two or three or more offices could be grouped together to be looked after by a Pro-Vice-Chancellor Dean. The details of each function are given below:

**WE ARE OF THE VIEW THAT EVERY UNIVERSITY SHOULD HAVE THE POSTS OF PRO-VICE-CHANCELLOR(S).** The number of such posts could however be decided by the university's Executive Council. **IN OUR OPINION BIG UNIVERSITIES AND THOSE UNITARY IN CHARACTER SHOULD HAVE AT LEAST TWO/THREE POSTS OF PRO-VICE-CHANCELLORS AS indicated below:-**

1. Pro-Vice-Chancellor (Academic and Evaluation) will be responsible for approving, affiliating, or autonomising institutes of higher education in the university and confer degrees and titles after proper evaluation and judgement, developing new areas of knowledge, extending them to the society for application, identifying proper faculty members by prescribing standards and heading interview panels, developing faculty capabilities by training them, providing inter-college/inter-department visitorships, and coordinating the activities of schools of Excellence and faculties through their respective heads including research activities undertaken by them.
2. Pro-Vice-Chancellor (Administration and Finance) will be responsible for day-to-day administration of the university, funding for academic and administrative purposes, public relations and communication with other bodies, organising and providing infrastructural facilities for the meetings of the Court/Senate/Syndicate/Executive Council etc. Coordinating university publications, libraries, hostels, organising student welfare activities, co-curricular programmes and oversee officers of the university carrying out municipal functions.

**IN AN AFFILIATING UNIVERSITY IN ADDITION TO THE ABOVE TWO POSTS THERE MAY BE A FULL TIME POST OF PRO-VICE-CHANCELLOR FOR COLLEGES. NORMALLY THE POSTS OF PRO-VICE-CHANCELLOR BE FULL TIME AND BE CO-TERMINUS WITH**

**THE TERM OF THE VICE CHANCELLOR.** The age of superannuation and other terms and conditions of the services of a Pro-Vice-Chancellor should be the same as for a Professor of the University. When a Professor or any other member of the university staff works as Pro-Vice-Chancellor an additional allowance may be given to him.

The duties to be assigned to the Pro-Vice-Chancellor by the Vice-Chancellor should be clearly defined. While instituting posts of Pro-Vice-Chancellors, the spirit and ideals as recommended by the Model Act Committee be always kept in view. **WE EMPHASISE THAT THE APPOINTMENT OF THE PRO-VICE-CHANCELLOR BE MADE BY THE EXECUTIVE COUNCIL AND NOT BY THE STATE GOVERNMENT ON THE RECOMMENDATION OF THE VICE-CHANCELLOR.**

## **9.5 OTHER ADMINISTRATIVE OFFICERS**

There should be more than one Registrar to take care of General Administration, Finance, Examinations etc. The present posts of Finance Officer and Controller of Examinations should be redesignated as Registrar. All the Registrars should be appointed by the Executive Council for a period of 5 years. They should normally, be selected from amongst the academic staff of the University System such as Professors / Principals / Directors / Senior Readers. Detailed observation and recommendations on management of these functions have been made in Chapter 12.

## **9.6 REORGANISATION OF OFFICES AND THEIR FUNCTIONS**

The National Educational Policy of 1986 has high expectations from the University system. Many new activities of a continuing nature have been suggested in the programme of action. We are of the view that while some of the existing offices in the universities will have to be reoriented, a few offices will also have to be created as discussed below for enabling the Universities to implement and continuously monitoring the recommendations made in the NEP and the programme of Action.

According to the NEP, the functions of the University are broadly classified as under :

- Teaching through faculty divisions and schools of Excellence;
- Research and Extension;

- Continuing Education;
- Curriculum development;
- Evaluation;
- Affiliation, approval, accreditation;
- Awards and recognitions;
- Funding and finance;
- Human Resources Development;
- Public Relations and Communications;
- Student welfare and co-curricular activities;
- Publications and Library Development;
- Maintenance of Hostels;
- Staff Relations and Grievance Settlement; and
- Municipal Functions.

To perform these functions the offices in the University system would be broadly reoriented/created on the following lines.

## **9.7 TEACHING THROUGH FACULTY DIVISIONS**

### **9.7.1 DEANS OF FACULTIES**

The faculty comprises of Departments of studies of related disciplines broadly identifiable as recognised disciplines such as Science (or Bio-Sciences, Physical Sciences etc.), Social Sciences, Arts, Law Agriculture, Engineering and Technology, Medicine, etc. Such group of departments is termed as a Faculty headed by a Dean. The Dean is the Chairman of the Faculty Council and is responsible for the co-ordination of academic activities of the departments of the Faculty. The administrative and financial functions are normally carried out by the departments. However, in many situations, Faculties also operate as administrative units, in which case the administrative and financial functions of the departments are limited. The Faculty may also have Committees for different purposes such as Research, Administration and Finance, Student Affairs etc. The Dean of the Faculty is an Officer of the University and he represents the Faculty in the different authorities of the Universities (such as Court, Executive Council, Academic Council and the Planning Board) and other bodies such as Finance

Committee, Examination Committee etc. The Deanship generally rotates between the professors/Heads of Departments of the Faculty. The Dean is accountable to the Vice-Chancellor and through him to the Executive Council.

Each cognate discipline of a Faculty is organised as a Department, with one of the Professors as the Head. It is within his purview to design and review courses through the Board of Studies as its Chairman; assist in the selections of faculty members through Statutory Committees; liaise with Faculty, students and other university authorities for effective functioning of the Department, and to be accountable for the budgeted expenditure of the Department.

Wherever a particular discipline is handled by a School of Excellence, the head shall be named Director and apart from the above functions, he will also have the responsibility of conducting examinations and certifying to the Controller of Examinations the list of candidates eligible for respective degrees/diplomas.

In either case, the Head will be responsible for all the activities of the Department through concerned faculty members reporting to him, besides his own involvement in teaching, research and co-curricular extension programmes.

## **9.7.2 HEADS OF DEPARTMENTS**

Genesis of the idea of "Rotation" of Heads of the Departments in the Universities arose out of the fact that at one time some of the Heads in important Universities had remained as Heads for more than a decade. While it was true that they had been able to develop their areas of specialization well in such departments there was an unbalanced growth in so far as the subject was concerned and it reflected in poor or indifferent emphasis both in research and teaching and in other areas. Very few of them showed the necessary breadth of vision to develop departments in totality. This also resulted in skewed staffing and funding pattern. The outcome of such a suppression was the clamour for a change in the pattern and after lengthy deliberation and discussion the idea of rotation was arrived at. It was presumed in such a system that Head-ship was notional, only for administrative purposes while all important decisions would be taken at

the Departmental Council where all the senior and junior members of the staff would be present. Further, every one would have the same opportunity and possibility of progress and a greater measure of academic participation and freedom.

But inherent in the system was the possibility that some persons, with poor understanding of the responsibilities and required leadership qualities, would become Heads, to the detriment of the overall growth of the Department. Also, constant and periodic change would make long term planning difficult if not impossible, especially if there came in personality conflicts and groupism.

In order to override this inherent disability of rotation it was also suggested that there should be an office of co-ordination which would really be an interface between the Vice-Chancellor and the Departments. The reason was that when the statutes were drawn on old pattern the Deanship of a Faculty also rotated on the basis of seniority of the Heads of Departments or Professors in the Faculty. Also, the Faculties were small and departments had permanent Heads. This office of Dean was not a meaningful one and was more decorative. The powerful Heads would not surrender their rights to any. But in the newer circumstances, perpetuation of the old system of Deanship rotation would have removed the significance of the office and there was a need to have a more meaningful office. So the suggestion was that Deanship was bestowed on an experienced Senior Professor for a period of time who would for all practical purpose function on a full-time basis and act as clearing house of all developmental demands of the Faculty. It was means to bring in an integrated approach in research and teaching. However, this second part was not taken seriously and every University shifted over to rotations of Headship without seriously preparing for the new situation.

Over a period of time, it has been felt that the scheme of rotation has failed and some of the Universities have reverted back which is considered retrograde step. The failing was not of the system but that of the individuals. As time passed, persons of limited experience and standing in the academic world came to become Heads and their reactions were of defensive protectionism and to loss sight of the principle and purpose of the scheme. It is ironical that many did not realise the opportunity that came in their way which would never have been possible in the earlier system. Instead of

making the best of the opportunity, many wanted to exploit the opportunity to feather their own nests and also showed partisanship in distribution of fellowships and appointment of teachers and other matters. The University System has suffered from lack of enlightened leadership at the academic level caused by the change of "Head of Department" every 2/3 years. These failings could have been minimized if a Dean had been appointed on full-time basis with defined duties and powers.

**WE ARE, THEREFORE, OF THE VIEW THAT THE EXPERIENCE OF HEADSHIP BY ROTATION HAS BEEN RATHER UNHAPPY AND SHOULD BE ABOLISHED. THE VICE-CHANCELLOR, IN CONSULTATION WITH THE DEAN AND THE FACULTY OF THE DEPARTMENT, SHOULD APPOINT THE HEAD OF THE DEPARTMENT FOR A PERIOD OF FIVE YEARS. THE SAME PERSON MAY BE APPOINTED AS THE HEAD OF THE DEPARTMENT A SECOND TIME.**

## **9.8 DEAN OF RESEARCH**

Next to teaching, research is the most important activity of the university. There must be a centralised authority to monitor the research function, although the actual research guidance and progress monitoring will be done at the respective Faculty Divisions/Departments/Schools.

The centralised authority, being a DEAN FOR RESEARCH will have the following functions:

- identifying thrust areas on which the University can contribute,
- funding research projects and allocation thereof;
- organising presentations/seminars periodically;
- coordinating inter-disciplinary research projects; and
- disseminating research information to areas of application and public at large.
- Promoting and co-organising extension activities and projects.

## **9.9 DEAN OF EXTENSION**

The university has to facilitate citizens who desire to continue their education through

- (1) continuing education programmes;

- (2) correspondence and
- (3) learning on part-time basis.

whilst the respective faculty divisions could take care of part-time education, the Schools of Correspondence Course must come under the Dean/Director of Continuing Education programmes.

His functions are to include :

- identifying courses relevant for continuing education and proposing the same for the policy making body;
- preparation of course materials;
- governance of admission and registration formalities;
- appointing and regulating the course writers, evaluators and the staff;
- organising contact seminars;
- coordinating examinations; and
- to be accountable for the finances involved, both revenues and expenditures.

In addition the Dean of Extension will organise the extension services performed by the University the details whereof are given in Chapter 11.

## **9.10 DEAN FOR CURRICULUM DEVELOPMENT**

Each university may have a separate Cell for Curriculum Development. This will in fact be an internal research wing to constantly observe the current needs of the society in terms of higher education and make proposals for reviewing courses or to bring about new courses.

## **9.11 DEAN FOR EVALUATION**

The University must see whether the students have acquired the knowledge they were supposed to acquire. In the same token, university must also see that the faculty divisions and colleges have accomplished the purpose of imparting higher education by evaluating the teaching effectiveness. So far, in the university system, the Controller of Examinations has been taking care of evaluation of students through examinations. This is by no means sufficient. There must be a **DEAN FOR EVALUATION\*** who would ensure verification of the performance of -

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\* If the total quantum of work is not large, the function could be performed by Pro-Vice-Chancellor (Academic)



- (a) students, as well as
- (b) teachers.

Whilst the purpose of evaluations is to improve the functional performance of the University as such, the Director/Dean will have the following functions:

- Establishing standards of performance for every discipline in coordination with the concerned Faculty division and the Board of Studies;
- Evaluating students' performance through regularly conducted examinations;
- Evaluating teaching performance by analysis of secondary data obtained about student and alumni performance and giving feedback to the respective faculty divisions; and
- Administration, regulation and control of examinations and conferment of titles.

For the administration of this function the Pro-Vice chancellor/Dean in charge of evaluation will be assisted by the Registrar (Evaluation) and his deputies.

## **9.12 DEAN OF COLLEGES**

Granting affiliation to colleges in the university area is another important function of university management. Where the colleges seek affiliation or approval for various courses, the university must go through the needs for every course for which affiliation is demanded (in terms of its contents, methodology etc) and the institution's strength and weakness related thereto before granting affiliation or approval.

This function, is to be headed by a **DEAN OF COLLEGE\*** who will have the following responsibilities:

- To scrutinize application for affiliation or approval, arrange for inspections and discuss one by one by constituting proper committees of experts and presenting the same to decision making bodies concerned viz., College Development Council/Executive Council and Academic Council and such other bodies as may be relevant.

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\* Such a post has been created in many Universities.

- To administer the affiliation programmes and follow up to ensure that the courses affiliated to are properly conducted in line with objectives.
- To provide accreditation procedures authenticate other educational/ professional forums for blending with the University system; and
- To promote, coordinate and strengthen the institution of autonomous colleges.
- To generally look after development of affiliated college on sound lines.

### **9.13 DEAN FOR AWARDS AND RECOGNITIONS**

Motivational efforts is another essential dimension of management in any system. This approach is totally absent in the present University system in India.

As a distinctive function, this will have activities of motivating students and teachers, through various awards and recognition programmes. The DEAN who performs this function will have following responsibilities.

- Instituting awards for recognition of best performance by teachers in each discipline;
- Instituting awards for recognition of best performance of students in each discipline;
- Drawing guidelines and criteria for bidding for awards and publishing them to the concerned section of people;
- Appointing evaluating or judging committees for fair assessment and decision on awards;
- organising functions for disbursement of awards; and
- budgeting, funding and coordination.

This function could be combined with some other function because there may not be enough work for a full-fledged Dean exclusively for Awards and Recognition.

### **9.14 DEAN FOR HUMAN RESOURCES DEVELOPMENT (HRD)**

There must exist a division which would constantly improve the capabilities of those persons working in the university system, headed by a **DEAN**

**(HRD).** He will have the following responsibilities:

- To develop and monitor a system to identify the potentials of teaching and non-teaching staff and design systems to utilise those potentials;
- To identify the training needs of teaching and non-teaching staff and design programmes for their development; and
- \* Such an office exists in most of the Universities.
- To schedule training programmes, enlist/nominate teaching and non-teaching staff for undergoing training and organise programmes in coordination with training agencies and Academic Staff College(s).

### **9.15 DEAN FOR STUDENT WELFARE**

There must be an exclusive function in the University system to take care of Students welfare\* activities. **The DEAN OF STUDENT WELFARE** will have the responsibility of co-ordinating all the Student Committees and Co-curricular programmes. He will also take care of the residence, health and physical education needs of the students with the help of wardens, medical officers physical training staff etc.

### **9.16 PUBLIC RELATIONS OFFICER**

There should be a wing which would take care of public relations aspects in the University system. The head of this function, to be designated **PUBLIC RELATIONS OFFICER\***, will have the following responsibilities:

- To liaise with local bodies, other quasi-governmental agencies and public;
- To Co-ordinate publications involving corporate image of the university;
- To organise functions and programmes of the University, including Convocations;
- To represent University in various local committees and public projects;
- To correspond with and liaise with the press; and
- To manage Guest Houses maintained by the University and coordinate reception of dignitaries and important visitors.

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\* Such an office exists in most of the Universities.

## 9.17 OTHER FUNCTIONARIES

Similarly, University system must have separate functions to take care of Library development, Staff Welfare and Staff Relations (including grievance redressal) and Municipal and other functions headed by Officers.

**WE FEEL THAT THE ABOVE FUNCTIONAL ORGANISATIONS WOULD CERTAINLY HELP THE UNIVERSITY NOT ONLY TO IMPLEMENT EFFECTIVELY THE PROGRAMMES OF TEACHING, RESEARCH AND EXTENSION AS STIPULATED IN THE NEW EDUCATIONAL POLICY OF 1966 BUT WILL ALSO CONTINUOUSLY MONITOR THE SAME. WE, THEREFORE, RECOMMEND THE CREATION OF SUCH POSITIONS BY REORIENTING EXISTING POSITIONS OR BY CREATING NEW POSITIONS.**

## AUTHORITIES, BODIES AND COMMITTEES

**(Senate - Syndicate - Boards of Studies - Collegiate Council - Faculty Council - Grievance Redressal Machinery - Other bodies and Committees )**

The scheme of classification of universities may be listed as follows :

- (a) From the sponsoring Government angle - Central Universities and State Universities
- (b) From the Structural point of view - Unitary or Residential Universities, Affiliating Universities & Open Universities.
- (c) From the status point of view - Deemed Universities & Universities proper.
- (d) From the scope/role point of view - General Universities and specialised/Technical Universities including National Institutes such as Indian Institutes of Technology, Indian Institute of Science, Medical Universities, Women's Universities, Language Universities, etc.,

Of course, the above schemes of classification are not mutually exclusive. But such typification enables us to understand the structure/roles of different categories of Universities from their own perspectives and also the relevance of the various Authorities and Bodies under different contexts.

The Authorities and Bodies can be broadly divided into (a) Statutory (b) Non-Statutory. Among the Statutory Authorities, there are three major apex bodies viz. Senate (known as Courts in some Universities), Syndicate (known as Executive Council in some Universities) and Academic Council. These three bodies have been traditionally performing the functions of general policy making (senate), decision making and implementation (Syndicate) and framing of academic regulations and related matters (Academic Council).

The above Statutory Bodies are usually referred to as University Authorities. Their composition/constitution, power/functions and inter-relationship among them - are determined by the Act of State legislature or Parliament or left to be laid down by statutes. There are other Statutory bodies such as Faculty and Board of Studies, Finance Committee, Selection Committees etc., whose composition and authority are derived from the University statutes. While the University system does not have much built-in flexibility in the role and constitution of its Authorities, it has some say over other Statutory Bodies. Besides the above Statutory Bodies, there are the Committees appointed by the Authorities and / or Vice-Chancellor. These are non-statutory in character and hence may or may not be permanent in nature.

While the composition and character (including the hierarchial inter-relationship) of the University Authorities may vary between Universities, the three tier system exists in almost all the State and Central Universities of general nature. The specialised Universities or technical Universities (eg. Anna University of Technology, Madras; University of Agricultural Sciences, Bangalore; University of Health Sciences, Andhra Pradesh; Punjab Agricultural University etc) do not have Senate; the usual functions of the Senate are carried out by the Academic Council. The so-called Court/ Senate/General Council in some of the unitary Universities/ Deemed Universities/ IITs, etc. is not the Senate in the conventional sense; it is a mere advisory/review body consisting mostly of the campus faculties. For instance, in the Indian Institute of Science, Bangalore, the 'Senate' is only a de-facto Academic Council. The separation of roles of different organs of the University System would not only avoid duplication but also spell out their Individual responsibilities and hence accountabilities. There are three broad streams in administrative work viz., policy framing, formulation of procedures (rules and regulations) and actual implementation. The University authorities (Executive Council and Academic Council), assisted by the respective bodies and committees, should have the purview of policy framing; formulation of the contingent rules and regulations of administrative procedures could be left to the bodies and committees; the actual implementation should be the responsibility of the officers of the University.

## **10.0 AUTHORITIES**

### **10.0.1 THE SENATE**

The Senate, in many Universities, is Supreme policy maker; it is a large body consisting of representatives from various social groups. The function of the Senate is not only statute making but also acting as a social forum where the University's performance is reviewed and appraised; further it gives a semblance of democratisation of University administration and social participation in its management. Perhaps, Senate is a unique open House, wherein we can get the social feed-back about the University from wider cross-sections of the community. But since a large proportion of its membership consists of academics (mostly in ex-officio capacities), the societal aspect does not get adequate representation in many Universities.

The existing pattern of Senate composition in State Universities, which are of affiliating type, suffers from the following constraints; All affiliated colleges need to be represented through their Principals (ex-officio) and teachers from various affiliated colleges and others are also elected as senate members, and hence the number is too large and unwieldy in larger Universities to provide a conducive scope for serious deliberations. Notwithstanding the fact that the affiliated colleges can partake in University management only by getting due and equitable representation on the University Authorities, especially, the Senate, they do not by and large do so. The college Principals in the Senate generally feel that their representation in the Senate is rather ceremonial or customary rather than functional. The Senate deliberations are mostly dominated by (non-academic) elected members, even on issues that are not strictly policy related.

However, it is felt by some that the Senate does create noise; and it is suggested that the noise has some purpose. The Syndicate is compelled to be conscious of the impending and vociferous criticism it may have to face in an open general body such as Senate. So it has some sobering influence and puts some restraint on the executive power of the Syndicate which would otherwise go unchecked. The very fear of criticism and exposure in the Senate is likely to mend the ways of the Syndicate. It is felt by some that without a Senate we cannot ensure proper accountability and audit of the Syndicate's role, though others feel that the final accountability reports should be enough.

The Senate in the Unitary Universities and Specialised Technological Universities is generally of a smaller size, with due representation from almost all sections of the campus faculty in addition to other nominees from various other social/legislative/academic interests. The focus and the scope of the Senate in these institutions are also more academic and purposeful. The annual reports, audited accounts and the budget proposals when presented to the Senate, are discussed more seriously in these small-size Senate bodies.

In those affiliating Universities where the Senate is relatively small and composed of only or mostly of the nominated/ex-officio members (e.g. Kakatiya University, University of Allahabad, Kurukshetra University), the experience indicates fairly academic and less political style of functioning of the Senate.

Another dimension of the role of Senate as an apex organ is that of the Senate being envisaged as a deliberative and discussant body (as in Patna University, Bharathiar & Bharathidasan University Acts), rather than a prescriptive and controlling one as in some other Universities. The negative or unacademic effects of Senate can be minimised if not avoided in such a case. The powers of the Senate may include the following (as given for instance in Bharathiar University & Bharathidasan University Acts, 1982):

- (a) "to review, from time to time, the broad policies and programmes of the University and to suggest measures for the improvement and development of the University;
- (b) to advise the Chancellor in respect of any matter which may be referred to it for advice: and
- (c) to exercise such other powers and such other functions as may be prescribed in the Statutes."

The Statutes of Bharathidasan University (1983) as given under are more specific about the role of the Senate vis-a-vis Syndicate:

The Senate shall :-

- (a) consider Annual Report of the University;
- (b) consider the audited annual accounts of the University;
- (c) consider Ordinances made by the Syndicate;



- (d) consider regulations made by the Standing Committee on Academic Affairs;
- (e) consider the report on affiliated colleges presented by the Syndicate at the end of every three years".

It may be noted here that the Senate is to consider and discuss; its approval has not been made mandatory;

".....If any resolution is passed by the Senate, the Syndicate shall take action as it deems fit whenever necessary.... The Syndicate may either accept or reject the proposal contained in such resolution".

Thus, the above provisions of the Act/Statutes of one the most recently established State Universities can serve as model frame to design the Senate to play a useful advisory/recommendatory role from the social point of view. Such a 'social - monitoring' of higher education system becomes logically necessary and relevant particularly in the Indian context where a substantial part of the cost of higher education is borne and subsidised by the society.

**IN VIEW OF THE ABOVE REASONING, IT MAY BE WORTHWHILE TO RETAIN THE SENATE BUT IN A DIFFERENT FORM AND CONTENT,** may be under a different name (say, Consultative Committee of Society or Societal Consultative Council (SCC) indicative of the newer role to be assigned to it. It should be a statutory Body consisting mostly or only of nominated/ex-officio members; the size shall be subject to a maximum of 100 members in large affiliating Universities and fewer in unitary and smaller affiliating universities; the composition shall include a few representatives from the University and College faculties, Chairman of Boards of Studies, Students, elected representatives of the local bodies/ municipal council/State Assembly, Voluntary Agencies, Social workers, Industrialists, technocrats, etc.

The role/powers of this Council should provide for uninhabited discussions/ comments/suggestions and in short, a societal reflection of the academic performance of the University system. **IT WOULD LARGELY BE A DELIBERATIVE BODY AND WOULD REVIEW, FROM TIME TO TIME, THE BROAD POLICIES AND PROGRAMMES OF THE UNIVERSITY AND COULD SUGGEST MEASURES FOR THE IMPROVEMENT AND DEVELOPMENT OF THE UNIVERSITY. IT WOULD ALSO RECEIVE THE**

## **ANNUAL REPORTS, ACCOUNTS AND AUDIT REPORTS OF THE UNIVERSITY. IT WILL, HOWEVER NOT BE AN AUTHORITY OF THE UNIVERSITY.**

### **10.0.2 THE SYNDICATE**

The executive decision making and implementation are concentrated in the Syndicate (or the Executive Council or the Board of Management). The Syndicate, in actual practice, wields enormous powers, often more than contemplated in the Act/Statutes. The proceedings in the Senate and the Academic Council are regulated by the Syndicate as a result of some statutory provisions. On many occasions, the Senate or the Academic Council is constrained to ratify what has already been decided upon and even implemented by the Syndicate. The concentration of powers, administrative, financial and to a considerable extent academic also - in the Syndicate naturally leads to evolution of vested interests among its members. The Vice-Chancellor and other officers are forced to satisfy the demands of the Syndicate members to have smooth sailing in administration, and some times the most powerful of Syndicate members turns out to be 'de-facto' Vice Chancellor.

Among the shortcomings of the role and composition of the Syndicate, the following points deserve special mention.

- (a) The Syndicate in many affiliating universities is dominated by elected members and non-academics unlike in some unitary universities.
- (b) When the number of terms a person can get elected to the Syndicate (University of Madras till recently; Pune University etc) is unrestricted, there is every possibility of emergence of some powerful vested interests into this Authority and endanger the judicious exercise of powers.
- (c) There has been a tendency on the part of many State Governments to thrust as many of their nominees into the Syndicate as possible. When the Syndicate is thus under the virtual siege of the Government nominees and Govt. Ex-officio members, University Autonomy is practically strangled. For instance, in some Universities the ex-officio members of the Syndicate include four Directors; Collegiate Education, Medical Education, Technical Education, Legal Education and three

Secretaries; Education, Health and law. These seven ex-officio Government officers are in the Syndicate in addition to three nominees of the Chancellor. Thus, out of the total 18 members of the Syndicate as many as 10 members are from the Government side.

- (d) The heavy concentration of powers in this Authority has led to the erosion of independence of Academic Council relating to framing of regulations; as per the Statutes, many members of the Academic Council (Chairman of Board of Studies) are to be appointed by the Syndicate or the Vice-Chancellor; the academic regulations, as passed by the Academic Council, cannot be implemented without the approval of the Syndicate.
- (e) Since all the Syndicate members happen to be the ex-officio-members, in many universities, in the Senate and Academic Council and some in other Bodies also, there has been a visibly overwhelming domination by the Syndicate on other bodies which affect their independent deliberations.
- (f) Some of the routine administrative decisions which can be handled by the Departments or University Officers themselves, are being vested with the Syndicate, leaving very little scope for speedy and decentralised day-to-day administration. After all, the statutory officers are also accountable under the Act/Statute and hence the responsibility of decision making need not be totally usurped by the Syndicate.

Thus the local of Syndicate in University Organisational structure needs to be reviewed in view of the above observations, It may be restyled as follows:

- (1) **THE BOARD OF MANAGEMENT (AS IT MAY BE REDESIGNATED TO REFLECT THE BROADER MANAGEMENT PERSPECTIVES)** should restrict the Govt. representatives/nominees to not more than one third of the total size of the Syndicate, Half of the membership should be from amongst college Principals-Teachers/University teachers, and the remaining one-sixth from other interests, such as industry and trade, external academics, etc. Not more than 1/3 of the Board Members (Syndicate) should be represented in other University Bodeis such as Senate and Academic Council.

- (2) It should not have the power to approve the academic Statues/ Ordinances/Regulations passed by the Academic Council except where it has sizeable financial/administrative implications.
- (3) It should delegate some of the routine administrative decisions to the statutory officers especially the Vice-Chancellor/Pro-Vice-Chancellor, Deans, Heads subject to their being accountable for their decisions and actions to the Board of Management/(Syndicate).
- (4) It should seek recommendations from and implement the decisions of other Statutory Bodies such as Planning Board, Finance Committee, Collegiate council, Tribunal, Grievance Cell etc.,

**THE BOARD OF MANAGEMENT (EXECUTIVE COUNCIL) SHOULD BE THE PRINCIPAL AUTHORITY OF THE UNIVERSITY IN ALL ADMINISTRATIVE AND FINANCIAL MATTERS AS ALSO TO COORDINATE AND MONITOR THE FUNCTIONING OF THE VARIOUS SUB-SYSTEMS IN THE UNIVERSITY STRUCTURE IN THE INTEREST OF OVER-ALL DEVELOPMENT OF THE UNIVERSITY.**

### **10.0.3 ACADEMIC COUNCIL**

The Academic Council, a relatively smaller body than Senate, has also a limited and specific role of drafting general academic Statues/Ordinances/Regulations relating to new areas, reorganisation of institutions, admission eligibility to different courses, course contents, evaluation, research, recognition and equivalence of courses from other Universities and such other regulations as it thinks fit for proper academic conduct of the University. Some of the limitations of the current pattern of Academic Councils are as listed below:

The size of the Academic Council in many of the Universities (Madras, BHU, Osmania, Pune, etc) is as large as or bigger than the State legislature itself. For instance, in the University of Madras, the Academic Council has a roll of 242 members ( a sizeable proportion of them are elected) and it may be a misnomer to call it a 'Council'. In BHU the number is more than 300, In some unitary universities/Technical universities however the Academic Council is of small-size (around 50 or so), and even less in Agricultural Universities (20-25).

The Academic Council drafts Statues/Ordinances/Regulations and passes them for final approval by the Syndicate/Senate in many universities and hence the Academic Council has only recommendatory powers even in purely academic matters.

Another anomalous situation in many University Acts (Bombay, Madras, BHU, Delhi etc.) is that though the academic Regulations are patently within the purview of the Academic Council, many such matters are brought under "Ordinance" over which only the Executive Council has the say final and not the Academic Council.

The Academic Council, though comprised of experts from diverse branches of study (Arts, Science, etc.) emphasises common regulations for all and hence some times it results in compromising special requirements of some disciplines.

Again in an affiliating system, the University Departments of Study and Research and the affiliated College Departments are all tied together under the single authority of Academic Council. This leaves not only very little room for the introduction of flexible innovations at the University Department level but also takes away considerable time of the University Faculties in working out the details and modalities of regulations and their implementation.

In the context of the current status of functioning of Academic Councils, it is recommended that :-

- (a) the Academic Council should consist of not more than 50 to 75 members including academic experts from outside :
- (b) it should, under affiliating university system, formulate a committee which would, from time to time recommend the Regulations governing the affiliated colleges; and there shall be another committee for University Teaching and Research (as in Bombay University) with adequate flexibility in evolving academic norms and regulations for the research oriented University Departments.
- (c) The role of Academic Council also deserves to be reviewed in the context of the need for developing diverse and innovative specialisation which should not be controlled in the name of 'uniformity' of regulations. At present, the Boards of Studies prescribe the syllabi subject to the

over-all regulations and standard norms relating to total number of papers, marks, etc., as fixed by the Faculty/Academic Council. Some times inter-disciplinary courses and newly emerging disciplines in frontier areas of study may have to necessarily deviate from the traditional course and evaluation patterns. Under such conditions, the Academic Council may serve more effectively if it can be split into two or three standing Committees (for e.g. one for Social Science and another for Natural Sciences), which can accomodate and encourage diversity in curriculum pattern and regulations.

- (d) The authority over formulation and amendment of academic regulations should lie with the Academic Council and there should be no dual control from the Board of Management (Syndicate). The so-called "Ordinances", should, in so far as they relate to academic matters, have to be passed or approved by the Academic Council and the Board of Management (Syndicate) need only be informed about them.

**THE ACADEMIC COUNCIL SHALL BE THE PRINCIPAL ACADEMIC AUTHORITY TO LAY DOWN ACADEMIC POLICIES AND TO COORDINATE AND EXERCISE GENERAL SUPERVISION OVER THE ACADEMIC AFFAIRS OF THE UNIVERSITY AS ALSO BE RESPONSIBLE FOR THE MAINTENANCE OF STANDARDS OF TEACHING, EXAMINATION AND RESEARCH IN THE UNIVERSITY. IT WILL HAVE FINAL AUTHORITY IN ALL ACADEMIC MATTERS.**

**THE BOARD OF MANAGEMENT (SYNDICATE/EXECUTIVE COUNCIL) AND THE ACADEMIC COUNCIL WILL BE THE ONLY AUTHORITIES OF THE UNIVERSITY HAVING POWERS TO LAY DOWN POLICIES AND APPROVE PLANS AND PROGRAMMES.**

## **10.1 COLLEGIATE COUNCIL**

In affiliating Universities that have their own teaching departments, the Colleges are generally not looked after as well as the University teaching departments. **TO REMOVE THIS LACUNA IT IS RECOMMENDED THAT A COLLEGIATE COUNCIL, BE SET UP, WHICH SHOULD SERVE AS THE ACADEMIC COUNCIL FOR THE COLLEGIATE BRANCH OF THE UNIVERSITY.** It should also have supervisory functions, and functions

relating to development of colleges and funding thereof. The Collegiate Council should be presided over by the Vice-Chancellor/Pro-Vice Chancellor in charge of Colleges, and should have the Dean of Colleges as its Member-Secretary. It should be composed of Deans of Faculties of which instruction is provided in the colleges, 5 Professors from University teaching departments nominated by the Vice-Chancellor, representatives of College Principals and college teachers and few external experts to be nominated by the Vice Chancellor. This Council should be the primary body for the Colleges and be responsible for co-ordinating the work of the colleges in all their aspects and ensuring their proper development. The focus of the presently constituted College Development Councils is fairly narrow as they are not directly concerned with the achievement of academic excellence by the Colleges nor with the quality of their administration. **WE RECOMMEND THAT THE CDCs BE DESIGNATED COLLEGIATE COUNCILS WITH RESPONSIBILITY FOR ALL ACADEMIC, OPERATIONAL AND DEVELOPMENTAL ASPECTS OF COLLEGES. IT SHOULD BE A STATUTORY BODY AND ITS MEMBER-SECRETARY (DEAN OF COLLEGES) SHOULD BE AN OFFICER OF THE UNIVERSITY AND A MEMBER OF THE ACADEMIC COUNCIL.**

## **10.2 ACADEMIC UNITS**

Department is the basic academic unit in a University. Pooling of related or cognate departments and subjects leads to the formation of Faculties/ Schools. In a few Universities, Faculties, individually or jointly, have been converted into institutes though there are instances of discipline based institutes also. The need for inter-disciplinary and multi-disciplinary research and studies has also led to the creation of Centres e.g. Centres for Area Studies, Women Studies and Population studies etc. Extension Services in most Universities have also been initiated through Centres. Some Universities have cells on certain specific academic issues. There are also instances where departments, in major disciplines, have been further sub-divided into smaller departments for certain specialities. Also, in some Universities, in place of departments, there are discipline based Centres and centres have been clubbed into Schools. Discipline based Schools also exist in a few Universities.

We are of the view that :

1. Departments should be discipline based.
2. Related or cognate departments be clubbed together to form Faculties or Schools or Institutes.
3. Centres should be established essentially for promoting inter-disciplinary and multi-disciplinary studies/research as also problem based researches etc. The Co-ordinator of a Centre should have representation on University bodies.
4. Pursuit of inter-disciplinary research and studies would require multi-secondment of faculty members i.e., though a teacher may be on the strength of a particular department he could also be associated with other Departments.
5. Undue proliferation of specialities into independent departments should be avoided and discouraged.
6. University departments should essentially engage themselves in post-graduate teaching and research, and that pass courses be taught in the Colleges.
7. University Departments may impart instruction at the under-graduate level in professional subjects like Engineering, Medicine, Agriculture, Law etc.,

### **10.2.1 FACULTY COUNCILS**

The different disciplines being taught at the University are grouped into different faculty divisions. Each faculty consists of number of departments of the same discipline. The Faculty has a Council (generally known as the Faculty or the Faculty Board) chaired by its Dean. The deanship is filled by rotation from amongst the Professors/Heads of Departments of the faculty. The Faculty is responsible for all academic affairs (viz. Teaching, Research, Examinations, Inter-departmental studies, and Extension if any), relating to the Faculty.

Statutes relating to new departments, new degrees etc., Ordinances relating to new courses or amendments to existing Ordinances are first moved and passed in the Faculties and then passed on to the Academic Council and Executive Council for approval. This some times results in considerable delay. We recommend that academic Ordinances should be



framed and passed by the Faculty Councils and approved by the Academic Council. They need be sent to the Executive Council for information only. As far as structure and contents of courses, schemes of examination, classification of results etc., relating to the different subjects are concerned, Ordinance - making power should devolve on the Faculty and the Academic Council should be relieved of all these details.

The Faculty Council should be composed of not more than 20 Professors including Heads of all Departments of the Faculty and one Reader and one Lecturer from each department, one out-side expert relating to each department, 5 professors from other faculties of the University, with the Deputy/Assistant Registrar dealing with the Faculty as its secretary. In the case of smaller faculties (i.e. those which do not have more than 3 departments), Senior Professors/Readers may also be co-opted. The term of the Dean has been recommended to be 5 years (being co-terminus with the Vice-Chancellor). Ther term of other members may be 3 years. The external members should be co-opted by the faculty itself. The members from the other faculties could be appointed by the Academic Council.

**WHILE THE ACADEMIC COUNCIL SHALL LAY DOWN THE OVERALL ACADEMIC POLICIES ACROSS THE FACULTIES IN THE UNIVERSITY THE FACULTY COUNCIL SHALL DECIDE UPON THE SPECIFIC MATTERS PERTAINING TO THE FACULTY CONCERNED. IT SHALL BE THE PRIMARY ACADEMIC AND ADMINISTRATIVE BODY TO COORDINATE THE WORK OF THE DEPARTMENTS AND BOARDS OF STUDIES LYING WITHIN THE FACULTY. IT WILL BE RESPONSIBLE FOR THE MAINTENANCE OF STANDARDS OF TEACHING, RESEARCH AND EXAMINATION IN THE FACULTY.**

As an ultimate goal, all efforts should be directed towards making the Faculty Council as the final body in all academic matters relating to that Faculty. In very special cases matters need go to the Vice-Chancellor or Authorities of the University.

## **10.2.2 THE BOARD OF STUDIES**

The Boards of Studies normally have been discipline - specific, curriculum designing bodies. The inter-diciplinary areas of studies, however, warrant new type of Boards, involving experts from diverse but inter-acting fields

of study: e.g., Environment, Energy, Development Studies, Social Dynamics, Human Resource Development etc.

The Boards shall be co-ordinated and assisted by the office of Dean, Curriculum Development Cell etc. The composition of a Board of Studies shall be not more than 12 to 15 members (60 percent from the faculty engaged in actual teaching of the discipline/subject within the University area, 20 percent external experts (including those from related Departments of the University) and 20 percent from user agencies such as Industry, trade and commerce, banking etc.).

The Board of Studies shall have the responsibilities to:-

(1) design the objectives of the course, course content, and techniques of teaching and also specify the exercise/field work component of the syllabi.

(2) suggest Model Question Papers/evaluation procedures and ascertain the feed back on the syllabi from the Evaluation/Examination Board and also the faculty members engaged in the teaching of that subject;

(3) redesign and innovate the courses periodically by including frontier - developments in the concerned fields;

(4) to ascertain placement opportunities of the students who pass out of the particular discipline and, revise the syllabi in accordance with the changing career requirements/needs of users.

(5) to provide for adequate freedom and flexibility in the curricular-mix, on the basis of a "cafeteria-model", catering to different aptitudes and motivations of students.

### **10.3 OTHER BODIES AND COMMITTEES**

Apart from the University Authorities whose constitution, powers and functions are detailed in the Act, there are several other bodies and Committees which are just briefly mentioned in the Act; the details of their constitution and functions are left to be elaborated in the statutes. Some of the Committees which have not been envisaged' in the Act/Statutes are also constituted from time to time for discharging specific responsibilities; the terms and references of these non-statutory bodies

are to be determined by the apex Authorities of the University and/ or the Vice-Chancellor.

In the existing University structure, there is a provision for a variety of Committees. Among the statutory bodies and Committees, for instance, the University of Rajasthan has Research Board Publication Board, Board of Sports, Health and Residence Board etc., the Bombay University has students Council, Academic Planning and Evaluation Committee, Boards of Extra-mural Studies, Boards of Inter disciplinary studies etc., The U.P State Universities Act provides for Admission Committees, Examination Committee, Tribunal of Arbitration; Bharathidasan University has Discipline Committee, Affiliation Committee, Research Committee, Equivalence/ Recognition Committee and so on. In many of the new Universities, Planning Board has been provided for in the Act itself.

These bodies are very small in size, normally not exceeding five or ten members. They are suggestive and not decisive. However, they hold the defacto initiative on many issues. Their decisions and recommendations, though not authoritative in their own right, generally pass through the hierarchy of respective statutory authorities with only cursory review and without drastic revisions.

The general weaknesses underlying these bodies and committees have been:

- (a) The Act/Statutes give wide discretion to the Authorities in the constitution of these committees and fixing their terms of reference which, when not used judiciously leads to abuses;
- (b) The inter-relationship between these bodies and the Authorities is not well-defined and hence the former serve only as feeder sub-systems or supplementary organs to the University organisation.
- (c) Because of the above element of flexibility and unspecified inter-relationship, it seems to be nobody's concern whether the recommendations of some of these bodies are followed-up or not.
- (d) Notwithstanding the merits of group study and decision making, there is a consequent and inevitable delay due to the existence of multiple bodies and committees. Some times, committees are used as alibi for avoiding or evading a decision.

- (e) Some of the Committees are non-functional; there have been many paper-committees which never meet. For instance, a very important committee such as Planning Board, envisaged in many University Acts, does not contribute much as is expected of it. There is nothing in the Statutes to make their functioning obligatory.
- (f) The attempt at decentralised decision making gets thwarted by duplication of committees; for instance, the regulations suggested by Research Committee has to pass through Academic Council, Syndicate and Senate in some Universities before they finally become operational.

From weaknesses indicated above flow the following recommendation:

- (1) The Committees shall all consist of nominated members on the basis of seniority or rotation with a tenure of term shorter than that of Authorities.
- (2) The concerned Officers in the University, in-charge of the relevant work shall be the member-secretary and shall be responsible for convening the Committee meeting and taking up follow-up actions and shall not as the link between these Committees and Authorities.
- (3) Ther terms of reference of Committees/Bodies must be determined by grouping together all related matters and bringing them under the umbrella of one Committee; this will not only avoid multiplicity and duplication of committees but also enable quick decision making.
- (4) The inter-relationship between the committees and Authorities must be well-defined so that the committees and their recommendations shall not be slighted away easily.

The concept of a Body and committee is often not clear. **A BODY IS A DECISION-MAKING UNIT (WHICH IN MANY CASES NEEDS TO BE APPROVED BY AN AUTHORITY (WHICH IS A POLICY-MAKING AND HIGHER DECISION-MAKING UNIT) BUT IS GENERALLY NOT EXPECTED TO BE CHANGED BY IT IN ANY MATERIAL RESPECT).**

**A COMMITTEE ON THE OTHER HAND, HAS ONLY A RECOMMENDATORY ROLE AND THE DECISION IS TAKEN BY A BODY OR AUTHORITY.** Some Bodies are conventionally termed as

Committee or Boards (such as Finance Committee, Selection Committee, Planning Board, Examination Board, Research Board/Committee etc.) but they are essentially Bodies. They are permanent in character unlike some of the Committees which are Adhoc in nature and created for a specific purpose.

The distinction between Bodies and Committees should be borne in mind while constituting new ones or re-organising existing ones. We recommend that :

The following Bodies and Committees should be made Statutory, with definite roles to perform:-

### **(A) PLANNING & MONITORING BOARD (PMB)**

The University should constitute a Planning and Monitoring Board with following terms of reference:-

1. To suggest measures for raising the standard of education and research, to strengthen interdisciplinary programmes and inter-departmental cooperation, to create links and develop specific schemes of inter university and university industry/agriculture/ community interaction.
2. To prepare university development plans, both short term and long-term keeping in view the objectives of the university as laid down in the Act, and with due regard to national policy.
3. To follow-up the plans/budget proposals submitted to funding agencies.
4. To explore possible channels of fund raising for campus development and other purposes.
5. To develop ideas and schemes on improving corporate life and cultural activities on the campus.
6. To monitor regularly implementation of schemes approved by U.G.C. and other agencies and suggest methods for their proper implementation.
7. To advise the Academic/Executive Councils on any issue referred

to it.

The Board may consist of :-

- Vice-Chancellor - Chairman
- Pro-Vice-Chancellor(s)
- Four outside persons to be nominated by the Vice-Chancellor or represent user agencies, such as industry, banks etc.
- Deans of all faculties
- Three nominees of the Vice-Chancellor from the University's own staff for their special interest in educational progress and development.
- Two representatives of the Planning Commission/State Planning Board
- Registrar (Finance)
- Registrar (General Administration) - Member Secretary.

The tenure of members may be for a period of three years. The Board should meet at least twice a year and the recommendations of the Board should be placed before the Academic and Executive Councils.

**THE PMB SHOULD BE MADE A STATUTORY BODY OF THE UNIVERSITY WITH THE TWIN PURPOSE OF PLAYING AN ADVISORY ROLE AND REVIEWING/MONITORING ROLE. THUS THE PMB WILL BE DOING CONTINUOUS INTERNAL ASSESSMENT OF THE SYSTEM AND GUIDE ITS PROGRESS WITH A LONG TERM PERSPECTIVE.** The PMB should have the right:

- (a) to call for related papers from any organ of the university for scrutiny and review;
- (b) to advise on all developmental aspects of the university Departments (teaching, research & extension)
- (c) to call for reports from the Authorities/Bodies on the actions taken by them in the light of the advice tendered by the PMB;
- (d) to prepare the Annual Report of the University for presenting to the

proposed Consultative Committee of Society (Senate), State Councils for Higher Education/ UGC/State Legislature.

## **(B) FINANCE COMMITTEE**

It is a statutory Committee in many Universities while it is not so in others. The Finance Committee, with the Vice-Chancellor as Chairman and Registrar(Finance) as the Member- Secretary, shall consist by two or three syndicate members (of whom at least one shall be the University faculty representative on the Syndicate); two Deans and the Finance Secretary and Education Secretary of the Central/State Government of their nominees not below the rank of a Joint Secretary. This **STATUTORY BODY** should have the following responsibilities:

- (a) To prepare the budget, after ascertaining the requirements of the various departments of the university;
- (b) To monitor the utilisation of funds and make budget revisions and (re-appropriations) after an interim assessment;
- (c) To explore the possibilities of, and resort to, augmenting further resources for campus development and other needs;
- (d) To productively invest and manage the university assets and resources;
- (e) To prepare the Annual Financial Report and Audited Statements and be answerable to the Executive Council/Syndicate on all financial matters.

## **(C) BOARD OF EVALUATION**

**THE BOARD OF EVALUATION SHOULD BE VESTED WITH THE RESPONSIBILITIES OF CONDUCTING, REVIEWING AND REFORMING OF THE EXAMINATION/EVALUATION SYSTEM AND ITS MODALITIES**

It should be a Statutory Body consisting of five to seven Deans of Faculties/ Professors with the Registrar (Evaluation) as the Member-Secretary. It should have the following responsibilities:

- (a) Take/recommend decisions on situations arising out of conduct of examinations, use of unfair means etc.

- (b) review and decide on the question paper pattern;
- (c) analyse the examination results and account for poor student performance if any, and suggest remedial measures;
- (d) monitor the cost-effectiveness of examination machinery and suggest methods of economising and also speeding up the process by means of computerisation and other means to enable the university to adhere to its academic calendar.
- (e) To ensure timely conduct of examinations/declaration of results as scheduled in the academic calendar

**(D) ADMISSION AND ACADEMIC CALENDER COMMITTEE :**

With a view to streamline the admission procedures of various academic programmes, and to follow an academic calendar, an Admission & Academic Calendar Committee should be constituted, consisting of not more than seven to ten Deans/Heads/Professors/Principals with the Admission Co-ordinator as the Member-Secretary. Though the admission norms/requirements shall be evolved by the Academic Council in consultation with the respective Heads of Departments, the actual processing of applications and the conduct of entrance examinations shall be done by the office of the Admission Coordinator. This suggestion for a central Admission Committee should not be misconstrued as a mechanism which will delay the process of admission; this mechanism is meant to streamline the procedures and expedite admissions within a definite time schedule. Further, calendaring of the academic programmes (right from the admission schedule, teaching schedule, conduct of semester and annual examinations, evaluation, declaration of results, etc., till award of degree/diplomas - in short the time - table of all major academic activities of the Campus) and ensuring observance of the prescribed time-schedule shall be the specific responsibility of this committee.

The academic calendar should have certain amount of sanctity. There is a tendency of declare holidays on various counts, including death of former V.C.'s, Chancellors, Central Ministers, State Chief Ministers, Faculty Members; this leads to serious upsets and in particular practicals are badly affected. The number of declared holidays is quite large and any further addition is not warranted. It may be useful to introduce a clause



that in case an additional holiday is declared, the next Saturday, (if five day week is the norm) or Sunday will be the working day. There is no justification to link State holidays with those in universities. It seems odd, that many schools have more "rigid" calendar than Universities.

To conclude, it is recommended that :

- (1) ELECTION TO UNIVERSITY AUTHORITIES/BODIES/ COMMITTEES (SENATE, SYNDICATE & ACADEMIC COUNCIL, FACULTIES, PMB AND OTHERS) SHOULD PREFERABLY BE COMPLETELY DISPENSED WITH OR REDUCED TO THE BAREST MINIMUM; NOMINATION OR REPRESENTATION ON THE BASIS OF MERIT/SENIORITY/ANY OTHER OBJECTIVE CONSIDERATION SHOULD BE THE PROCESS OF CONSTITUTING THE AUTHORITIES ETC.**
- (2) THE SENATE SHOULD EXCLUSIVELY BE A DELIBERATIVE/ ADVISORY BODY; IT SHOULD CEASE TO BE THE 'SUPREME GOVERNING AUTHORITY'; IN EFFECT, THE STATUTE MAKING AND BUDGET APPROVAL POWER OF THE SENATE BE REMOVED.**
- (3) THE SYNDICATE SHOULD BE THE EXECUTIVE, ADMINISTRATIVE AND FINANCIAL AUTHORITY, WITH STATUTE/ ORDINANCE MAKING POWERS ABOUT UNIVERSITY AUTHORITIES/BODIES/COMMITTEES/OFFICERS, ADMINISTRATIVE AND FINANCIAL MATTERS. STATUTES/ ORDINANCE MAKING RELATING TO ACADEMIC MATTERS SHALL NOT LIE WITH IT. GOVERNMENT REPRESENTATIVES ON THE SYNDICATE SHALL NOT EXCEED 1/3 OF THE TOTAL MEMBERS OF THE SYNDICATE.**
- (4) THE ACADEMIC COUNCIL SHALL BE VESTED WITH ULTIMATE AUTHORITY ON MAKING ACADEMIC STATUTES/ORDINANCES/ REGULATIONS. THE SYNDICATE/SENATE MEMBERS OR THEIR REPRESENTATIVES OTHER THAN ACADEMIC MEMBERS LIKE DEANS, PROFESSORS ETC., SHALL NORMALLY NOT BE THE MEMBERS OF THE ACADEMIC COUNCIL. ACADEMIC COUNCIL SHALL ENJOY FULL AUTHORITY IN ACADEMIC DECISION MAKING.**

- (5) THE SIZE OF SOME OF THE BODIES AND THE AUTHORITIES IS SUGGESTED AS FOLLOWS ;

SENATE (S.C.C) : NOT MORE THAN 100 IN AFFILIATING UNIVERSITIES AND 50 IN UNITARY UNIVERSITIES

SYNDICATE (BOARD OF MANAGEMENT) : 15

ACADEMIC COUNCIL : NOT MORE THAN 50-75.

COLLEGIATE COUNCIL : NOT MORE THAN 30-50

- (6) BOARD OF STUDIES SHALL INCLUDE 20 PERCENT OF MEMBERS FROM EXTERNAL EXPERTS (INCLUDING THOSE FROM WITHIN THE UNIVERSITY) AND 20 PERCENT OF MEMBERS FROM USER AGENCIES, AND THE REMAINING 60 PERCENT FROM FACULTY MEMBERS TEACHING IN THE CONCERNED DISCIPLINE; THERE SHALL BE INTER-DISCIPLINARY BOARDS OF STUDIES AND RESEARCH, WHEREVER SUCH PROGRAMMES ARE OFFERED.
- (7) THE FINANCE COMMITTEE, PLANNING & MONITORING BOARD (PMB), RESEARCH BOARD, BOARD OF EXTENSION, BOARD OF EVALUATION AND COLLEGIATE COUNCIL, HAVE BEEN RECOMMENDED TO BE ESTABLISHED IN EVERY UNIVERSITY SYSTEM AS STATUTORY BODIES WITH SPECIFIC POWERS/ RESPONSIBILITIES. ADMISSION AND ACADEMIC CALENDER COMMITTEE, GRIEVANCE REDRESSAL COMMITTEE AND STAFF/ STUDENT WELFARE COMMITTEE SHALL BE STATUTORY COMMITTEES. THE COMMITTEES SHALL HOWEVER, BE SUBJECT TO THE OVER-ALL CONTROL OF THE RELEVANT UNIVERSITY AUTHORITIES (SYNDICATE AND ACADEMIC COUNCIL).
- (8) A PERSON MAY BE A MEMBER OF AN AUTHORITY/ BODY FOR NOT MORE THAN TWO CONSECUTIVE TERMS. HOWEVER, AFTER A BREAK OF ONE OR TWO TERMS, HE MAY AGAIN BE ELIGIBLE FOR MEMBERSHIP OF THE CONCERNED AUTHORITY/ BODY.

It is, however, submitted that suitability or necessity of some of the above committees or other committees (which have not been mentioned here) in any particular University shall solely depend on the specificity of situation obtaining in it at any given time. It may also be necessary to combine two or more committees which deal with cognate matters.

### **(E) SELECTION COMMITTEES FOR TEACHERS**

The University system critically hinges on the quality of the faculty and the commitment to academic values. The primary objectives of the teacher should be to treat each individual student as an end in himself and to give him the widest opportunity to develop his skills, abilities and potentialities to the full. The standards and quality of work of a university would depend very largely on the quality of its teachers. Selection of teachers should be based solely on merit and on all-India basis avoiding inbreeding. Ad hoc and temporary appointments should be avoided. Every care should be taken to ensure that persons of outstanding ability are attracted and retained into the system of higher education.

The recruitment of Lecturers is the most crucial stage in the universities and is to be done very carefully ensuring that the persons having talent, aptitude and orientation towards teaching are recruited to the posts of Lecturers. The Lecturers, besides fulfilling the minimum qualifications prescribed for the post should also qualify in an Examination to be conducted at the National or State level by an appropriate agency (U.G.C./ State Council of Higher Education etc.,).

The power to appoint teachers must be vested in the Executive Council, and should be made only on the recommendations of properly constituted selection committees. The Executive Council may delegate to the Vice Chancellor the authority to appoint teachers on temporary basis on the recommendations of such a selection committee. The Executive Council should necessarily accept the selections unanimously recommended by the selection committees. If in any exceptional case, the Executive Council is unable to accept any recommendations made by a selection committee, it may remit the same to the selection committee for reconsideration, and if the difference is not resolved, the Executive Council shall record its reasons and submit the case to the Visitor for orders.

If an Executive Council meeting is not likely to be held within one month after selection committee meeting, the Vice-Chancellor should be empowered to implement the unanimous recommendations of a Selection Committee, and report to the Executive Council at its next meeting. Non unanimous recommendations shall be placed before the Executive Council before implementation.

The selection committees may consist of the following :

- PROFESSOR :**
1. Vice-Chancellor (Chairman)
  2. Nominee of UGC/State council for Higher Education (I)
  3. Dean of the Faculty (I)
  4. Senior most professor of the Department (I)
  5. Three experts who are not members of any authority of University, from a panel of names drawn up by the Dean in consultation with the Senior most professor of the Department. Five persons will form the quorum including at least two experts.

**READERS AND LECTURES :**

The Selection Committee be on the same lines as that of Professor except that either the Vice-Chancellor or Pro-Vice-Chancellor, (Academic) may be the Chairman, and that there may be only two experts. The quorum shall be four persons including two experts.

In case of a newly established university or universities, or newly established faculties in older Universities, the Selection Committee may consist of the following :

- (1) Vice-Chancellor (Chairman)
- (2) One person nominated by the UGC/SCHE
- (3) Five experts in the case of professors and Four for Readers and Lectures not in the service of the University.

We recommend that faculty positions should be filled up within six months

of the vacancies being caused and that the Executive Council should regularly monitor the filling up of the vacant posts. In the case of vacancies arising due to retirement, the recruitment period could be substantially reduced if the posts are advertised in anticipation, that is six months before the retirement of a person.

#### **(F) SELECTION COMMITTEE FOR PRINCIPAL OF A COLLEGE**

The Selection Committee for Principal of a College should have three members of whom one shall be the nominee of the College Management Committee, one shall be the nominee of the University to which the College is affiliated to or associated with and one shall be the nominee of the State Government/Central Government as the case may be.

The qualifications for the Principal shall be comparable to that of a Professor, in view of the revised pay scales prescribed by the Government of India/suggested by the UGC.

#### **SPECIAL APPOINTMENT**

The Executive Council may invite a person of high academic distinction and professional attainments to accept a post of Professor in the University, on such terms and conditions as it deems fit, and on the person agreeing to do so, appoint him to the post.

The Executive Council may appoint a teacher or any other academic staff working in any other University or organisation for undertaking a joint project in accordance with the manner laid down in the Ordinances.

The Executive Council may appoint a person selected in accordance with the procedure laid down in Statutes for a fixed tenure on such terms and conditions as it deems fit.

### **10.4 ASSESSMENT OF TEACHERS**

At present there is no in-built device for the proper assessment of the work of a teacher. Any definition of the role and responsibility of a teacher would remain on paper unless there is a system of continuing assessment of the teacher which can best be done by one's peers in the discipline concerned. A suggestion that merits serious consideration is assessment of the work of a teacher by his students.

The University Grants Commission in consultation with AIFUCTO\* has formulated the guidelines on self-appraisal of teachers in addition to a "Code of Ethics" for them. We are, therefore, not going into the details of these.

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\* All India Federation of University and College Teachers Organisations.



# MANAGEMENT OF RESEARCH AND EXTENSION

## ( Research Extension )

Teaching, Research and extension are the three basic academic activities of the Universities which as per the University Grants Commission policy frame in 1978, are to be given equal status.

The role, function, composition of the Academic Council, Faculty Council and Board of Studies are given in Chapter 10. Here, we would discuss the management of research and extension programmes in the University system.

### 11.0 RESEARCH

The Universities should be nerve centres for fundamental as well as applied research and there is a uniqueness in the combined prowess of teaching and research. Unfettered research can be undertaken in Universities to open unexplored frontiers. In spite of grossly inadequate support to University research over a protracted period in absolute terms as well as relatively to agency based research establishments, the researchers from University System have done well and an analysis of the prestigious national awards will clearly bear this out.

We are of the view, that survival and growth of the institutions of higher learning depend to a large extent upon the constant generation and spread of new knowledge through researches. Lack of research input is expected to turn an institution into a "Teaching Mill", whose output will be eventually sterile and incapable of guiding the society. We suggest that the following structures be adopted at the University/Faculty/Department to make research activities more effective:

1. University Research Board
2. Faculty Research Board
3. Departmental Research Board

### **11.0.1 UNIVERSITY RESEARCH BOARD**

The University Research Board will function under the Chairmanship of the Vice-Chancellor and may include Deans of Faculties, representatives of social groups, National Laboratories, R & D organisations, industry etc., and of the Government. One of the Deans should be the secretary of the Research Board by rotation for one year. The Functions of the Board will broadly be the following :

- (A) To identify the "thrust areas" for research, so as to make effective contributions to the society;
- (B) To arrange internal and external funds for research activities;
- (C) To allocate adequate funds for individual research projects;
- (D) To monitor the progress of research projects;
- (E) To disseminate research information for public use; and
- (F) To prescribe general guidelines for the Faculties/Departments for;
  - (1) research schemes/projects;
  - (2) multi-disciplinary research programmes;
  - (3) award of research fellowships;
  - (4) foreign fellowships;
  - (5) to promote and foster collaboration between University and research laboratories, industry, R&D organisations etc.,
  - (6) Co-ordination of research work in the Universities and research laboratories;
  - (7) number of students to be attached with each category of teacher i.e. Professor, Reader, and Lecturer.

### **11.0.2 FACULTY RESEARCH BOARD**

It will function under the Chairmanship of the Dean of the Faculty and will include Heads of the Departments, Professors (20% of the strength), Readers (10% of the strength), and Lecturers (5% of the strength) by rotation according to seniority for one year. The Functions of the Faculty Research Board would be :



- (a) To identify the "thrust areas" for research at the Faculty level;
- (b) To co-ordinate inter-disciplinary research at the Faculty Level;
- (c) To monitor the progress of Faculty research projects; and
- (d) To disseminate relevant information.

### **11.0.3 DEPARTMENTAL RESEARCH COMMITTEE**

This Committee will function under the Chairmanship of the Head of the Department and would include all Professors, 33% of the Readers and 10% of the Lecturers by rotation according to seniority for one year. The functions of the committee would be :

- (a) To take all measures for strengthening and consolidation of research activities in the department;
- (b) To identify the "thrust areas" for research at Departmental level;
- (c) To select students for registration as doctoral students and allot supervisor for them;
- (d) To arrange for presentation of Ph.D research synopses by the candidates before the Departmental Committee.
- (e) To arrange for viva-voce examinations for award of doctoral degrees;
- (f) To channelise and monitor all departmental research projects;
- (g) To arrange funds for research through contract research consultancy etc.,

The Committee would also like to emphasise the following :

- (a) Research activity is essential for the growth of the faculty, as well as students. Research should be made an integral part of a teacher's work in the university set-up.
- (b) Inter-disciplinary research should be encouraged and priority should be given to it. While research activities in Universities are primarily associated with basic research, the time has come for undertaking, prosecuting and promoting research of applied nature, which lead to solutions to real problems of the society and parts thereof.
- (c) By and large, Universities are presently dependent mostly on

governmental funding for promoting research. Attempts should be made to mobilise resources from industry and trade and developmental agencies for undertaking research which would be useful for the funding organisation.

- (d) Research can become productive and useful only if universities shake off their isolation and actively interact with the larger society, industry, business, social welfare agencies as also developmental organisations.
- (e) Research themes should emanate from the needs of the society, problems for improving the weaker sections of the society and problems of the country must be selected for research.
- (f) Representatives from industry, R&D organisations, National Laboratories should also be associated with the above mentioned University bodies.
- (g) The University Research Board will submit its Annual Report to the Academic Council for inclusion in the university's Annual Report.

## **11.1 EXTENSION**

The UGC's policy statement of treating Extension as a third dimension of higher education, equal in importance to teaching and research has become most important and relevant now. This policy statement would need the following institutional changes for its effective and sustained implementation;

- (1) Statutory provision for extension in clear terms in all the Acts of the universities. This is not so, at present in most of the prevalent Acts. In most cases, reference to extension is only indirect and implied.
- (2) Every major subject of study should provide for extension work by its students as an integral part of the curriculum. Extension work be designed by each department of studies according to their needs. 20 to 30% time may be allotted by each Board of studies in its curricula to Extension so that extension becomes an important part of higher education at all levels. It should form part of the assessment/evaluation of students as well as teachers.

### **11.1.1 CENTRE FOR ADULT AND CONTINUING EDUCATION AND EXTENSION WORK**

- (3) To facilitate the task of extension work for each Department and to sustain a close and meaningful interactive relation with the community and society, **EVERY UNIVERSITY SHOULD HAVE A CENTRE FOR ADULT AND CONTINUING EDUCATION AND EXTENSIONWORK.**
- (a) This centre should have the same status and privileges as a teaching or research department and it should be provided as such in the statutes/Ordinances/Regulations of every university.
  - (b) The programme staff of the centre for Adult and Continuing Education and Extension work should have the same pay-scales and privileges like academic staff of other departments subject to their processing similar qualifications.
  - (c) The staff of the Centre for Adult and continuing Education and Extension work should be non-vacation academic staff, as they will need to organise large number of community service and community education programmes during vacations.
- (4) The centre for Adult and continuing Education and Extension work should prepare comprehensive Annual Plan of Extension Work for all academic departments in consultation with them and should also prepare plans of Community Education and Extension service to be conducted directly by it. The national goals like eradication of illiteracy, reduction of population growth, health for all, environmental protection, promotion of scientific temper, spread of appropriate technology etc., should receive priority consideration in formulating the community service and extension service programmes.
- (5) The University should adopt one contiguous area-based community where it can conduct all its community service experiments with a long-term comprehensive plan of fulfilling diverse learning needs of all sections and particularly poorer section of the people of the area-based community.

### **11.1.2 BOARD FOR EXTENSION**

Keeping the above tasks in view, the management structure for Extension

work (including that of the centre for Adult Education, continuing Education and Extension) should be as follows :

- (a) There should be a Board for Extension under the Chairmanship of the Vice-Chancellor consisting of all Deans of Faculties, representatives of important service organisations of the area-based community, the Director of the Centre for Adult and Continuing Education and other specialists related to types of extension programmes in relevant areas of Social, Economic and Scientific development, Chief functionaries of development agencies operating in the area etc.,
- (b) This Board should have a small Executive Committee of 7 to 9 persons which should meet at least once every quarter under the chairmanship of the Vice-Chancellor, to review and plan the specific programmes;
- (c) The Board may appoint such expert-committees as may be found necessary for a relevant activity, e.g. Adult literacy, population education, environmental education etc.,
- (d) All the Extension, Adult and continuing Education programmes may be conducted under the direction of one umbrella-organisation viz, the Centre for Adult and continuing Education and Extension work. A separate allocation of financial resources for this programme should be made in the annual budget of the university. The Adult and continuing Education centre should further allocate appropriate resources for each department according to their needs.
- (e) The Board for extension should act as a monitoring agency for co-ordinating extension work of all the departments of the University.

### **11.1.3 FACULTY FOR NON-FORMAL EDUCATION**

- (a) Wherever this centre has large programmes it may be elevated to the status of a Faculty of Non-formal Education. The Non-formal system cannot function in the kind of structures adopted for the formal system. For example, the Faculty of Non-formal Education catering to extension work, continuing education, NSS, distance education, open learning, etc, cannot operate through the Boards of studies structure as the thrust is more on action rather than on discipline alone.
- (b) Acts of universities should make explicit provision for connecting open learning programmes with main-stream where this is the intention.

# **MANAGEMENT OF GENERAL ADMINISTRATION, FINANCES AND EXAMINATIONS**

**( Registrar, Financial Management, Endowment Fund.  
Examinations - Computers - Electronic Aids - Training )**

Our stress in the whole of the report has been on decentralised management at the level of the Institute, Faculty, Department and College. It would be ideal if besides academic and financial decentralisation, there is a decentralisation of the evaluation process also, which perhaps may take time. Our recommendations in the following paragraphs are based on this approach.

## **12.1 MANAGEMENT OF GENERAL ADMINISTRATION**

Registrar, is Secretary of the Senate/Court, the Syndicate/Executive Council, the Academic Council and the Faculties and conducts the official correspondence of these bodies. He is the custodian of the records, the common seal and such other properties of the University as may be committed to his charge. He represents the University in suits and proceedings. He enjoys the powers of attorney and verifies pleadings by himself or by proxy. He has the power to take disciplinary action against the employees belonging to the ministerial staff and to suspend them pending enquiry, to administer warnings to them or to impose on them the penalty of censure or the with-holding of increments.

The Registrar's role includes tendering advice, conducting negotiations, effecting conciliation and managing crises. He has, besides a host of undefined roles. He negotiates with employees' association and deals with demonstrations and other forms of agitation. He has to be available all the time to the Vice-Chancellor for consultation. As secretary of the university bodies and otherwise, the Registrar comes into continuous contact with the academic community.

We noted a wide diversity in the method of appointment of Registrars in the Universities. In a few cases, the Registrar was appointed from amongst

the academic staff, typically from amongst the professors usually for a fixed term of about three years. In a number of cases, however, the Registrar was a member of the Indian or State Civil Service, (or a similar service), on secondment for a fixed period of two to four years, in the majority of universities the appointment of the Registrar lies with the Executive Council/Syndicate on the recommendation of a selection Committee, and in the rest with the Chancellor/State Government.

We have recommended elsewhere that the post of Registrar should be filled up by the Executive Council on a five year tenure basis (which could co-terminus with that of the Vice-Chancellor) renewable for similar further terms at the discretion of the appointing authority. **THE POSTS OF REGISTRAR AND CONTROLLER OF EXAMINATIONS ETC., MAY ALSO BE INTER-CHANGABLE.** In fact, we have also recommended that the executive heads of administration of other functions such as Finance, Examinations etc., should also be designated as Registrars. **REGISTRARS SHOULD BE ACADEMICS FROM UNIVERSITIES/ COLLEGES, OR PERSONS IN COMPARABLE POSITIONS IN RESEARCH ESTABLISHMENTS AND OTHER INSTITUTIONS OF HIGHER EDUCATION.**

The office of the Registrar is very important in a university. He is generally the executive head of the administration. At the same time, he is very much involved also in the non-administrative affairs of the university. In view of our thrust on decentralised management, we are of the view that;

- (a) Registrar (Administration) should be the secretary of the main Authorities of the University, viz. Executive Council/Syndicate, Academic Council as also of the Court/Senate. For other bodies like Faculties/Boards of studies, the Deputy or Assistant Registrar concerned should be the secretary.
- (b) While decentralisation, through delegation of responsibility and authority, is an ideal remedy to the ills of a centralised system, the process has to be watched with care. The first need is for the acceptance of the culture of decentralisation so as to achieve the objectives. Secondly, the system should be able to bear the new load and responsibilities. **THIS HAS TO BE CONSTANTLY MONITORED BY THE REGISTRAR.** The Registrar should watch whether there is any constraint wherever delegation has been made. If so, he should

be able to remove the constraint. He should ensure that the basic purpose of delegation is served. He should also find out whether other facilities are necessary and when so found take steps to provide them.

- (c) A mechanism should be evolved through which he is able to get the feed-back on the work of the staff deployed to provide services to the faculties, departments etc. wherever and whenever deficiencies are revealed, he should provide guidance and help. In devising this mechanism it is necessary to ensure the involvement of the Deans/ Heads.

## **12.2 FINANCIAL MANAGEMENT**

Some of our findings on financial management in the universities are given below :

1. Financial Management in Universities is based on the old techniques and there is need to promote an awareness if modern financial management practices as they may be applicable in educational administration. The present financial management in universities emphasises mainly on expenditure control through traditional budgeting techniques. Further there is lack of a well designed reporting and information system and financial management is not geared to help in planning, monitoring and control.
2. There is very little meaningful financial analysis possible on the basis of information as presently available from the universities. The available financial information does not reveal the health of the university. The information on some of the important aspects as indicated below is not readily available:
  - How has the income of the University grown over the years?
  - How has the expenditure grown over the years?
  - How is the expenditure as compared to enrolment?
  - What is the expenditure per student for the university and in different faculties?
  - What are the sources of income of the university and how have these been changing?
  - Can the University raise its income from any new sources?

- Are available resources being utilised most economically, effectively and efficiently?
3. The modern concepts of budgeting which relate expenditure to the objectives of the university and its physical targets are lacking. The expenditure on various activities of the university appears to have out grown its resource base due to the lack of correlation between resources and expenditure.
  4. The authority in matters of sanction and approval of expenditure is vested in the Vice-Chancellor/Executive Council, which is delegated to a limited extent to the Finance Officer. The Vice-Chancellor has numerous other duties, often demanding more time than financial matters.
  5. In most of the Universities, there is lack of proper delegation of financial powers and there is very little accountability at different levels.
  6. The internal audit is not functioning properly in many of the Universities. There are many procedural and other irregularities which can be detected by internal audit, like records not being maintained properly physical verification of stock not being done, shortages not investigated, delays in implementation of schemes, purchases not made as per procedures, uneconomical working, cases of bad coordination etc. internal audit can help in taking timely corrective steps. In internal auditing there is over emphasis on petty matters, such as every voucher being signed by a senior person (even if it is for one rupee or less), rather than his signing a consolidated statement, the individual voucher being signed by the section officer or like official.
  7. The quality of the staff in the Finance Wing and their attitude need to be improved considerably. At present, people are normally recruited as Junior Assistant-cum Typists and they keep on getting their promotion right upto the level of section officers. They generally lack proper financial training as well as knowledge of financial rules.
  8. Most of the universities have no Accounts Manual or Financial code of their own. The distribution of financial powers is also not adequate.

**WE RECOMMEND THAT :-**

**1. FINANCIAL ADMINISTRATION IN THE UNIVERSITY BE**



**DECENTRALISED AND APPROPRIATE GUIDE-LINES BE WORKED OUT** by each university with an over-all co-ordinating role of the Finance Officer or rather Registrar (Finance).

2. In view of the large magnitude and complexity of financial operations, there is need for a senior executive to assist the Vice-Chancellor in the discharge of his finance function. **A NEW POST OF PRO-VICE-CHANCELLOR (FINANCE) BE CREATED UNDER THE VICE CHANCELLOR, WITH ALL POWERS OF SANCTIONS AND AUTHORISATIONS (WITHIN THE APPROVED BUDGET) AS PROVIDED IN THE STATUTES OF THE UNIVERSITY.** The Pro-Vice-Chancellor (Finance) could be appointed from amongst the senior teachers of the university familiar with financial management, for a term of five years. **THE FINANCE OFFICER SHOULD BE RE-DESIGNATED AS REGISTRAR (FINANCE)**
3. There should be delegation of powers to sanction funds. Some suggestions are made below:

**(a) SANCTION OUT OF APPROVED BUDGETS**

Heads of Departments	:	Salary (upto budgetted amount), other expenses (upto Rs. 5,000/- on each item of expenditure)
Dean/Director/ Principal	:	Salary (upto budgetted amount), other expenses (upto Rs. 10,000/ on each item of expenditure)
Committee of Department	:	Over Rs. 10,000/- and upto Rs. 25,000/- on each item of expenditure.
Vice-Chancellor*	:	Rs.1,00,000/- and above.
Executive Council	:	Full authority.

- 
- \* Vice Chancellor may incur full expenditure out of approved budget and report to the Executive Council.

**(b) REAPPROPRIATION WITHIN APPROVED BUDGET**

1. The Heads of the Departments should have authority to make re-appropriation from one head of expenditure to another, but within the budgetted limits, to the extent of 10% of the Department's Budget. In the case of the general Budget this power should vest in the Registrar(Finance) or the Registrar, where there is no separate officer for Finance.
2. The Pro-Vice-Chancellor should have an authority to re-appropriate funds upto 20% of any section's Budget, on the recommendation of the concerned Departmental Committees or the Registrar (Finance) as the case may be. The Vice -Chancellor, on the recommendation of the Pro-Vice-Chancellor (Finance) should have the full power to make any re-appropriation from one head to another of the approved budget. In the case of Departmental budgets these requests to the Pro-Vice-Chancellor for re-appropriations should be based on the recommendation of Departmental Committees and other committees such as the Building Committee or the Hostels Committee etc.
3. Since the number of monetary transactions and the number of students and staff, as also activities, has grown considerably over the years, it will be necessary to introduce computers for proper accounting. This will also help in developing a proper information, monitoring and control system.

**12.2.1 MAINTENANCE GRANTS TO UNIVERSITIES/COLLEGES**

The maintenance grants to universities and colleges are provided by the state Governments/UGC as indicated below:

1. State Government to State Universities/Colleges;
2. UGC to Central Universities and Delhi Colleges. A few Delhi colleges are paid maintenance grants by Delhi Administration also.

We are of the view therefore that

- (1) maintenance grants to Central Universities be paid by the Government of India;
- (2) maintenance grants to Delhi Colleges be paid by the Delhi Administration like other State Governments.

- (3) Block grants should be fixed for every state universities in consultation with the State Council for Higher Education and for every Central University in consultation with the council of central universities.
- (4) The quantum of annual maintenance Grants should be reviewed every three years as recommended in Chapter 6.

### 12.2.2 ENDOWMENTS FUNDS

When Universities were established in the 17th and 18th Century in United States of America and in other western world countries, religious mutts and temples provided lands, for their maintenance and functioning. It was a time when lands were plenty and the national income largely depended on land revenues. However, when new universities were established in later periods after the industrial establishments had begun to contribute to the national wealth, or whenever supplements were needed to the land grant institutions, irrevocable money grants or what is generally called **ENDOWMENTS** from either the government or from the society substituted the land grants. Even to-day, several industrial groups and trusts contribute a portion of their profits as endowments to institutions of higher learning. These endowments are invested by the Board of Management or kept in fixed deposits and the dividend or the interest is used as recurring source of income for running the universities. This plus the tuition and other fees contribute the bulk of revenues of the universities with marginal developmental support from the state or federal governments.

In our country, the universities are even to-day sustained by the annual grants from the state or central governments for their routine maintenance and functioning. Academic fees or other resources are very limited and consequently, the universities have become highly dependent on the government for grants leading to their interference.

Many developmental activities, conceived and supported by the UGC or the respective governments, languish after their initial support is stopped for want of recurring resources to run the activity.

The alternative suggestion would be that either the federal or the state agencies give as irrevocable endowments which can be used as a corpus fund. either for a whole programme or for a chair or for a research facility instead of grants, and thereby the need for recurring grants for maintenance expenses can be minimized. The industrial establishments and other public

philanthropists could also be encouraged to supplement this type of endowments through appropriate tax incentives.

It is true that the amount required for such endowment to cover all the needs of an institution will be about 10 times the annual grant, but this amount can be built over the years by the institutions. For example a Rs. 10 crore endowment once given, will bring a revenue of at least one crore of rupees every year which will be equal to annual maintenance grants given to many small universities by the state governments. The public, government, industrial establishments should be enlightened and encouraged to contribute such irrevocable support as corpus grant.

We suggest that :

1. All grants for new proposals and all additions to existing grants be in the form of endowments.
2. One-tenth of the existing maintenance grant be converted every year into an endowment by allocating 10 times of that amount.

To illustrate, we take an example of a University with a block grant of Rs. 10 Crores a year and to which Rs. 1 crore is added every year.

In the first year, **BESIDES THE BLOCK GRANT OF RS. 10 CRORES, AN ENDOWMENT GRANT EQUAL TO RS. 10 CRORES BE CREATED TO TAKE CARE OF ANNUAL INCREASES i.e., A GRANT OF RS.20 CRORES BE MADE.** In the second year, **ANOTHER RS. 10 CRORES BE GIVEN AS ENDOWMENT GRANT AND RS. 9 CRORES AS BLOCK GRANT (i.e. A TOTAL OF RS. 20 CRORES).** The university will now have an endowment of Rs. 30 Crores and an annual revenue of Rs. 12 Crores (Rs.9 Crores Block grant and Rs. 3 Crores income from investment of endowment). In the third year onwards, **THE BLOCK GRANT WILL BE PROGRESSIVELY REDUCED BY RUPEES ONE CRORE AND THE ENDOWMENT GRANT WOULD CONTINUE TO BE RS. 20 CRORES.**

After 10 years. **THE BLOCK GRANT WOULD DISAPPEAR AND THE ENDOWMENT GRANT WILL BE RS. 20 CRORES.** Under the present system, this university would have been given Rs. 21 Crores as block grant in the eleventh year, whereas under the proposed system a total of Rs. 20 Crores only need be given as endowment grant. From the 12th year onwards **ONLY RS. 10 CRORES A YEAR NEED BE GIVEN AS AN ENDOWMENT GRANT TO COVER THE INCREMENTAL NEED OF**

**RS. 1 CRORES A YEAR** in the first 10 years, Rs. 245 Crores would be granted under the proposed system as against Rs. 155 crores in the current system. Out of these, Rs. 190 Crores would be there with the university as an endowment Fund.

**AFTER 15 YEARS, THE CUMULATIVE TOTAL GRANTS WOULD BE RS. 305 CRORES IN THE PROPOSED SYSTEM AS COMPARED TO RS. 270 CRORES IN THE CURRENT SYSTEM.** It would be noticed that the difference has narrowed down from Rs. 90 crores at the end of 10 years to Rs. 35 crores at the end of 15 years. It will remain only Rs. 2 crores in the 17th year and from 18th years onwards the cumulative total will be lesser and lesser.

**AT THE END OF 20 YEARS RS. 410 CRORES WOULD HAVE BEEN SHELLED OUT UNDER THE PRESENT SYSTEM WHEREAS ONLY RS. 355 CRORES WOULD BE THE OUTFLOW FROM STATE REVENUE UNDER THE PROPOSED SYSTEM, AND OUT OF THIS RS. 355 CRORES RS. 300 CRORES WOULD BE THERE INTACT, IN THE UNIVERSITY EDNOWMENT FUND.** The details can be seen in the \*Table appended to this chapter (Appendix 12).

The problem of finding funds for such endowment grants should not be very difficult, because the endowment grants could be from the capital budget. The University's endowment would be invested in government securities and public sector bonds, Mutual Funds etc and thus, the money would flow back to the Government/public undertakings in the form of subscription to securities.

Those universities which make their investment job more efficient, could earn more than 10% on their investment and the additional revenues would be available to meet their new requirements for which they would not even have to approach the Government. To the extent, that the university is able to raise endowments from other sources, their dependence on government would be further reduced.

### **12.2.3 FINANCE OFFICER**

There is a growing tendency of governments sending Finance Officers to universities on deputation from Government Departments. These persons being external to the system, do not normally fit academically into the university ethos and this creates problems. In our opinion, universities

should appoint their own Registrar (Finance) or Finance Officer, may be on tenure basis. Such persons should basically be academics trained in financial management. We have elsewhere recommended that the officer responsible for management of finances should be designated as Registrar (finance). That would help in bringing in this reform expeditiously.

### **12.3 MANAGEMENT OF EXAMINATIONS**

We have earlier recommended the creation of a position of Dean of Evaluation. We recommend that each university should have an Evaluation Board headed by the Dean (Evaluation) to ensure that Examinations are conducted as per schedule; and that the University makes conscious efforts to introduce programmes of Examination reforms as recommended by the UGC. The Controller of Examinations should be re-designated as Registrar (Examinations).

We also recommend that effective use of computers be made in the Examination work.

### **12.4 GRIEVANCE REDRESSAL MACHINERY**

We have noted that universities have either no grievance removing machinery or totally inadequate and ineffective machinery with the result that individual as well as group grievances have remained unattended to for long periods leading to frustration, altercation and even indiscipline.

The grievances could be from:

- (1) Students, teachers and other employees on individual basis;
- (2) Grievances of Groups either of Teachers, or other Employees or of student; and
- (3) Grievances relating to service conditions of employees.

We recommend that grievances must be settled early and that every University should clearly define the time limits within which responses to the grievances are to be given to the concerned person(s)/groups.

We also recommend the following machinery to promote the process of settlement of grievances;

#### **12.4.1 FOR INDIVIDUAL COMPLAINTS :**

- (1) Every University should appoint a very senior officer of very high credibility, who has held senior administrative, academic or legal positions and who will have no other responsibility in the university except to speedily examine the grievances etc. in detail. His appointment should be made by the visitor out of a panel of names suggested by the Vice Chancellor. His appointment should be co-terminus with that of the Vice-Chancellor and he should enjoy a status equivalent to that of Pro-Vice-Chancellor. He should have a right to call for any papers. He may require, and could, if he so considers necessary, associate senior academics with his work with the Vice-Chancellor's permission. Such an officer would be able to make recommendations personally to the Vice-Chancellor for his consideration and where necessary for the consideration of the Academic or the Executive Council. He should not, however, review the decisions taken by a university body. This recommendation has also been made by the Review Committee of the UGC on Central Universities.
- (2) Any dispute arising out of a contract between the university and any of the employees may, at the request of the employee, be referred to a Tribunal of Arbitration consisting of one member appointed by the Executive Council, one member nominated by the employee concerned and an umpire appointed by the Visitor. The decision of the Tribunal of Arbitration should be final and no suit should lie in any civil court in respect of the matters decided by the tribunals. It is hoped that this procedure will reduce the number of cases going to the courts.

#### **12.4.2 FOR GENERAL GRIEVANCES OF STUDENTS/ TEACHERS / NON-TEACHERS**

- (1) There should be a Joint Consultative Committee (JCC) of the students, teachers and non-teaching staff for redressal of the grievances of students, teachers and non-teaching staff etc. Such Committee be appropriately constituted and presided over and resolve issues in a time frame as laid down by the Universities.
- (2) There should be a separate consultative machinery at the University and College levels.

- (3) Some grievances such as those relating to service conditions of employees may not be resolved at the JCC level as they would have repercussion on other universities in the State. Such issues be thrashed out at the level of State Council of Higher Education or in the joint meetings of the Vice-Chancellors of the Universities of the State or in the meetings of the Vice-Chancellors or the Central Universities in the case of such Universities. It is important that representatives of the Government are present in the meetings when discussions relating to service conditions i.e. pay scales, promotional avenues etc., are discussed.
- (4) In addition there should be a standing tribunal in the University or group of universities of the state, preferably a statutory body headed by a retired judge of the High Court who is assisted by academics such as professors, Principals and educationists. All unresolved matters of dispute between the university and teachers/non-teachers/ students be referred to this Tribunal. A convention should be established that the verdict of the Tribunal is accepted by all concerned and that the concerned parties will now further move the court of law.

In this connection it may be noted that in the Bombay University Act, 1974 there is a provision for constitution of College Tribunals for adjudication of certain disputes or difference between employees and management in private affiliated colleges and recognised institutions. It provides that for the purposes of admission, hearing and disposal of appeals, the Tribunal shall have the same powers as are vested in an Appellate Court under the Code of Civil Procedure; the decision of the Tribunal shall be final and binding and a penalty will be imposed on the management for failure to comply with Tribunal's direction (vide Bombay University Act, 1974, Ch. VI sec. 42-A). There is a similar machinery (Tribunal of Arbitration) provided for in U.P. State Universities Act.

In view of the above grievance redressal machinery, the present position obtaining in many universities regarding the Chancellor's office acting as the Appellate disposer of petitions emerging from the University employees may be dispensed with.

## **12.5 USE OF COMPUTERS**

With the tremendous rise in student strength, for maintaining high level of



service to the student community in registration, issuing certificates, keeping their records updated, prompt publication of results etc., a University or any institution providing education in various disciplines and engaged with scientific research definitely needs computers.

Computers can be profitably used in the following administrative areas in the Universities;

Examination planning and Result processing.

- Preparation of Examiners Panels and Appointments of Examiners.
- Salary-bill processing.
- Financial Accounting
- Academic/ Non-Academic staff data base.
- Library Service.
- Estate Management.
- Reporting and Control.

Computers have been used in some Universities since long for examination processing. However, they can be effectively used for maintaining academic/non-academic staff data bases, library automation and Estate Management. Resources permitting, the data of all books and periodicals can be computerised to prepare synopses subjectwise, title-wise, author-wise which can help research students to find adequate and appropriate reference.

### **12.5.1 SUPPORT SYSTEM FOR CHIEF FUNCTIONARIES**

As information related to several segments of university activities, including Human Resource Development often becomes voluminous, modernisation of information storage and retrieval should be resorted to on a war, footing. The Chief functionaries of the University, i.e. Vice-Chancellor, Pro-Vice-Chancellor, Registrar, (Administration, Finance and Evaluation) must have Electronic Data Processing facility with terminals linking all of them with the Deans, Principals, Heads of Departments etc.

## **12.6 PROFESSIONAL ACADEMIC MANAGEMENT**

The essence of academic management consists in debureaucratisation

of the administrative machinery in the University system and making it dynamic and responsive to the emerging academic goals and functions. The administrators, right from the Registrar down to the Office Assistant, must realise that they are there to assist, help and promote the academic work in the campus rather than to supervise, regulate and monitor the academic job. The administrative procedures must be made flexible enough to facilitate appropriate and expeditious decisions on academic issues depending upon the special requirements of the situation on hand. Unfortunately, in the present system, the academics are, by and large, at the mercy of the administrative personnel who have little or no academic orientation in their outlook or practice. On many occasions, even marginally innovative measures suggested by the academics are effectively scuttled by the bureaucratic administrators who refuse to be convinced unless there are identical precedents. Paradoxically enough, the infusion of some personnel with academic background into the supervisory cadres of the administrative machinery (say Registrar, Controller) has not resulted in any perceptible success; either these erstwhile academics in their new-found administrative positions quickly learn to be as bureaucratic as others or they are unable to cut any ice in the context of a very reluctant and large subordinate cadre. Thus the outlook of the personnel, the style of administration, the gambit of rules and regulation and, in short, the very decision making and implementing process needs a thorough overhauling.

As a possible way of remedying the situation the Committee recommends the following specific measures:

- (a) A well-trained professional cadre of educational administrators be created. These personnel must be carefully chosen and intensively trained in the nuances of educational administration. Experience in teaching and research can be counted as desirable requirements for recruitment to this cadre;
- (b) Education Management should be developed as an academic programme on a sound footing, at the post-Graduate/research levels by the Universities, IIM, NIEPA and other organisations.
- (c) The Educational administrators (Principals of Colleges, Deans, Departmental/Schools Heads, Registrars and other administrators) of universities may be required to undergo periodical training/refresher courses conducted by selected University Management Departments

and Professional Management Institutes so that they may become well-versed in the art of educational management and administration;

- (d) The Financial administration of the University system may have to be revamped on the lines of more efficient financial management of the corporate sector. The present system of "Government-style" of funds administration (including deputation of Financial Officer from Government) should be dispensed with. Well-qualified academics may be inducted and given intensive training in Financial Management.
- (e) As far as possible, the day-to-day administration at the Departmental/ School level should be left to the purview of the academic heads, with least interference from the administrators.

Decentralisation, professionally coupled with effective Departmental autonomy, will go a long way in debureaucratisation of the system as a whole.

## **ACADEMIC STAFF**

Group "A" Officers working in instrumentation Centres, (USIC), Computer Centres, Museums, Libraries, Para Medical Staff, Editors of publications and Directors of Audit and Continuing Education etc. should be treated as Academic staff (Non-vacation). They should have pay-scales etc. on par with those of University teachers and whenever any benefits are given to teachers they should automatically get them from the same date as those for teachers. Such staff should however, have different work load/working hours as compared to those of teachers.



# ILLUSTRATIVE FRAMEWORK OF AN ENDOWMENT SYSTEM

Year	Recurring Grant (Present System)  (Rs. Crores)	Proposed System				Revenue of University			
		Block Grant	Endowment Grant for incremental expenditure	Endowment Grant for reducing Block Grants	Total	Size of Endowment	Block Grant	Return on Investment @ 10%	Total
		(Rs. Crores)	(Rs. Crores)	(Rs. Crores)	(Rs. Crores)	(Rs. Crores)	(Rs. Crores)	(Rs. Crores)	(Rs. Crores)
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)
0	10	10	--	--	1-	Nil	10	Nil	10
1	11	10	10	--	20	10	10	1	11
2	12	9	10	10	29	30	9	3	12
3	13	8	10	10	28	50	6	5	13
4	14	7	10	10	27	70	7	7	14
5	15	6	10	10	26	90	6	9	15
Cumulative Total	65	40	50	40	130	90	40	25	65
6	16	5	10	10	25	110	5	11	16
7	17	4	10	10	24	130	4	13	17
8	18	3	10	10	23	150	3	15	18
9	19	2	10	10	22	170	2	17	19
10	20	1	10	10	21	190	1	19	20
Cumulative Total	155	55	100	90	245	190	55	100	155
11	21	Nil	10	10	20	210	Nil	21	21
12	22	Nil	10	Nil	10	220	Nil	22	22
13	23	Nil	10	Nil	10	230	Nil	23	23
14	24	Nil	10	Nil	10	240	Nil	24	24
15	25	Nil	10	Nil	10	250	Nil	25	25
Cumulative Total	270	55	150	100	305	250	55	215	270
16	26	Nil	10	Nil	10	260	Nil	26	26
17	27	Nil	10	Nil	10	270	Nil	27	27
18	28	Nil	10	Nil	10	280	Nil	28	28
19	29	Nil	10	Nil	10	290	Nil	29	29
20	30	Nil	10	Nil	10	300	Nil	30	30
Cumulative Total	410	55	200	100	355	--	55	355	410

# COLLEGES AND THEIR MANAGEMENT

(Collegiate landscape - Problems - Management framework - Collegiate Council )

## 13.0 HIGHER EDUCATION - THE COLLEGIATE LANDSCAPE

Our system of higher education is a wide heterogenous spectrum of institutions and services and on 1st April 1988 comprised 142 universities, 22 institutions deemed as universities and 6597 colleges\*. The majority of the colleges are of the affiliated category and the others include the university/constituent and autonomous colleges. In each of these categories there are government and private colleges. The pattern of governance varies considerably in these different colleges in terms of their internal administration as well as in relation to their two principal external constituencies viz., the university and the government. The universities have to ensure the maintenance of academic standards in their member colleges and the State Governments meet part or whole of the expenditure incurred by these institutions; other matters that relate to the staff and students and their roles in the organisation, administration and development of their respective campuses etc., are largely left to the resourcefulness of individual colleges. The modes of management that one finds are therefore many, and in most cases the management personnel learn on the job and professionalism is an exception.

### 13.0.1 THE CHANGING SCENE

In the four decades since Independence the pace of change in the educational environment of the country has been rapid and higher education has drawn into its orbit the various processes and programmes of secularisation, modernisation, democratisation, social welfare, etc. The principal constituents of the collegiate environment are not only the students, teachers, support staff and administrators, but also the university, government and the neighbourhood communities. The nature and

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\* number does not include the junior colleges. Reference; UGC Annual Report 1987-88

disposition of each one of these constituents, in relation to the overall functioning of the colleges, have undergone significant changes particularly during the past three decades. Upsurge of student activism marked the sixties and seventies, and the eighties are witnessing teacher activism on a totally unprecedented scale. Anti-establishment postures on the part of students and teachers and anti-union attitudes on the part of the managements and administrators are steadily gaining ground everywhere. These disturbing trends in the educational environment are not entirely sporadic or erratic and disconnected. It is important to recognise many of these as consequences of specific lacuna in our educational, social and political systems. Today, students and teachers are more concerned, than before, with a variety of matters, specially in policies and operations of the academic institutions they belong to and certain social conditions outside the campuses. The college administrators often seem too fond of defending and entrenching **STATUS QUO** in campus organisation and administration.

Many of the colleges are less autonomous than they were before in such vital areas as finance, student enrolment, courses of instruction, staff recruitment and service conditions. In some states, the university and government have been rigidly regulating many of these areas of educational management. The ushering in of autonomous colleges since 1978 in the otherwise increasingly rigid monolithic collegiate system is a significant educational reform.

The colleges were until about the 1960s essentially teaching-learning centres and adequately equipped to support the activity. All was well with the institutions and their simple mission of teaching-learning, until pressures of numbers and additional roles of promotion of research and extension services were conceived of for the college communities. The organisational inadequacies to provide for these additional thrusts, the controversies on the rationale of this proliferation of purposes and their consequences are now becoming all too obvious.

### **13.0.2 SOME GENERAL OBSERVATIONS**

1. The College is managed by a group of individuals known generally as the Governing Body of the College which makes all the decisions relating to the internal management of the college; it secures and manages the finances and appoints the principal and the teaching

staff. It is this Governing Body that interacts with the University within the university-affiliated college system. The size of the Governing Body is not uniform in all Colleges. The Governing Body is composed of representatives of the promoters of the college, the university and the State Government, and the teaching staff of the college, besides the Principal as an ex-officio member.

2. The university has substantial authority over the colleges. It prescribes the physical and financial standards to be met by the colleges, the minimum academic qualifications of the teachers to be recruited by them and the course content and text books for the various courses of study offered. In many universities the university also nominate experts on the selection committees for the teachers and the principals. The examinations are the prerogative of the university. It has the power to inspect the colleges and scrutinise their financial and academic records. It seems to control the activities of the colleges so that they operate according to the norms and standards prescribed.
3. The number of colleges affiliated to a university has a significant bearing on the latter's ability to administer them. There appears to be no maximum limits to the number of colleges that may be affiliated to a university in India.
4. The university has the power to affiliate or recognise colleges and to withdraw such affiliation or recognition. The need for a new college is expected to be established on the basis of rational considerations but many a time on non-academic considerations also, such as : (1) Political factors; (2) Geo-political situations and (3) Socio-political force etc. prevail.
5. One of the main reasons for deviation by the colleges from the University's standards, is the problem of finances, Inadequacy is one aspect of the problem of college finances; the other equally important one is the inefficient management by colleges of their financial resources.
6. The college teachers are recruited by the Governing Body. The university and the State Government send their representatives to sit on the Governing Body of the college in order to ensure that the university's standards are complied with by the college. In many cases,

various non-academic considerations seems to be influencing the recruitment of college teachers.

7. The university expects and prescribes that the college teachers would have good service conditions and they provide quality instruction. The prevailing practice as under is not encouraging in this respect:
  - (a) in several colleges, a high proportion of teachers are maintained on a temporary basis.
  - (b) salaries are not paid to teachers regularly.
  - (c) overcrowded classes, heavy teaching load for most teachers-preclude quality instruction.
8. The principal is the key person in the academic hierarchy of the college. He also acts as a buffer between the Governing Body on the one hand and the University and the State Government on the other. He is responsible for scheduling classes, for determining the work load of teachers, for students discipline and for allocating finances within the limits set by the Governing Body.
9. The University prescribes standards but the standards are left to be enforced by the colleges. Supervision over the college is minimal and intermittent.
10. On the other hand, in some well-established colleges having resources and also their determination to do quality teaching and other academic work, the university's control concerning syllabi and conduct of examinations sometimes kills all initiative.
11. The conditions prevailing in non-governmental colleges are a little different from those of the university colleges or the Government colleges. There is a type of subdued discontentment among the staff which can prevent their whole hearted devotion to the profession. The teachers of these non-government colleges are overloaded with diversified college duties, over and above their heavy teaching assignments resulting in not leaving any sufficient time for research, self education and growth.

Further, teachers of affiliated private colleges are paid different scales of pay and some time the actual payments are far less than the prescribed scales.



### **13.0.3 MUSHROOM GROWTH OF PRIVATE ENGINEERING COLLEGES**

In the course of last six years or so the country had witnessed a mushroom growth of a very large number of private engineering colleges, on no grant basis, particularly in the states of Maharashtra, Karnataka, Andhra Pradesh and lately Tamil Nadu. Most of these colleges have poor facilities, poor framework and poor conception. Further, there is no link, with the real market potential. It is very difficult to run an Engineering College or a University Department of Engineering, as evident from long established institutions. This poses a grave danger to the whole system of education in Engineering and Technology and calls for immediate remedial measures. The recent constitution of the Statutory Body in the form of All Indian Council of Technical Education should be of great help but a quick action is required. In fact even in the course of last couple of months new institutions have been established and it is not clear as to how many such institution really exist in our country.

### **13.1 MANAGEMENT FRAMEWORK**

Every college needs to formulate its mission and goals in terms of academic, social and other objectives and channel its personnel and other resources accordingly towards optimum realisation of the objectives. Appropriate organisational structures within colleges are crucial for effective management and the simplest way to focus on the wide variety of activities will be to group the activities and functions expected to be performed on the college campuses. Three such broad groupings common to all colleges are academic affairs, student affairs and business affairs. The three groupings are not entirely exclusive of each other and the recognition of their areas of mutual overlap and the need for coordination is itself a good start for effective management of a college.

Heads of departments, warden(s) and vice-principal(s) share with the Principal and the Secretary (or Manager) of the college, the general managerial responsibilities in the college. The extent of delegation of authority by the Governing Board and the Principal to these campus officers for policy and decision-making is largely ill-defined and arbitrary. It will be most desirable for a college to categorise and manage its campus activities as academic affairs, student affairs, and business affairs, and assign each to a competent member of the faculty who could be designated

as Dean (or Vice-Principal or Director or Coordinator) holding office for a term of say, three years.

The roles and functions of the Governing Board and different officers could be outlined as follows:

**GOVERNING BOARD/TRUSTEES** - Institutional objectives and policies - fund raising - investments - capital expenditure - appointment of the faculty and campus officers.

**SECRETARY OR (MANAGER OR ADMINISTRATOR)** - Implementation of policies, general administration, management of funds.

**PRINCIPAL** - Quality of education - Admissions - faculty development - evaluation of campus programmes - new programmes and development - assisting in fund raising - relations with the university, government, alumni, other support agencies and the general public - overall coordination and management.

**DEAN OF ACADEMIC AFFAIRS** - Academic planning - standards of instruction, time- table - examinations - student records.

**DEAN OF STUDENT AFFAIRS** - Student hostels and messing - scholarships and other financial aid - extra - curricular programmes - health services - counselling and career guidance.

**DEAN OF BUSINESS AFFAIRS** - Buildings and grounds budgeting and financial control - non-academic personnel administration - employee welfare - public relations.

The officer in- charge of each major area of management should be assisted by a small Committee consisting of 2 or 3 teachers/hostel wardens etc as the case may be. Students should be associated with the Committee for Student Affairs.

The campus community's appreciation of the concept of participatory management often makes the faculty-student- administrator-management relations more tense than otherwise. In almost every area of organisation and operation of the college (viz., admissions, syllabi, examinations, extra-curricular programmes, appointments, promotions, fund raising, budgeting, development proposals, etc.), the roles of these campus constituencies tend to overlap and often blur one's understanding of the scope of one's legitimate authority. Stresses are unavoidable, and a rational management

framework combined with a good measure of collegiality and tradition is the only means of handling them.

Each college may, depending on its particular type, programmes and resources, modify this pattern with different permutations and combinations, broader or narrower groupings and span of control, more or fewer levels etc., for efficient management of its affairs. Individual colleges, subject to their size and diversity of programmes may enlist more or fewer members of the faculty for managing the campus activities and suitably modify the general pattern of governance indicated above.

A simple organisation chart is given at the end of this Chapter.

Clearly defined administrative lines of responsibility are basic to any college organisational structure. In small colleges responsibility may be combined in various ways and it would not be unusual for one person to be in charge of two or three different areas of management. The Planning and Monitoring cell will greatly facilitate academic and administrative auditing (self-appraisal) essential to the well-being of the College.

## **13.2 DISPUTES AND DISRUPTION OF WORK**

Dissent and disputes are not uncommon on college campuses and may involve one or more of its constituencies viz., students, staff, administrators, the management, the university and the government. Consequently there may be disruption of work and in extreme cases vandalism and violence too may be sparked off. Areas prone to disputes in case of students are admission, hostels, fee levels, examination schedules, campus amenities, extra curricular programmes, and elections; staff dissent relates mostly to scales of pay, service benefits and working conditions.

Students generally take issue with the Principal and management of the college or the University, and staff protests are generally against the management (governing board/trustees) of the college or the government. While each dispute has to be dealt with on its own merits, participatory management and following of Codes of Conduct becoming of an academic community, should help in mitigating or even preventing many of them. Administrative machinery (reconciliation provisions and Tribunals) for redressal of grievances and resolving of internal disputes should also be available.

A major theme in the debate about the organisational structure of colleges is the relationship between executive and representative structures. The student and staff associations and unions have largely come to stay, and regulating their influences on campus governance in general and academic policies in particular requires utmost prudence and trained managerial skills on the part of college administrators and managements. The areas of interest and responsibility of students and teachers should be well demarcated and firmly enforced. Though, governing bodies and trustees do give to the colleges their time and some expertise, many of them do not seem inclined to take a firm grip on matters of educational policy and programmes and resort too easily to bureaucratic practices. Governance of a college involves knowledge about academic ethos and about interpersonal relationships linked to the history and traditions of the institution. There cannot be one pattern for all colleges regarding student and teacher involvement in administration and the role of managements, but definite lines of communication between these campus constituencies will greatly facilitate effective management of the colleges.

### 13.3 **COLLEGE DEVELOPMENT COUNCIL or COLLEGIATE COUNCIL**

In the affiliating-type of universities, the focus, so far, has been more on prescribing and monitoring of affiliation conditions than on the university's obligations to help or nurture these institutions to develop their infrastructure. It is no surprise that many colleges in the mofusil centres and semi-urban areas are unaware of the various schemes/sources of funding and they are not quite conversant with the procedures of preparing and putting-up their grant-claims. With a view to providing a ready consultancy and guidance service in this regard, and proper monitoring of programme, **EVERY AFFILIATING UNIVERSITY SHOULD ESTABLISH AN OFFICE OF DEAN OF COLLEGE DEVELOPMENT WITH THE BACK-UP OF A COLLEGE DEVELOPMENT COUNCIL/ or COLLEGIATE COUNCIL (CDC)**, if not already done. This Council shall consist of representatives of college Principals, University syndicate, some faculty members, the U.G.C./State Council for Higher Education and the State Government. A model composition of the CDC is given in Annexure 5. The Council should serve as a "single-window" where all the grant-problems could be sorted out and the follow-up actions initiated. The Dean's office should:

- (a) disseminate information on various funding sources and schemes, and procedures of applying for grants;
- (b) help prepare the plan proposals and project proposals for grants;
- (c) channelise the plan proposals to the funding agencies and keep track thereof;
- (d) monitor proper utilisation of these grants by the concerned affiliated colleges by getting periodical reports and arranging periodical inspection of the affiliated colleges;
- (e) prepare an Annual Report of grants received, and utilised by the affiliated colleges as also unutilised and outstanding grants. This Report may be presented to the State Government and U.G.C. annually.
- (f) undertake monitoring of academic programmes, observance of Academic Calendar, help in grievance redressal and conflict resolution and generally act as a friend and a guide of the college principals to whom they can go for help.
- (g) create an appropriate Data Base in order to identify the colleges for earning autonomy and for other academic developments.
- (h) The Dean of colleges should be associated with the decision making process regarding affiliation (Temporary or Permanent) of the Colleges. When starting of a new college is contemplated by the State Government or any other agency, the Dean of Colleges should be made a member of the Committee which decides whether the college should be opened or not.

Collegiate Council should be an effective link between colleges and the university on the one hand and the Government, State Council for Higher Education and U.G.C. on the other. It would be helpful if the UGC/SCHE/ State Government delegates schemes involving small funds for implementation by the College Development Council. Some more details are also given in the chapter on Decentralised Management (Chapter 14).

#### **13.4 SOME OTHER RECOMMENDATIONS**

We also make the following recommendations:-

1. Under-graduate education should be kept under constant review and the UGC/SCHE should have a standing Advisory Committee to outline

objectives of under-graduate education in relation to contemporary life and advances made in various disciplines;

2. Normally, colleges should not engage in post-graduate teaching. But when it is necessary under special circumstances the P.G. teaching work should not be entrusted to part-time teachers; only full-time teacher should do post-graduate teaching.
3. The UGC should lay down minimum norms of affiliation which should not be watered down except with its prior approval.
4. New colleges should be set up only after a joint survey by the affiliating university, the UGC and the State Council for Higher Education so that proliferation of sub-standard colleges is curbed.
5. Affiliation of colleges must vest only with a university and be given on academic grounds alone and no extraneous considerations should be allowed to come into play.
6. A reasonably uniform and sound system of grant-in-aid to affiliated colleges all over the country should be evolved from time to time by the UGC.
7. The Principal, an academic leader in his own right, should be a man of eminence and integrity. Therefore the selection of principal must be made through a selection Committee having representatives from University.
8. It will be most desirable for a college to categorise and manage its campus activities into (a) academic affairs, (b) student affairs, (c) business affairs, and assign each to a competent member of the faculty who could be designated as Dean (or Vice-Principal or Director or Co-Ordinator) holding office for a term of say, three years.

Further the State Government should exercise considerable restraint in the establishment of new colleges. However, if the establishment of new colleges is justified, it should be ensured that the terms and conditions recommended by the UGC in their guidelines for granting affiliation are fulfilled.

We are also of the view that the UGC guidelines relating to the structure of governance indicated in the scheme of autonomous colleges need not be considered inflexible. The Universities in consultation with the State Government, and the UGC may consider appropriate modifications keeping the basic objectives of the schemes in view, while protecting the interests of all concerned.

## 13.5 ROLE OF UNIVERSITY DEPARTMENTS IN AFFILIATING UNIVERSITIES

About seventy five per cent of the students receive higher education in affiliated colleges. The improvement in the quality of teaching in these colleges, therefore, is the key to raising the standards of Higher Education in the Country. Some steps have been taken in the past with this objective in view, viz.,

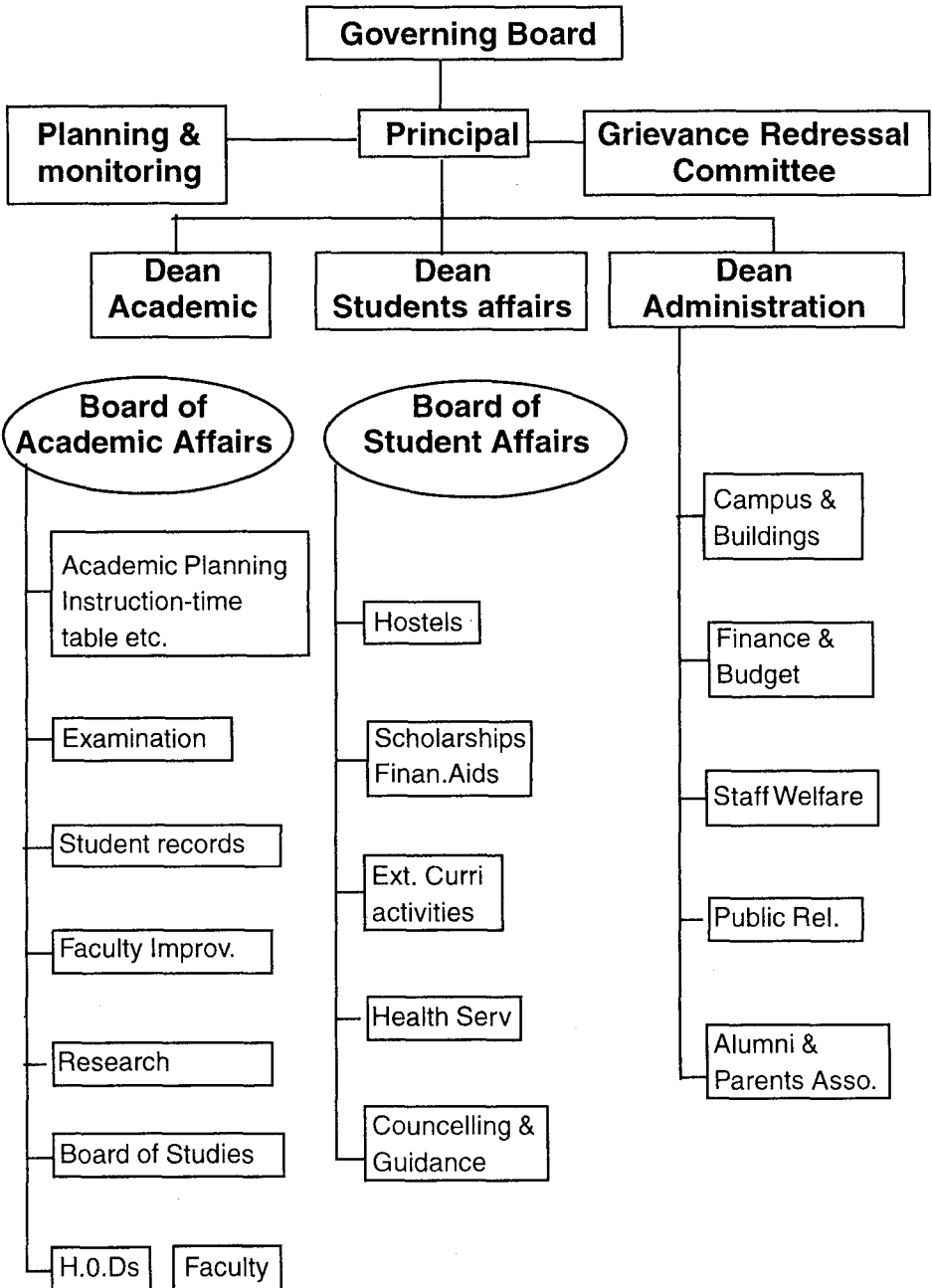
- (a) The setting up of Post-graduate Departments directly administered by affiliated universities to provide leadership to its colleges.
- (b) raising the salary scales of college teachers and equating them with those of university teachers so that better teacher could be attracted to the colleges also; and
- (c) the conferment of autonomous status on such colleges which showed promise of achieving excellence.

However, it appears that, by and large, the thrust of Post-graduate Departments of affiliating universities has shifted to the traditional role of teaching and research and that the purpose for which they were essentially established, i.e. providing academic leadership to the affiliated colleges, has receded into the background.

The need for upgrading the standard of teaching and introducing some element of research, besides other perspectives, in such colleges cannot be over-emphasized. The NPE has stated in para 5.27 that "urgent steps will be taken to protect the system from degradation" .

**IN THIS CONTEXT OF THE ABOVE, THE ESSENTIAL ROLE AND PURPOSE OF THE POST-GRADUATE DEPARTMENTS OF AFFILIATING UNIVERSITIES NEEDS TO BE CLEARLY STATED THROUGH THE INTRODUCTION OF A PROVISION IN THE ENACTMENT OF AFFILIATING UNIVERSITIES THEMSELVES. THE PERFORMANCE OF THE UNIVERSITY DEPARTMENTS AND OF THE TEACHERS THEREIN NEEDS TO BE, HENCEFORTH, EVALUATED IN THE CONTEXT OF THIS STATED PURPOSE. UGC DEVELOPMENTAL FUNDING ALSO NEEDS TO BE TOTALLY LINKED TO THE QUALITY AND EXTENT OF LEADERSHIP PROVIDED BY DEPARTMENTS TO THE AFFILIATED COLLEGES AND FOR THIS PURPOSE, THESE DEPARTMENTS NEED TO BE CONTINUOUSLY ASSESSED WITH THIS PERSPECTIVE IN VIEW.**

## Management Structure for a College





## DECENTRALISATION IN PRACTICE

**( Delegation to Departments - Faculty Councils - Autonomous Advance Centres - Autonomous - Institute - P.G. Centres - Administrative sub-centres - Autonomous Colleges )**

The Vice-Chancellor of a University is the Principal executive and academic head. He is charged with the responsibility to ensure that the provisions of the Act, Statutes, Ordinances and Regulations are faithfully observed. He is to exercise general control and supervision over all the affairs of the University. He is also empowered to convene the meetings of the Senate/ Court, Syndicate/Executive Council and other bodies and is to preside over the Senate in the absence of the Chancellor. The Vice-Chancellor is the Chairman of the Syndicate/Executive Council, Academic Council, the finance Committee and presides over the meetings of the other bodies or committees of which he is a member. He is also the Chairman of the selection committees for the posts of Professors, Readers & Lecturers.

The Culture of the University System has so far been such as to reduced the Vice-Chancellor to a stage where most of his time is spent in the disposal of the routine matters, it is highly desirable and essential to remodel the university organisation in such a manner that the Vice-Chancellor is kept out of the routine matters and is made free to concentrate largely on review and monitoring of the existing activities and plan development of the university. It is thus, necessary that the Directors of Institutes, Deans of Faculties/Heads of Departments be given authority and powers and their offices be adequately strengthened to enable them to handle their tasks effectively subsequent to appropriate delegation of the powers.

In the following paragraphs, some suggestions have been made for :-

- (1) Delegation of powers of Departments;
- (2) Faculty Councils to deliberate & decide on Academic issues.
- (3) Conferring Autonomy to Departments under special Assistance Programmes (CAS/DSA etc.);

- (4) Creation of Autonomous Institutes in the Universities by re-grouping of Departments wherever possible and
- (5) De-centralisation for Collegiate management.

## **14.0 DELEGATION OF POWERS TO DEPARTMENTS**

**THE DEPARTMENTS OF A UNIVERSITY ARE ITS MAIN AND BASIC OPERATIONAL UNITS AND SHOULD THEREFORE BE ENABLED TO FUNCTION WITH FREEDOM AND WIDER ACADEMIC, ADMINISTRATIVE AND FINANCIAL POWERS.**

The Departments may have a formally constituted **DEPARTMENTAL COUNCIL** and its composition should offer adequate opportunities to all the members of the Department to participate in the management and administration, but they would also require careful coordination and guidance. They should be vested with sufficient powers and responsibilities. This would mean that within limits laid down by bodies such as the Executive Council or Academic Council or Faculty Council, each Department should have the freedom to make its own arrangements, without having to seek the approval of the 'higher authorities at each stage or the administrative intervention of the 'officers' of the university. The objective should be to develop an authority at the level of the department with stronger academic commitments and focus than can be developed at the higher levels of the university governance.

Each Department should be made fully accountable for its activities directed towards pursuit of excellence, encouraging scholarship, facilitating research and be subject to performance audit periodically by an outside group of experts.

It may be desirable to follow the following broad guidelines in this regard;

- (1) All Departments should have the freedom to frame their syllabi, courses of study and examination schemes within the overall framework prepared by the Academic Council. Any structural change be subject to their approval.
- (2) All Departments should enjoy complete academic freedom, However, Academic Council and Faculty Council should play a coordinating and supervisory role by fixing guidelines which should provide sufficient flexibility to enable individual departments to introduce new ideas.

- (3) Financial autonomy should also be given to the departments to enable the Head of the Departments to incur expenditure on sanctioned projects etc. The sanctioned budgets should be transferred to the Departments. The Departmental Councils should have the authority to reappropriate funds within the sanctioned budgets.
- (4) The concerned authorities of the University, i.e., Executive Council/ Syndicate or Academic Council should continue to supervise the work of the Department through an appropriate reporting system and ensure that they do not misuse the freedom and are accountable for their powers and responsibilities.
- (5) While the appointments of faculty members be made by the Vice - Chancellor's office, recruitment of non-teaching (technical and class - iv) as also of short-term appointments on the projects be made by the Heads of Departments as per guidelines of the University.

There should be a Board of Studies for each subject or discipline catering to undergraduate or/and postgraduate courses. Thus, each Department / Centre/School shall normally have such a Board. The recommendations of the Boards of studies shall be ratified by the faculty council and reported to the Academic Council and where necessary to the Board of Management which may refer some items back for reconsideration by the Faculty, if it so desires. The Faculty shall set up Research Degree Committees and Boards of Examinations for each subject or discipline.

The type of freedom envisaged in the above paragraphs may be given to all the Departments, Centres of Advanced Studies, research units, etc., A separate group in the UGC had deliberated on the theme of autonomous departments and the guide-lines approved by the UGC in this regard are enclosed (Annexure 21).

## **14.1 FACULTY COUNCILS**

The existing structure of bringing together departments of different discipline of study within a Faculty/School may continue so that the basic academic concerns related to teaching and research, up-dating the curricula and programmes could be discussed within the Faculty/ School to be presided over by the Dean/Chairman of the School. It would be desirable to give them more powers for academic, administrative and financial matters, as per guidelines laid down by the university, to enable the faculties/Schools to function more effectively.

Each faculty should have a **FACULTY COUNCIL** responsible for the entire gamut of teaching, research and extension programmes of the departments within the faculty. It will be a middle level decision making body in which the Dean plays a pivotal role and is responsible to promote inter-departmental cooperation and coordination and acts as a channel of communication between the departments and the highest authority in the university system. Its emphasis will be on translating basic policy objectives formulated by the university into workable guidelines for the departments to follow. Except for issues requiring a change in policy, all other matters requiring executive decisions will be dealt with by the Deans and may not be referred to the Pro-Vice-Chancellor or Vice-chancellor. The Council will function under the Chairmanship of the Dean and in order to enable him to coordinate and monitor the academic functioning of the departments adequate powers and authority will need to be given to him.

The Faculty Council should include besides the Dean, Heads of the Departments concerned, two or three Professors, one Reader and one Lecturer from each Department, one external expert per Department, 3 Professors from other Faculties of the Universities with an officer of the Faculty acting as Secretary.

## 14.2 **AUTONOMOUS CENTRES OF ADVANCED STUDIES**

It is over two decades since the University Grants Commission conceived Centres of Advanced Studies in Indian Universities. Any Centre of excellence will have to depend on the dynamic and inspiring leadership of a Professor or group of professors and once the choice of the leader is made on internationally accepted norms such a leader should be given full operating freedom for the achievement of the desired results.

A Centre of Advanced Study can function effectively only when it enjoys administrative, academic, organisational, financial and functional autonomy and is managed by its Head.

Each Centre may have a statutory Body known as the **CENTRE'S COUNCIL** to function under the chairmanship of Vice-Chancellor and, inter-alia, include a member of the Executive Council/Syndicate, Academic Council from outside the centre, besides faculty members of the centre at different levels as also experts in the areas of excellence etc. with the Head of the centre as its Convener. This Council will be responsible for all administrative, financial and academic matters of the centre and the

recommendations made by this council will not be ratified further by the Executive Council/Academic Council of the University, as long as they are within the parameters set by these authorities.

In multi-faculty Universities there are various disciplines with varying length of their U.G & P.G. Courses. For instance in the Engineering & Technology the U.G. Courses are of 4 years duration and in Medicine the duration is 4½ years and now in law it is 5 years. The P.G. Courses in Engineering and Technology are of 1½ years duration, whereas in the Humanities, social science, Science etc., the U.G. Course is for 3 years and P.G. 2 years. The pattern of Education and Library Science is also different.

All these variations call for different treatments. Unless Faculty/ Departmental Autonomy is there, these special problems cannot be easily taken care of. Then again, the size of academic units also varies considerably. The remedy may be in setting up autonomous institutes.

### **14.3 AUTONOMOUS INSTITUTES**

It is possible to structure a university with its units called **INSTITUTES** devoted to a number of allied subjects or disciplines in one or more faculties. At the Banaras Hindu University, for example, this process of establishing autonomous institutes has made a start and the following three institutes have already come into existence, the first in 1971;

Institute of Technology with one faculty, 11 Departments, 3 inter-disciplinary schools, one centre of advanced study and one sophisticated instruments centre, besides a central workshop, central library etc.

Institute of Medical Science with Two Faculties, over 25 Departments and one special laboratory, besides two 750-bed hospitals one for Ayurvedic and another for Allopathic system.

Institute of Agricultural Science with one Faculty, 10 Departments a 1000 hectare Farm over 160 kms away from its campus, and a few small farms and a Dairy on the campus.

There could be more institutes like institute of science, institute of social sciences (including school of commerce), Institute of indology, institute of Language & Literature, Institute of Visual and Performing Arts, Institute of Professional Studies (including Law School, School of Education, and School of Management).

An Institute in a University may have one or more faculties, one or more Departments/Centres/Schools and also other academic units like a computer centre, an instrumentation centre etc., but all constituent units of the institute must belong to one broad culture or discipline in the interest of coherence, coordination, optimum use of facilities, efficient administration and quick academic progress. An institute must also have an optimum size, may be 1000 to 2000 undergraduate and postgraduate students and 100 to 500 teaching, research and technical staff, all sharing the common culture.

An Institute must have full administrative, academic and financial autonomy, with decentralisation down to each of its constituent units to the extent possible. The Vice Chancellor, the Registrar and their offices will be concerned with coordination of work in the university and the campus (if the university is residential), and will in no way be involved in the day-to-day work of the institutes.

Each Institute should have a Board of Management made up of the University's Vice-Chancellor as Chairman, the Institute's Director as Vice-Chairman, the Institute's Registrar as Secretary and with the Deans of Faculties, not more than 10 Heads of Departments/Schools/Centres of the Institute, the University's Registrars (Administration, Evaluation and Finance) four external experts to be nominated by the University's Executive Council for a three year term, as Members.

The Board of Management shall essentially be a policy-making body, meeting not less than twice a year, and the Director shall implement these policies without any interference from the University Registry.

In universities where departments/faculties are regrouped into autonomous institutes, the powers and functions of the Dean of the Faculty in relation to the Director of the Institute would need to be clearly defined through ordinances. In general, the Dean would perform the function of academic coordination and to chair the meetings of the Faculty Council.

The Director of the Institute will have the role of Inter Faculty coordination for academic purposes and be incharge of overall academic, administrative and financial functions of the institute. However, in institutes having only one faculty, there need not be two officers. The Director should also function as Dean and preside over Faculty Council meetings.

Each Institute may be headed by a Director, appointed by the Executive Council on the recommendation of the Vice-Chancellor. The Director may normally be from amongst the senior professors in the departments concerned or if need be an eminent educationist from outside the university. He will hold the office for a five year term and shall be eligible for another term subject to not more than two terms.

#### **14.4 AUTONOMOUS UNIVERSITY POSTGRADUATE CENTRES**

In the post-independence era, quite a few universities had established postgraduate centres at different places within the jurisdiction of the University concerned. The Universities in the States of Punjab, Tamilnadu, Kerala, Karnataka and Andhra Pradesh are the examples. Most of these Centres became the nuclei for new universities.

The University Grants Commission has also framed guidelines for assistance to the Universities for their postgraduate centres. A University Postgraduate Centre could be set up only at a place other than the headquarters of the university and is to be allowed academic as well as administrative autonomy. Such a centre should normally function with a few selected departments, carefully chosen on well-defined needs in Sciences, Humanities, Commerce and social science subjects, and the courses offered by them should be distinct and not mere duplication of the courses already offered on the main university campus.

According to the guidelines :

- (1) The need for creation of additional facilities for postgraduate education is justified on academic consideration; and
- (2) Such a Centre should not function in isolation but should function as a nodal point for purposes of collaboration and in cooperation with the colleges in the immediate vicinity and also help in improving the standards of undergraduate teaching in the colleges by providing opportunities for college teachers to inter-act with centres/departments in teaching and research activities.

The Committee is of the view that each postgraduate centre be fully autonomous for academic, administrative and financial matters within the framework of the guidelines formulated by the university. It should be headed by a Pro-Vice-Chancellor. Each centre should have a council to be presided over by a Pro-Vice-Chancellor and including the Heads of

the Departments both from the Headquarters and the Centre, few Professors and other teachers from the centre as also experts from industry, research laboratories and other institutions etc. The decisions of the Council need not be further ratified by the university authorities, if they are within the budgetary limits.

Where the number of Centres is large, the University may have a **P.G CENTRE CO-ORDINATING COUNCIL** consisting of the Pro-Vice-Chancellors in charge of the centres besides the Deans of Faculties and Heads of University Departments represented at the Centres. The Council will be presided over by the Vice-Chancellor and would be responsible for coordination, monitoring and laying down broad guidelines and norms for the efficient working of the Post-Graduate Centres.

## **14.5 DECENTRALISATION FOR COLLEGIATE MANAGEMENT**

Most of the universities in India are affiliating. A few of them are federative having Colleges also in a specified area. This system of affiliating universities was mainly intended to maintain uniform standards in colleges affiliated to the respective Universities. The Universities did function effectively when the number of affiliated colleges was small and the universities did not have their own teaching/research departments. But since Independence there has been a vast expansion in the number of colleges and universities, as well as number of students in the colleges. Further, the universities and colleges are expected to perform many important function in the context of National Development.

The inadequacy of the present system is clearly reflected in the declining academic standards as well as in the ineffective way in which examinations at many places are conducted.

The political and other pressures on higher education have become so powerful that the university authorities are not able to withstand them when it comes to the question of granting recognition to new colleges and new courses. As a consequence, all sorts of colleges have come into existence. This proliferation of colleges has made it impossible for the university to exercise adequate control and supervision over the affiliated colleges. Further, they are not in a position to understand the needs of the different colleges and design relevant courses. Thus, the present system, which was brought into existence in the 19th century in a different historical context, has been found to be inadequate in the contemporary



situation. There is, therefore, a need for evolving some alternative models of management for an affiliating university having large number of colleges.

### **14.5.1 ADMINISTRATIVE SUB-CENTRES**

The University Grants Commission has framed guidelines for the setting up of Administrative Sub-Centres for decentralisation of administrative responsibilities in the case of universities having a large number of affiliated colleges.

According to the Scheme :

- (1) The Administrative Sub-Centres (ASC) be directly responsible for all the work connected with evaluation inspection, conduct of examinations and possibly declaration of results as well as coordination of various developmental programmes available to the colleges. These Sub-Centres will be headed by a Pro-Vice-Chancellor. Where a P.G. Centre has already been established the ASC shall be combined with it and it will function as a composite unit (a sort of mini-university) or a sub-campus.
- (2) For efficient supervision of undergraduate education and closer liaison with the colleges, administrative sub-centres may be set up for a unit of 20 to 25 Arts, Science, Commerce and multi-disciplinary affiliated colleges, in the case of large universities.
- (3) Each administrative sub-centre will be given sufficient administrative and financial autonomy and facilities for efficient functioning. These centres will have their own administrative set up which may be headed by an officer of the rank of Joint/Deputy Registrar with necessary supporting staff for its functioning.

The committee is of the view that the various issues relating to the functioning of the colleges vis-a-vis the parent university ought to be dealt with more effectively so that the colleges play an important role in the promotion of higher education in the country.

### **14.5.2 COLLEGIATE COUNCIL**

Keeping in view the above, the committee suggests the following as one of the models for the management of the colleges in big existing affiliating universities:

- (1) Every affiliating university or a federative university will have a wing for colleges known as the collegiate wing. This wing will be governed by a **COLLEGIATE COUNCIL** (presently termed as college development council with very limited functions) presided over by the Vice-Chancellor of the university and may include sub-campus officers of the rank of Pro-Vice-Chancellor. **THE COLLEGIATE COUNCIL WILL BE A STATUTORY BODY WHOSE MEMBER-SECRETARY WILL BE THE DEAN OF COLLEGES.**
- (2) The Collegiate Council will have as its members the Pro-Vice-Chancellors of different campuses and a few members from each sub-campus, say one Principal representing 5 to 10 colleges. The Council will also have some Professors from the University teaching departments whose subjects are taught in the colleges as its members besides experts from industry, research institutions etc. Their strength will not be more than one-third of the total membership of the Collegiate Council.
- (3) The Collegiate Council will be the final authority for the collegiate wing of the university and it will be their responsibility to lay down guidelines and rules for:-
  - (a) Recognition and de-recognition of colleges;
  - (b) Supervision and control over colleges;
  - (c) Prescribing Standards of facilities for colleges;
  - (d) Maintenance of standards;
  - (e) Selection of teachers for colleges;
  - (f) Such other policies as may be necessary for the maintenance of high standards of education in colleges.
- 4) The collegiate Council will have a number of functional centres under its direct responsibility for:
  - (a) Curriculum development;
  - (b) Faculty Development
  - (c) Teaching/Learning material development;
  - (d) Research in evaluation and examination;

- (e) Research in educational matters with particular reference to colleges; and
  - (f) Such others as may be found necessary for the maintenance of standards.
- 5) Where the number of colleges is large the university may set up a sub-campus (including the ASC referred to above). Each sub-campus will be autonomous for administrative, financial and academic matters within the broad guidelines of the university and would be responsible for formulating courses, conducting examinations, exercising supervision and control over colleges as also administering its affairs under the guidance of the Collegiate Council. It will have an appropriate and adequate machinery for its administrative functioning and will be under the overall charge of an officer of the status of Pro-Vice-Chancellor. Each such campus will cater to the needs of 25-30 colleges at the most. Where there is a P.G. Centre. It will be converted into a sub-campus with a separate collegiate wing, under its own council. The Pro-Vice-Chancellor in-charge will be the Chairman of both the P.G. Centre Council and the Sub-Campus Council. Each of these Councils will contain a few members from the other wing.

### **14.5.3 AUTONOMOUS COLLEGES**

The University Grants Commission recently formulated guidelines for the grant of autonomous status to colleges including their management and monitoring mechanisms at the University, State and National levels. In view of this, we have not made any further study of this issue in this report. However we would emphasise that the move initiated towards granting academic autonomy to colleges should be further accelerated and the objective of making all colleges autonomous should be realised within a specified time-frame.



## NATIONAL/CO-OPERATIVE FACILITIES

( National - Regional - State level facilities - Autonomous Institutions on Industrial Campuses. )

### 15.0 NATIONAL / REGIONAL INSTITUTION

A number of research-cum-service or only research institutions have been established in the post-Independence period in the country. A sample of some of the institutions are :-

1. Mass Communication Research Centre, Jamia Millia Islamia (MCRC)
2. Institute of Genetics, Osmania University, Hyderabad (IGOU)
3. Regional Computer Centre, University of Poona (RCCP)
4. Regional Computer Centre, Jadavpur University (RCCJ)
5. Western Regional Instrumentation Centre, University of Bombay (WRIC)
6. Nuclear Science Centre, J.N.U. Campus New Delhi (NSC)
7. Inter University Centre in Astronomy and Astrophysics, Poona. (IUCAA)
8. Inter University Consortium at Indore.

Each of these has special features in its management structures dictated mainly by its origin and the specific nature of its purpose.

#### THE MCRC JAMIA MILLIA

The MCRC, Jamia Millia, was established under the provisions of the then byelaws of the Institution. It is now provided for under the Act establishing Jamia Milia as a Central University, under which a Board of Management is established as a parallel authority to the Executive Council (Majlis-Muntazaimah) with all the powers for efficient administration and management of the Centre. It has no Academic Council of its own; however, the Academic Council (Majlis -i-Talimi) of the University has been authorised to make recommendations on the appointment of examiners,

etc. for the academic programmes of the centre. The annual accounts and budget estimates are approved by the Senate (Majlis-i-Maliyat). Its incorporation is done at the level of the Act itself. The management Board has a Chairman nominated by the Chancellor from the panel of three persons recommended by the Majlis-i-Muntazalmah.

## **REGIONAL COMPUTER CENTRE (JADAVPUR AND PUNE)**

These Centres were established due to the initiative taken by the Department of Electronics in establishing mainframe Computers in a University to provide immediate facilities for the academics of Universities in the region, for their academic work. The structure evolved is thus at the behest of the Department of Electronics.

These centres are established as Registered Societies with the representation on the Governing Body for the DOE, UGC the University and the other users of the mainframe who might have made substantial contribution towards the cost of the Computer. The rest of the rules and regulations are similar to those found in any conventional registered society involved in educational activities.

## **WESTERN REGIONAL INSTRUMENTATION CENTRE**

The Centre was established without any proper understanding about its status between the university and the UGC. The University has consistently tried to see that the Centre being a regional activity will not get intimately absorbed in the University like other developmental programmes for which it receives support from the UGC. The UGC on the other hand maintained that it is a developmental programme of the University. The status of a registered society given to the centre was a clear indication of its intention to the Commission's office. This exercise has unfortunately proved to be otherwise as there was no real legal way available to keep the centre out of the University. The Commission has now agreed that it may be converted into an Inter-University Centre.

## **INSTITUTE OF GENETICS, UNIVERSITY DEPARTMENT OF CHEMICAL TECHNOLOGY & JAMNALAL BAJAJ INSTITUTE OF MANAGEMENT STUDIES**

Of these, the Institute of Genetics, Osmania University is envisaged as research-cum-service institution, where services are rendered through

the hospital attached to it.

The other two Institutions are of the University of Bombay. The University Department of Chemical Technology is one of the most successful university departments and gets a large number of grants and contracts for research. J.B. Institute of Management Studies is self-sufficient in terms of its income. Both the the institutes were given certain degree of autonomy recently.

These three organisations derive their autonomy by virtue of resolutions of Executive Council/Syndicate, by which certain powers are delegated to the Management body or the Director by the Syndicate. However. these powers are subject to the control of the Executive Council/Syndicate.

It would be seen that such a status would be fragile as it is subjected to the control of a body consisting of elected element. The system can be indirectly subjected to controls by administration through procedural wrangles.

## **15.1 U.G.C. INTER UNIVERSITY CENTRES**

U.G.C. has established two inter-university centres as autonomous National Facilities viz. Nuclear Science Centre at New Delhi and inter-university centre in Astronomy and Astrophysics at Poona. These are registered societies having bodies consisting of academics from universities/research organisations etc., with UGC Chairman as their Chairman.

## **CONCLUSION**

It is apparent that the group of institutions involving more than one university are constrained by the University Acts which has never envisaged a situation of such autonomous institutions being established in the university set up. Each University has found a method of internalising the institution at different levels of involvement while deciding upon the autonomous status.

However, the success of each of them depends to a large extent on whether the University provides appropriate ambience for the institute to exercise its autonomy.

**IT WOULD, THEREFORE, BE DESIRABLE THAT THE FUNDING AGENCY, UGC OR GOVERNMENT OF INDIA OR STATE GOVERNMENTS SHOULD ENTER INTO AN AGREEMENT WITH THE UNIVERSITY TO ESTABLISH A NEW CENTRE/INSTITUTION/FACULTY ON THE CAMPUS ON THE BASIS OF A MEMORANDUM OF UNDERSTANDING WHICH SHOULD BE REGISTERED WITH THE REGISTRAR OF SOCIETIES.** The agreement should provide among other things for the following:-

- Constitution of the Governing Council and its powers to make rules
- Funding agency's commitment to provide plan and non-plan funds to the Centre/Institution.
- University's obligation to consider future expansion of the Centre as a part of its responsibilities under this agreement.
- The University's readiness to consider recognising the centre/ Institution for the purpose of research, extension and advanced studies in their areas of specialisation.
- The Centre/Institution will have appropriate structure to promote suitable decentralisation of authority through participatory process. It shall also establish proper linkage for collaboration between the universities, industry and national laboratories.

## **15.2 MODEL OF A NATIONAL FACILITY/INTER UNIVERSITY CENTRE**

The primary objective of a National Facility/Inter University Centre in any discipline is to provide within the university system a first class facility for research which cannot be obtained or managed within the framework of an individual university. This facility will be made available to the staff and students of all other universities and research institutes in the region/ country. It is expected to attract young talented persons to the discipline in question and provide them training for making them competent research workers and moulding them into leaders in their field. In achieving this goal, the Centre will continuously interact with other workers in the field within and outside the country and upgrade the existing facility to make it a first-rate research institute in the discipline in question.

The detailed objectives of such a centre can be broadly enumerated as follows :-

1. To promote, guide and conduct research.
2. To continuously upgrade and augment the available facilities of the centre.
3. To undertake design, development and construction of new equipment.
4. To organise training programmes for students and teachers at the national/regional level.
5. To record, collect, scrutinize, publish and supply research data.
6. To interact with the relevant departments of the University/Universities.
7. To arrange seminars and symposia for diffusion of knowledge of the discipline.
8. To invite research workers from different universities and institutes in the country and from abroad, who are actively engaged in similar research work, to deliver lectures and to participate in the research activities of the centre.
9. To sponsor research expeditions in and outside India for obtaining vital input and data for research.
10. To institute and award fellowships, scholarships, prizes and modals for encouraging promising young men and women.
11. To cooperate and collaborate with other national and/ or foreign universities/institutions and international organisations in the field of specialisation.
12. To take up any other, activity conducive to the fulfilment of the objective of the centre.

The National Centres may be established directly under the funding agency in a university campus as a registered Society to function as an autonomous institution with full academic, administrative, financial and budgetary autonomy.

### **15.2.1 ORGANISATION**

The organizational structures of the national centres (UGC-funded) will



conform to : (a) guidelines as per the UGC Notification No.F 1-81/84(CPP) dated 21.12.85 given in Annexure 4 and (b) the requirement for a Registered Society under the Registered Society Act 1860. Further, there will be bodies as under to ensure effective planning, implementation, monitoring, evaluation and follow-up measures of the programmes of the centre.

## **GOVERNING COUNCIL**

The Governing Council will be an advisory apex body of the inter University Centre/facility and presided over by the Chairman of the UGC or by nationally accepted experts. The Council will provide general guidance and will take an overall view of the programmes of the centre. The composition of the Governing Council has to be carefully balanced with representation of the parent university, other universities in the country, the UGC and outside experts.

## **GOVERNING BODY**

The Governing body should be the body which will be responsible to manage and ensure implementation and administration of the Centre. It will consist of academics and experts.

## **A MODEL OF GOVERNING BODY NAMELY THAT OF THE NUCLEAR SCIENCE CENTRE IS GIVEN IN ANNEXURE 13.**

The Director of the centre will be given wide powers but he will work under the overall supervision of the Governing body.

## **OTHER COMMITTEES**

There may be other committees such as Scientific Advisory Committee, Evaluation and Planning Committee, users Committee, Finance Committee etc. Some broad guidelines about these committees are given below:

- (a) **SCIENTIFIC ADVISORY COMMITTEE** - It may consist of about 6 experts, four of whom would be experts from the Governing Council and the other two would be appointed by the Governing Council from a panel of four to be submitted by the Director who should be the ex-officio Member-Secretary of the Advisory Committee. This committee should :

- (1) Review the Research Programmes of the Centre.
  - (2) Advise the Governing Council on matters of academic activities of the centre.
  - (3) Suggest the upgarding of the available facilities at the centre.
- (b) **FINANCE COMMITTEE** it should consist of four members two to be nominated by the Chairman of the Governing Council, the Secretary, UGC (in case it is funded by the UGC) and Director of the centre who should be the ex-officio Chairman of the Committee. It would;
- (1) Examine the budget proposals of the centre and make recommendations to the Governing Body.
  - (2) Scrutinise the audited accounts of the Centre.
  - (3) Take up any other matter put before it by the Governing Council/ Body/Director for their opinion.
- (c) **USERS COMMITTEE** - It may consists of six members, three from the staff of the National Centre and three from regular users of the facility to be nominated by the Governing Body.
- it would :
- (1) Scrutinize the requisitioning of the facility by users from all parts of the country, on the basis of merit of their proposals.
  - (2) Make recommendations regarding improvement of the equipment and supporting facilities.
- (d) **EVALUATION COMMITTEE** - in order to ensure accountability the UGC Funding agency may appoint an Evaluation Committee after regular intervals of 3 to 4 years to examine fully the working of the centre, offer comments concerning the fulfilment of the objectives of the centre and suggest remedial measures for any lacunae found therein.

## STAFF STRUCTURE

The faculty of the centre will consist of Professors, Readers, etc, as also scientific and technical staff needed for the specialised activities to be carried out by the centre in addition to the administrative service staff.

### **15.3 CO-OPERATIVE FACILITIES**

The Committee is of the view that national facilities be created either by the UGC or by the Government of India. The Committee is also of the view that it might be desirable to create certain state level facilities for the use of the various universities in a state. Such facilities could be funded both by the UGC/Government of India and by the State Governments and their management could be suitably organized in a participatory manner between the universities, UGC/Government of India and the State Governments.

It would also be desirable to encourage industries and other organizations to establish autonomous research institutions/service facilities on the campuses of the universities. These facilities could be in the form of autonomous institutions created under the Societies Registration Act. It will have management structures similar to the national facilities but the participants of management structures will also include the representative of agencies responsible for the establishment of these facilities on the university campuses.

### **15.4 AN AUTONOMOUS INSTITUTE ESTABLISHED BY A UNIVERSITY IN AN INDUSTRIAL COMPLEX**

It has been accepted that university education should aim to link education, research, industry and economic development. To achieve this integrated goal, a close inter-action among education, research and industry has been recommended by us.

Universities can play a very positive and active role by setting up their schools in the heart of industrial complexes with administrative and academic freedom. These schools besides providing the basic conceptual skills will also concentrate on providing inputs to satisfy the specific needs of the industry. The academic autonomy in such a situation will go a long way in making the curriculum relevant, effective and need-based.

These institutes could be given full administrative and financial autonomy to function effectively as it is being practised in Bharathidasan University. The Bharathidasan Institute of Management is managed by a Board of Governors for administrative purpose with representatives of industry, and other user sectors along with the university.

Eminent people from the industry and the related fields could also be co-opted. Autonomy in curriculum making and in the design of the evaluation system would make the institute effective.

The autonomy could be ensured by an Ordinance or in a similar way, if not through amendments to the Acts and Statutes of the University. Alternatively, the Institutes could be registered under the Societies Act and the University could extend support as practised at Bharathidasan University.

**WE RECOMMEND THAT ACTS OF UNIVERSITIES SHOULD PROVIDE FOR THE CREATION OF NATIONAL, REGIONAL AND STATE LEVEL INTER-UNIVERSITY FACILITIES AS ALSO FOR THE CREATION OF RESEARCH INSTITUTIONS TO BE ESTABLISHED BY INDUSTRIES OR GOVERNMENT ON UNIVERSITY CAMPUSES AND BY UNIVERSITIES ON INDUSTRIAL CAMPUSES.**



# UNIVERSITY AND ITS ACCOUNTABILITY

**(Accountability - Reporting System - Annual reviews - Criteria for Assessment of Educational Institutions )**

## 16.0 ACCOUNTABILITY

The University's role in the society and its objectives having been explained elsewhere in the report, it is now necessary to establish a system to ensure as to how much and how far the University has accomplished its purpose. This assurance is, in fact, imminent on two dimensions, i.e.,

1. The University to clarify to the Society, at large, what it has done during every nominated period (normally every year) in terms of accomplishment of its objectives.
2. Likewise, the functionaries within the system to explain to the Management Board, what they have done during the nominated period towards accomplishment of the University's overall objectives.

This kind of review and evaluation process is a well established practice of management and the Universities could safely follow a similar system.

When such review of reports is done periodically, proper scope of retrospection is made available. The Universities can get the feed back from the society of the latter's satisfaction or otherwise with the performance of the Universities and their role accomplishment. The Universities can take advantage of such feed back to take corrective actions required for a better performance during the ensuing period.

At the same time, the review procedure, within the University, requiring the individual functional departments to render action plans and reports, will enable the departments to know their strengths and weaknesses periodically and make such adjustments, so that the future period can be more effective.

**WE FEEL THAT THE DEFICIENCY OF THE PRESENT SYSTEM OF MANAGEMENT IS THE ABSENCE OF ANY SYSTEMATIC METHOD OF REPORTING AND EVALUATION OF PERFORMANCE OF THE UNIVERSITY.THE SOCIETY HAS INVESTED PRECIOUS RESOURCES**

**IN BUILDING UP THE GREAT INSTITUTIONS OF HIGHER LEARNING. IT IS, ENTITLED TO DEMAND THAT THE MEMBERS OF THE ACADEMIC COMMUNITY INDIVIDUALLY AND COLLECTIVELY BE MADE ACCOUNTABLE IN CONCRETE VISIBLE TERMS.**

This Chapter deals with the above aspects.

### **16.0.1 REPORTING SYSTEM**

The University system should provide scope periodically to :

- (a) Render a report to the society, of what it has done during the specified period; and
- (b) Ensure, through a reporting system from within, knowledge of what each functionary has done during the specified period.

### **16.0.2 ACADEMIC PLAN**

The objectives of the university, to be prescribed during a nominated period, should first be drawn up in the form of a **SCHEDULE OF ACADEMIC ACTIVITIES, WHICH MAY BE CALLED THE ACADEMIC PLAN.** This document is to define the plan of activities for the ensuing period, based on which every functionary can delineate his tasks according to specified dates and time. Similarly, this document could serve as a yardstick to see whether all those activities that were planned, have been accomplished within the adopted time frames. Though it is necessary to ensure this aspect qualitatively the same purpose can be achieved by verifying quantitatively through statistical information.

The Academic Plan should be a well thought out document, bearing in mind,

- (a) the qualitative output required to be achieved, but, translated in terms of 'teaching days' and working hours.
- (b) the teaching staff and other facilitating factors available for the teaching sections.
- (c) the priorities, defined in the national and regional plans relating to higher education and tasks expected from it.

**THE UNIVERSITY SHOULD ALSO DRAW UP AN ACADEMIC CALENDER EVERY YEAR** listing the dates for the beginning and end of

different academic processes, such as Admissions, Registration for Ph.D. programmes, Teaching, Examinations, Declaration of results, issue of mark-sheets, award of degrees/certificates, etc.

The Academic Plan and the Academic Calendar should be made available well in advance, say, at least one month ahead of the commencement of any academic session. **THE ACADEMIC CALENDAR SHOULD BE WIDELY PUBLICISED AND EVERY STUDENT SHOULD BE INFORMED ABOUT IT.**

### 16.0.3 ANNUAL REVIEWS

The activities of the University should be annually reviewed essentially in the following dimensions. This is a suggestive list and many more activities could be added by each university depending on its objectives.

- (1) Accomplishments of the existing courses of studies.
- (2) Introduction of new courses of study.
- (3) Number of teaching days\* devoted by each department, college and recognised institution.
- (4) Number of teaching hours\* devoted for each of the subjects in every discipline.
- (5) Number of research studies (doctoral, projects and individual) undertaken, in each discipline.
- (6) Number of such research studies completed, in each discipline.
- (7) Number of graduates, post-graduates, doctoral fellows, produced classified by divisions/grades and percentages of total number appeared.
- (8) New teaching programmes introduced.
- (9) Extension activities carried out, in application areas, and - user-wise, like, Agriculture, Rural areas, Industries, National Laboratories, etc.

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\* Keeping the norms prescribed by the UGC in view.

- (10) Extension activities carried out, in the areas of extension of education such as Adult Education, Continuing Education Population Education, Environmental Education etc.
- (11) Information about autonomy granted to colleges, Departments, etc.
- (12) Activities to encourage education of women, scheduled castes, scheduled tribes, other backward classes, minorities, physically handicapped, etc.
- (13) Financial budgets and financial statements.
- (14) Innovations including development of new teaching methods, new courses, etc.
- (15) Preparation of teaching materials like case studies, hand outs, etc.
- (16) R&D efforts in academic development and in development of new technologies.

**THE ANNUAL REVIEW REPORT SHOULD BE PREPARED BY EVERY UNIVERSITY AND SUBMITTED THROUGH THE EXECUTIVE COUNCIL, TO THE COURT, THE STATE COUNCIL FOR HIGHER EDUCATION/UGC AND THE APPROPRIATE LEGISLATURE. COLLEGES SHOULD ALSO PRESENT SUCH REPORTS TO THEIR GOVERNING BODIES AND THE UNIVERSITIES.**

#### **16.0.4 INTERNAL REPORTING AND REVIEW SYSTEM**

We have already observed that the university organisation should be functionally grouped in such a manner that the objectives of the university are adequately achieved and carefully monitored. Nevertheless, there should be an internal review system which could ensure that each functional group accomplished its purpose during specified periods according to the specified standards. With this in view, we recommend that :

1. Each department should draw out their action plan for the academic year in consonance with the Academic Plan of the University. The action plan should define clearly;
  - (a) what are the **PRIME ACTION AREAS** in which the focus of attention is drawn; and



- (b) what are the **RESULT ORIENTED ACTIVITIES** under each Prime Action Area, that are to be accomplished during the period.
2. The Action plans should be prepared and submitted to the Vice-Chancellor, well in advance, at least six to eight weeks ahead of the commencement of the next academic session.
  3. The Vice-Chancellor on receipt of the Action Plan of each Department (including each educational institution under the university's affiliation), may through the forum of the Planning and Monitoring Board, form such expert committees to review each of the action plans, assess their feasibility in line with facilities available or to be incorporated, make such amends as might be necessary and confirm the same to the Department/Institution concerned before the start of the next session.
  4. Again, at the completion of the academic period, each department or college, should submit a report, detailing the activities accomplished against each activity planned. This report should also have the scope to explain as to why a particular activity could not be completed and what were the facilitating and constraining factors that sprang up during the period of review.
  5. These reports are to be submitted to the Vice-Chancellor, who in turn, shall refer them to the same expert committees which were involved in formulating the action plan.
  6. The Dean (Planning and Monitoring) should consolidate these reports and send a consolidated report to the Vice-Chancellor, highlighting the outcomes and achievements as also pointing out the shortcomings during the period.

## **16.1 ACCOUNTABILITY OF TEACHING AND OTHER STAFF**

The Universities should also keep a list of performance norms of every member of teaching and non-teaching staff, subject to periodic reviews. Each superior officer/ head of the department should do these reviews periodically.

We understand that the UGC has already recommended the self-appraisal mechanism for teachers. In view of this we have not deliberated on this issue.

## **16.2 FINANCIAL ACCOUNTABILITY**

Each Faculty/Institute/School/Centre and every Department thereof should be provided with a Budget in the beginning of every year. This Budget should be evolved through discussions on proposals submitted by the concerned Department/Faculty, etc., At the end of every quarter, the concerned Dean/Head should submit a report in a prescribed form, on the expenditure incurred against the allocated Budget as also about additional funds generated/spent by the concerned Faculty/Department. The release of funds in subsequent quarters should be contingent upon the submission of the Report about the preceding quarter. A consolidated Financial Report for the entire University should be prepared by the Finance Officer every quarter, and submitted to the Finance Committee/ Executive Council.

## **16.3 CRITERIA FOR ASSESSMENT OF INSTITUTIONAL PERFORMANCE**

The success of the Educational Institutions is to be judged by the achievements of its alumni, of its students and the faculty. Higher the position held by alumni and the higher their achievements greater will be the success of the institution. For a proper assessment of these achievements, methods have to be evolved for collecting information about the employment of its graduates, promotions earned by them, eminent/senior positions held by its alumni, distinctions and awards conferred on them and other similar statistics. This will have to be done faculty/discipline-wise.

### **16.3.1 ALUMNI PERFORMANCE**

The nature and level of employment secured by the graduates passing out from the Universities/Colleges, the length of time between the date of passing and date of first employment, the level of position secured and the emoluments received in the first job, are some of the alumni performance aspects about which hardly any information is collected. Some of the technical/professional disciplines do, however, arrange for the placement of their students and collect information about their employment. This has to be done for all disciplines. The statistics maintained by the employment exchanges could also throw some light on the situation.

No information, whatsoever, is maintained about the future progress of the Alumni. Information will therefore, have to be specially collected.

Feed-back could also be obtained from large employers about the performance of graduates of the particular institution. Statistics of employment agencies such as Public Service Commissions, Bank's Selection Boards etc. could be obtained and analysed to give the feed-back to universities.

### **16.3.2 FACULTY ACHIEVEMENTS**

The achievements of the faculty could be judged in terms of the awards and recognitions received, higher positions secured outside the institution, offices held in National/Regional Organisations, both academic and non-academic etc. The research out-put and publications by faculty would also be an indication of the success of the University.

For instance, if University faculty members have secured positions like Directors of Institutes, Vice-Chancellors of Universities, Senior Executives in large Corporations and Memberships of Boards of Directors and such other positions, or established flourishing businesses, provided employment to a number of educated persons, handicapped people etc, all these could be considered achievements by the faculty.

### **16.3.3 EXTERNAL GENERAL IMAGE**

The success of an institution is best judged by how far it is known in the outside world for the scholarship and attainments of its alumni or faculty. It should be found out how far the institution has helped to create innovative ideas, new discoveries etc. not only in Science and Technology, Literature, Arts etc., but also in Public Relations, Administration and Management, Social work, and other aspects of social life. The contribution of the institution in the process of national development and in development of new kinds of industrial, business and social/cultural organisations should also be assessed.

The general image of the institution in the outside world (including that in the mind of large employers - Governmental) and Non-Governmental) is one of the surest indicators of the performance of an educational institution. This could be found out only through image surveys conducted by an external non-official agency. Such surveys could be conducted once in 5/7 years.

### 16.3.4 WORKING OF THE INSTITUTIONS

There are several internal matters also which could be used for appraising performance of the educational institutions. These may relate to :

- (1) Students - their admission, examination, achievements in games and sports, cultural activities etc.,
- (2) Faculty Members.
- (3) Internal Working.

#### (1) STUDENTS

- (a) **Admission** : The Analysis of the admission processes should be regularly carried out, for Post-graduate programmes, professional and other Under-graduate courses separately. Such an analysis should include number of applications received and their geographical distribution, number of students selected - from amongst the graduates of the University, from the State in which the University/College is located, from the neighbouring States, far away States and from foreign countries. It may also be worthwhile to find out how many of the students to whom admission was offered, joined the courses and completed them successfully in the minimum prescribed time. Non-joiners, dropouts, failures would naturally portray poor performance.
- (b) **Examinations** : The analysis should be made regularly about the time taken for the examinations (course-wise), the holding of different examinations on time or otherwise, disruptions if any, use of unfair practices by the examinees, if any, and other matters relating to examinations. A very careful qualitative analysis should also be carried out, of the results of different examinations and also of the comments of the external examiners.

The examination results of the students taught by different teachers would also give some idea of their performance.

- (c) **Research** : Another good indication will be about research and publications by faculty members. A qualitative analysis of such work should be carried out periodically with the help of external experts.

Another area of performance would be research for Doctoral Degrees. Information should be available about number of applications received for fresh registration and its University-wise/geographical distribution.

An analysis of the total number of students registered for Doctoral Degrees should be classified into class-intervals of less than 2 years, 2-3, 3-5, and more than 5 years. The statistics about the Doctoral Theses submitted should be classified into number awarded, number revised, and number rejected faculty-wise.

- (d) **Games & Sports, Cultural activities etc.:** Information should be regularly collected about the participation of the University students in Games and Sports, Cultural and other extra curricular activities such as debates, tours and excursions, cultural meets etc., The analysis should be separately made of participation at state, National and Inter-national levels together with the achievements and failures.

## **FACULTY**

Information should be available about number of posts filled and kept vacant every year. It should be found out whether the University attracts sufficient number from outside by analysing the number of applications received and the selections made. Larger the number of applications received from outside and larger the number of those selected from outside the University, the better would be the performance.

Information should also be regularly collected about resignations and departures of teachers for taking up assignments elsewhere, with reasons therefor. *If teachers leave to join higher positions it will be a sign of good performance. But if, they leave just out of dissatisfaction or to join similar position out side, it would be indicative of poor performance.*

Conference and Seminars are an important activity in which academics engage themselves. Information about such activities organised within the University or by faculty members out-side the University should be available. The participation of faculty members in Conferences/Seminars out-side the University at Regional/National/International levels should also be analysed. A new dimension has been added during the recent years, about the faculty members participating in summer schools, Faculty Development Programmes, Programmes run by Academic Staff Colleges and extension activities etc. Information about this should also be regularly collected.

## **INTERNAL WORKING**

Information about the internal working of the institution would also reveal performance.

### **Working Days**

The analysis of the faculty-wise number of working teaching days should be made indicating time taken by vacations, holidays, closures, and other modes of non-working.

### **Funds Raised**

Besides the students and faculty activities mentioned above, the success of the institution could also be judged by the quantum of funds raised by it in the form of Chairs, Endowments, Donations for prizes and Medals. Scholarships etc., research grants, external funded projects and consultancy assignments etc.,

### **Development Programmes**

The institutions' performance in completing various construction programmes, campus and garden development, equipment procurement and in achieving targets of development could be more easily monitored as they are generally time-bound and budget bound.

If the proper assessment of performance of the educational institutions is to be carried out a machinery has to be created within the university as well as at UGC/State Councils level for collecting information on the matters indicated above and such other matters which may be considered appropriate. It may be worthwhile to hold a small seminar deciding upon the areas of performance and the Criteria for assessment thereof.

## **16.3.5 FINAL EVALUATION**

Once the Criteria have been evolved they may be assigned different weights with a total of 100 or 1000. The performance may then be evaluated by assigning points for each area factor. This may be done on the basis of available data. The scoring may be undertaken by 3 to 5 unbiased knowledgeable individuals. Each of them may be requested to independently allocate points to the institution being assessed by him/her. The total score for each valuer would be out of 100/1000 and the grand total out of 300/3000 to 500/5000 depending on the number of

assessors. The average of these would then be shown as percentage points scored. A classification of the kind illustrated below may then be made of all the institutions so assessed:

A	80% and above	-	Outstanding
B	60% to 80%	-	Very Good
C	50% to 60%	-	Good
D	40% to 50%	-	Mediocre
E	30% to 40%	-	Poor
F	Below 30 %	-	Very Poor

Institutions falling in the last three categories should be warned and to the last category indication be given that its performance will be watched for one more year and if no improvement was made, it could be disaffiliated or closed. The D & E categories should be put on probation and closely watched for three years and helped to come up to at least "C". If they fail, closure may have to be considered. The "A" category institutions should be specially rewarded by providing additional resources to develop along their desired channels. Category "B" should also deserve special attention.

The aim of such exercises should be that in the course of 5 to 10 years no institution remains below "C" and most should be in 'B' category. As times passes, the criteria and scoring could be made tighter so that institutions would always endeavour to remain above water.

We would however, like to point out that such an exercise is not only very difficult to undertake but is full of pitfalls. The most difficult part would be the action to be taken against institutions falling below category "c". The same kinds of problems and pressures would have to be faced, as are being faced to-day in granting affiliations to mediocre colleges.

## **PERFORMANCE EVALUATION - INDIVIDUALS/INSTITUTIONS**

In Chapter 6, and in this Chapter, we have discussed about the criteria for assessment of individual and institutional performance. We also give some factors for evaluation in Appendix 16.

## EVALUATION OF INSTITUTIONS - FACTORS

### A. General

1. Whether the institution has got all the necessary infra-structure in terms of men and materials?
2. Whether the teachers are duly qualified and equipped to discharge their onerous responsibilities?
3. Whether the Library and Laboratories are fully equipped to cater to the needs of the teachers/students?
4. Whether facilities for co-curricular activities like N.S.S, N.C.C, Planning Forum, Arts Society, Science Club, Sports and Games, Social Forestry etc. are available?
5. Whether there is adequate provision for quality research?
6. Whether there is regularity of academic sessions? How many days in a year, instruction could be imparted to the students without obstructions, such as strikes, boycotts etc.?
7. Whether there is regularity, timeliness and smoothness, in the conduct of examinations and declaration of results?
8. Whether examinations are conducted without malpractices, questions are upto the acceptable standard, valuation is not vitiated by subjective factors and the percentage of marks granted carry credibility?
9. Whether the Students' Union/ other student organisations disrupt the normal functioning of the institution?
10. Whether the community life in these institutions is conducive to the attainment of the laudable objectives of higher education?
11. How far the institution is known in the world, or in the nation for the scholarship of its alumni or teachers?
12. How far an institution has helped create innovative ideas in public relations, administration and other aspects of social life?



### **U.G.C. Regulations :**

1. Whether 10+2+3 system of education is being followed?
2. Whether admission at the undergraduate level is restricted on the basis of facilities available?
3. Whether admission to Master's degree is given to those who have passed Three years Degree course after 12 years schooling?
4. Whether appropriate mechanism has been adopted to ensure 180 teaching days in a year leaving aside Sundays, Holidays/and period spent for completing admissions, examinations etc.?
5. Whether the total period provided for teaching work is not less than 40 clock hours in a week?
6. Whether the institution works for 6 days in a week?
7. Whether the syllabi for each course is well defined and divided into units/sub-units with weightage given to each unit?



# TEACHERS, STUDENTS, NON-TEACHERS AND OTHER ISSUES

(Teachers - Non-teaching staff - Students - Students Employment Committee - Advisory Bureau - Corporate life - Public Relations - Strikes - Code of Conduct )

## 17.0 TEACHERS IN THE UNIVERSITY SYSTEM

### (A) TEACHER PARTICIPATION IN MANAGEMENT

The teachers and the students constitute the central core in the dynamics of the University system. Hence **TEACHER-PARTICIPATION IN DECISION MAKING AND IMPLEMENTATION AT VARIOUS STAGES OF UNIVERSITY ORGANISATION NEED, NOT ONLY BE PROVIDED FOR BUT ALSO BE FOSTERED BY A CONDUCTIVE STRUCTURE AND ENVIRONMENT.** The teachers should be given specific role-assignments and representation in the following areas :

- (a) The teachers must duly participate in designing curriculum and academic regulations by representation in Board of Studies, Faculties, Academic Council, etc.;
- (b) Teachers' representation in Planning Board, Finance Committee, Executive Council and Senate (or Consultative Council) becomes essential to provide academic input to these authorities;
- (c) The bodies dealing with teacher welfare, service conditions, grievance redressal etc., should also contain a few teacher representative;
- (d) Officers at the level of Pro-Vice-Chancellor/Functional Deans/Registrars/Directors should be chosen from amongst the faculty members of the University and thereby ensure the functional link between the academics and the administration;
- (e) **TEACHER-PARTICIPATION, HOWEVER, SHOULD NOT BE ALLOWED TO DEGENERATE INTO TEACHER-POLITICKING IN UNIVERSITY ADMINISTRATION, REPRESENTATION IN AUTHORITIES/BODIES SHOULD ALWAYS BE ON THE BASIS**

**OF SENIORITY BY ROTATION OR BY MEANS OF NOMINATION, ELECTION SHOULD NOT BE THE MODE OF TEACHER REPRESENTATION.**

**(B) TEACHER WELFARE**

The Welfare facilities for the Teachers may be divided into:-

- (a) Conducive working conditions and environment; and
- (b) Welfare facilities in addition to the remuneration.

These conditions and facilities should include:-

- (1) Individual teacher's office room with adequate provisions, staff lounges, Departmental libraries, personal contingency and stationery grants etc.;
- (2) Residential quarters at reasonable rent, facilities of community/corporate life such as cultural/recreation activities;
- (3) Medical facilities;
- (4) Leave travel facilities for self and family as also travel facilities for making library reference works in the advanced centres of the nation, visiting industrial centres, visits abroad attending Conferences and Seminars etc.,
- (5) The Teacher Welfare Committee should continuously review, monitor and improve upon the availability and utilisation of the welfare facilities.

**(C) MOBILITY OF TEACHERS**

In order to promote the mobility of teachers not only within the University System but also between the University System and other related sectors, it would be necessary to give them all the monetary retirement benefits of their past services whenever they move from one organisation i.e. University / College, Research Laboratories etc to a University/ College.

**17.1 NON-TEACHING STAFF IN THE UNIVERSITY MANAGEMENT**

We are of the view that the non-teaching and technical staff should give their views on university's functioning through Consultative Committees

and in particular their suggestions should be valuable for improvement of training, health and other welfare facilities etc., as also for improving their service conditions.

There should be a consultative Committee of 10-15 persons to be nominated by the University representing administrative, scientific, technical and library services etc. headed by a Pro-Vice-Chancellor. One or two teachers should also be members of this Committee.

Faculties/departments be delegated greater authority to resolve the grievances of Karamcharies based on University policies.

Universities and colleges should formulate a Code of Conduct for the non-teaching employees.

**WHILE THERE COULD BE SOME REPRESENTATION OF THE NON-TEACHING AND TECHNICAL STAFF ON THE SENATE/COURT WHICH ARE DELIBERATING BODIES, THERE IS NO NEED FOR ANY REPRESENTATION ON OTHER AUTHORITIES OR BODIES OF THE UNIVERSITY.**

The emoluments of the Officer cadre non-teaching staff are already on par with those of teachers in most of the universities. Their qualification and selection should also be at par or comparative. Once this is achieved, the officer cadre could be manned by personnel from the corresponding teaching cadres, deputed from their Departments for periods of 3 to 5 years. We have recommended that Registrars be appointed for a five year term, which could be co-terminus with that of the Vice-Chancellor. This could be more effectively implemented if they were to be selected from amongst the teachers of the University/Colleges.

The academic staff of the Universities has been brought on a uniform basis of remuneration under the UGC scales of pay. The non-teaching staff is still governed by varied practices due to the "autonomy" of Universities. A stage has now been reached when they too should have uniform conditions of service in the state. **WE, RECOMMEND THAT THE NON-TEACHING STAFF OF UNIVERSITIES SHOULD BE DEEMED TO BE EQUIVALENT TO THE EMPLOYEES OF STATE GOVERNMENT AND SHOULD AUTOMATICALLY GET THE SAME SCALES OF PAY AND THE SAME ALLOWANCES AS THE GOVERNMENT EMPLOYEES FROM THE SAME DATES. THEIR CONDITIONS OF SERVICE SHOULD BE IDENTICAL.**

There is no uniform approach in the pay scales of non-teaching staff in deemed Universities. **WE RECOMMEND THAT DEEMED UNIVERSITIES RECEIVING 100% MAINTENANCE AND DEVELOPMENT GRANTS, FROM THE COMMISSION SHOULD HAVE THE SAME SCALES OF PAY AS IN THE CENTRAL UNIVERSITIES. THE OTHER DEEMED UNIVERSITIES MAY HAVE THE STATE GOVERNMENT SCALES OF PAY LIKE STATE UNIVERSITIES.**

## **17.2 STUDENT PARTICIPATION IN UNIVERSITY MANAGEMENT**

We are of the view that students should be involved directly or indirectly in the management of the Universities as indicated below :

- 1. STUDENTS SHOULD PLAY A LEADING ROLE IN THE ORGANISATION OF CORPORATE LIFE, CULTURAL ACTIVITIES, GAMES AND SPORTS, ACADEMIC SOCIETIES, HOSTELS ETC.**
2. There should be students Advisory Committees at the level of the Department, Faculty and the University consisting of meritorious\* students under the chairmanship of the Head/Dean/Vice-Chancellor, where they could express their views on important academic questions like the structure of course, the contents of syllabi, pattern of instruction and examination, research etc. as also for the better working of the University. The suggestions made by the students should be given due consideration by the appropriate authorities or bodies of the University.

The above committees should be constituted by giving due representation to a few teachers, research scholars, post-graduate and under-graduate students (full-time or part-time) with a total of about 10-15 in number. Students should be nominated on the basis of merit and should not be elected. Teachers would do well to individually get feed back on the style and quality of their teaching from the out-going students of final year classes. The students should not be required to sign their names on such feed-back sheets.

Students participation in University Management should be on the following lines;

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\* Meritorius in studies, out-standing in games, sports, extension etc.

1. **STUDENTS SHALL BE GIVEN OPPORTUNITY FOR PARTICIPATING IN THE SENATE/COURT, BUT NOT IN THE OTHER BODIES LIKE SYNDICATE, BOARD OF STUDIES AND ACADEMIC COUNCILS ETC.**
2. **THE REPRESENTATION OF STUDENTS SHALL BE CHOSEN BY NOMINATION BY THE VICE-CHANCELLOR OR PRO-VICE-CHANCELLOR OR DEAN OF STUDENT WELFARE ON THE BASIS OF MERIT IN CURRICULAR, CO-CURRICULAR AND EXTRA-CURRICULAR ACTIVITIES.**
3. Student participation should be encouraged in the following forums :
  - (a) Committee Organisations concerned with the corporate life, extra and co-curricular activities.
  - (b) Advisory Committee for halls of residence hostels etc.
  - (c) Committee for games, social service and cultural activities.

### **17.2.1 STUDENTS WELFARE AND SERVICES**

The concept of Student's Welfare embraces a wide range of factors some of which relate directly to the class-room, laboratory and library activities of students and some of which supplement the educational programmes but are per se not a part of it. The latter are activities that enhance the health, social well-being and morale of the students such as residence, food, entertainment, medical care and extra-curricular programmes etc. All these factors together constitute "Students Welfare" as an integrated and total concept.

The Kothari Commission (1964-66) recognised that "major weakness of the existing system of education is the failure to provide adequately for students welfare". It further recognised the students services to be "not merely a welfare activity but constitute an integral part of education".

Following the recommendations of the Kothari Commission, almost all the Universities in India have now the post of Dean of Student's Welfare. However, there are problems and subjects that could be tackled effectively in a democratic manner through the University level Committee. In view of the importance of the matter, we are of the view that it is desirable to have a committee to deal with all important matters of students' welfare in which students must be involved.

The Universities in Maharashtra have Students' Council with the Vice-Chancellor as ex-officio President. Although the Vice-Chancellor is the ex-officio President, the student members elect from among themselves the Chairman and the Secretary of the Council. The Committee is dominated by representatives of students and its functions are as under :

1. to supervise and co-ordinate the activities of the different Students' Associations, societies and other organisations;
2. to recommend to the Executive Council, the financial allocation to be made for the activities to be undertaken under the relevant budgetary heads;
3. to allocate funds for the different activities of the students' associations, societies and other organisations, as sanctioned by the Executive Council;
4. to submit an Annual Report of its work, together with a statement of its accounts to the Executive Council, within a date to be fixed by it;
5. to make recommendations to the Executive Council regarding any matter affecting the corporate life or welfare of the students and
6. to make recommendations to the Executive Council regarding the facilities existing for instruction.

There is another Statutory Committee in the University to implement the policy decisions of the Council. This Committee is known as Students Executive Union.

In the State of Madhya Pradesh, there is a State level Statutory Committee which includes besides students, two Vice-Chancellors, two Registrars, two Deans of Students Welfare and one officer of the Education Department of the State. The Committee elects its own Chairman for every meeting from among the members present.

The terms of reference of the Committee deal with the following :

1. the approach to Higher Education in Universities.
2. academic programmes of general significance.
3. organisation and programming of teaching work and examinations.
4. extra-curricular and co-curricular activities in colleges and universities

including organisation of Inter-University competitions and tournaments and youth festivals.

5. student welfare activities in Universities including Health Services.
6. work experience programmes for students.
7. organisation of social service by students.
8. residence and discipline of students, and
9. any other matter of interest to students in general.

**WE ARE OF THE VIEW THAT THE CONSTITUTION OF A STATE LEVEL COMMITTEE AS IN MADHYA PRADESH WOULD CERTAINLY HELP IN PROMOTING AND STRENGTHENING WELFARE PROGRAMMES FOR THE STUDENTS. IN ADDITION, EVERY UNIVERSITY SHOULD HAVE A STUDENT COUNCIL AS IN THE UNIVERSITIES IN MAHARASHTRA.** The students' Council should deal with:-

1. orientation of new students.
2. health services.
3. residential facilities.
4. vocational guidance and counselling including placement;
5. student activities.
6. financial assistance to students
7. co-curricular activities, and
8. students discipline

There should be similar committee in the colleges. We believe that programmes of students' welfare have a salutary effect on the attitudes and performance of the students towards creating an atmosphere for serious studies and disciplined behaviour.

**STATE COUNCILS FOR HIGHER EDUCATION OR THE COMMITTEE OF VICE-CHANCELLORS IN THE STATE SHOULD GIVE DUE ATTENTION TO STUDENTS WELFARE AND SERVICES IN THE UNIVERSITIES.**

## **17.2.2 STUDENTS EMPLOYMENT COMMITTEE**

**WE ARE OF THE VIEW THAT THE UNIVERSITIES AND THE**



**COLLEGES SHOULD HAVE A STUDENTS EMPLOYMENT COMMITTEE. THESE COMMITTEE SHOULD HAVE CLOSE LIAISON WITH DIFFERENT KINDS OF EMPLOYERS AND EMPLOYMENT AGENCIES** with a view to finding their requirements of trained personnel and giving advice to respective Boards of studies to frame courses, full-time or part-time, or through correspondence and Distance Education in order to provide necessary expertise.

It is essential to have a regular analysis of job potential and to provide students with various kinds of jobs, temporary and part-time, full-time and short-term so that the growing number and kinds of needs of the community are met with and at the same time giving students a chance to be self-reliant. The University and the community can come closer in this manner and education could be made more relevant to the needs of the country.

The broad functions of the Committee could be -

- (i) to concern itself with finding employment for students and for this purpose establishing close liaison with
  - a) state planning agencies to plan new opening for students,
  - b) local government administration,
  - c) the government personnel departments and employment agencies,
  - d) Industry and industrial organisations,
  - e) the business community,
  - f) agricultural and medical organisations, and
  - g) social institutions and other organisations.
- ii) to be in touch with the Boards of studies and the Academic Council for starting new courses within and outside the regular curriculum.

The Committee could be under the Chairmanship of a Senior Dean to be nominated by the Vice-Chancellor and to include 2-3 professors, 2-3 representatives from industry, public/private undertakings as also 4-5 representatives of students.

We would particularly like to emphasise that **GREATER EMPHASIS SHOULD BE GIVEN BY THE STUDENTS EMPLOYMENT COMMITTEE**

**TO EXPLORE OPPORTUNITIES FOR EMPLOYMENT AND PRACTICAL TRAINING FOR THE STUDENTS DURING LONG VACATIONS AND IF POSSIBLE RELATED TO THE CURRICULAR PROGRAMMES BEING PURSUED BY THE STUDENTS AS IS BEING DONE FOR STUDENTS OF MANAGEMENT COURSES.**

### **17.2.3 STUDENTS ADVISORY BUREAU**

Students, play a very vital role in higher education. They are the direct beneficiaries of higher education on the one side and their development is the indicator of the effectiveness of higher education in the country.

There are Students Advisory Bureaus at several universities. These Bureaus must be toned up to act as living, throbbing and vibrant units for keeping and dispensing of information, counselling and serving the students in regard to several of their needs.

### **17.2.4 STUDENTS UNIONS**

The University Enquiry Commission, Bihar (1983) in its Interim Report made the following observation with regard to Students Union:

"The institution of Students Union in universities and colleges has proved harmful for proper academic work and other healthy activities of the university. There is considerable silent resentment against the activities of the union among the more serious students who are concerned with their studies and careers. Elections to the unions have enabled political parties and teacher politicians to lavish considerable monies and to utilise "student power" for their narrow party ends. It has also introduced in the university elements of violence, crime and fear in the lives of the otherwise quiet university community. It has also unnecessarily and artificially directed the student energies to the single purpose of confrontation with the authorities with no other purpose than to build up their image as 'leaders' in struggle against authoritarian rule which of course is not there. The other healthy, academic and cultural activities of the university and colleges are subordinated to the unions and wither away or remain almost unnoticed. Delays and postponement of examinations which are caused by agitations led by unions seriously affect the careers of those who miss opportunities for appearing at various competitive examinations in time. It is recognised that student unions have done

no good to the universities nor to the students and that they have introduced elements of hatred and violence in the academic community and encouraged use of unfair means for passing university examinations. Things have reached a stage when use of unfair means is a matter of right of students and measures to prevent it are considered anti-student."

In the same Report, it is further stated that "it is, therefore, necessary that Acts and statutes should provide for creation of a variety of students organisations, including students union with the stipulation that membership of these bodies is voluntary and students have option, depending upon their interest, to join whatever organisation they wish to. For example, it should be open to a student to join a science club and/or a historical society and / or a geographical society and/or a literary club and/or students union or no society at all. It should not be compulsory for him to join students union or any other particular body. He should be free to join activities suited to his taste and liking. Constitution, aims and objects as well as method of working of each body should have prior approval of the university authorities and be recognised by it in order to ensure that their activities are healthy and academically sound. It is necessary also to provide that the university and the colleges shall not collect subscription from the students for membership of any of these bodies, but it shall have the right to know how the money is collected, maintained and spent. Each body shall be accountable to the University and the Colleges concerned. The University should also undertake to provide financial and other aids to these bodies depending upon their performance".

The Committee appointed by the University Grants Commission to go into the working of the central universities also examined the role of the students' union in depth and came to the conclusion that it is the student union which is generally responsible for agitations in the universities. Although, an important aim mentioned in the constitutions of the students union is to foster corporate life amongst the students through debates, symposia, study circles/social and cultural activities, games and sports etc., the unions have generally taken upon themselves the role of mobilising support for agitations and populist causes. Rowdies and musclemen are hired from outside to instigate trouble and in some cases even university hostels have become a haven for criminals. Such persons rather than meritorious students come to play a dominant role in the politics of the unions. Also, the unions which are governed by the constitutions, are by

no means democratic. Considering these matters, the Committee has recommended to the universities an elaborate system of student participation in affairs connected with academic, extra-curricular and residential life which would render the student unions more or less superfluous. It has also recommended the following points, violation of which, would constitute indiscipline:

No student of the university shall :-

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

It has also been recommended that certain forms of agitation such as gherao, camping inside the boundaries of houses of teachers and officers. use of derogatory slogans, propaganda to incite hatred and violence and destruction of property should be banned. Finally, it has been suggested that there should be no quaims of conscience about infringement of university autonomy if the police is called in to protect lives and properties and to help in restoring the normal functioning of the university.

We are of the view that the state of functioning of the student's unions in the universities are by and large in the same situation as stated by the Enquiry Commission on Bihar universities. **WE ARE OF THE VIEW THAT THE RECOMMENDATIONS MADE BY THE BIHAR UNIVERSITY ENQUIRY COMMISSION AS ALSO BY THE CENTRAL UNIVERSITIES REVIEW COMMITTEE BE ADOPTED IN THE OTHER UNIVERSITIES AND COLLEGES.**

### **17.3 CORPORATE LIFE**

The need for developing a corporate life in universities and colleges is a basic pre-requisite of the proper functioning of a university. The Education Commission had recommended that provision of a variety of students welfare facilities would help the students to adjust themselves to their environment and keep them engaged in healthy activities. It was also

suggested that there should be closer contact between the teachers and the students and the latter should be entrusted with a greater degree of responsibility in the management of services that are intended for their benefit.

We attach a great importance to the corporate life in universities because a lot of learning experiences of great value are just an out-come of such a life. We are of the view that students should manage their activities such as - hostels, messes, sports, games, cultural programmes, debates, excursions, educational tours, departmental societies etc., individually or under the guidance of their teachers.

The effective participation of students in the organisation of these activities could be brought about through the constitution of appropriate Committees. The student members of these committees should be those who are actively interested and are competent in such activities. The Dean of Student Welfare should play an important role in promoting the co-curricular, extra curricular and social activities of the students. Authorities of the universities and colleges should secure the active cooperation of students in the maintenance of discipline. Serious acts of indiscipline should be referred to a Discipline Committee which may also include student representatives.

Building corporate life at the campus, particularly centering around student amenities, curricular and co-curricular activities need the supporting services and guidance of the counsellor at every point. **AN INTERGRATED WELL THOUGHT OUT COUNSELLING SERVICE ON DIFFERENT ASPECTS SUCH AS ACADEMIC, MARRIAGE, SEX, SPORTS, HOBBIES ETC. IS A MUST IN THE UNIVERSITIES.**

## **17.4 PUBLIC RELATIONS**

It is important for every University to have activities in the area of public relations as well for building and maintaining good public image.

The University equally is concerned with its relations with various government agencies, local bodies and private commercial organisations, etc. It must also interact effectively with the elites of the society and social service organisations, Press being an important agency, is another target group with which a university must maintain good relations. Internally, the university should also make conscious efforts to ensure cordial relations

with its own affiliated colleges, teachers, students and non-teaching staff. At the same time, the University's relationship with central bodies like the UGC and members sitting on the statutory bodies like senate has also to be supportive and purposeful.

Many of the universities are already conscious of this purpose and are maintaining activities like organising press meets, issuing regular bulletins (even newspapers), hand-outs, publication of service regulations and organising seminars for the purpose of creating public awareness. Nevertheless, there are many areas such as publishing subject-wise bulletins, representation in social service organisations, responding to public views seen in the press, specific grievances handling machinery, participation in mass media units like TV, Radio, etc., releasing press advertisements on new schemes, press advertisements for creating public awareness on special issues, announcement of university appointments etc., are not adequately taken care of. There are simple routine activities like responding to public enquiries, conduct of several students meets, and responding to invitations from the outside organisations which are also to be attended to in order to improve public relations.

Many universities have a Public relations Officer, normally, in the grade of Assistant Registrar who is mainly responsible for reception of the guests of the universities and extend hospitality to them. In our opinion, the present public relations' functions of the universities are meagre and they need to be strengthened considerably as it will bridge the gap between the university and the Community, both internally and externally and would also help the University in accelerating the process of achieving its objectives. **WE ARE OF THE VIEW THAT WHILE THERE MAY BE PUBLIC RELATIONS OFFICERS IN EVERY UNIVERSITY, THEIR STATUS MAY VARY FROM UNIVERSITY TO UNIVERSITY DEPENDING UPON THE SIZE AND THE ACTIVITIES OF THE UNIVERSITY.** In addition, there should be a Committee consisting of one of the Senior Deans nominated by the Vice-Chancellor, 2-3 Professors, 2-3 Public men including journalists, a few students to periodically meet for planning, implementing, monitoring, reviewing and to take follow-up measures in respect of the public relations role of the university.

## **17.5 STRIKES AND CODE OF CONDUCT**

Another phenomenon which hampers functionings of the universities is

frequency of strikes by employees of the universities, both the teachers and the non-teachers alike. They cause strikes at short notice or without any notice at all. A strike by any section of the university brings the life of the entire university to a dead-halt.

One measure which might at first sight appear to be a penacea for strikes, is a legislative ban on the strikes in educational institutions. The experience in other fields teaches us that instead of adopting such a legal measure, it may be advisable to think of removing as far as possible the factors which lead to strikes. As everyone familiar with the educational institutions knows, even the legitimate grievances of the employees and teachers are not promptly redressed in all the institutions. Even when there are no feelings of ill-will or malice, the redressal of grievances is delayed, if not made impossible, due to red-tapism and inefficiency of the administration. The first step should, therefore, be to devise a machinery for grievance redressal in every institution. Such arrangements do exist in some institutions but these are hardly adequate. We have dealt with this issue in Chapter 12.

There is no doubt that Consultative Committee and Arbitration Boards would substantially cut down the incidence of strikes, however, the strikes cannot perhaps be totally eliminated. We recommend that :

- (1) **STRIKES SHOULD BE REGULATED BY LAW.** Any recourse to strikes should be made illegal, if made without first resorting to Statutory grievances redressal remedy and without giving adequate notice, say, of at least four to six weeks.
- (2) **CERTAIN FORMS OF AGITATION SHOULD BE BANNED** such as Gherao, camping inside the boundaries of houses of teachers or officers, use of derogatory slogans, abuses and propaganda to incite hatred and violence, preparation for and resort to violence or destruction of property.
- (3) **A CODE OF ETHICS FOR TEACHERS, A CODE OF CONDUCT FOR THE NON-TEACHING EMPLOYEES AND A CODE OF DISCIPLINE FOR THE STUDENTS MUST BE SET OUT** Procedures be also set up to ensure that each section of the university community, teachers, non-teaching staff and students have full knowledge of these codes.

## 17.6 **ACADEMIC STAFF**

Group "A" Officers working in Instrumentation Centre, (USIC), Computer Centres, Museums, Libraries, Para-Medical Staff, Editors of Publications and Directors of Adult and Continuing Education etc. should be treated as Academic staff (Non-vacation). They should have pay scales etc. at par with those of University teachers and whenever any benefits are given to teachers they should automatically get them from the same date as those of teachers. Such staff should however, have different work load/working hours as compared to those of teachers. It is also important that the posts for these activities are created on the permanent basis and not temporary of a long-time nature as it is at present. The newer demands from the universities call for permanency of these posts.





# ALTERNATIVE MODELS OF UNIVERSITY MANAGEMENT

## **(Models - Affiliating Universities - Unitary Universities)**

In the light of our analysis and assessment of the structure and dynamics of the existing University system in the country in general, an attempt is made in this chapter to suggest alternative models. These alternatives are not to be considered as mere hybrid-mixture varieties of management, created just by permutation and combination of the current power components in the system; nor it is to be taken as the only alternative in place of the existing system. The suggested models are essentially exploratory but with a definite volition to make them viable, manageable and efficient. Thus the focus has been (a) to overhaul the existing management system under the given overall structure/type of University (affiliating, nuclear/unitary, deemed Universities/Institutes), (b) to think of such 'modified' versions of the existing models, which may ultimately lead to perceptible changes in the character and quality of management; and (c) to explore into the possibilities of completely different' model(s) at one stroke, with a definite deviation or discontinuity from the present ones.

These models may not, however, be universally valid and applicable to all types of Universities and all regions of the country. A model which is functionally efficient in an unitary/residential institution such as IIT/IIM may be tried, *mutatis mutandis*, in a smaller or even a larger affiliating University, if such an adaptation can be expected to deliver goods. Similarly, for instance the 'deemed University model', mostly registered under the Societies Registration Act, may also be considered desirable for a regular University especially in a developed region/centre; for such a change-over may provide for not only built-in flexibility into the management system, but also encourage the sustained participation of voluntary bodies/agencies (including the corporate sector) in promoting higher education, as it is envisaged under NPE. The regional socio-economic features have also to be taken into consideration in designing the region-specific management structure and its functional style. Hence, the alternative models suggested here, have to be viewed from a wider and diversified perspective. Each of the suggested models has its own strengths and weaknesses. The strengths may outweigh the weaknesses in a particular regional/educational context and hence the applicability of any particular alternative model depends

upon the receptivity and responsiveness of the given socio-economic environment rather than on the inherent merits of the model itself.

## **18.0 ALTERNATIVE MODELS FOR EXISTING AFFILIATING UNIVERSITIES**

The affiliating Universities can be broadly subdivided into (a) large affiliating Universities with more than 50 to 60 colleges (like Osmania, Poona, Calcutta and Madras) (b) medium-level affiliating Universities with less than 50 colleges (like Bharathiar, Bharathidasan, Bangalore, etc.), (c) small affiliating Universities which affiliate as small number of colleges, say not more than 10-15, as sometimes constituent colleges which are located in the same city and its neighbourhood (like Banaras Hindu University, Allahabad, Lucknow). In the above context it may be stated that till the 1960s or so in most of the affiliating Universities in the northern States, the P. G. teaching/research was confined almost wholly to the University Departments and only the UG Teaching was left to be conducted in the affiliated Colleges. Whereas in some of the States in the South (particularly in Tamil Nadu and Kerala), the P. G./research programmes had been largely decentralised; and many of the Colleges offered UG as well as P. G. Courses, whereas some of the Departments of the University did not offer a regular P. G. programme, but only concentrated on research activities. The situation has, however, undergone significant change. Colleges in the North such as those in Rajasthan, U. P. and Bihar, now have Post-graduate classes, and the Universities in the South also now have sizeable programmes of Post-graduate teaching.

In suggesting alternative management models for the affiliating University system, in addition to the above diversity in the size and structure, the power, structure and the complexities of their Authorities/bodies have also been kept in mind.

The Senate/Court (in some Universities the Academic Council also) are large sized, election-infested, and highly politicised and have, in short, outlived their original academic purpose. In some of the Universities the inter-face relationship amongst the University authorities (and sometimes among the Officers of the Universities including the Chancellor/Pro-chancellor) has of late, become constant source of irritation and conflict spoiling the academic environment.

### **Model I : MODIFIED 3-TIER SYSTEM**

This model, as illustrated in the Diagram 1 can be called a modified 3 tier model with all the three traditional Authorities of the University System retained but with substantial changes in their character, composition, inter-

relationship and hierarchy. The special features of this model can be listed as follows :

- (1) The Senate/Court should only be an advisory/recommendatory body; it needs to be divested of its supreme governing body-status and the Statute-making authority.
- (2) The Executive Council/Syndicate should be the chief administrative and financial Authority; but it should not have the apex approval authority over the academic matters.
- (3) The Academic Council should have the ultimate authority in enacting all academic Statutes, Ordinances and Regulations; these Statutes/ Ordinances/Regulation shall only be remitted to the Executive Council/ Syndicate for information and implementation.
- (4) There will be a few areas where decisions could not be purely academic. There could be sizeable financial/Administrative implications. In such cases, the Statutes/Ordinance (or amendments thereto) should be initiated by the Academic Council and approved by the Executive Council after ascertaining the view of the Finance Committee, wherever necessary.
- (5) Thus, there shall be no hierachical relationship among the authorities; the principle of division and separation of powers shall govern the relationship among the authorities.
- (6) The Vice-Chancellor shall, in accordance with guidelines specified in the Act/Statutes, arrange for constitution of the (a) Finance Committee, (b) Planning Board, (c) Collegiate Council (d) Grievance Redressal Committee, (e) Students Welfare Committee as Statutory Bodies/ Committees with well-defined roles and responsibilities :
- (7) On the Academic side, besides the Faculty Councils and the Boards of Studies, the Curriculum Development Cell, the Board of Research, the Board of Evaluation, the Board of Extension, Academic Calender Committee etc. shall be established as statutory bodies to recommed to and assist the Academic Council through the Office of the Vice-Chancellor.
- (8) The membership of the Authorities/Bodies/Committees shall be on the principle of rotation according to seniority. There shall be no election to any of these authorities/bodies.
- (9) The size of Senate/Court should not be more than 75 to 100; Executive Council, not more than 15; and the Academic Council not more than 50 to 75.

- (10) The Pro-Vice-Chancellor (Academic) shall assist the Vice-Chancellor in co-ordinating the functions of the Academic bodies; and the Pro-Vice-Chancellor (Administration) shall assist the Vice-Chancellor in organising the functions of the administrative bodies and another Pro-Vice-Chancellor may assist him in other functions such as extension and Public Relations and mobilising resources.
- (11) Among the Officers, the Registrar (Administration) shall be only the first among the equals' and he should have no right to interfere in the independent functioning of other Officers. To ensure that all the Officers are directly answerable to the Vice-Chancellor/Pro-Vice-Chancellor, the other officers should be re-designated as Registrar (Finance), Registrar (Evaluation), Dean (Collegiate Council), Director (Curriculum Development Cell), etc.

### **18.0.2 Model II : BIFURCATED SYSTEM**

This model, known as the Bifurcated System seeks to relieve the University Departments (Teaching and Research) from the tie-up of their curricular scheme with that of the affiliated colleges. The University faculties, it is true, must provide the academic leadership to the College Departments. But in the name of uniformity, at present the University Departments have to be contented with stereotyped syllabi applicable to the affiliated colleges. Such a situation does not provide adequate scope of designing specialised and innovative courses of study in the University Departments, taking due advantage of the specialised experts of the University faculty members. In the Senate and the Academic Council meetings also, most of the time and attention are absorbed in deliberations on college matters, both academic and general, leaving little time for discussing the specialised course patterns of the University Departments. With a view to avoiding such an incongruous situation, this model bifurcates the University management structure in the following manner (vide Diagram - 2) with the special features as noted below :

- (1) The Syndicate/Executive Council remains common administrative and financial authority for both - the Colleges and University Departments;
- (2) Since the Colleges and University Departmental streams are to be bifurcated, the Senate's deliberative functions are proposed to be merged with the academic functions in the respective streams and there will be no Senate or Court.
- (3) There will be a Collegiate Council which will decide on the academic matters pertaining to Colleges and recommend actions on administration of Colleges to the Executive Council. Similarly, there

will be an Inter Departmental Council (IDC) which shall decide on academic issues and recommend to the Executive Council on the administration of Departments.

- (4) There will be separate Boards of Studies for Colleges and for the University Departments.
- (5) The Faculties, Boards of Research and of Extension shall plan the teaching and extension programmes in the University Departments.
- (6) There shall be separate Boards of Evaluation for College stream and for University Departmental stream.
- (7) Both affiliated Colleges and the University Departments shall draw upon the recommendations of the common Planning Board. Finance Committee, Boards of Research and of Extension, Curriculum Development Cell, etc., all of which will be statutory bodies of the University.

One of the possibly serious limitations of the above model, of course, shall be the 'dichotomisation' of the University system into two streams : viz Colleges and University Departments. Such a possibility can be guarded against by infusing the input from the University Departments into the Collegiate Council to the extent necessary. Further, the fact that appropriate attention can be given to both the College stream and that of University Departments may more than compensate the deficiencies arising out of the possible dichotomisation, if any.

### **18.0.3 Model III : TWO-TIER SYSTEM**

This model is specially suggested for adoption in the Unitary Universities and Deemed Universities modelled on the lines of the governance of national institutes, such as IIT/IIM/IISc, etc., and most of the Professional Universities (Agriculture, Medicine, Engineering and Technology). This model can also be applied in the smaller and medium sized affiliating Universities.

There is no provision for Senate in this model. For instance, Anna University of Technology Act of 1978, UP Agricultural University Act 1958, University of Agricultural Sciences, Bangalore (1963), Punjab Agricultural University Act (1970) and University of Health Sciences Act, Andhra Pradesh (1986) have provision for Board of Management/Executive Council and Academic Council only; the Senate is conspicuous by its absence. Though the IIT Act of 1961 (amended in 1963), provides for the so-called Senate, in reality it performs the functions of only the traditional Academic Council.

In view of the experience of effective management structure in the above Institutes/Universities, with less of campus politics and more of academic

concentration, it is strongly suggested that wherever possible, the Senate may be done away with. The consultative/advisory role of the society vis-a-vis the University System can be ensured by enlisting a few societal representatives in the Academic Council itself.

Except for the removal of the Senate, this model is almost similar to that of the Model I in all other respects, in so far as the Authorities/Bodies/Committees and Officers are concerned (vide Diagram 3).

#### **MODEL IV : DECENTRALISED MODEL**

##### **PHASE 1 REGIONAL EVALUATION AND RESOURCE CENTRE**

This model termed as Regional Evaluation and Resource Centre Model (RERC) is suggested in the case of a large affiliating Universities with a geographical jurisdiction of more than two or three Districts or more than 50-60 colleges. Generally, in large affiliating Universities, there is a genuine grievance among the affiliating Colleges (located farther from the University headquarters) that the University has only a remote and invisible relationship with them and that it does not contribute much to the constructive development of the Colleges. University is looked upon as a mere examination-conducting body; it does not throw open its library/equipments/instrumentation facilities within the easy reach of the distantly located affiliated Colleges. In order to overcome such a deficiency in the affiliating system, it is suggested that the Universities establish District level or zonal level Centres with adequate Core faculty, resource/facility base in terms of library, Central Instrumentation and Computer system facilities. Such regional centres will help compensate the infra-structural deficiency of the backward Colleges in rural and semi-urban areas.

In addition to establishing the Regional Resource Centre at the District/Zonal level, this model also envisages regional decentralisation of the conduct of examinations. One of the most serious drawbacks in the larger affiliating Universities happens to be inefficient and unwieldy examination machinery mainly on account of the large geographical area it has to cover and a larger number of candidates; and the declaration of results also entail undue delay leading to frequent and chain dislocations in the academic calendar. With a view to overcoming that bottleneck, the larger affiliating Universities may think of establishing District/Zonal level offices of Controllers of Examinations who shall be entrusted with the responsibility of administering the examination work, at the places where the Regional Resource Centre are located, in a decentralised manner. These RERCs will form the nuclei for the emergence of new Universities in due course.

##### **PHASE 2 AUTONOMOUS REGIONAL CAMPUSES**

The Regional Evaluation and Resource Centres may be given full academic, financial and administrative autonomy and be organised as Autonomous Regional Campuses of the University. This may be the penultimate stage of their branching off into separate Universities (Diagram 4).

### **18.0.5 Model V : PRESIDENTIAL SYSTEM**

This model envisages a presidential role for the Office of Vice-Chancellor with adequate decision-making administrative autonomy (vide Diagram 5). The Vice-Chancellor, in this model is looked upon as the premier leader who shall be competent to provide a clear-cut direction and thrust to the progress of the University System. The nuances of the administrative procedures, rules and regulations shall be academically inspired largely by the result-oriented achievement-motivation of the President of the University, viz., the Vice-Chancellor.

Except for getting the approval of budgetary allocations from the Executive Council, in all other matters, administrative as well as academic, the Vice-Chancellor shall have enough freedom to decide and execute. The Executive Council and the Academic Council shall be recommendatory; the final responsibility of decision-making shall rest with the Vice-Chancellor, of course, after giving due consideration to the recommendations of the Executive Council and Academic Council.

The Vice-Chancellor being the centre of authority, shall have the power to constitute necessary expert/advisory bodies/committees and seek their counsel and advice.

There shall be no Senate in this Presidential System Model of University Management.

It may be stated that the Vice-Chancellor, as he enjoys the maximum autonomy, may sometimes misuse his position. Therefore, he must explicitly be made accountable to the University and the Society.

### **18.1 MODEL VI - A NEW AFFILIATING UNIVERSITY WITHOUT TEACHING RESEARCH DEPARTMENTS**

This model for **A NEW AFFILIATING UNIVERSITY** envisages the development of colleges only, with a view to promoting excellence in standards of education in the colleges, as about 90% of the students pursue their studies in colleges.

Such a university shall not have its own Departments or Schools of Studies. However, if there is a rich potential and tradition for a particular specialisation within the jurisdiction of the university, the university may consider institution

of an Autonomous Institute for the pursuit of excellence in that speciality.

### **ESSENTIAL FEATURES**

Some of the essential features of this model would be the following :

The University will serve as a Resource Centre for its colleges and towards this goal it will have -

- (a) Adequate **CORE FACULTY** in all disciplines as also at various levels, largely located in different academic promotional units of the university, such as, Curriculum Development Centres, Computer Centres, Information Centres, Human Resource Development Centres, etc.

Such faculty will participate in the academic programmes on short and long term basis, in the colleges of the university with the sole objective of improving the standards of teaching in the colleges.

- (b) Besides Core Faculty, University will have the provision for **INVITED FACULTY** from other Universities, Research Institutions and from industries etc., for certain selected courses.

- (c) **ACADEMIC PROMOTIONAL UNITS/UNIVERSITY RESOURCE CENTRES**

- (1) **A CURRICULUM DEVELOPMENT CENTRE** which, with the help of its own faculty, visiting faculty, experts and teachers from the colleges, will be continuously engaged in updating and developing new curricula, including those suited to the needs of the region. Simultaneously, this centre will orient the college teachers towards the art of redesigning of courses.
- (2) **A HUMAN RESOURCE DEVELOPMENT CENTRE** which will be responsible for continuous training and retraining of academic, administrative and technical staff. Major thrust will be on training of teachers, not only in updating of their knowledge, but also in methodologies of teaching and use of tools of educational technology, etc.
- (3) **LIBRARY AND INFORMATION CENTRES** which will be well equipped with modern equipments, books and journals as also xeroxing facilities etc. There could also be a provision for mobile libraries.
- (4) **AN EDUCATIONAL TECHNOLOGY CENTRE** which will be responsible to promote the culture of using Audio-Visual aids in colleges. The Centre would also be responsible for training of teachers in the art of preparation of audio-visual aids, as also in



the use of sophisticated audio-visual equipments.

- (5) **AN EXAMINATION AND EVALUATION REFORMS CENTRE** which will be responsible for the improvement of Examination and Evaluation methods, so as to ensure that teaching becomes essentially learning based.
- (6) **A COMPUTER CENTRE** which will be properly equipped with appropriate type of computers and would be useful for essential data-base, computation of examination results as well as to train the teachers and students in the use of computers.

The major focus of all these Centres will be the promotion of higher standards of education in colleges. These centres will be adequately equipped in terms of men and materials (including equipment) and they will be under the over-all charge of full-time Deans who will be ex-officio members of the Academic Council.

Through this approach, the University will fulfil some of the obligations of National Policy on Education (1986) such as redesigning of courses; training of teachers etc.

## **COURSES OF STUDIES**

The colleges will be engaged in undergraduate studies in most of the faculties.

Postgraduate teaching will be done in a few selected colleges where competent faculty and other infrastructural facilities are available.

The thrust of the programmes will be largely on teaching and extension; research could be promoted in the University Resource Centres and in a few carefully selected colleges but introducing M. Phil and Ph.D Programmes.

## **MANAGEMENT**

All those involved in the University activities, i.e. Vice-Chancellor, Pro-Vice-Chancellor, Deans, Registrar(s), Teachers, Non-teaching staff etc., will be appropriately and adequately involved through appropriate bodies in the management of the University affairs as stated below :

- (a) There will be no Senate or Court as in traditional universities, but there would be a **SOCIETAL CONSULTATIVE COMMITTEE**.
- (b) The main **AUTHORITIES** of the university will be the **BOARD OF MANAGEMENT AND THE ACADEMIC COUNCIL**.

The Other Bodies will **THE FINANCE COMMITTEE** and the **PLANNING AND MONITORING BOARD** presided over by the Vice-Chancellor. There will be also be **BOARD OF STUDIES AND FACULTY COUNCILS** as in a conventional University.

In addition to the above bodies, the University will have appropriate Boards or Committees including the following :

**BOARD OF EXTENSION, BOARD OF AUTONOMOUS COLLEGES, BOARD FOR HUMAN RESOURCE DEVELOPMENT, AND BOARD OF EVALUATION.** Their composition and functioning will be as per recommendations made in Chapter 10.

These bodies will work within the broad framework of guidelines as laid down by the Academic Council and will be under full time Deans who will be the ex-officio members of the Academic Council.

There will be a university **TRIBUNAL** to deal with the grievances and internal disputes of students, teachers, non-teachers etc. The Chairman of the Tribunal will be an ex-officio member of the Executive Council.

In addition to the Tribunal there will be Consultative Committees of students, teachers and non-teachers with which the Tribunal or the Vice-Chancellor would frequently interact for feed-back as also for resolution of their problems.

## **OFFICERS**

The Officers will inter-alia include the Vice-Chancellor, Pro-Vice-Chancellor(s), Deans/Directors of Regional Centres, Deans of Faculties, Registrar(s), for Administration, Evaluation and Finance, etc. besides (a) Dean for Student Affairs (b) Dean for College Affairs and other functional Deans.

## **FACULTY IN THE COLLEGES**

Certain selected colleges will have the provision of Professors and Readers also. These appointments will be made through an open recruitment on an all-India basis and as per guidelines of the UGC in this regard.

Colleges will also have the provision for visiting faculty not only from research and academic institutions but also from industry, to promote the induction of schemes for restructuring of courses and improving standards of education (Diagram 6).

## **MODEL - VII FACULTY/SCHOOL AS ADMINISTRATIVE NUCLEUS**

Another alternative model\* envisages abolishing the statutory Departments

and making Faculty/Institute/School as the basic administrative unit under a Dean/Director. The individual subject disciplines, under this approach, should be designated as Areas with a Chairman heading the Area Committee. These areas should take care of such academic aspects as course designing, syllabi prescribing, teaching work assignment, research coordination, etc. The dysfunctional characteristics of the existing system have been outlined and the likely benefits resulting from the revised set up have been stated in the article, given in the appendix to this chapter.

### **18.3 MIGRATION FROM FORMAL TO NON-FORMAL STREAM AND VICE VERSA**

Over the years, educational structures have been developed at the different levels of education (primary, secondary, post-secondary and higher education) in the formal and non-formal streams. Lack of flexibility in moving from one stream to another has created a major problem of "access" to educational facilities.

If potential learners are kept out of the system due to rigidity and inflexible nature of the system, the principle of democracy is violated.

To make education truly democratic i.e. providing equal opportunity to all, the educational structure must enjoy open access. This is possible only if we conceptually consider the different modes of educational system and their structures as supplementary and complementary.

It should be possible for a student who has taken his education through one stream to move over to the other and, if need be back to the same stream. For example, a student, who has passed the higher secondary examination from a school of the formal stream, should be free, either to join a formal college or an open-system institution for his first degree. This graduate of the open University system should have no difficulty in seeking admission to a formal University post-graduate programme. This Open access to the two stream is being denied to-day in many cases mainly because of the rigid mental-outlook developed by those at the help of these systems. It is necessary that they develop concern for the learners of the other system and accept them with open-heart.

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Foot-Note : \* suggested by Professor A. K. Shah of the Faculty of Management Studies, Banaras Hindu University, in an article entitled "Structuring Basic University Functions - An Alternate Model", published in University News, March 14, 1988 (see Appendix 18).

# STRUCTURING BASIC UNIVERSITY FUNCTIONS

## An Alternate Model

A University is a deliberately created, special purpose organizational system operating in the knowledge industry. The performance of varied professional and non-professional activities, some basic or primary and others auxiliary or subsidiary in terms of its goals is, therefore, a basic requirement for the effectiveness of this system. Furthermore, because of their very diversity, these activities can best be performed on the basis of specialisation and division of labour, the individual activities additionally requiring systematic and rational coordination and integration so as to constitute one continuous stream of goal - oriented university effort. This necessitates, among other things, the creation of an administrative overlay-the university administrative system-an integral part of whose job is to ensure proper structuring of university activities. This paper attempts an exercise in identifying and analysing the present commonly-adopted pattern of structuring basic university activities (i.e. excluding the auxiliary ones) in the Indian context, so as to highlight its glaring dysfunctionalities, and in suggesting an alternate model for this purpose.

The structuring of organizational activities refers to the process of determining the internal arrangement for their performance in terms of what activities are assigned to which positions and what are the inter-relationships between these activities or, what amounts to the same thing, between the positions or the incumbents thereof to whom they are assigned. This internal patterning has very important implications for organizational functioning, as, besides providing a visible shape to the abstract system, it is a major determinant of what activities an organization could undertake and also, how efficiently would it be able to perform them. Thus by acting as a facilitating or obstructing agent it significantly influences the effectiveness and efficiency of the total system. In any human group this structure is bound to arise over time, as a result of social processes operating therein. It will not, however, be necessarily group-goal-oriented, and where it happens to be so, the structural pattern may militate against group-goal-achievement. Hence, in deliberately-contrived, purposive organization, such as a university, the emergence of a 'suitable' structure cannot be left to the mercy of chance forces, but has to be ensured through deliberate managerial action-referred to as the organising element of the management function. This suitability criterion requires that the resultant work system should :

- (1) provide for the performance of all necessary activities,
- (2) guard against performance of unnecessary activities as also against unnecessary duplication of activities, and

(3) ensure performance of the necessary activities in an efficient and co-ordinated manner.

The organising process-involving activities identification, activities grouping and activity-authority delegation-attempts to take care of these through a thorough activities analysis directed at detailed enumeration of necessary activities in terms of organizational goals, and decisions and relations analyses concerned with determining the authority-responsibility package of different sub-systems and positions and the resultant interrelationships.

Identification of the university goal, in terms of the foregoing conceptual framework, then is the logical starting point for any study or prescription regarding the structuring of university activities. From time to time, this goal has been variously defined in highly generalised and philosophical terms to include a configuration of goals; and may as such, be conceptualised as a goal-system made up of various inter-linked sub-goals. While the latter ones cannot be exclusively defined for all times to come, dependent as they are on contemporary thinking, social values and expectations, in the context of the present milieu, they may be identified as :

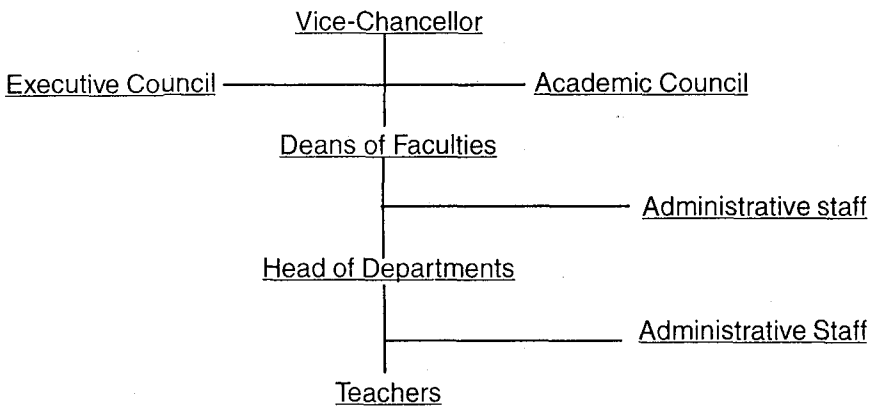
- (a) Knowledge - dissemination,
- (b) Knowledge - production, and
- (c) Knowledge - application for problem - solving.

All these three components of the University goal-system are not only equally important, they are so inextricably intermeshed that inadequate attention to any one of them is bound to have adverse impact on the attainment of the others. They, however, need separate consideration for spelling out the specific basic activities required to subserve them and also for understanding their interrelatedness.

The dissemination objective is primarily concerned with making known to one category of university clientele, the knowledge-seekers, what is already known, i.e. the existing funds of knowledge in different disciplines - it being no less important to draw attention to what is not known (the dark or blind areas) and what is only imperfectly known. The fulfilment of this objective is attempted through undertaking of various instructional programmes, viz. regular full-and part-time courses of study, adhoc short-period encapsulated training and development programmes and lecture series, in different academic disciplines. Publication of books, articles, monographs etc., containing digest of the available knowledge also contributes to the achievement of this end. While the generation of new ideas and identification of research areas in the course of knowledge-dissemination-activities link this objective to the second one, the use of this knowledge in problem-solving relates it to the third objective. The knowledge-production objective, on the other hand, involves research effort, the undertaking of basic and applied, conceptual and empirical, externally sponsored and non-sponsored researches, and also guidance and supervision of research effort of others, directed at reducing the quantum of the

unknown, as also improving the quality and reliability of the known. Publication of results and their use in teaching and problem solving interlink this objective with the other two. The knowledge-application objective, in turn, involves the use of the already-available as also newly-generated knowledge for problem solving. This is primarily an assisting or service function involving provision of consultancy or advisory facilities to such clientele as business and industry, governments, social institution, etc. The knowledge acquired or developed in the course of providing these services and its use in teaching and research again link this objective and its related activities to the other two. The foregoing theoretical framework concerning fragmentation of university-goal, identification of basic goal-related activities and interrelatedness of goals and activities may be diagrammatized as on next page. The personnel directly involved in performing all the above university-goal-directed basic activities are the knowledge-workers, the teachers and researchers in the university system, and one of the variables importantly determining the effectiveness and efficiency with which they perform them is the way these basic activities are structured.

The commonly-adopted pattern for basic activities structuring in the Indian universities is one in which the performance and administration of all the forementioned three activities - viz teaching, research and consultancy-related to a specific academic discipline are integrated and coordinated within a specific department named after the concerned discipline, the Head of the Department being charged with the responsibility for overseeing their integrated performance. These Departments, thus, constitute the basic academic-cum-administrative university units. They are, therefore, bunched into Faculties, primarily on the basis of allied nature of concerned disciplines which are again administrative-cum-academic units, the Deans of the Faculties being assigned the function of supervising and coordinating the working of the Departments falling within their jurisdiction. The overall integration of all the basic university functions, at the university level, is, finally done by the Vice-Chancellor and the Executive Council Academic Council. Diagrammatically, this arrangement is :



**Note :**

- (A) Identification and discussion of committees constituted at different levels is left out of the discussion as the pattern in their case shows wide variations. Nor is their discussion considered germane to the subject-matter of discussion.
- (B) This is a discussion of the basic common structure only. In reality, the structural arrangements are considerably complicated by the superimposition of Institutes, Centres, Colleges etc., oftentimes with vague, imprecise and overlapping authority, responsibility and jurisdiction.

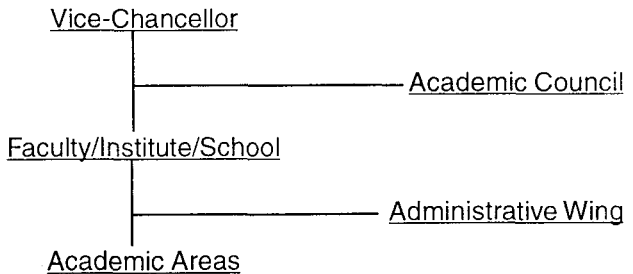
A Critical evaluation of the existing, structural arrangement, as outlined above, reveals that, in addition to various extra pathological consequences emanating from the superimposition of subsystems like Institutes, Colleges etc., over this basic structure [Note B below the diagram] the vague and inadequate definition of authority and jurisdiction of Dean, Directors, Principals etc., causing almost continuous interpersonnel jurisdictional, functional, and personality clashes and squabbles-it suffers from certain fundamental operation limitations that are inherent in the set up itself. These deficiencies, quite evident even today are expected to become even more glaring in times to come, and therefore, call for urgent administrative action before they bring about a total breakdown in the overall university system.

The creation of sub-system hierarchy through the managerial process of activity-grouping or departmentation is an inescapable necessity for any organizational system that outgrows a personnel strength dictated by the span of management of a single person, more so in the case of universities which encompass a large number of varied disciplines within their ambit. While highlighting this general reality, however, Management and organization theoreticians and practitioners have failed to evolve any specific guide-lines for such consequent decisions as; when to departmentate, on what bases, in respect of which activities, till what stage or level, etc; and in the absence of these, the risks of unnecessary proliferation in the number of basic units-factors and possibilities such as personal-ambition-fulfilment, status-cum-maturity association of separate identity, greater autonomy increased direct attention and recognition from the boss, appreciation of special needs etc, exerting strong pressures for continual fragmentation of higher level sub-systems much beyond the limits dictated by organizational requirement leading to consequent evils, such as higher costs of administration, promotion of myopic vision, creation of narrow vested interests, tendency towards close control and supervision etc. that increase the magnitude and complexity of inter-unit coordination while at the same time making it more urgent and important for the effective

and efficient functioning of the superordinate system, become too real and large in magnitude to be ignored. The absence of any systematic perspective thinking in this regard and the consequent adhocism that characterise the ongoing process of structure formulation further accentuate this danger.

This is not just a phobia but a hard reality that is universal and that cuts across organizational and environmental differentiation; and in the case of the university system, even a cursory look at the long variegated list of departments would point out the extent to which this evil phenomenon has permeated through Indian University. Such a state of affairs not only leads to the breeding of ills highlighted above, it also represents, as is brought out later, the existence of a condition that is exactly the opposite of what is required in terms of contemporary, and also probably futuristic, academic philosophy and view-point.

The structural arrangement regarding basic university functions obtaining in the Indian Universities, therefore, not only calls for rationalisation and here-and-there tinkering, it requires a complete supplanting by an alternate system geared to the present and future needs, in the case of the existing universities, this has to be two-phase process, starting with the streamlining activity of merging two or more departments concerned with the same or allied aspects of a broad academic discipline, closely followed by such a rational grouping of these streamlined departments under Faculties/ Institutes/Schools, however, designated that the Departments are altogether abolished and all the basic university functions in respect of a group of closely-allied discipline get preformed under one administrative-viable unit. Academic area committees consisting of teachers belonging to specific disciplines may thereafter be set up within the Faculties/Institutes/Schools to take care a such academic aspects as course designing, syllabi prescribing, teaching work assignment, research coordination etc. The administrative function, on the other hand, would be contralised in a separate administrative wing catering to the administrative and common service requirements of the bunched academic disciplines. This revised set up would, accordingly, have the following shape:





The major resultant benefits of the revised set up may now be identified as :

1. Better utilisation of the available administrative personnel and other facilities, resulting in more efficiency at reduced costs. The proliferation tendency in respect of departments has resulted, in numerous cases, in creation of sub-optimal units making only a partial use of the existing facilities and yet clamouring for further additions to these on various non or inadequately-verifiable grounds. Centralisation of administrative work at the Faculty/Institute/School level would avoid unnecessary duplication and also ensure fuller utilisation of these facilities.
2. Releasing a sizable number of academic functionaries from administrative work, enabling them to devote more time, attention and energy to their primary function of teaching, research and consultancy. The Area Chairman would be concerned with academic matters only and hence, would be able to give them their undivided attention. The performance of the basic university functions is, thereby, likely to improve in all its dimensions.
3. Reduced problem of inter-unit coordination. Though still existing at the Faculty/Institute/School level, this problem would now have an entirely/ different complexion in terms of magnitude, frequency and complexity. It is an incontrovertible fact of organizational life that integration of elements, to the extent it is possible, is more effective and efficient than their coordination. Its translation into structure-designing means that the number of ultimate grouping should be kept to the irreducible minimum; and the possibilities of this are much greater under the new model. Further inter-unit coordination, through committees with multi-unit representation will be easier and more efficient because of the much reduced need for the same as also because of the reduced number of units whose activities need being coordinated.
4. Reduced scope for close control and supervision of the knowledge-workers performing the basic functions. The work of a teacher and a researcher, by its very nature, cannot be, neither should it be, closely supervised and controlled. The wide span at the Faculty/Institute/School level would be an effective check against any such tendency on the part of its head, irrespective of his personality inclinations. This would be more conducive to innovation in teaching and research and would also serve as a morale-booster.
5. Greater scope for administrative decentralisation with the creation of administratively-viable units, the possibilities of decentralising university functioning, by delegating authority and responsibility in

respect of many administrative matters to Faculty/Institute/School level would be increased. Overall control over them would, at the same time, be relatively easy, because of the small number of locations at which it is to be exercised.

6. Compatibility with contemporary and future academic philosophy and orientation. An overview of the developments in these in the context of three sciences, physics, economics and sociology, reveals that they have undergone a complete cyclical change in the "macro-micro-macro" sequence. Thus, the realisation of the vastly increased opportunities for indepth analysis of the more limited and also more manageable focus of attention afforded by microscopic dissection-referred to as elementarism-resulted in the time honoured macro approach giving way to the micro one, paving the way for branching out of specialised disciplines. The subsequent realisation that this successive atomisation of knowledge-the separatist fervour and feeling getting accentuated by the adoption of highly differentiated specialised terminology for academic idea-sharing-led to erection of artificial barriers preventing the development of a holistic viewpoint and adoption of the systems approach that became essential because of the synergy effect-emphasising that the whole is not a sum but a configuration of its parts and cannot, therefore, be understood merely in terms of knowledge about the parts-brought the emphasis back once again to the macro level with consequent stress on the interdisciplinary [not merely multidisciplinary] nature of teaching, research and consultancy activities. The evolution of a number of integrated interdisciplinary disciplines, such as Behavioural Science, Management, Social Psychology, Biotechnology etc., evidences this changed philosophy and orientation and, in all likelihood, the movement in this direction would gather added momentum in the future. If the Indian University system has not been able to assimilate these changes except to a very limited extent-in spite of frequent repetitive pontifical pronouncements welcoming them and emphasising their necessity and inevitability-the unsuitability of its structural design, with its continued emphasis on narrow discipline-wise specialisation, has been an important contributory factor. In fact, the academic scenario in Indian Universities oftentimes, albeit to varying extent, resembles an assortment of nearautonomous, almost fully self-contained and self-sufficient, relatively isolated academic islands-each one's domains being jealously guarded by its adherents against, what are considered as, unwarranted encroachments from others-with very little meaningful exchange across the boundaries. The revised model would, by facilitating, in fact necessitating, frequent interactions amongst

academics owing allegiance to different though related disciplines, provide the required framework conducive to the development of a University climate promoting wider, more encompassing vision; and this is bound to promote interdiscipline teaching, research and consultancy.

The actual implementation of this alternate model inspite of its superiority and greater suitability, as outlined earlier, would in all likelihood, face a lot of opposition from the academics and administrators alike, particularly so far as the existing universities are concerned. Such a resistance would be quite natural and may be grounded in such human factors as inertia, narrow self or sectional interests, misplaced fears, doubts and suspicions, disinformation etc. These would have to be suitably tackled so as to secure the willing whole-hearted and unreserved cooperation of all persons affected by the change scheme and involved in its implementation. An open, widely-participated but time-bound debate on the existing structural set up which is generally considered, inspite of its inadequacies and imperfections, as the only available alternative and the alternate model spelled out herein will be very useful in this regard. It would also serve as a feedback mechanism helpful in identification of the sources and bases of resistance and in deciding about managerial actions to be taken in this regard. Ordinarily, while main reliance is to be placed on non-coercive techniques for getting a change scheme accepted and smoothly implemented, simultaneous employment of some degree of pressure, to be used sparingly and with considerable discretion, becomes inevitable for overcoming such forces of resistance as inertia, irrational attitudes and behaviours, well-entrenched status quo subscribers etc. It may be so here too. The process of implementation would also have to be carefully monitored for identifying and resolving unforeseen problems as also for ensuring that the much more dangerous and at the same time, much less identifiable covert resistance-directed at sabotaging or delaying the implementation or at discrediting the entire scheme as non-operational-does not occur or is suitably taken care of. Hopefully, if adequate care and precaution are taken, the Indian University system with the suggested alternate configuration of its basic activities would be able to subservise the basic objectives underlying its existence in a more efficient and effective manner.

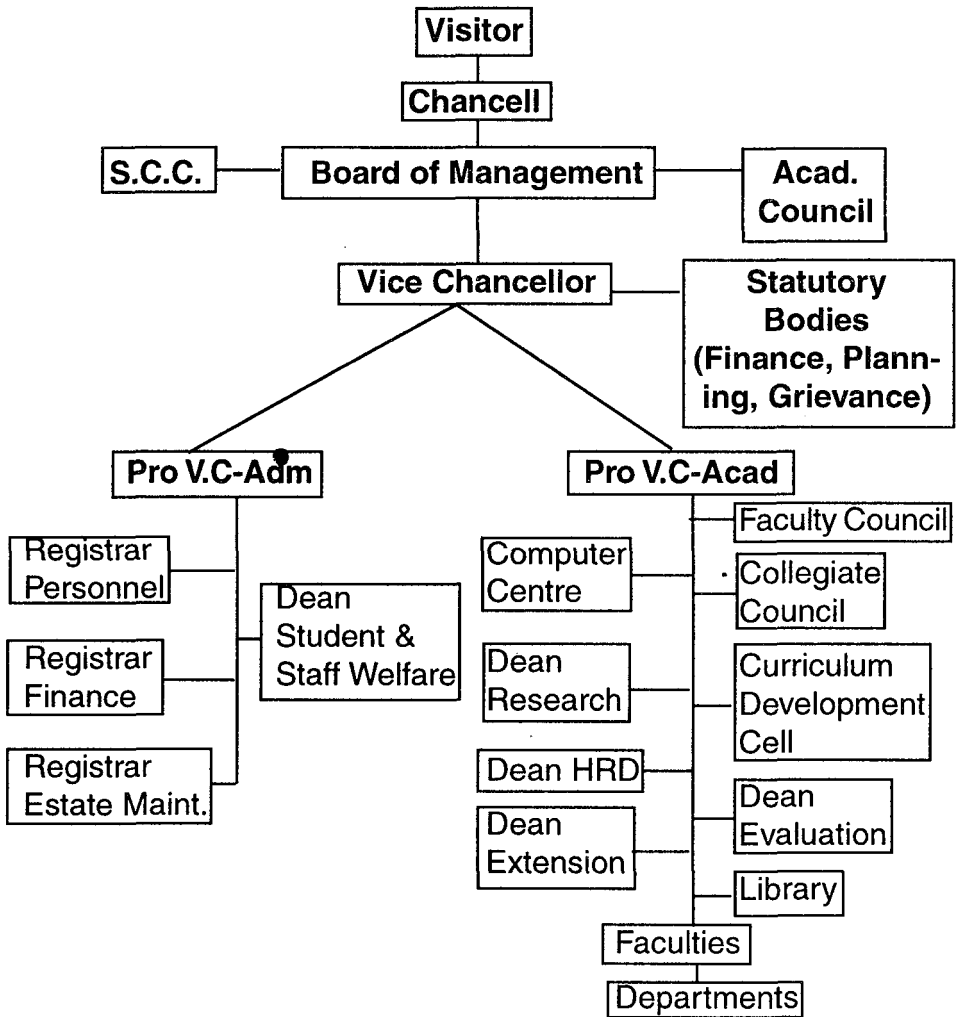
## REFERENCE

1. The term "effectiveness" refers to the extent to which an organization is able to achieve its goals. It is different from efficiency which is concerned with the cost aspect of organizational functioning.
2. The B.H.U. statutes, for example, make provision for various Departments under a Head, who is, under the ordinances, required

to "Manage his Department". The latter, while making the Head generally "responsible for the organization of teaching and research in his Department". Further specify his duty assignments to include, among others, "to conduct all affairs-academic, administrative and financial-relating to the Department". B.H.U. Calender, Part I Volume I, 1983 edition pp.41,42,75 and 76.

3. Faculties have been specified as one of the "Authorities" under the B.H.U. Act, the Statutes making their Deans "responsible for organization and conduct of teaching and research work in Departments comprised in the Faculty". The authority of the Dean over the Departments is further reinforced by the provision in the ordinances that "The Head of the Department shall manage his Department subject to the general authroity and direction of Dean of the Faculty..... Ibid, pp,9, 30 and 75.
4. The B.H.U. Act specifies that the Vice-Chancellor shall be "the Principal executive and academic officer of the University" and that the Academic Council "shall be the academic body of the University and subject to..... shall have charge of the organization of study and research in the University and the Colleges, the courses of study and the examination of students..... and shall have the right to advise the Executive Council on all academic matters". This charge is further detailed in the Statutes which include the all-encompassing provision, "to perform, in relation to academic matters, all such duties and to do all such act as may be necessary for the proper carrying out of the provisions of the Act, these Statutes and the Ordinances" Ibid, pp. 7,8,10,35-38.
5. The BHU Statutes provide for the Institutes - two of them having a single and one, two Faculties-whose Directors are, under the Ordinances, responsible for "the academic, administrative and financial affairs of the Institute" and who have been given authority over the Head of the Departments in no way different from that of the Deans. Ibid. pp.24, 42-44, 69 and 75.
6. While the upper limit of this span may vary depending upon a large number of variables, its existence is a hard reality that cannot be ignored or denied by structure-designers.
7. In illustrate, the BHU has a Department of Bio-Chemistry in the Faculty of Science and also in that of Medicine, a Department of Computer Science in the Faculty of Science and that of Computer Engineering in the Faculty of Technology, a host of separate language departments in the Faculty of Arts, and so on. This is not special to BHU but is a common phenomenon in Indian Universities.

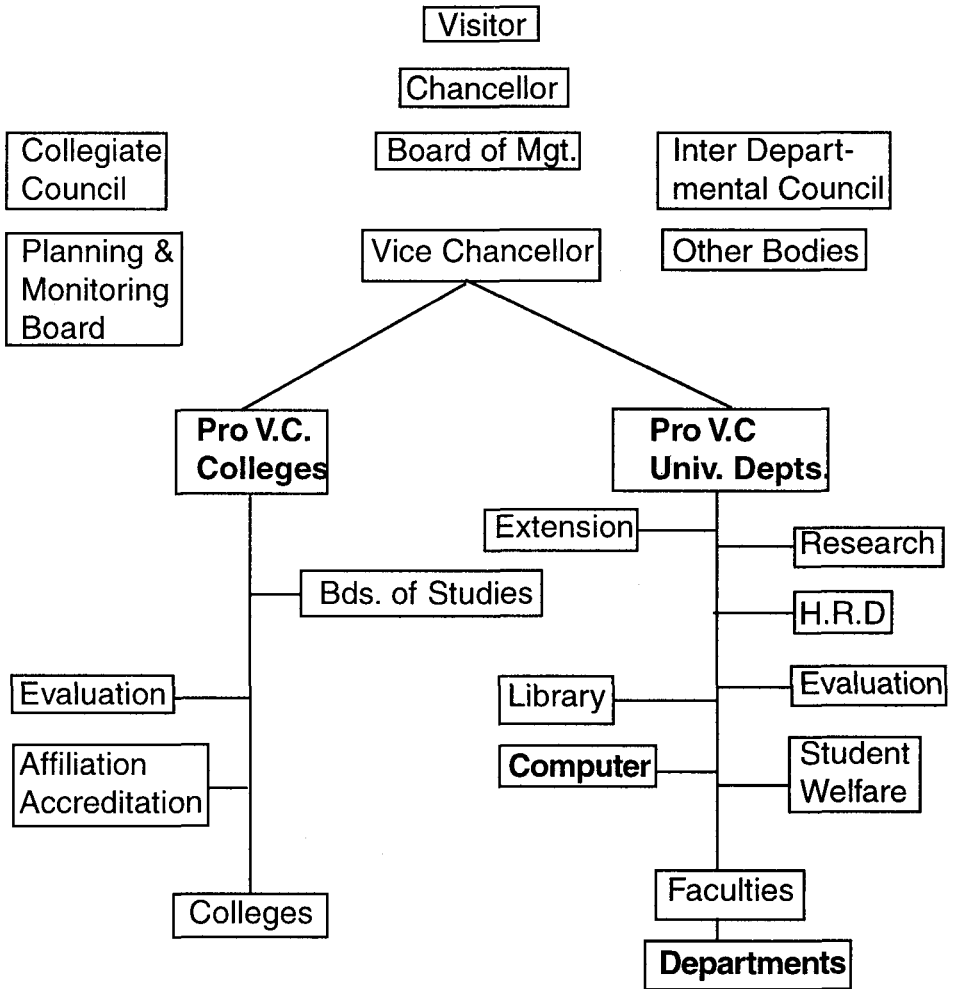
### Affiliating System : Model I Modified 3-tier System



#### Special Features:

1. Senate only a consultative body/not a "Supreme" one.
2. Clear cut division of powers between Executive Council and Academic Council.
3. Statutory bodies/Committees to discharge specific Responsibilities.
4. All authorities/bodies/Committees shall have only ex-officio/nominated (by rotation) members - No elections.

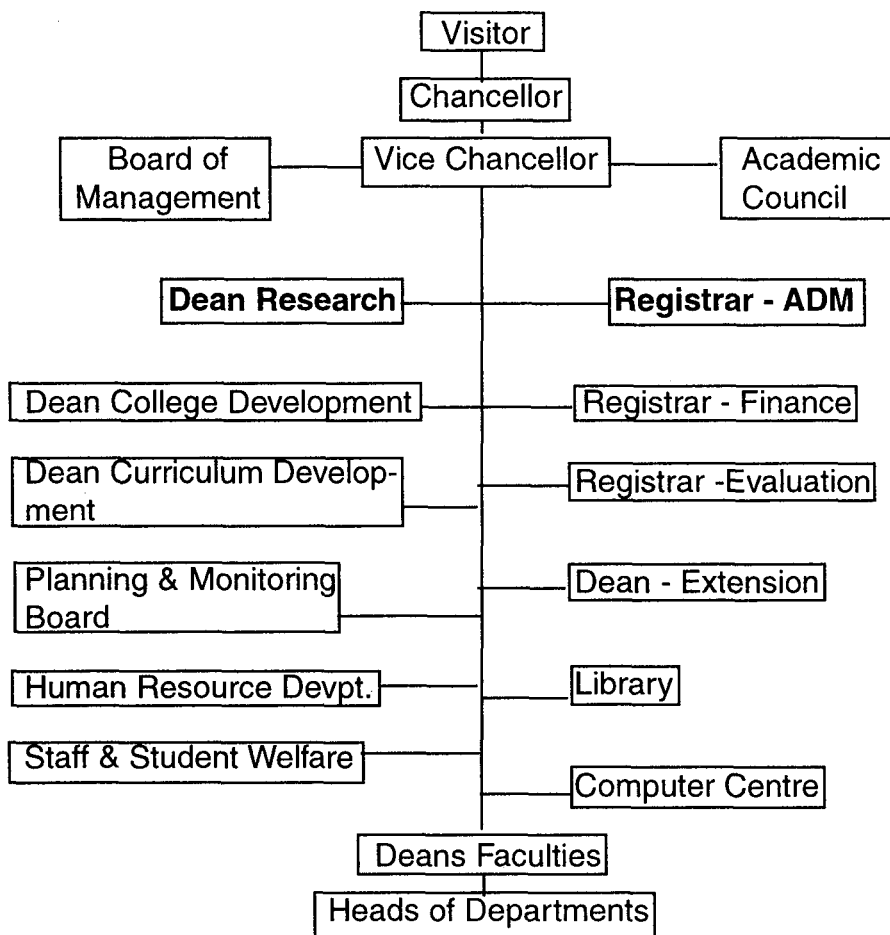
### Affiliating System : Model II Bifurcated System



*Special Features:*

1. No Senate
2. Academic Council bifurcated into two, one for colleges & another for University Departments.
3. University Departments of Studies & Research not tied up with the affiliated colleges.
4. Affiliated colleges to have separate Boards of Studies.
5. The collegiate council shall decide on, in addition to academic matters finances and genral administration of affiliated colleges; similarly the inter departmental council shall decide on academic & administration of Depts.

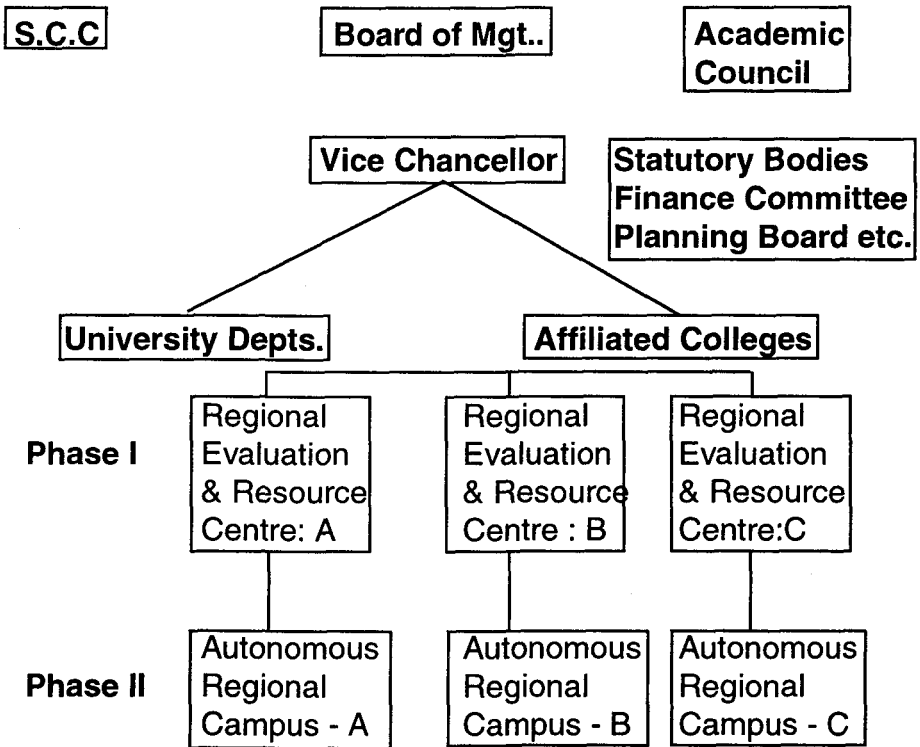
**Unitary type Universities : Model III**  
**Two Tier System**  
**(Applicable to Small affiliating University also)**



*Special Features:*

1. No Senate. 2. Separation of powers between the two authorities: Executive council and Academic Council.
3. V.C. Shall co-ordinate the functions of the authorities other bodies & officers.
4. Pro-Vice-Chancellor can be provided for, if necessary.

**Decentralised Model : Model IV  
(Applicable to Larger affiliating Universities)**

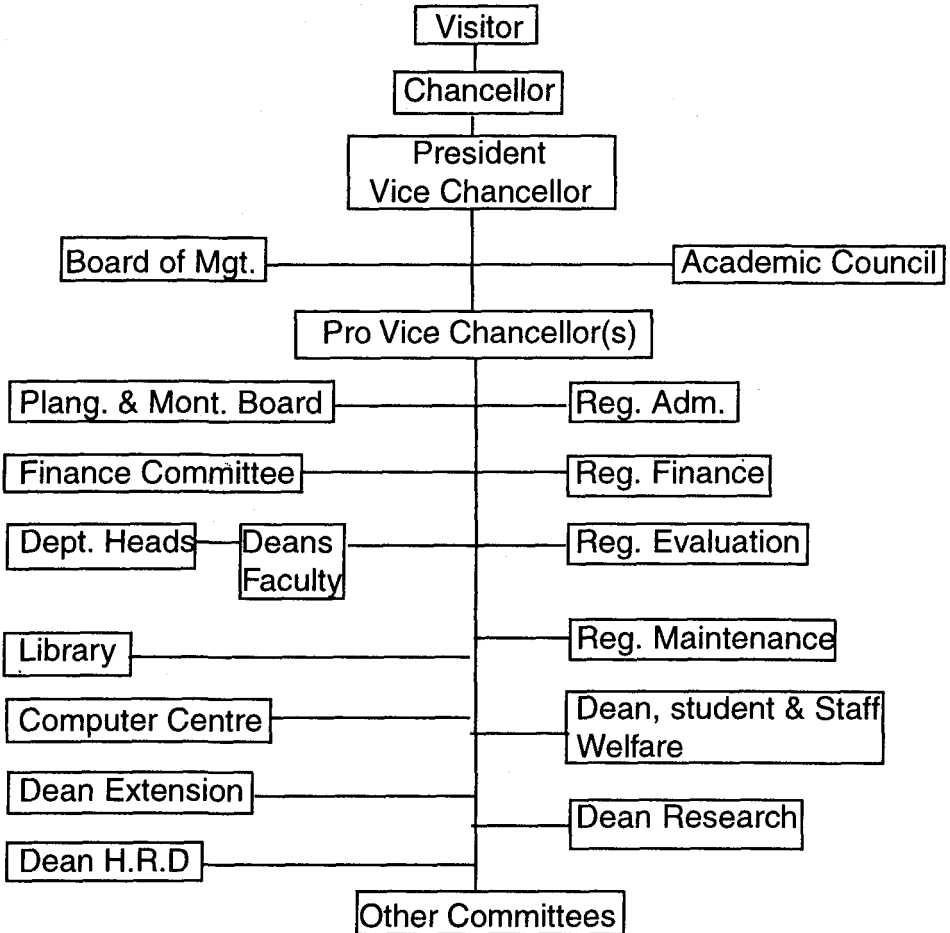


*Special Features:*

- Phase I There will be common faculties, Board of studies, Curriculum Cell, Evaluation Board, between University Departments and Colleges.
- Phase II All regional centres will be completely decentralised into Autonomous Regional campuses with their own Faculties, Boards of Studies, Academic Council, Examinations etc., under an umbrella of University Authorities and common statutory bodies of planning Board, Finance Committee, Tribunal etc.



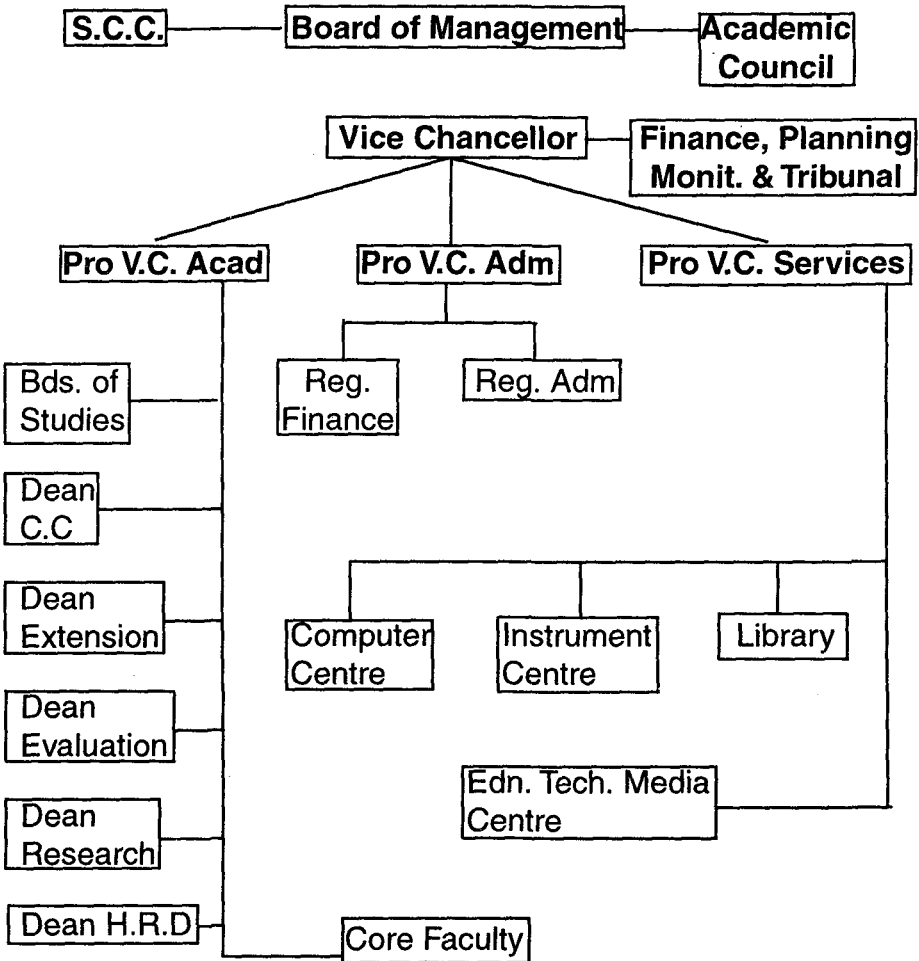
**Presidential Type Model : V  
(Affiliating type)  
(Applicable to Unitary type of University also)**



*Special Features:*

1. No Senate
2. Vice Chancellor - Centre of authority
3. Executive Council controls only the financial authority and in all other matter, its advice is recommendatory
4. Academic Council shall duly consider the Vice Chancellor's proposals and give its advice

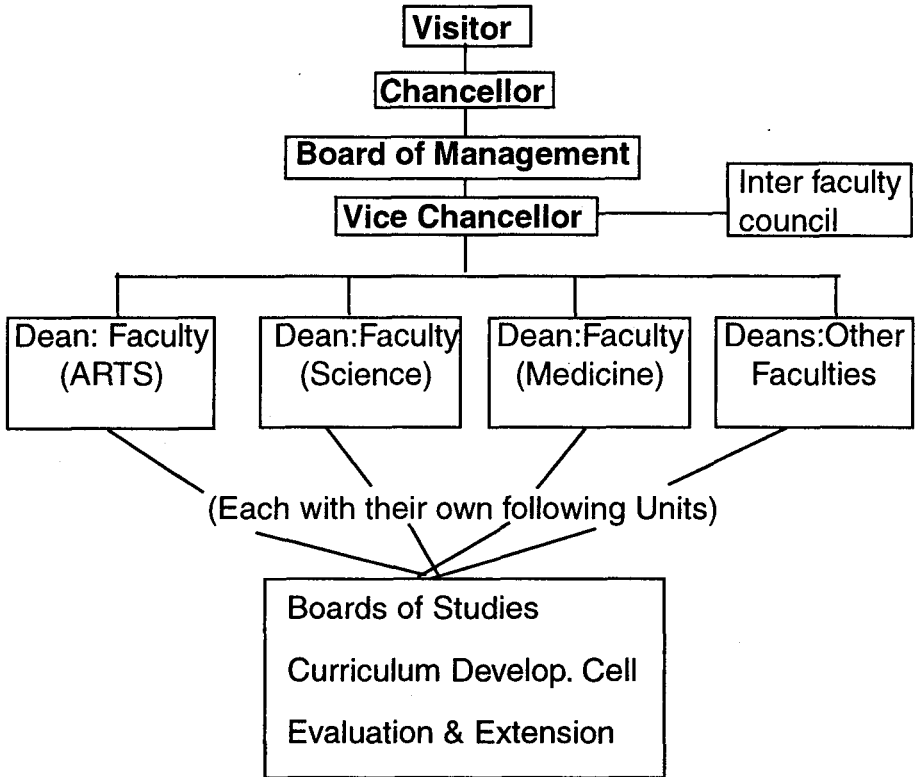
**New Affiliating University Model : VI  
(Without Regular Teaching & Research Departments)**



*Special Features:*

1. There shall be no University Faculties and Departments for regular teaching and research, excepting for the core Faculty members who will support the teaching & Research programmes in colleges.
2. The Board of Studies will largely consist of College faculty members with core faculty participation.
3. The faculties of library, Instrumentation & Computer Centres, Educational Technology and Media centre are to be commonly used by the colleges.

## Unitary University Model : VII



### *Special Features:*

1. There are no traditional Authorities & Bodies
2. Faculty - the ultimate unit of functioning
3. There may be Areas within the Faculty but will be under the academic and administrative control of the Faculty.

## MANAGEMENT OF INSTITUTIONS DEEMED TO BE UNIVERSITIES

Deemed to be Universities are institutions which are not established as Universities through legislations, but which are declared as deemed to be universities as per section 3 of the UGC Act.

Section 3 of the UGC Act empowers the Central Government to declare by notification any such institution as deemed to be university on the recommendations of the UGC. All provisions of the UGC Act are applicable to the deemed to be universities.

These deemed to be universities have the following salient features:

- (1) They concentrate on specific areas assigned to them on the basis of which they are declared as deemed to be Universities;
- (2) They are autonomous in academic, administrative, finance, research, evaluation and extension aspects, etc., like other universities;
- (3) There is enough scope for trying out and developing different models of leadership owing to their limited jurisdiction;
- (4) Such institutions are able to enjoy closer and thicker contacts of students with persons involved in administration, teaching, research, extension and evaluation and thereby they generates an encouraging social ethos and enabling educational climate on the campus;
- (5) Due to closer contacts among persons at different levels, it provides an opportunity for developing a participatory decision making process leading to healthier relations among members;
- (6) As these institutions have a well identified focus, they can play an important role in the maintenance of standards in that area.

### 19.0 EXISTING FRAMEWORK

We have examined the Memorandum of Association of most of the existing deemed to be universities and illustrate as under the management structures of some of them with particular reference to their authorities.

The deemed to be universities are basically societies registered under the Indian Societies Registration Act of 1860 and conform to the requirements of this Act or as a Trust with trustees being appointed and vested with legal powers and duties.

**Indian Institute of Science, Bangalore** - The Visitor; the court; the Council; the Senate; the Board of Management; the Board of Trustees; the Finance Committee and the Director.

**Tata Institute of Social Sciences** - The Governing Board; the Holding Trustees; the Academic Council and the Finance Committee.

**Central Institute of English & Foreign Languages** - The Board; the Academic Council and the Finance Committee.

**Sri Satya Sai Institute of Higher Learning** - The Governing Body, the Academic Council; the Finance Committee; the Faculties and the Board of Studies.

**Gandhigram Rural Institute** - The Senate; the Syndicate; the Academic Council; the Finance Committee; the Faculty and the Board of Studies.

**School of Planning and Architecture** - The General Council; the Executive Council; the Academic Council; the Finance Committee and the Board of Studies.

**International School of Population Sciences** - The General Council; the Executive Council; the Academic Council and the Finance Committee.

**Birla Institute of Technology, Ranchi** - The Chancellor; the General Council of the Institute; the Board of Governors; Planning and Monitoring Board; the Finance Committee and the Technical Council.

It would, thus, be apparent that there are variations in management structures of deemed to be universities.

There is no authentic document providing a concrete definition of the concept of Deemed Universities. The decisions to declare these institutions as well as to maintain most of them have been made purely on ad hoc basis.

For the first time in 1966, the Kothari Commission mentioned the following small paragraph:-

"12.43 **DEEMED UNIVERSITIES:** We consider this a welcome development. There is in our educational system a need for institutions having the academic status and privileges which ordinarily belong to a university, but with more specific and limited functions and scope. While such institutions in their limited field should maintain the highest standard of teaching and research, their organizational set-up need not be the replica of a university. Our recommendations regarding autonomous colleges will be of some use in this context. We would like to stress that, in deeming institutions as universities

under the UGC Act, the most careful attention should be paid to the question of educational standards. This provision under the Act gives scope for experimentation and innovation, but it should not become a cheap side - or back-door to university status."

Some times back the UGC formulated some norms to identify the appropriate institutions for conferring the status of "Deemed to be a University". Still, on the whole, several aspects of this most innovative section of the UGC Act remain more or less undefined and unclear as to the nature of its status and character. At any rate, the intention of the section 3 of the UGC Act is to confer this distinction on highly selected institutions. In the recent past, the number of Deemed Universities has grown fast and one wonders whether it is not necessary to exercise restraint in increasing the number of these institutions. While in one sense an increase in autonomous institutions is welcome, there seems to be a mixing of concepts of autonomous colleges and Deemed Universities which are completely different ideas.

## **UNIFORM MANAGEMENT PATTERN NOT DESIRABLE**

**MANAGEMENT PATTERNS OF DEEMED UNIVERSITY NEED NOT BE UNIFORM EXCEPT FOR SOME CORE ELEMENTS AND SHOULD NOT APPEAR TO BE REPLICAS OF THE STRUCTURE OF CENTRAL OR STATE UNIVERSITIES.** Even among Deemed Universities diversity of structure should be welcome. **THE STRUCTURE OF EACH DEEMED UNIVERSITY, SUBJECT TO A FEW CORE ELEMENTS, SHOULD BE INDIGENOUS AND IN ACCORDANCE WITH ITS OWN OBJECTIVES.**

If these institutions are subjected to follow conventional pattern of statutory universities, their potentiality of innovation will be seriously jeopardised. Any efforts to require Deemed Universities to follow the organisational and academic pattern of statutory universities could defeat the very purpose for which these institutions are deemed to be universities. This status is conferred on the institutions to sustain a high degree of flexibility in academic financial and even administrative matters in order to guarantee their innovativeness. These institutions were chosen for their contributions in a span of history of several decades and the continuation of which will enrich the entire higher education system after they are brought within the purview of the UGC Act. The pattern of Central or State Universities cannot be a good ideal for these institutions. From this view, the Deemed Universities should be advised to enroll only a small number of students. Their indigenous structure and character should continue so that they remain innovative and experimental.

The financial support to these institutions is expected to help them to continue their experiments in their indigenous field which have grown out of their own cherished history. The Visiting Committees of the UGC which normally consists of teachers of conventional universities, should be advised to refrain from driving these institutions towards development on the lines of conventional universities. They should be encouraged to develop as inter-disciplinary Centres or Schools or Studies so that their potentiality of innovation may not be impeded.

**IT WOULD GO A LONG WAY IF THERE WAS ESTABLISHED A COUNCIL OF DEEMED TO BE UNIVERSITIES LIKE THE PROPOSAL OF COUNCIL FOR CENTRAL UNIVERSITIES.**

Further, it is also necessary to ensure that "Deemed University" is not used as a stepping stone to becoming a statutory university as has happened in some cases. It is also necessary to make it clear that an Autonomous College is not a stepping stone to become a deemed university.

It is also necessary to evolve a much more flexible "Block-grant" pattern that is conducive to problem-centred multi-disciplinary studies which should be the main domain of deemed universities. There should be adequate provisions for scholarships for attracting good students, particularly at post-Graduate levels so that well-qualified students get encouraged to undertake inter-disciplinary problem-centred studies even at Master degree level before M.Phil or Ph.D. This will be conducive to developing them for advanced inter-disciplinary studies at research degree levels.

Several of the deemed institutions are creation of historic trust-deeds. They should not be required to change their original trust-deeds wherever it involves very complex and long litigation. It may be enough if the power of inspection of deemed universities by the Central Government was provided in the UGC Act itself.

The deemed universities should provide for co-operation with other specialised institutions for purposes of advanced learning, research and extension work and they may recognise such specialised institutions for this purpose.

These institutions have to be secular in line with the preamble of the Constitution of India. No religious criteria could be applied for admission or work in such institutions. It is to be considered whether institutions with religious background should become deemed universities, because then the UGC will be flooded with such demands from all kinds of religious organisations.

## **19.2 ADDITIONAL PROVISIONS IN MEMORANDA**

We further recommend that the following provisions in particular be made in the Memoranda of Association of Deemed to be Universities at appropriate places:

- (1) The institutions shall be open to persons of either sex and of whatever race, creed, caste or class and no test of condition shall be imposed as to religious belief or provision for admitting or appointing members, students, teachers workers or in any other connection whatsoever.
- (2) The Central Government shall have the right to cause an inspection to be made of the Institute, its buildings, laboratories, its examinations, teaching and other work conducted or done by the Institute; and to cause an enquiry to be made, if considered necessary by the Central Government, in respect of any matter connected with the institute. This may be done through a provision in the UGC Act or through a separate agreement between the UGC and the concerned institution.
- (3) To appoint such committees for such purposes and with such powers as the Board of Management may think fit and to co-opt such persons on these committees as it thinks fit.
- (4) To delegate all or any of its powers to any committee or sub-committee constituted by it or to the Chairman or the Director of the Institute or any other person.
- (5) The academic activities of the Institute may be reviewed by the Institute itself after every 5 years and the report submitted to the Chairman of the Institute who shall remit to the Board of Management for such action as may be considered necessary.
- (6) To confer honorary degrees or other distinctions in the manner prescribed by the BYE-LAWS.
- (7) To establish such special centres or other units for research and instruction as are, in the opinion of the institute, necessary for the furtherance of its objects.
- (8) To delegate all or any of its powers to the Board or to any Committee or Committees constituted by it.
- (9) To raise on behalf of the Institute loans from Central or any State Government or State Bank of India, Nationalised Banks or Scheduled Banks, or any Corporation owned or controlled by the Central or any State Government.
- (10) To subscribe to, or become a member of or to cooperate or amalgamate with any other association or society whose objects are similar to that of the Society.



## GUIDELINES FOR MODEL ACT

### (General approach - Model Act - Central Legislation)

For governance/management, universities will have to depend on the Act. Amendments to Acts are made to counter the ills/shortcoming of the past Acts which they replace. The Acts generally do not have full perception of the future and hence lack flexibility, which is the essence of development oriented management. The Act must provide for future infrastructural adjustment required for innovation, or organisational or structural changes necessary for improving the quality of education.

Current tendency is to have common provisions for universities in a State. In fact, in many states there is a single Act for all the Universities in the States. The very idea of the exercise undertaken by the Commission is to provide Alternate Models within the University system. Some guidelines for the purpose are needed to avoid past mistakes by building in basic principles of positive management within the system. The suggestion of a Model Act is a step in this direction.

### 20.0 GENERAL APPROACH

The over-riding principles which may govern the formulation of a Model Act for Universities, bearing in mind the deficiencies in the existing legal framework and of the changed socio-economic environment, can be listed as follows:

- (1) Autonomy of the University system, coupled with provision for its responsibility and accountability to the Society.
- (2) Clear and unambiguous enunciation of the powers and responsibilities of the University.
- (3) A clear-cut, well-defined division and separation of powers among the University authorities/bodies.
- (4) Broadening the role perspective of the university, with effective linkages with other social sub-systems.
- (5) Depoliticisation of the campus and ensuring of healthy academic environment.
- (6) Decentralisation of decision making, by specific division of powers and responsibilities among officers.

- (7) Debureaucratisation of the administrative machinery by infusing academic thinking into the University administration; adequate flexibility in decision making and execution guided by academic rationale, without being technically bogged down to set rules and regulations.

These principles shall promote efficiency, economy and responsiveness of the University administration.

With the above guidelines in mind, the Model Act/Statutes/Ordinances of the University have been suggested in this Chapter. Needless to state that, given the variety of universities and their structural/functional differences in different regions of the country, it is next to impossible to suggest one single Model Act for the entire country. It will also be unfair to completely ignore the genuine diversity among Indian Universities. Act/Statutes/Ordinances have two dimensions: form and content. As regards form, the Act generally outlines the broad legal framework, dealing with structure and units of the University organisation, its objectives and powers and is indicative of the spirit and general direction along which the University is expected to proceed. The Act does not dwell at length into the details of the operational dimension. The Statutes/Ordinances fill-up the flesh to the skelton structure given by the Act. All the ground- rules and working procedures are detailed by them.

Above all, every possible situation of decision/action cannot be fully visualised and provided for in any of the Acts/Statutes/Ordinances. There will always be need and scope for spot-decisions. Actually, the University system must appreciate the role of such unspelt conventions and academic practices, in so far as they do not contradict the spirit of the Act/Statutes/ordinances.

The possible content of a Model Act/Statutes/Ordinances have been suggested as follows. However, those features/Provisions of the Act/Statutes/Ordinance which need not be changed have not been recounted.

## **20.1 MODEL ACT**

### **20.1.1 PREAMBLE**

Objectives and Powers of the University shall be as broad-based as possible. The extension dimension shall be given due emphasis. The University should be expected to participate in and contribute to the regional/national socio-economic development by means of socially relevant research, education and applications. It should strive to inculcate the national values and goals, particularly the sense of nationality and

integration, inter-religious tolerance and one-ness of the Indian society and eradication of illiteracy, poverty and other social evils.

The University system should have adequate provision for earning their resources, (atleast partially), by means of consultancy-based R&D Projects and for augmentation and productive utilisation of their assets and resources.

The University system should be enabled and encouraged to inter-act with the National Laboratories and other national and regional research centres and R & D wings of industrial undertakings.

## **20.1.2 OFFICERS OF THE UNIVERSITY UNDER MODEL ACT**

It has already been recommended that the State Governor should be the Visitor of the Universities in the States. He should not be an officer of the University.

### **VISITOR**

The Visitor [President of India/State Governor] shall discharge his constitutional responsibilities vis-a-vis the University system; and shall carry out the recommendations of the Council of Ministers at the Centre/ State, as the case may be. However, there would be an element of discretion and judgement in nominating members to the University bodies and authorities, out of the panel of names recommended by the Government in consultation with the Vice-Chancellor. The Government may be required to suggest names in the ratio of 2 or 3:1 i.e., if there is one vacancy, two or three names shall recommended by the Government. Similarly, the visitor shall have some discretion in selecting the Vice-Chancellor from out of the panel of names recommended by the duly constituted search Committee. The Government should not thrust any particular name on the Visitor. This provision is suggested to provide against appointments being made on purely political considerations.

However, the Visitor shall not have any arbitrary power of suspending/ removing the Vice-Chancellor, unless after the due process of enquiry, by a judicial authority (equivalent to a bench of the High Court) wherein the Vice-Chancellor concerned is given an opportunity to defend himself.

The Statutes-making power, within the legal framework of the University Act, should be largely left to the University Authorities, viz., the Executive Council (Syndicate) and / or Academic Council. The Visitor need not have the final authority of approving or disapproving all the statutes proposed by the University, though he should have the right to annual statutes in exceptional cases where it is in conflict with provisions of the Act.

## **CHANCELLOR**

In order to make available to the Vice-Chancellor and other Officers the counsel of a senior citizen, an honorific post of Chancellor could be provided in the State Universities also. The Chancellor could be appointed by the Visitor on the recommendation of the Executive Council.

## **VICE-CHANCELLOR**

The Vice-Chancellor's term should be five years subject to the age limit of 65 years, with or without a provision for re-appointment for one more term in the same university. The Vice-Chancellor should be appointed by the Visitor out of a panel of three names recommended by the Search Committee essentially consisting of :

- (1) nominee of the Chairman, UGC/Chairman, State Council for Higher Education
- (2) nominee of the (Syndicate) Executive Council;
- (3) nominee of the Visitor, who shall be the Chairman of the Committee.

In the interest of continuity, it should be provided that a Vice-Chancellor whose term has come to an end, shall continue in office till his successor assumes office.

## **PRO-VICE-CHANCELLOR**

A provision should be inserted for appointing one or more Pro-Vice-Chancellors. The term of the Pro-Vice-Chancellor shall be co-terminus with that of the Vice-Chancellor. His appointment should be made by the Executive Council on the recommendation of the Vice-Chancellor. It must be made obligatory that the Registrar carries out all directions of the Pro-Vice-Chancellor as he does those of the Vice-Chancellor.

## **DEANS OF FACULTIES/SCHOOLS - DIRECTOR OF INSTITUTES**

Every Faculty or a School should be headed by a Dean and every Institute by a Director. The Appointment of a Dean/Director should be made by the Executive Council on the recommendation of the Vice-Chancellor.

## **THE REGISTRAR**

There should be a provision for appointment of one or more Registrars. The appointment of a Registrar shall be for a period of five years with a

provision for a second term. His term could be co-terminus with that of the Vice-Chancellor. The Registrar could be appointed from amongst the faculty members, who will revert to their teaching position at the end of his term.

### **THE CONTROLLER OF EXAMINATIONS:**

The designation should be changed to that of Registrar (Evaluation).

### **THE FINANCE OFFICER :**

The Finance Officer should also be redesignated as Registrar (Finance).

### **OTHER OFFICERS**

Besides the above three statutory officers, who conventionally exist in the Indian Universities, few more statutory officers have become necessary to fulfill the new demands being made upon the University System.

- (1) **Dean of Colleges:** who shall be responsible for the upkeep, development and proper utilisation of infrastructural facilities in the affiliated/constituent colleges; shall inspect and monitor from time to time the extent of fulfilment of affiliation conditions stipulated by the university. He shall work under the direction of the collegiate council, as its Member-Secretary.
- (2) **Dean (Curriculum Development):** who shall be responsible for designing of courses, by feeding the Boards of studies/Academic Council with updated curricular changes; Co-ordinating the work of different Boards of studies and helping them evolve new and inter-disciplinary courses of studies and research;
- (3) **Dean of Research :** who shall be responsible for the execution and monitoring of the research schemes formulated/approved by the University Research Board, and for ensuring that the guidelines prescribed by the Board are carried out by the Faculties/ Departments.
- (4) **Dean [Extension] :** who shall working under a Board of Extension as its Member-Secretary organise and execute the extension programmes of the university including extension education, participation in developmental activities by the faculty and the students, linkages with industry, national laboratories etc;
- (5) **Dean [Planning & Monitoring] :** who shall assist in the preparation of plans of the various Departments/Centres of the University,

prepare the aggregative and perspective plan for the University, monitor the implementation of the plans and evaluate the outcomes periodically. He shall work under the direction of a Planning and Development Board as its Member-Secretary.

- (6) **Dean [StudentsWelfare]** : who shall look after the campus amenities such as canteen, reading rooms, recreation centre, Co-operative Societies, Health care and other facilities for the students.
- (7) **Dean [Human Resource Development]** : who shall be responsible for assessing the training needs of the teaching and non-teaching staff of the University and organise training and development programmes for them. He would also be responsible for providing amenities for all employees and generally look after employee welfare.

All these offices need not be full-time positions. Professors of the University could be appointed to some or all of these positions. Two or more of these offices could also be combined. As and when the quantum of work calls for, separate/full-time positions could be created.

### **20.1.3 AUTHORITIES/BODIES/COMMITTEES UNDER THE MODEL ACT**

As already recommended in Chapter 10, the University should have only two Authorities; The Executive Council [to be restyled as the Board of Management] and the Academic Council.

The Board of Management [Executive Council] should consist of not more than 15 members ; not more than three of whom being Government nominees/ex-officio members representing the education, finance, and planning functions of the Government. Another representative should be there of the State Council for Higher Education/council for Central Universities. In affiliating Universities one-third of members should represent principals of the affiliated colleges, and of the remaining, two should represent University faculties [one Professor and one Reader] and three should be nominees of the Visitor from among distinguished educationists. In Unitary Universities 5 University Teachers viz, 2 Deans, 2 Professors and 1 Reader, should be there as there will be no Principals. All representation should be on the basis of seniority and rotation. The members of the Board of management should be ex-officio members of the Societal Consultative Committee [Court] but not of the Academic Council. The Board of Management shall be the Principal executive body, responsible for framing Statutes/Ordinances/Regulations, other than the Academic ones which shall be in the sole purview of the Academic Council.

## **SOCIETAL CONSULTATIVE COMMITTEE (S.C.C)**

### **[SENATE / COURT]**

The Senate, if included, should only be a deliberative and consultative body, and not an Authority. It should not be saddled with the powers to over-ride decisions of the Syndicate and Academic Council or other bodies of the University. It should be renamed as Societal Consultative Council (S.C.C). The S.C.C. should have the following powers and functions.

- (1) to review from time to time the broad policies and programmes of the University and to suggest measures for the improvement and the development of the University;
- (2) to consider and pass resolutions on the Annual Report and the Annual Accounts, together with the Audited Reports of the University; and
- (3) render advice on matters referred to them by the Vice-Chancellor or another authority of the University.

There should be no election to the S.C.C. The representatives of teachers/principals should be selected by rotation on the basis of seniority or by nomination. The total size should not exceed 75 to 100. About 40% of these members should be the representatives of Industry, Commerce, Legislature, Voluntary agencies, civic authorities, Agriculture and so on. Due representation be given to the students which should be based on merit determined by examination results, excellence in games and sports or other extra-curricular and co-curricular activities. Representatives of the non-teaching staff of the University should also be there.

## **THE ACADEMIC COUNCIL**

The Academic Council should consist of all Deans of Faculties, Chairmen of various Boards of studies, and representatives of Heads of University Departments/ Colleges/and Professors, Readers and Lecturers of the University. The size should not exceed 50 to 75. There shall be no election to this authority also. The Academic Council should be the final authority to decide on all academic matters and frame Statutes/Ordinances/Regulations relating to academic issues. There could be standing committee(s) of the Academic Council, wherever felt necessary.

## **FACULTY COUNCIL**

The Faculty Council of each Faculty/School shall consist of Heads of all the Departments of the Faculty and some Professors, other than Heads,

[the total of these two shall not exceed 20], one Reader, and one Lecturer from each Department and 5 Professors from other faculties of the Universities. The Faculty shall initiate all Ordinances, relating to new courses/subjects to be introduced in the Faculty and amendments to existing Ordinances and send them to the Academic Council for approval. It shall co-ordinate the work of the Departments and shall be responsible for the maintenance of standards of teaching, research and examination in the Faculty. It shall be accountable to the Academic Council for all academic matters and to the Executive Council for all administrative and financial matters.

## **BOARD OF STUDIES**

The Boards of Studies, besides the members of concerned department and one or two from sister departments, shall include external experts also subject to a minimum of 1/3 and a maximum of half of the total members. They will also include representatives from the respective user-agencies of Agriculture, Industry, Commerce, Banking etc. Inter disciplinary Boards of Studies should also be constituted for areas of inter-disciplinary studies and research.

## **OTHER BODIES/COMMITTEES**

The following Boards/Committees/cells may also be statutorily established:

- (a) Planning and monitoring Board
- (b) Finance Committee
- (c) Board of Evaluation
- (d) Board of Research
- (e) Board of Extension
- (f) Collegiate Council [in the case of affiliating Universities]
- (g) Board of Human Resource Development
- (h) Admission and Academic Calendar Committee
- (i) Curriculum Development Cell
- (j) Student Welfare Board
- (k) Grievance Redressal Machinery

These bodies shall have powers and responsibilities prescribed in the University Statutes. Senior academics shall be nominated to these bodies, with external experts/representative of user agencies wherever desirable.



## 20.1.4 STATUTES UNDER THE REVISED FORMAT:

As already indicated, the Statutes shall be formulated, within the over-all frame-work of the University Act, by the Board of Management/Academic Council. The Statutes on all administrative and financial matters shall be formulated by the Board of Management while all the Academic Statutes shall be decided upon by the Academic Council. Where a particular matter happens to be dual, i.e. partly academic and partly administrative, the Board of Management shall have the powers to formulate statutes, after ascertaining the recommendations of the Academic Council. Though the S.C.C. shall not have any authority in the formulation of statutes, it should be informed of all the statutes and amendments thereof and it should be open for the S.C.C. to freely comment on them. The Visitor shall also be informed of all the Statutes though they, need not be remitted to him for approval otherwise. However, if the Visitor is of the opinion that any Statute (or part thereof) is at variance with the provisions of the Act or involves sizeable recurring financial burden, not acceptable to the funding agency, he shall have the right to annul it. If no communication is received within three months from the Visitor to annul proposed Statute, the Statute shall come into force.

The Statutes shall elaborate upon the provisions of the Act, as would be directed by the Act itself explicitly or implicitly. In this task, the University shall not resort to any distortion of the spirit of the Act; and it is only with this rational expectation, that independent statute-making authority is being suggested to be granted to the University.

The Statutes within the purview of the Syndicate may include the following; The composition, powers and duties of the University Authorities, Bodies and important Committees listed in the Act itself; the delegation of powers vested in Authorities or officers of the University; the mode of appointment, terms and conditions of service of university teachers, officers and other employees; the establishment and maintenance of all campus infrastructure including buildings, library, guest house, hostels etc; management of movable and immovable properties of the University; and such other administrative/financial matters that may be stated in the Act/Statutes.

The Academic Council shall be vested with exclusive power of statute making in respect of :

- (a) designing and prescribing new courses of study and research
- (b) prescription of qualification for teaching posts.
- (c) academic norms of recognition/approval of other institutions

- (d) all matters pertaining to admission of students [eligibility, recognition and exemption etc]; and
- (e) such other academic matters that are required to be prescribed by the Statutes.

All other residual matters such as, conditions of affiliations and monitoring of the fulfilment of such conditions by the affiliated colleges, Institutes, Centres; conditions of linkages with National Laboratories, Industry and such other Centres; conditions regarding the approval of Autonomous Colleges and overseeing of the working of the autonomy from time to time; issues which are dual in nature, bearing both administrative and academic aspects, shall be decided by the Board of Management, after consideration of the recommendation made by the Academic Council; but the final authority shall rest with the Board of Management.

### **20.1.5 ORDINANCES**

The Ordinances relating to teaching will be framed by the Faculties and approved by the Academic Council. Those relating to Research/Extension/HRD will be framed by the respective Boards and approved by the Academic Council. Those relating to the Administrative and Financial matters may be initiated by the concerned Body and approved by the Board of Management.

The residuary matters and matters of detail such as syllabi and curricular structure, conduct of examinations, classification of results, use of unfair means at examinations, remuneration for examination work, qualifications for appointment to non-teaching posts, composition of minor Committee etc., shall be covered by ordinances. The Ordinances and all amendments thereof should be duly communicated to the Visitor, other Authority and concerned Bodies and officers of the University.

### **20.1.6 REGULATIONS**

All the detailed regulations governing the various working phases of the university system shall be made by the respective authorities/bodies/committees. Any amendment to the existing Regulations shall also be made by them. They should be communicated to the Visitor, other Authorities/Officers of the University for information.

## **20.2 CENTRAL LEGISLATION ON UNIVERSITIES GOVERNANCE**

There have been suggestions in the past that it would be desirable to

frame a Model Act for the guidance of the State Governments while establishing new Universities. A Committee appointed by the Central Government had considered this suggestion in 1964. This Committee was of the view that it would not be desirable to frame a Model Act. In their view, it was enough, if the detailed provisions of University legislations were framed on the basis of certain broad guidelines for the Governance and its structure. That Committee had accordingly recommended guidelines for framing the core provisions of University Acts. viz., the pattern of organisation, the composition, powers and functions of major University bodies, the appointment of Visitor/Chancellor, Vice-Chancellor/ Pro-Chancellor(s), Registrar(s) etc.,

## **CENTRAL LEGISLATION**

The Education Commission (1964-66) had gone into the question of governance of Universities. Later the Gajendragadkar Committee, appointed by the UGC, submitted its report on the matter in 1971. Since then the pattern of organisation, the structure of governance and the broad provisions on various matters made in University legislations continue, by and large, to be framed on the basis of the recommendations contained in the report of that Committee.

More recently, in the context of certain major controversies which had surfaced, there have been suggestions that the Central Government should enact a law which prescribes certain core provisions that should be common to all legislations of Universities in the country. This suggestion was prompted by the fact that education is now a concurrent subject and in consequence, provisions of any central law, if enacted, would prevail over state legislations. It has also been suggested that the objective of the proposed legislation should be to ensure a broad measure of uniformity in respect of certain core provisions, the absence of which has given rise to most of the present controversies and confrontation between various agencies.

It has also been suggested that these core provisions should deal with all the matters involving the relationship between the Government and the University, namely, the appointment and removal from office of the Vice-Chancellor; the powers and functions of the Chancellor and the Vice-Chancellor, etc. We also understand that the Association of Indian Universities has repeatedly urged upon the Central Government to enact a law which should settle for all times the controversies about the appointment and removal from office, of Vice-Chancellors, judging by the experience of the last decade, we see considerable merit in these suggestions.

It has also been brought to our notice that a Conference of Governors held in 1987 had suggested that all University legislations should be reserved for President's assent. We also understand from the Department of Education, Ministry of Human Resource Development that, during the last 5-6 years, a number of university legislations have been reserved by the Governors of the concerned states for President's assent. These are still pending with the Central Government. The enactment of most of the legislations were controversial, and the decision of the Governors to reserve them for Presidential assent further aggravated the situation.

We do not think it is necessary for us to examine the constitutional and legal implications of reserving any State laws for Presidential assent. It is our understanding that the relevant constitutional provisions are clear and specific. In the field of education, the Centre and the State exercise concurrent jurisdiction; both the Parliament and the State legislatures can enact laws. However, the constitution clearly envisages that in a subject covered by concurrent jurisdiction, the provisions of the Central laws will prevail over the State laws, unless the President has given his assent to the State law which contains any provision repugnant to those in the relevant Central Law. We understand that the Centre has not so far in exercise of its power of legislation in education, enacted any general or specific law which imposes an obligation on a State Government to ensure conformity with them. The concurrent jurisdiction has been utilised so far only to establish new Universities like IGNOU, and those proposed in Assam and Nagaland. The other major legislations, namely, establishment of the AICTE and amendments to the UGC Act flow from the powers vested in the Central Government by the entries under the Union list. We were also given to understand that the Government had, in fact announced in the Parliament in 1984 that a comprehensive legislation would be enacted on the management of the Universities. But this intention has not yet taken any practical shape. In these circumstances, unless any State Government wishes to enact a law which has provisions that conflict with the existing legislations, we do not see any reason why all University legislations should be reserved by the Governors for Presidential assent.

During the course of our deliberations, and our discussion with knowledgeable people, we have been advised that it would be worthwhile if certain core provisions of University legislations are framed and enacted into a Central law to ensure uniformity in the pattern of University management. The strongest argument in favour of such legislation was that such an enactment would end, once and for all, the controversies which have in the recent past surfaced around the office of the chancellor (Governor), removal of Vice-Chancellor from office, etc., On the other hand, there were also equally strong views against any such Central

enactment. The main plea against a Central legislation was that it would be very rigid and that such rigidities should be avoided in a system, which consists of so much diversity and pluralism. The general ambience in which we live and work today does not inspire us to be persuaded by the idealism of the latter argument.

We have relected deeply on both these arguments. We have come to the conclusion that the most ideal and perfect solution may forever elude us. We have to make a beginning from what exists now. And that beginning, in our view, should be the end of the existing controversies about role and jurisdictions. **WE THEREFORE, RECOMMEND THAT THE CENTRAL GOVERNMENT SHOULD ENACT A LAW SETTING OUT THE BASIC STRUCTURE OF UNIVERSITY GOVERNANCE AND THAT ALL LEGISLATIONS BY STATE GOVERNMENT SHOULD BE AROUND THESE CORE PROVISIONS.** The core of such legislation should consist of :

- (1) Designation of the Governor, by virtue of his office, as the Visitor of State Universities;
- (2) Exclusion of the Visitor (Governor) from being a member or officer of a State University;
- (3) Exercise of the power by the Visitor on the advice of the State Governments/SCHE;
- (4) Clear definition of the powers of the Visitor on the basis of those made in the Acts of Central Universities;
- (5) Provision for appointment of a Chancellor as Head of the Universities with powers to preside over convocations and meetings of the S.C.C. but having no executive power;
- (6) Provisions for the mode of appointment, terms of office and removal from office, powers and functions of the Vice-Chancellor

If and when such a Central law is enacted, the provisions of all State University Acts will have to conform to those in the Central law. If the legislations proposed by the State Governments involve any provision different from, or repugnant to, those in the Central Act, then reservation of such legislation for President's assent would become necessary. When it is received for assent, the Ministry of Education should seek the advice of the UGC with regard to the justification or otherwise of the deviations.

We would like to make it clear, that though uniformity regarding the term, functions, powers, security of tenure of the Vice-Chancellor, appointment of officer; composition of the Syndicate, role of the Visitor, role of the Chancellor and the role of the State Government through a piece of central legislation will be helpful, the scope of the Central Legislation should be only that of laying down a national pattern and not for any direct intervention of the Central Government in the affairs of the Universities.



**MEMORANDUM SUBMITTED TO THE PRIME MINISTER.  
HON'BLE SHRI RAJIV GANDHI BY A.I.U**

Some most disturbing trends adversely affecting the autonomy of the Indian Universities have dramatically come to surface in the recent times. The mass resignations of Vice-Chancellors in Bihar, and the suspension of a Vice-Chancellor in Rohtak symbolise the crisis in the autonomous governance of Indian universities, young and old. There has been in evidence in the state legislation a specific form of the erosion of the university autonomy through provisions subjecting the tenure of the high office of the Vice-Chancellor to the "pleasure" of the Chancellor (e.g. Bihar and Karnataka).

The Association of Indian universities at its special General Body meeting on January 8 and 9, 1986 resolved to bring these serious developments to the personal attention of the Hon'ble Prime Minister's positive views on depoliticization of the university campuses and on safeguarding university autonomy. We also note with satisfaction the emphasis placed, as a result of this, on "the creation of a spirit of autonomy for educational institutions" (para 10.1 of the National Policy on Education 1986).

With a view to helping the concretisation of this policy, and the Hon'ble Prime Ministers's vision of university autonomy, the Association urges the Union Government to consider enacting a legislation (now that Education is in the concurrent list) assuring, among other things (a) functional autonomy for the Chancellors and Vice-Chancellors, (b) a uniform procedure for selection of Vice-Chancellors, (c) the provision for a fixed tenure of office of the Vice-Chancellor, unhindered by the pleasure of the Chancellor and (d) the deletion of powers to suspend a Vice-Chancellor whose term of office is in any case statutorily specified. In addition, there is need for such legislation to provide equitable and efficient norms for resource allocation, including the routine grants-in-aid to the universities, since the present diversity of discretionary funding procedures is also a potent and continuing source of frustration of university autonomy.

The Association requests the Hon'ble Prime Minister to set up a time-bound task force for the formulation of such central legislation. The Association, charged by charter to safeguard university autonomy, will be happy to assist the task force in all possible ways.

sd/-

**Prof. S.V. Chittibabu**

(President)

Vice Chancellor

Annamalai University.



## **SUB -GROUPS ON MODELS OF MANAGEMENT**

### **(1) UNITARY AND DEEMED UNIVERSITIES**

Professor P.K. Dongre Convener

Professor Ramlal Parikh  
Vice-Chancellor  
Gujarat Vidyapith.

Smt. Kamalini H. Bhansali  
Vice Chancellor  
S.N.D.T. Women's University

Professor A.B. Das  
Professor of Zoology  
Visva Bharati.

### **(2) AFFILIATING UNIVERSITIES**

Professor S.K.R. Bhandari Convener

Professor M. Abel  
Vice-Chancellor  
Sri Krishnadeveraya University.

Professor Arun Nigvekar  
Department of Physics  
Poona University

Professor Amar Kumar Singh  
Department of Psychology  
Ranchi University.

### **(3) COLLEGES**

Professor Mitra G. Augustine Convener  
Principal  
Madras Christian College.

Principal  
Xavier's Labour Research Institute  
Ranchi.

Professor Abhyankar  
Pro-Vice-Chancellor  
Bombay University.

**(4) NATIONAL RESEARCH FACILITIES**

Dr. D.P. Sinha  
National Staff College  
Hyderabad.

Convenor

Professor Anant Raman  
Department of metallurgy  
Banaras Hindu University  
Varanasi.

Dr. A.V. Patankar  
WRIC  
Bombay University.

Professor V.G. Bhide  
Vice-Chancellor  
Poona University  
Pune.

Professor Abhyankar  
Osmania University  
Hyderabad.

Professor Abad Ahmed  
Delhi University  
Delhi.

**(5) UNIVERSITY-GOVERNMENT RELATIONSHIP**

Professor A.Gnanam  
Professor S.K.R. Bhandari  
Sri C.R.Pillai  
Dr. M.L. Mehta

**(6) ANALYSIS OF ACTS & STATUTES**

1. Prof. A. Gnanam
2. Prof S.K.R. Bhandari
3. Dr. C. Thangamuthu  
(Bharathidasan University,  
Trichy)

**(7) CONDUCT OF SURVERY**

1. Prof. A. Gnanam
2. Prof. R. Srinivasan  
(Institute of Management,  
Bharathidasan University, Trichy)
3. Dr. C. Thangamuthu
4. Dr. M.L. Mehta

**(8) ANALYSIS OF REPLIES RECEIVED FROM UNIVERSITIES**

1. Prof. A. Gnanam
2. Prof. S.K.R. Bhandari
3. Dr. M.L. Mehta

**(9) COMPILATION OF ANNEXURES**

1. Dr. M.L. Mehta
2. Shri. R.L. Sondhi (UGC)
3. Shri. Baldev Datt (UGC)

**(10) REPORT DRAFTING**

1. Prof. A. Gnanam
2. Prof. S.K.R. Bhandari
3. Prof. Mitra G. Augustine
4. Dr. C. Thangamuthu
5. Dr. M.L. Mehta

**Annexure - 3**

Professor S.K. Khanna  
Secretary

UNIVERSITY GRANTS COMMISSION  
BAHADUR SHAH ZAFAR MARG  
NEW DELHI - 110 002

F.No.1-36/86 - NEP/SR - 1

June, 1987

Dear Vice-Chancellor,

You are aware that the Govt. of India and the University Grants Commission have given a very high priority to the implementation of the National Policy on Education 1986.

A copy of the policy document and the Programme of Action drawn in this regard had already been sent to your university for information and further action.

You will kindly appreciate that the New Education Policy has posed many challenges to the system of higher education; the system is to be re-oriented and geared up so as to become a powerful instrument of socio-economic, scientific and technical transformation of the country.

The Commission has appointed a committee of distinguished academics to study the system of higher education in the light of the new challenges posed to it by the National Policy on Education and Programme of Action and make recommendations to the Commission on management patterns, including the structure, roles and responsibilities of various bodies in the light of the new demands on the university system etc.

The various relevant issues are spelt-out in the document entitled "Programme of Action" which the University Grants Commission has already sent to you. Some of the issues are highlighted in the enclosure (Annexure-1).

In this connection, your attention is also invited to a memorandum submitted by the Association of Indian Universities to the Prime Minister (Annexure-2).

The Commission will be grateful if your considered views on the points made in the programme of Action, and in particular to those indicated in Annexures-I & II are sent to the Commission in triplicate for this important task for the university system.

The Committee has been requested by the Govt. of India to make its report early by July, 1987. In view of this your views/suggestions are needed urgently say latest by 30th June, 1987. The Commission will deeply appreciate your help and guidance in this regard.

With regards.

Yours sincerely,

(S.K. Khanna)

## **Annexure - 1**

1. To review the management patterns including the structure, roles and responsibilities of various university bodies in the light of the new demands or the university system with a view to promote the evolution of new, efficient and more effective management systems, so that they may become the basis of new legislations.
2. Persons having administrative responsibility will be given necessary authority for them to be able to discharge their responsibilities;
3. Democratic and participatory functioning of educational institutions and university departments;
4. Teachers and students will be systematically consulted at various stages of planning and implementation;
5. Grievances redressal machinery will be established so that grievances are promptly attended to;
6. To reorganise the Boards of Studies in the universities to facilitate redesigning of courses and to promote inter-disciplinary programmes and inter-faces with employment;
7. Institutions should have an appropriately high powered Board of Research and a Board of Extension;
8. The setting up of Research Committees at various levels in the institutions to promote inter-disciplinary research, to enlarge linkages with other agencies and users;
9. National research facilities should be set up within the university system and proper autonomous management structure should be worked out for them;
10. Establishing the principle of accountability in relation to given objectives and norms;
11. Inducting more women in the planning and management of education;
12. Giving pre-eminence to people's involvement, including association of non-governmental agencies and voluntary effort;

13. Decentralisation and the creation of a spirit of autonomy for educational institutions;
14. Evolving a long-term planning and management perspective of education and its integration with the country's developmental and manpower needs;
15. To formulate a scheme by the UGC to provide financial assistance and other incentives, including model statutes for promotion and development of autonomous departments within the universities;
16. To frame guidelines and pattern of assistance including the extent of academic, administrative and financial freedom and the corresponding responsibilities developing on the autonomous colleges, their management structures, including provisions for safeguarding the interests of teachers, etc.
17. Linkages among academic institutions and between academic institutions and industry;
18. To set criteria for assessment of performance of educational institutions;
19. To establish institutions within the university system which will have close ties with National Laboratories and other agencies.



**UNIVERSITY GRANTS COMMISSION**

New Delhi - 110 002, the 21st December 1985

No.F-81/84(CPP) - In exercise of the powers conferred by Clause(h) of Sub-Section (1) of Section 26 of the University Grants Commission Act, 1956, the University Grants Commission makes the following regulations namely:-

1. Short Title: Application and Commencement:-
  - (a) These regulations may be called the University Grants Commission (Establishment and Maintenance of Institutions) Regulations, 1985.
  - (b) They shall apply to every institution established or caused to be established by the University Grants Commission Under this Act.
  - (c) They shall come into force on the date of their publication in the Gazette of India.
  
2. (1) The University Grants Commission may with the approval of the Government of India establish or cause to be established an autonomous organisation for purposes and functions to be specified in a project report which would, amongst others, contain the:-
  - a) Rationale;
  - b) objective and functions;
  - c) plan of development;
  - d) the structure of management including the membership of the Society, the Board of Management and other concerned bodies and their functions and powers, mechanism for its evaluation;
  - e) financial implications, including phasing of expenditure;and
  - f) the nature and mechanics for enforcement of accountability to University Grants Commission and Government.
  
- (2) Each such institution shall be registered under the Societies Registration Act of 1860 or under the relevant Act of the State Government in whose jurisdiction the institution is located.



- (3) The Memorandum of Association and the Rules of the Institution would, amongst others, provide for the following:-
- a) objects of the Institution.
  - b) the membership of the Society, the Board of Management and other concerned bodies, and their functions and powers.
  - c) the manner of appointment of the staff and the terms and the conditions of service.
  - d) the manner of maintenance of the accounts and related matters, and the audit of the same.



**UNIVERSITY GRANTS COMMISSION**  
BAHADURSHAH ZAFAR MARG  
NEW DELHI

No.F.15-11/84 (CPP)

23.8.1985

To  
The Registrar

Sub: Functioning of the College Development Council set up in the  
Universities - Revised guidelines.

Sir,

In continuation of this Office Letter of even number dated 21.2.1985, I am directed to say that the University Grants Commission at its meeting held on 21.6.1985 considered the recommendations of the Committee appointed by it to review the functioning of the College Development Council set up in the Universities and agreed that the schemes be extended for the next five years ending March, 1990 as per the enclosed revised guidelines on the condition that the State Government would take over the responsibility thereafter.

The Commission further desired that the post of Director/Dean/Co-ordinator, College Development Council should be filled with effect from 1.10.1985 through open advertisement on an All-India basis.

In the new set up of the College Development Council from 1st Oct. 1985, the Director/Dean/Co-ordinator may be appointed a fresh by a selection committee consisting of the following:

- (1) Vice-Chancellor (to preside)
- (2) A nominee of the U.G.C
- (3) One nominee of the Syndicate of the University.

The tenure of the Director/Dean/Co-ordinator, C.D.C may be for 3 years. He may be re-appointed for another term of 3 years but not beyond the age of 65 years.

The Dean/Director/Co-Ordinator may be appointed in the scale of Rs. 1500-2500

plus other admissible allowances as per University Rules. Persons on deputation will be eligible for deputation and other permissible allowances.

The Commission also desired that the T.A./D.A. of the Director/Dean/Co-Ordinator, College Development Council for visiting colleges may be met by the University from its own resources.

The above decisions of the Commission is brought to the notice of the University for guidance and necessary action.

Yours faithfully,

sd/-  
(C.M. RAMACHANDRAN)  
Deputy Secretary

copy to all Officers and Sections  
in Divisions A to D.

## UNIVERSITY GRANTS COMMISSION

Revised Guidelines for the Establishment of College Development Council in Universities.

1. There obtains presently some machinery for affiliation and inspection of colleges, laying down of courses of study, conduct of examinations, etc. in the universities. In addition to the existing machinery, there was an urgent need for or creating an appropriate body at the university headquarter for ensuring the proper planning and integrated development of affiliated colleges and to provide the colleges necessary help and guidance. The establishment of the College Development Council with the active and willing participation of various academic and administrative constituents, as envisaged by the UGC is a welcome step in the direction of improvement of standards of higher education. The efforts of such a body will bear fruit only if fullest cooperation of and help is ensured between the existing machinery in the Universities and the proposed College Development Council; in fact, the UGC, University, Colleges and State Education Departments.
2. The College Development Council may consist of the Vice-Chancellor, Coordinator/Director/Dean of the Council a few senior teachers of the University Teaching Departments particularly those who have taken up COSIP/COHSIP etc. some principals of affiliated colleges, and a representative of the State Government. The total membership of the Council should not exceed 30.
3. The co-ordinator/Director/Dean of the college Development Council may be appointed by the Syndicate on the recommendations of the Selection Committee consisting of the Vice-Chancellor as Chairman, a nominee of the UGC and a nominee of the Syndicate of the University. He may be appointed in the scale of Rs. 1500-2500 plus other admissible allowances as per University rules. Persons on deputation will be eligible for deputation and other permissible allowances. He may be appointed on a tenure basis for three years, extendable for another term of three years, but not beyond the age of 65 years, when he would retire.
4. The College Development Council may meet at regular intervals at least twice in an academic year, to review the implementation of various programmes and activities.

5. The College Development Council would serve as an academic guide to the college system on the one hand and the other hand to ensure inter-action between the academic facilities in the University departments to the teachers in the colleges.
6. The Director, Coliege Development Council should visit the Colleges at least twice in a year to apprise them of the problems of the proposed development of Colleges.
7. The Director, CDC should hold meetings of the College principals with a view to apprising them of the ways in which the CDC can function effectively for the development of Colleges. To fulfil this objective the College Development Council may take in consultation with the University or other bodies concerned, all such steps as it may think fit for the promotion, coordination and raising the standard of education in college, and for the purpose of performing its function it may;
  - a) Function as a policy making body in regard to proper planning and integrated development of colleges;
  - b) Conduct surveys of all the affiliated colleges, district wise with a view to preparing and maintaining an upto-date profile on each college under the University., revising the existing facilities and identifying the needs and gaps that need to be filled for the development of colleges and make such information available to the UGC and other concerned bodies;
  - c) Advise the University on all matters relating to development of affiliating colleges, such as provision of adequate facilites - academic and physical - for raising the standard of learning, teaching and research and its periodic evaluation for enabling the university to maintain reasonable continuity of policy in regard to development of colleges;
  - d) Prepare a perspective plan for the development and opening of new colleges, to enable the University and State Education authorities to take long term decisions on the planning and development of colleges and may advise the University on matters relating to different disciplines taught in colleges at different levels of University education;
  - e) Advise the University in regard to rationalisation and implementation of University's policy on affiliation of colleges;

- f) Keep close contact with the colleges with a view to helping them in their proper development, selection of teachers, student amenities, proper utilization of grants and efficient implementation of UGC approved projects and reforms viz. examination reform, COSIP, COHSIP, restructuring of courses to make them more relevant and significant not only to students, but also to the region as a whole by assessing social transformation and regional development.
- g) review the facilities for post-graduate departments of colleges in terms of the norms prescribed by the UGC and assist those having the potential of coming up to the norms within a few years.
- h) Help in the implementation of the regulation framed by the UGC regarding minimum standards of instruction for the award of first degree and also regarding restructuring of courses at the undergraduate level.
- i) Help in the selective development of some colleges to remove regional imbalances; and also assist the colleges to realise their potential and in identification of colleges for autonomous status.
- j) Evaluate and assess the impact of UGC grants utilised by the colleges for the implementation of various development projects.
- k) Ensure that the UGC grants released to university for disbursement to colleges are not held/locked up or utilised by the university for its own purpose, and also ensure that these grants are properly and expeditiously disbursed to colleges for specified purpose accordingly to the guidelines laid down by the Commission.
- l) Obtain from the colleges and furnish to the Commission utilization certificates and completion documents in respect of UGC grants and see to it that UGC grants are properly and expeditiously disbursed to colleges through the university, and help in monitoring the UGC programmes implemented by the affiliated colleges.
- m) Ensure close and continued contact and interaction between the academic faculties at the university teaching departments and at the colleges; monitor the development programmes and maintain regular statistics on the development of colleges.

- n) Review the inspection reports of the colleges and suggest remedies for the defects and irregularities reported.
  - o) To prepare Annual Report of the functioning of the CDC during the year and submit the same to the Syndicate and the University Grants Commission.
  - p) Perform such other functions as may be prescribed or as may be deemed necessary by the University for advancing the cause of collegiate education that may be incidental or conducive to the discharge of the above functions.
- (8) The College Development Council may be responsible to the Vice-Chancellor and send periodic reports to the UGC about the impact of UGC Programmes. It may be desirable to lay down the functions of the College Development Council in the Statutes/Ordinances of the Universities.
- (9) The University Grants Commission may provide adequate grants to meet the expenditure on:
- (a) The salary and allowances paid to the Co-ordinator/Director/Dean.
  - (b) The salary and allowances for one post of Stenographer appointed by the University in the prevalent senior scale to assist the Co-ordinator in the discharge of his duties and the work of the Council.
- (10) The University will provide for adequate accommodation, furniture and fittings, stationery, typing machines, roneo facilities, secretariat and class IV staff and other facilities from its own resources for the efficient and smooth functioning of the College Development Council.

**PROCEDURE FOR ACCREDITATION OF STAFF MEMBERS FROM  
ONE DEPARTMENT TO ANOTHER  
IN  
ROORKEE UNIVERSITY**

1. The consent of the staff member should be obtained.
2. The Board of Studies of the Department, to which a staff member is to be accredited after receiving the consent of the staff members, should recommend his case and spell out of the proposed nature and the extent of his involvement in the activities of the departments.
3. The accreditation should be initially for 3 year after which the Board of studies may recommend his case for renewal.
4. The accreditation will be finally approved by the Academic Council.
5. The following special facilities to these teachers be provided by the department:
  - i) He should be the member of the Board of Studies of the department.
  - ii) He should be given the responsibilities of academic nature only, no administrative responsibilities may be given in the new department.
  - iii) Wherever possible, office facilities (as well as telephone) be provided in the new departments so that he is available for discussion and consultation to the research and academic staff.
  - iv) His name will appear in the list of staff members in the University Bulletin and Annual Reports of the parent department as well as of the Department to which he is accredited.



## DELEGATION OF POWERS - PUNJAB UNIVERSITY

Grant of autonomy for the departments under COSIST (UGC Scheme),

1. That for the Post-graduate courses offered in the COSIST Departments, the respective Boards of control of Departments normally be responsible for framing rules and regulations for admission, Instruction and mode of assessment. The rules and regulations thus framed would be subject to approval of the concerned University bodies.

The Post-graduate courses shall include one-year M.Sc (Hons. School), Two-year M.Sc., M.Phil, and Ph.D. programmes.

2. The Department Administrative Committee shall recommend desirable qualifications subject to the U.G.C./ University guidelines (if any) for the various teaching, research and technical posts and for sending such advertisements to the Newspapers and for getting approval for the purpose.
3. In the Selection Committee for the posts in the COSIST departments, the Chairman, and if possible, a senior faculty member in the concerned specialisation, shall also be included.
4. Subject to concurrence of the Technical Committee in each case the limit for purchase of articles without inviting quotations by the Chairman (COSIST DEPARTMENT) may be raised to Rs. 2,500/- for each item.
5. With the prior concurrence of the Technical Committee and after following the prescribed procedure the Chairman be empowered to place orders directly for the purchase of articles as also to sanction advances of money for items for which funds have been provided for in the budget (recurring and non-recurring). For items where only a single quotation is received, the Chairman, on the recommendation of the Technical Committee, be also authorised to make the purchase with the approval of the D.U.I.
6. The Purchase Committee of the Department, duly constituted by the Technical Committee, be allowed to purchase non-standardised items/goods from the local market up to the limit of Rs. 5,000/- at a time, after making sure of the lowest rates and or quality.

7. The Library Committee of the Department, duly constituted by the Academic Committee of the Department, be authorised to place orders directly for books, special publications (including new Journals) and microfilms etc. up to 10% of the grant/s sanctioned to the respective department for payment from COSIST/ DSA/CSA and other research funds earmarked for this purpose. The Chairman of the Department concerned would get the bills for this part of the grant spent by him on these technical items and get them processed in his department. However, the technical processing of the books etc. so purchased would be got done from the University Library. The purchases of books and journals for the remaining amount of the funds would be done through the University Librarian,
8. For travel expenditure within India (upto ten days at a time) by faculty members to attend conferences, seminars, project work, etc. and for field training programmes of students (as in the case of CAS in Geology) the Chairman with the concurrence of the Administrative Committee, be empowered to approve the expenditure money directly out of the budgetary provisions allocated for the purpose.

The Administrative Committee will normally take a decision in this respect once in six months. In cases where more than three advances are standing unadjusted against the name of one person, the subsequent advance in such a case be sanctioned with the approval of the Vice-Chancellor.

9. For research projects in the COSIST Departments, barring appointment of full-time employees and travel expenses of the Principal Investigators (to be sanctioned by the Chairman/Vice-Chancellor), all other expenses be allowed to be incurred by the Principal Investigator with the concurrence of the D.U.I. subject to the terms and conditions attached to the grants.
10. For the speedy handling of proposals for purchases etc. of COSIST Department a special cell in the University Office be created or in the Accounts Branch; the concerned individuals be identified by the Registrar for this purpose.
11. Vice-Chancellor, D.U.I. four Heads and four other faculty members to be nominated by the Vice-Chancellor shall form a Committee for 'COSIST' programmes in the university.
12. Invitations to distinguished scholars for short-term visits etc. be also handled

by the Departments provided guidelines are prepared for incurring expenditure under the relevant sub-head and got approved by the Vice-Chancellor.

The syndicate at its meeting held on 21st Feb 1987 (para 20) resolved as under:

- (a) That the existing provisions contained in Rule 3, page 445, Calendar Volume III (Chapter XXXIII), 1985 dealing with Financial powers to various authorities, be revised as under:-
  - (i) That the limit of expenditure to be incurred by that Head of the Department out of non-recurring provision made in the budget estimates for clearly defined object be raised from Rs. 5,000/- to Rs.10,000/-.
  - (ii) That the limit of expenditure to be incurred by the Head of the Departments out of recurring provision made in the budget estimates on the following items be raised as indicated:

<b>Recurring Provision item of expenditure</b>	<b>Existing Power Any indivi- dual bill Upto Rs.</b>	<b>Proposed Limit  Upto Rs.</b>
a) Binding	500.00	1,500.00
b) Chemical & /or Apparatus/Medicines	2,500.00	7,500.00
c) Furniture	250.00	1,500.00
d) Hot & Cold Weather charges	250.00	1,500.00
e) Postage	500.00	2,500.00
f) Repairs to University moveable property	200.00	1,500.00
g) * Stationery	250.00	1,500.00
h) Printer, any bill upto	250.00	1,500.00
i) Contingencies for items not specified - any individual items upto	500.00	**1,500.00
j) Electrical/water charges municipal taxes (Octroi, Terminal or other rates/taxes levied by Statute or local rule or order)	Amount of the bill received	No Change
k) Medical Assistance	As admissi- ble under the rule	No Change
l) Refund of Securities	- do -	No Change

\* foot note:- Stationery may be supplied by the University Office, for which the Head of the Dept. may send an indent to the Registrar. The supply will be made according to the requirements of the Deptt., subject to the availability of the Budget provision.

No Change

\*\* The Director /Head / Chairman, VVBIS&ISO Hoshiarpur shall have the power to incur expenditure within the Budget allotment under Head "Contingencies".

- (b) That the following Rule 8 be added at page 446 of the P.U. Calender, Vol III, 1985:-

"The Head of the Department shall be competent to sanction advances upto the limit of sanction of expenditure against non-recurring provision as also recurring provision as provided under Rule 3(i) & (ii) respectively."

The aforesaid decision is to take effect from the date of the decision of the Syndicate i.e. 21st Feb., 1987.

# DELEGATION OF POWERS

## GRANT OF LEAVE TO STAFF WORKING IN SCHOOLS/CENTRES

NATURE OF POWERS	IN RESPECT OF	DELEGATED TO	EXTENT OF DELEGATION	REMARKS
1. Casual/Special Casual Leave.	a. Chairman of Centres b. Staff in Dean's Office	Dean of School Administrative Officer and (where there is no A.O.) Dean of School	Full Powers  Full Powers	
2. Earned Leave/Half Pay Leave/commuted Leave/ Maternity Leave	a. Chairman of Centres b. Teacher and other staff in a Centre c. Non-Teaching staff in Dean's Office excluding A.O.	Dean of School Dean of School  Dean of School	upto 90 days  Full Powers  Full Powers	
3. Extraordinary Leave	a. Teachers in a Centre b. Administrative Officer c. Non-teaching staff in Dean's Office d. Non-teaching staff in the Centre	Dean of School Dean of the School  Dean  Dean	upto 30 days upto 30 days  Full Powers  Full Powers	
4. Duty Leave	a. Teachers in Schools/ Centers and non-teaching staff in Dean's Office/ Centres.	Dean	Upto 30 days	
5. Quarantine Leave	a. Chairman of Centres and Teachers in Schools/Centres	Dean	Full powers	

## **DELEGATION OF POWERS TO SCHOOL / CENTRES BY JAWAHARLAL NEHRU UNIVERSITY**

Unlike traditional universities where the academic activities are primarily discipline-based and related departments are put together under the umbrella of a faculty, in JNU the academic and research activities have been planned to nurture and promote inter-disciplinary studies and research. Towards this end, a School has been visualized as a community of scholars representing a variety of discipline organically linked with each other in terms of subject matter and methodology as well as problem areas.

Each School is made up of a number of Centres which constitute the task forces operating within the broader framework of the School and are basically problem oriented. The Centre of a study is defined as a community of scholars irrespective of their discipline engaged in inter-disciplinary pursuits in areas of mutual interest. As the number of faculty members belonging to a particular discipline grows gradually making the group viable and as curricular programmes for post-graduate and undergraduate levels develop, departments would logically emerge on the scene. The organizational form of academic and research programmes of the University has been planned in a manner to facilitate the attainment of its academic objective. Towards this end there is inbuilt flexibility in the statutes and Ordinances of the University with a view to equipping Schools and Centres of Study with adequate freedom and flexibility in:

1. formulation and periodically updating courses;
2. laying down pattern of instruction and evaluation of courses where faculty member(s) who have designed a course play(s) a predominant part; and
3. promoting academic linkages and collaboration both within and outside the University with a view to ensuring optimum utilization of resources.

While giving desired freedom and flexibility to the Schools, the Ordinances provide adequate safeguards for making them accountable simultaneously to various bodies of the University under the overall control, direction and guidance of the Academic Council.

The Schools and centres are clothed with adequate administrative and financial powers besides administrative and secretarial support with a view to facilitating time in their academic and research tasks. Dean of a School as the Principal administrative and academic officer is chosen from among the senior scholars of the School and holds office for a period of two years by rotation. He is ex-officio Chairman of the Board of Studies and Committee for advanced Studies and Research of the School. It may be pertinent to add that even though these powers have been delegated to the Heads of Schools in discharge of their duties, in practice most of these powers are exercised through active participation of the faculty represented on various bodies like Centre, Committee for Advanced Studies and Research and Board of the School. Subject to budgetary provisions and to the extent of delegation, Dean exercises adequate financial powers to operate on School's budget.

One of the notable feature of the JNU is that most of the powers are reviewed periodically from time to time in order to remove any bottlenecks or hindrances which might have possibly crept in, in day-to-day functioning.

Annexure - I to this note lists academic, administrative and financial powers delegated to the Schools of studies.





## **POWER DELEGATED TO THE DIRECTOR, UNIVERSITY DEPARTMENT OF CHEMICAL TECHNOLOGY**

The following powers of the Executive Council have been delegated to the Director of the University Department of Chemical Technology under section 24, clause(i) sub- clause (xii) of the Bombay University Act, 1974, subject to the provisions of Bombay University Act, 1974, Statutes, Ordinances and rules, norms and procedures laid down by the Executive Council of the University from time to time.

1. To sanction and incur expenditure on the following items:
  - i) Medical benefits;
  - ii) Overtime allowance - Overtime allowance to the employee posted in the University Department of Chemical Technology, as per the rates and norms fixed by the Executive Council from time to time.
  - iii) Incidental expenses to Visiting Faculty - Non-plan and Three-year B.Sc. (Tech) course, post-graduate courses, D.S.A., etc.
  - iv) Departmental Research Grant;
  - v) Research Fellowship of every kind;
  - vi) Merits Scholarship of every kind;
  - vii) Contribution towards students tour;
  - viii) Grant of Bombay Technologist;
  - ix) Library which will include Books, Journals, Binding Charges, Microform of spoiled books and back volumes of journals, incidental expenses etc.,
  - x) Repairs to furniture and office equipments etc.,
  - xi) Printing, Stationery and general postage;
  - xii) Consumables, Stores, Apparatus, Chemicals, Cloth, Services Contracts etc.,
  - xiii) P.G.C. consumables, chemicals etc.,
  - xiv) Services;
  - xv) Telephone Charges;
  - xvi) Computational facilities;

- xvii) Insurance Premium;
- xviii) Hospitality;
- xix) Contingencies;
- xx) Uniforms;
- xxi) Honoraria to Visiting Lecturers;
- xxii) Visiting Fellows;
- xxiii) Repairs & Minor Alternations;
- xxiv) Affiliation Fees;
- xxv) Handbooks;
- xxvi) Publications;
- xxvii) Seminars & Conferences including travels;
- xxviii) Plant & Machinery;
- xxix) Equipment & Furnitures;
- xxx) Maintenance and Development of Gardens;
- xxxi) Taxi-fares.

2. To accept and administer research schemes, projects, centres, programmes, sponsored by the Governments, Semi-Government or Private agencies, etc. and make appointment of temporary staff and fellows, not covered under section 58 of the Bombay University Act, and spend the grants as per provisions of the schemes.
3. To permit acceptance of consultancy and other outside work by teachers as per guidelines;
4. To permit teachers to attend academic conferences, Symposia, Workshop, Seminars etc.,
5. To permit teachers to accept academic work from other universities/academic institutions, such as lectures, examinations, evaluation of theses/dissertations, membership of academic bodies, editorial boards of scientific/technical journals, advisory committee, selection committee of educational scientific organisations, of technical committee of government departments or semi-government institutions;

6. To organise technical seminars, symposia, conferences, work-shops, refresher courses and such other academic activities including the power to fix and collect such fees deemed necessary in this regard income-generating/ self-supporting, to fix honoraria/remuneration and make payments accordingly to faculty of such programmes;
7. To dispose off as scrap equipment, machinery, furniture and such other materials that have out-lived their utility as per guidelines;
8. To dispose off old records as per guidelines;
9. To sanction leave of every kind of teaching and non teaching staff posted at U.D.C.T.
10. To invite external experts for organizing academic programmes;
11. To Sanction...
  - (a) Payment of advances against performs to parties for making purchases;
  - (b) Cash advances for making petty purchases for running various activities of the Department;
  - (c) Festival advance as per rules;
  - (d) Leave travel advances;
  - (e) Advances for attending conference, seminars, symposia, student's tour etc.,
12. To seek, accept, invest and/or deposit in nationalised banks donations/financial assistance from the Central Government, State Government, University Grants Commission, Corporations, Panchayats, Institutions, Companies, Associations, Cooperative Societies, individuals, other agencies etc. received for the University Department of Chemical, Technology (including the Golden Jubilee Fund, Golden Jubilee Research Fund, Development Fund etc.) and sanction, incur and disburse expenditure from such funds/donations so received;
13. To make provisions for instruction, teaching, guidance and training in branches of learning and courses of studies, and for research and advancement and dissemination of knowledge;
14. To accept donations;

15. To manage and regulate the finances, accounts, investments, properties etc. placed at the disposal of the Department of Chemical Technology;
16. To supervise and control the admissions, residence (including hostels) conduct and discipline of the Students of the Department;
17. To institute and award fellowships, travelling fellowships, scholarships, studentships, apprentice-ships, medals and prizes;
18. To fix, demand and receive such fees and other charges (as are regulated by the Ordinances) including granting concessions and freeships as may be required for the smooth functioning of the Department;
19. To administer fund placed at the disposal of the Department of Chemical Technology for specific purpose;
20. To make substitute appointments for non-teaching staff posted at U.D.C.T. and engage services of casual labour;

All powers delegated to the Director, U.D.C.T. shall also include power to sanction, incur and admit expenditure for payment.

21. With regard to selection/appointment procedure for the teaching posts of the University Department of Chemical Technology, the following powers of the Executive Council be delegated to the Director of the University Department of Chemical Technology.
  - (a) Preparation and approval of the draft advertisement for the teaching posts and their insertions in newspapers as per rules and policies laid down by the Executive Council from time to time;
  - (b) Receiving and processing all application for teaching posts so advertised;
  - (c) Determining eligibility of applicants for calling them for interviews after obtaining the approval of the Vice-Chancellor;
  - (d) Make arrangements for holding the interviews which will include....
    - (i) Fixing up the date and time for interviews in consultation with the Vice-Chancellor;
    - (ii) Issuing notifications of the interviews to members of the Selection Committee and eligible applicants as per the rule and policies of the University;

- (e) In order to shorten the time required for the preparation of the panel to be recommended to the Executive Council in terms of sub-clause(v) of clause 2(b) of Section 57 of the Bombay University Act, 1974, the Director shall place before the Academic Council for its approval a panel of not less than six experts in each area fulfilling requirements mentioned in sub-clause (v) at the beginning of the year during which teaching appointments at the Department of Chemical Technology are proposed to be made;
22. To enable the Director of the University Department of Chemical Technology to effectively exercise the delegated powers as recommended above, the Director be authorised to open a current account in the name of the University Department Chemical Technology with the Bank of Maharashtra, Kings Circle Branch, Matunga, Bombay - 400 019, and be authorised to operate it as drawing and disbursing officer singly upto the limit of Rs.35,000/- at a time and jointly with the Assistant Registrar (Finance & Account) of the Department of Chemical Technology above 35,000/- at a time. For this purpose, the University should transfer an amount of Rs. 2.50 lakhs from the General Fund to the above Account of the Department of Chemical Technology and reimburse the amount as and when the bills and vouchers are passed for the recoupmnt on weekly basis. This amount of Rs. 2.50 lakhs shall be a kind of revolving fund kept at the disposal of the Department. It is further recommended that the imprest advance kept at the disposal of the Director be raised to Rs.35,000/-

Where the power to sanction and incur expenditure is delegated to the Director, the power to pass all claims in this regard be delegated to Assistant Registrar (Finance & Accounts) of the Department of Chemical Technology.

**RECOGNITION OF INSTITUTIONS  
BY  
JAWAHARLAL NEHRU UNIVERSITY**

Section 5(13) of JNU Act gives adequate powers to the University to recognize for any purpose either in whole or in part any institution or members or students thereof on such terms and conditions as may from time to time be prescribed and to withdraw such recognition.

All these institutions are governed by separate ordinance providing adequate autonomy in matters relating to structuring of courses of study, evaluation of academic performance of students including pattern and schedule for sessional evaluation. Each of these institutions have Academic Committees which among others consist of two faculty members of the University and two outside experts nominated by the Academic Council. The Committee is chaired by the Head of the Institution who is the ex-officio Chairman of the Academic Committee. All these institutions have powers and functions corresponding to the Board of the School, Committee for Advanced Studies & Research in the School of Study, functioning on the University's New Delhi Campus.

To mention some of the functions of these Committees as entrusted to them by the Ordinances are: to coordinate teaching in Departments, to appoint committees to organise teaching in subjects/areas which are of interest to more than one department or institution or which do not fall within the sphere of any particular department, to recommend courses of study to the Academic Council, to recommend to the Academic Council rules for eligibility for award of degrees as well as names of examiners and moderators which according to the practice of the University have to be from the faculty members who are actually engaged in instruction of the course, to frame general rules for evaluation of sessional work, to approve pattern of instruction and evaluation of a course.

In line with University's policy all these institutions follow system of continuous evaluation as evaluation is considered as an integral part of instruction processes and is the responsibility of the one who is entrusted with the teaching of the course.

The experience of the University in this context is indeed a happy one and all of these institutions are well-known throughout the country for the quality of their

instruction and academic standards.

The Academic Committees of all these institutions function under the overall guidance of the Academic Council which alone has powers relating to schools of Studies of the University.

It would be of interest for the Commission to know that JNU has extended autonomy in academic matters to these institutions as early as 1972, well before the UGC circulated its scheme of autonomous colleges.

## **SOME CASES OF INTERFERENCE IN THE AUTONOMY OF THE UNIVERSITIES AS COMPILED BY THE A.I.U**

1. According to the amendment made in the Uttar Pradesh Universities Act in 1975, the new statutes of the Lucknow University empower the Chancellor of the University to remove the Vice-Chancellor from his office if the latter refuses to carry out the provisions of the Act or abuses the powers vested in him. While there appears nothing wrong with such provisions, it clearly indicates wide scope for manipulation and harassment of Vice-Chancellor.
2. The two ordinances promulgated in 1976 by the Government of Bihar empower the state to transfer the Vice-Chancellor or to direct him to resign from office under certain circumstances. Not only that, the Chancellor who in most of the University Centres is the appointing authority, has also taken himself to be the repository of powers which have deliberately not been defined in the Act. There have been instances in the past few years where the Vice-Chancellors in a number of universities have either been suspended at the pleasure of the Chancellor or pressurised to resign or removed from office without even any enquiry as provided in the Act and Statutes. The Universities of Agra, Allahabad, Bombay, Udaipur, MDU and Bihar can be cited as few instances of such approach to handle university affairs. The most glaring recent case (1985) of such an act is in the State of Bihar where the Vice-Chancellors of all the 8 Universities were asked by the Chancellor to resign enmasse which was a unique act in the history of university education.
3. The Orissa Universities Laws Amendment Act of 1976 empowers the State Government of Orissa to supersede the administration of any university within the state, and to appoint an officer to be the Administrator of the University for one year (subject to a maximum of three years), if it finds on making an enquiry that the University's management is not or cannot be carried out according to the provision of the Act or if there is a default in the performance of the duties of the university authorities, which is not likely to promote its objectives.
4. As per the ordinance of Government of Andhra Pradesh, the State has assumed the authority to nominate all the members of the university's Syndicate and Senate from the State Constituencies, doing away with the



earlier practice of electing some of members of such bodies.

5. The Karnataka State Universities Act of 1976 is the most comprehensive legislation and has serious impact on university autonomy. In the matter of recruitment of teachers, the authority to make the appointments is vested in the Chancellor of the University, while the university will make the selection and submit its recommendations to the Chancellor. More significant is the provision that the Chancellor and not the university has the power to appoint the university's Registrar, the Finance Officer and Controller of Examinations.
6. According to an ordinance promulgated by the Government of West Bengal in 1976, the universities in the State must obtain the prior approval of the Government for increasing any unbudgeted liability, for changing the pay and emolument of their employees and for creating new posts.
7. As per the ordinance of the Government of Andhra Pradesh the universities in the state must obtain prior approval of the Government to borrow money from a Bank or a Corporation and shall not divert earmarked funds for other purpose or implement any schemes which involve any matching contributions from the Government without prior written approval of the Government.
8. In Karnataka the State reserves to itself the authority to affiliate while the university will make all the enquiries about the proposed college and submit its recommendations to the Government.
9. From 1969 through 1980 at Allahabad University, 124 writ petitions, 15 appeals and 58 civil suits were filed in the Allahabad High Courts. In January 1981, the Kerala University Registrar estimated that between 75 and 100 cases challenging university actions were on file in the High Court. The Madras University High Court Advocate estimated that he litigates about 20 cases per year.

## **WORKING OF CAFETERIA MODEL OF CURRICULUM at BHARATHIDASAN UNIVERSITY, TAMIL NADU**

The Bharathidasan University, soon after its establishment in 1982, set upon itself the task of restructuring the Undergraduate and Post-graduate Courses. The syllabi and course structure for various disciplines were reformulated with a view

- a) to make them more application oriented;
- b) to train the students to think independently and also expose them to real world situations and
- c) to provide the students with adequate opportunities of learning a wider variety of subject-mix and thereby bringing out their individual potentialities to the maximum.

The first two objectives, namely, 'Application Orientation' and 'independent thinking' have been sought to be fulfilled respectively by means of introducing

- a) several job-oriented innovative courses; and
- b) Project Work as a compulsory component of UG as well as PG curriculum. The third objective of giving the students greater freedom in the choice of subject-combination is achieved to some extent by a cafeteria-model as explained below.

A student in the Under-graduate course shall choose a Core Subject(Major) in which he shall do six papers; he shall select two Allied Papers and two Applied Optionals from the respective list of papers prescribed for each Major; and he shall do a Project Work (involving field survey/practicals as the case may be). All these Papers and the Project Work will be related to (allied with) or part of the Core Subject chosen by the students.

Apart from the above set of Papers the student is expected to do an Extra-Disciplinary Paper (ED paper) which is outside his Core Subject. For instance, a student in Economics may take a course in any of the following subjects outside his discipline: General Science, Computer Application, Adult Education, Futurology, Extension Education, Community Development, Physical Education, Public Administration,

Practical Banking, Management Accounting etc. There is a wide range of choice for any particular student; he can select any Extra-Disciplinary Paper depending upon his tastes and preferences; in this system, a student in Chemistry may know something of Practical Economics if he is interested; a student in; physics may take an ED paper in Music if he has a taste for it; a student in Botany may do a course work in Accounting if he finds it interesting and useful for him. In short, there will be no restriction whatsoever on the students in their choice of ED paper.

The modus operandi of the above Cafeteria Model; each department shall design and offer one or two courses which is informative and practically useful, specially meant for those student outside the Department. If there are, for example, 15 Departments(Subjects) in a college, there shall be atleast 15 (more than that in many cases) ED courses available in the College. Any student, irrespective of his Core subject, can take any of the 15 or more ED courses. The class adjustment is also smooth and harmonious. At fixed hours, all the Departments in the College will be conducting the ED classes simultaneously, so that all the students are free to attend Course/Class they choose to.

The above experiment has been very popular among both the teachers and the taught. Some students find their ED courses even more interesting than their Core Courses. In some of the Autonomous College affiliated to the Bharathidasan University, the Credit system is in operation, by which the student is facilitated to take as many courses as possible and maximise the Credit. The Classes for such extra Courses are, of course, conducted outside the routine working time.

## **NUCLEAR SCIENCE CENTRE [A U.G.C. NATIONAL FACILITY]**

### **1. AUTHORITIES AND OFFICERS OF THE CENTRE**

The following shall be the authorities and officers of the Centre:

- a) The Council
- b) The Governing Body
- c) The President
- d) The Director
- e) Such other authorities and officers as may be constituted/appointed by the Governing Body.

### **2. COUNCIL**

- a) All members of the Centre are members of the council
- b) The Chairman of the Governing Body shall be the President of the Council
- c) The Director is the member secretary of the Council. Meeting of the Council shall be called by the secretary.

### **3. THE GOVERNING BODY**

- a) The affairs of the Centre shall be managed, administered, directed and controlled, subject to rules, Bye-Laws by the Governing Body. The Governing Body of the Centre for the purpose of Act XXVI of 1961 shall consist of the following members:-
  - (1) Chairman, University Grants Commission (Ex-officio) - Chairman
  - (2) Vice-Chancellor Jawaharlal Nehru University (Ex-officio)
  - (3) One scientist from the commission to be nominated by the UGC
  - (4) Three V.C's of Universities or Directors of Institutes of higher learning to be nominated by UGC.
  - (5) Four eminent scientists to be nominated by UGC with one from the Centre.

- (6) Secretary UGC
  - (7) Director of Centre (Ex-officio) - Member Secretary.
- (b) In the absence of the Chairman the members will elect their own Chairman from the members present.

#### **4. COMMITTEES**

The Governing Body will appoint the following Committees.

- 1) Scientific Advisory Committee
- 2) Finance Committee
- 3) Accelerator Users Committee.

## **MASS COMMUNICATIONS RESEARCH CENTRE JAMIA MILLIA ISLAMIA**

- 7-A. The Jamia Millia Islamia shall establish and maintain a Mass Communications Research Centre to organize instruction and research in Mass Media in consonance with the objectives of the Jamia Millia Islamia. The Centre shall be managed by a Board of Management which shall be an Authority of the Jamia as laid herein after.
- 7-B There shall be a Board of Management for the Mass Communications Research Centre comprising of the following:-
- 1) Chairman, to be nominated by the Amir-i-Jamia (Chancellor) from a panel of three persons recommended by the Majlis -i-Muntazimah for a period of 3 years.
  - 2) 4 eminent persons in the field of Mass Communication to be nominated from outside Jamia by the Majlis-i-Muntazimah in consultation with the chairman for a period of three years.
  - 3) A nominee of the Shaikhul Jamia Millia Islamia.
  - 4) A representative of the University Grants Commission for a period of three years.
  - 5) One expert from amongst the Mass Communication Centres in Universities to be nominated by the Majlis-i-Muntazimah for a period of two years.
  - 6) Director of the Centre.
  - 7) Heads of all Departments of the Centre.

The Administrative Officer of the Centre will be the Ex-Officio Secretary of the Board of Management, but he will not be a member of the Board.

(Note : The Chairman and Members would be eligible for renomination).

- 7-C The Centre will be a separate administrative unit of the Jamia and will enjoy administrative, financial and budgetary autonomy in its functioning. For this

purpose, the powers of the Majlis-i-Muntazimah shall be deemed to have been vested in the Board of the Management of the Mass Communications Research Centre. The Board shall be competent to exercise all or any of the following powers:-

- 1) To appoint from time to time Librarian, Professors, Readers, Lecturers and such other members of the teaching staff of the Mass Communications Research Centre on the recommendations of the Selection Committees constituted for the purpose and fix their salaries, emoluments honoraria or other service conditions. All such appointees shall be on the rolls of the Jamia Millia Islamia and governed by its rules, Regulations and Bye-laws.
- 2) To appoint members of the Administrative and Junior staff or to delegate powers of appointment to such officer or officers under such conditions as it may deem necessary.
- 3) To grant leave of absence to any salaried staff of the Mass Communications Research Centre and to make necessary arrangement for the discharge of the function of such officer during his absence.
- 4) To manage and regulate the finance, accounts, business and all other administrative affairs of the Mass Communications Research Centre.
- 5) To institute and regulate the award of fellowship, travelling fellowship, scholarship, studentship, medals, prizes certificate, merit certificate etc.
- 6) To appoint on the recommendations of the Majlis-i-Talimi, Examiners, Moderators and others concerned with the conduct of the examination and to fix their remuneration.
- 7) To entertain, adjudicate upon and if thought fit to redress any grievance of the officers of the Mass Communications Research Centre.
- 8) To exercise such other powers and perform such other functions and discharge such other duties as may be deemed necessary to achieve the objects of the Centre.

7-D The Board of Management of the Mass Communications Research Centre shall submit its annual report, in respect of all matters concerning the affairs

of the Mass Communication Research Centre, in the Majlis-i-Muntazimah.

- 7-E Annual Accounts and financial estimates of the centre shall be submitted to the majlis-i-Maliyat.
- 7-F The Chairman of the Board of Management shall be responsible for the overall functioning and supervision of the Centre and shall exercise such powers and perform such duties as may be assigned to him by the Board.
- 7-G The Chairman of the Board of Management of the Centre shall be invited to participate in all meetings of the Majlis-i-Muntazimah whenever any matter concerning the Centre is on the agenda.
- 7-H The Director of the Centre will be appointed by the Majlis-i-Muntazimah on the recommendation of the Chairman of the Board of Management from among the Professors of the Centre for a period of three years. He will be eligible for re-appointment after the expiry of his term.
- 7-I The Director will be the Executive and Academic Head of the Centre and will be responsible for the maintenance of the building, studies, laboratories and equipment. Subject to the general supervision and control by the Chairman, the Director will coordinate teaching, training and other activities of the Centre.
- 7-J The Director shall perform such other functions and exercise such other administrative and financial powers as may be assigned to him from time to time by the Board of Management, or the Chairman.
- 7-K That the Board shall make bye-laws for regulating the proper working, and management of the Centre.
- 7-L The Board shall appoint an Advisory Committee to advise it on the Mass Communication courses, programmes and projects from time to time.
- 7-M The Board may constitute such bodies as it deems necessary for the functioning of the Centre and frame bye-laws therefore.
- 7-N The Shaikhul Jamia shall have the privilege to attend any or all the meetings of the Board of Management of the Centre.



## **AN AUTONOMOUS INSTITUTE IN A STATE UNIVERSITY**

The University Syndicate at its 286th meeting held on 5th May 1980, has delegated the following powers and duties to the Governing Body of the **INSTITUTE OF GENETICS, OSMANIA UNIVERSITY :-**

### **1. GOVERNING BODY**

Subject to the general control of the University Syndicate, the Governing Body will be vested with the executive authority of the Institute, it shall have control over all the affairs of the Institute. It shall be its duty to see that the objectives for which the Institute is established are being fulfilled. In addition, it shall have the following duties and powers:-

1. To hold, control and administer the properties and funds of the Institute.
2. To enter into, vary, carry out, cancel contracts on behalf of the Institute.
3. To accept on behalf of the Institute endowments, donations and funds for its needs.
4. To appoint research staff and all staff of and above the rank of Lecturer on the recommendation of the Selection Committee.
5. To fix emoluments of the staff of the Institute and define their duties. (both research staff and subordinate staff)
6. To suspend, remove or dismiss the staff of the Institute of and above the rank of Lecturer, in accordance with the procedure obtaining in the University.
7. To award fellowships, Scholarships.
8. To prescribe fee for diagnostic tests in the hospital and the institute.

### **II ANNUAL ACCOUNTS**

The Governing Body shall prepare during each financial year the annual accounts of the Institute of the preceding financial year and submit them to such audit as obtaining in the University, before the end of the financial year. The accounts when audited shall be submitted to the Senate.

### **III FINANCIAL ESTIMATES**

The Governing Body shall prepare the financial estimates of the ensuing financial year along with annual accounts, whether audited or not, of the preceding financial year and submit them to the Senate.

### **IV CHAIRMAN**

The Vice-Chancellor, O.U. shall be the Chairman of the Governing Body and shall have the following duties and powers. In his absence, the Vice-Chancellor may appoint a Chairman-in-charge.

1. He shall preside at the Meetings of the Governing Body.
2. He shall have power to convene meetings of the Governing Body.
3. He shall have power to Institute an enquiry in respect of any matter concerning the Institute.
4. All proposals from the Institute which require sanction of the Governing Body shall be submitted to him and he shall place them before the Governing Body with his recommendation for approval and for ratification.
5. The Chairman shall have power to take action in cases of exigencies in anticipation of the approval of the Governing Body and put up the cases to Governing Body for ratification.
6. The Chairman shall have power:-
  - i) To appoint, suspend or dismiss research and other subordinate staff below the rank of Lecturer.
  - ii) To grant leave of all kinds to the staff of and above the rank of Professor.
  - iii) To transfer amounts from one sub-head of the budget to another.
  - iv) To invite persons to deliver extension Lectures and to sanction remuneration, T.A and D.A.
  - v) To depute employees of the Institute to attend conferences, etc, and to sanction their T.A. & D.A
  - vi) To engage temporary employees to meet the demands of emergent

and provisional work.

- vii) To rent buildings for the Institute and to pay the rent subject to provision.
- viii) To sanction estimates and plans of the Institute-submitted by the University Engineer.
- ix) To sanction items of expenditure on purchases above Rs. 10,000/- on the recommendations of the purchase Committee.
- x) To tap saving subject to the approval of the Government of India/ the State Government.

## **V. DIRECTOR**

1. The Director shall be the executive head of the Institute and shall work under the overall supervision of the Chairman.
2. He shall act as the Secretary of the Governing Body and shall exercise such powers and perform such duties as may be assigned to him from time to time.
3. He shall maintain the accounts of the Institute and also advise the Governing Body on all matters relating to accounts.
4. He shall realise and receive all grants and other moneys due to the Institute from whichever source.
5. He shall draw over his signature cheques on behalf of the Institute and make all disbursement on behalf of the Institute.
6. All contracts shall be signed by the Director on behalf of the Institute.
7. He shall be responsible for the general discipline of the Institute and shall have disciplinary control over the staff and employees of the Institute.
8. He shall be responsible for the safety and maintenance of the building, laboratories, stores and property of all kinds in the Institute.
9. He shall constitute a purchase committee with the approval of the Chairman.
10. He shall have power to appoint, suspend, dismiss non-gazetted and Class IV employees and to grant them leave of all kinds and to make suitable arrangements to fill these vacancies.

11. He shall have power to grant casual leave to all the members of the staff and employees.
12. He shall have the power to sanction all kinds of a leave other than a Casual leave to the staff below the ranks of Professor after verification of the leave title.
13. He shall forward to the Chairman with suitable recommendations the leave applications of all kinds of leave other than Casual leave of the members of the staff of the rank of Prof. and above.
14. He shall have power to sanction recurring/non-recurring expenditure upto a maximum of Rs. 10,000/- subject to provision in the budget.

#### **VI. SERVICE CONDITIONS OF THE EMPLOYEES**

All the employees of the Institute shall be governed by the service and Disciplinary Rules, as are applicable to the employees of the Osmania University.

Sd/-  
**Registrar & Secretary**  
University Syndicate

## BHARATHIDASAN INSTITUTE OF MANAGEMENT [ THIRUCHIRAPALLI SOCIETY ]

### CONSTITUTION OF THE SOCIETY

- |   |  |
|---|--|
| 1. Chairman   | The Chairman shall be an out-standing Statesman-cum-Administrator. He will be nominated by the Pro-chancellor on the recommendation of the Board of Governors. |
| 2. Vice-Chancellor<br>[3 to 9]  | Representing Industries.   |
| 10. One member to be appointed by the Pro-Chancellor.   | Representing other interests.  |
| 11. One member to be appointed by the Vice-Chancellor   | Representing Management Consultancy Service.   |
| 12. Director of Indian Institute of Management, Ahmedabad, Bangalore or Calcutta in rotation.                       | Representing other interests   |
| 13. Representative of the Government of India - An Officer of the Department of Science, & Technology or Education. | Ex-officio Member  |
| 14. Vice-Chairman of the University Grants Commission   | Ex-officio Member  |
| 15. Commissioner & Secretary to Government of Tamilnadu Department of Education Science & Technology Madras         | Ex-officio Member  |
| 16. The Executive Director & Group General Manager, Bharat Heavy Electricals Ltd., Tiruchirapalli                   | Representative of the collaborating industry   |

17. The Director of the  
Bharathidasan Institute of  
Management, Tiruchirapalli

Member-Secretary

The Board may co-opt not more than two other persons to be members thereof  
The Board may further co-opt two more senior Professors of this Institution to be  
members of the Board by rotation every two years.

**REGIONAL COMPUTER CENTRE, CALCUTTA  
[AN AUTONOMOUS - REGIONAL FACILITY]**

1. The Society shall be governed by the provisions of the West Bengal Societies Registration Act, 1961 and the West Bengal Society Registration Rules, 1963.
2. **TRUSTEES**
  - (a) The first Trustees of the Society shall be the following:-
    - i. Col. A. Balasubramanian,  
Officer On-Special-Duty,  
Department of Electronics,  
Bigyan Bhavan Annexe,  
New Delhi - 110 001.
    - ii. Dr. D. Shankar Narayan,  
Additional Secretary,  
University Grants Commission,  
Bahadur Shah Zafar Marg,  
New Delhi - 110 001.
    - iii) Shri. D.K. Guha,  
Education Commissioner & Secretary,  
Education Department, Govt. of West Bengal  
Writers' Buildings, Calcutta-700 012.
  - (b) All properties of the Society save and except the funds with the bankers of the Society shall vest in the Trustees for the time being of the Society. On the appointment of a new trustee caused by the death, incapacity or resignation of a trustee, the properties of the Society shall forthwith vest in the new trustee as may be appointed alongwith the other trustees without any further deed or document so vesting the properties in such new trustee.
3. **EXECUTIVE COUNCIL**
  - i) (a) The Executive Council (hereinafter referred to as the 'Council') shall consist of the following members.

- (b) Two representatives of the Government of West Bengal (i) the Secretary, Finance Department and (ii) the Secretary, Education Department of the Government of West Bengal or their nominees.
  - (c) The Additional Secretary, University Grants Commission.
  - (d) A representative nominated by Ministry of Finance, Department of Economics Affairs, Government of India.
  - (e) Three representatives of the Department of Electronics, Government of India.
  - (f) The Vice-Chancellor of the Jadavpur University.
  - (g) The Vice-Chancellor of the University of Calcutta.
  - (h) Director of Regional Computer Centre at Calcutta.
- ii) The Council shall have the power to co-opt two more members who may be the major users of the computer of the Society.

#### **4. SECRETARY**

The Director of Regional Computer Centre of Calcutta will be the Secretary, *ex-officio* of the Council

- 5. The Council of the Society shall be incharge of the management and administration of the affairs of the Society - subject to the General Supervision of the Trustees and shall carryout, observe and fulfil duly the directions as may from time to time be given by the Trustees.
- 6. The Director of the Regional Computer Centre of Calcutta shall be appointed by the Council, and he will hold office for a period of five years from the date of his appointment.
- 7. (a) In the event of any vacancy occuring in the Council due to resignation, death or otherwise, it shall be filled up by nomination by the concerned organisation.
- (b) In the event of any such vacancy in the Council, the Council shall be competent to function provided that the number of members of the Council does not, at any time be reduced to less than seven.



## **8. ADVISORY COMMITTEE :**

The Council shall nominate an Advisory Committee to give necessary technical guidance in the system of developmental work of the Society and from time to time to review the progress made in the development of the work of the Society. The Advisory Committee shall consist of one representative nominated by each of the following :-

- (a) The Government of West Bengal. (Education Department).
- (b) The Jadavpur University.
- (c) The Calcutta University.
- (d) The Indian Statistical Institute, Calcutta.
- (e) The Indian Institute of Management, Calcutta.
- (f) Indian Association for the Cultivation of Science, Calcutta.
- (g) Central Glass and Ceramic Research Institute, Calcutta.
- (h) Saha Institute of Nuclear Physics.
- (i) Directors of other Regional Computer Centres, as and when they are established.
- (j) Two representative of organisations who are the major users of the Centre and are not represented above; one of whom would be from the Industrial Sector.
- (k) Director of the Centre who shall also be ex-officio Secretary of the Advisory Committee.

9. The Council shall ensure that persons nominated on the Advisory Committee are of recognised national eminence in the field of Electronic Data Processing Systems. If, for any reason a suitable person is not available from a particular organisation the vacancy will be kept open till a person of requisite calibre is available.

10. The Council shall have the following powers:-

- (a) to make, from time to time, necessary bye-laws subject to these Regulations and subject to the approval of the Trustees, for the proper

conduct of the affairs of the Society;

- (b) to appoint either at a fixed salary or on remuneration such person or persons as may be necessary for the efficient administration and management of the affairs of the Society and on reasonable grounds to suspend, dismiss or otherwise punish such person or persons as it thinks fit;
- (c) determine charges for extending all aspect of Electronic Data Processing support to various organisations;
- (d) to appoint Advocates, Attorneys or other Lawyers as the case may be and to authorise any officer of the Society to sign Vakalatnamas, Warrant of Attorney, pleadings, petitions and applications and to institute suits or proceedings in Courts of Law to protect the interests of the Society;
- (e) power to purchase, take on lease or exchange or otherwise acquire for the Society any property rights or privileges which the Society is authorised to acquire at such price for the Society any property rights or privileges which the Society is authorised to acquire at such prices and specially on such terms and conditions as it thinks fit and in particular to purchase or take on lease office room or rooms for carrying on the works of the Society at such place or places as it thinks fit and to lease, sub-lease, surrender, exchange or otherwise dispose any such properties, rights or privileges upon such terms and conditions and for such considerations as it may think fit;
- (f) Power to institute, prosecute, conduct, defend, withdraw or abandon any legal or arbitration proceedings by or against the Society and also to compound, allow time or payment or satisfaction of any debts, dues and any claims or demands by or against the Society;
- (g) power to make and give receipts, releases and other discharge for moneys payable to the Society and for the claims and demands of the Society;
- (h) to invest and deal with any of the funds and finances of the Society not immediately required for the purpose of the Society upon such securities or investments and in such manner as it thinks fit and from time to time vary convert or realise such securities and investments;

- (i) power to make, vary or repeat from time to time the rules and regulations of th Society for the efficient management and administration of the affairs of the Society and relating to its employees subject to the approval of the Trustees;
- (j) power to enter into all such negotiations and contracts, and to rescind and vary all such contracts, and to execute all such acts, deeds and things in the name of and on behalf of the Society as it may consider expedient for or in relation to any of the matters aforesaid or otherwise for the purpose of the Society;
- (k) power subject to the provisions of any law for the time being in force and subject to the approval of the Trustees to sanction any arrangement for the amalgamation of any Society which has similar objects as this Society on such terms and conditions as it may consider beneficial to the interest of the objects of the Society;

U.G.C. guide-lines for setting up of administrative sub-centres for de-centralisation of administrative responsibility in the case of Universities having a large number of affiliated colleges.

- (1) With the rapid and unplanned rise in enrolment in the universities and colleges, there has been phenomenal increase in the volume and diversity of educational effort at various levels. This has administrative structure and machinery at the university, resulting in unnecessary and undesirable orientation towards uniformity and centralisation in the conduct of examinations and declaration of results at the cost of efficiency, speed, autonomy and initiative. The tasks and responsibilities of the universities and the essential dynamism of higher education requires suitable changes in the existing administrative and academic machinery in the universities. It is, therefore, considered highly desirable and necessary to introduce a measure of decentralisation for the sake of administrative convenience and effective management and supervision and to ensure the smooth functioning and proper growth of both the university departments and the affiliated colleges.
- (2) For efficient supervision of undergraduate education and closer liaison with the colleges, administrative sub-centres may be set up for a unit of 40-60 arts, science, commerce and multi-disciplinary affiliated colleges, in the case of large universities. Such sub-centre should be responsible to look after more or less, equal number of students rather than the number of colleges. This will require some flexibility in the number of colleges under each sub-centre. All Professional and special education, as also post graduate education and research will remain the responsibility of the universities.
- (3) The administrative sub-centre will be responsible for all work connected with the affiliation, inspection and supervision of colleges, constitution of managing committee of the colleges. It will also be responsible for the entire planning, management and conduct of examinations right from the registration of students, setting of question papers, evaluation and declaration of results as well and even for issue of degree/diploma/ certificates and migration certificates for the students in colleges under their administrative jurisdiction. Such an arrangement while achieving decentralisation and reduction in the administrative load of the university, will enable the colleges to have a quicker

and closer interaction with a single administrative authority at a shorter distance, and a greater sense of participation in their own administration.

- (4) On account of the more compact student population dealt with by each administrative sub-centre, it will be possible to respond specially to the student needs and problems and to carry out periodical inspection of colleges in time.
- (5) Such an arrangement will be conducive to administrative convenience and efficiency. At the same time the colleges will not be delinked from the university in academic matters. The courses of study, syllabi, schemes of examination etc. will be subject to the final approval of the faculties set up by the university and the syndicate/executive council. This will ensure that proper academic standards are maintained and that the courses of study are kept continuously under review and modernised according to requirements.
- (6) Each administrative sub-centres will be given sufficient administrative and financial autonomy and facilities for efficient functioning. Each centre will have its own administrative set-up, which may be headed by an Officer of the rank of Deputy Registrar with necessary supporting staff for its functioning.
- (7) The setting up of an administrative sub-centre will essentially be a first step towards the ultimate objective of granting academic autonomy to such a centre within a period of three-years. Such a centre may, therefore, be set-up only after the University/State Government has agreed to according adequate academic autonomy to such a centre in the second phase of this reform.
- (8) If the university has taken a decision to set up a sub-centre agreeing to grant it academic autonomy in the second phase, the University Grants Commission may provide an assistance of Rs. 50,000 per annum, on 50:50 sharing basis, in the first phase for a period of three-years; The UGC grant can be carried forward upto the end of the third year. On according academic autonomy to such a centre during the second phase, the UGC may provide further assistance, on the merit of each case.

## **U.G.C GUIDELINES TO DEFINE THE CONCEPT OF UNIVERSITY POSTGRADUATE CENTRES**

- (1) At present three broad patterns for providing postgraduate education obtain in the country. These are: (a) Universities where postgraduate teaching is imparted in university teaching departments only, (b) universities where postgraduate instructions are given by affiliated colleges only, and (c) universities where postgraduate teaching is done through university teaching departments as well as affiliated colleges. In addition, a few universities provide postgraduate instructions in university teaching departments and university centres for postgraduate studies as well as affiliated colleges. In the interest of maintaining and raising the standard of postgraduate education and research in the country, it would be desirable to develop postgraduate education ( and a minimal level of research associated with it) in the university teaching departments and/or in the university centres for postgraduate studies. In the case of universities where postgraduate education is imparted through affiliated colleges, the norms prescribed by the Commission for postgraduate education should be used both for purposes of according affiliation to new courses to be started in the colleges as well as for bringing up to the required level the facilities in the colleges already offering postgraduate courses.
- (2) It will be desirable to advise the universities to modify their conditions of affiliation for starting postgraduate courses in affiliated colleges in consonance with the norms prescribed by the UGC for the purpose.
- (3) The pressure of demand for postgraduate education will continue to grow on account of limited employment opportunities. Increasing facilities would have to be provided to students from the weaker sections of the society to pursue postgraduate education. Towards this end, greater use may be made of providing facilities for correspondence courses, external degrees, and allowing students to appear as private candidates for various postgraduate courses.
- (4) With a view to maintaining academic standards of P.G. education and making optimum use of the limited resources, additional facilities for P.G. studies be created only at such places where it is considered absolutely necessary to do so. New centres for postgraduate education should be established where

existing facilities for post-graduate education have been fully utilised and the need for the creation of additional facilities for post-graduate education is justified on academic considerations. The Universities may consider the desirability of introducing multiple streams of courses as also multiple shifts in the existing departments at the postgraduate level before a proposal for the establishment of a university centre for postgraduate studies is considered to ensure the optimum utilisation of the existing resources.

- (5) The establishment of university centre for postgraduate studies, should, as a rule, be a step towards raising the academic standards, innovative changes and interaction with the college system rather than merely as providing for another campus for post-graduate teaching and research in the existing subjects only.

**1. STATUTORY AND NON STATUTORY BODIES IN AN AUTONOMOUS COLLEGE**

**ADMINISTRATION AND FINANCE**

- \* Governing Body/Board of Management
- \*\*\* Appeal and Grievances Committee.
- \*\*\* Finance Committee
- \*\*\* Planning and Evaluation Committee.

**ACADEMIC AFFAIRS**

- Academic Council \*
- Board of Studies \*
- Examination Committee \*\*
- Admission Committee \*\*
- Student Welfare and extra curricular Committee \*\*
- Library Committee \*\*

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\* Statutory Body.

\*\* Committee to be constituted by the Academic Council

\*\*\* To be constituted by the Governing Body.



## **2. RECOMMENDED COMPOSITION OF THE BOARD OF MANAGEMENT/ GOVERNING BODY OF AN AUTONOMOUS COLLEGE**

### **COMPOSITION**

1. Three members to be nominated for a period of two years by the trust/management of the College of whom one will be the Chairman.

(The person so nominated shall include at least one outstanding educationist/scientist/Jurist/Management Expert).

2. Two Senior most teachers of the college to be nominated in rotation according to seniority, by the principal for a period of two years.
3. One nominee of the University not below the rank of Professor;
4. One nominee of the State Government; and
5. One nominee of the U.G.C.
6. The Principal of the college.

Ex-officio  
member-  
Secretary.

### **TERM**

The term of the nominated members at 1-5 shall be for a period of two years and the same persons except for members at (2) shall be eligible for re-nomination for another term.

### **3. COMPOSITION OF THE ACADEMIC COUNCIL IN AN AUTONOMOUS COLLEGE**

#### **COMPOSITION**

1. The Principal; Chairman
2. All the Heads of Department in the College
3. Four teachers of the College representing different levels of teaching staff by rotation on the basis of seniority of service in the College;
4. Not less than four experts from outside the college representing such profession as Industry, Commerce, Law, Education, Medicine, Engineering etc., to be nominated by the Governing Body/Board of Management of the College;
5. Three nominees of the University;
6. One representative of the State Government;
7. Two Post-graduate students, Two under-graduate students, one each representing major disciplines and one outstanding sportsman/woman of the College to be nominated by the Principal on the basis of merit; and
8. Officer incharge of the College Non-Member Secretary.

#### **4. COMPOSITION OF THE BOARD OF STUDIES IN AN AUTONOMOUS COLLEGE**

##### **COMPOSITION**

1. Head of the Department concerned Chairman
2. All the teachers in the Department having five years of service in the College; Members
3. Two experts in the subject from outside the College to be nominated by the Academic Council;
4. One expert to be nominated by the University.

The Chairman, Board of Studies may with the approval of the Principal of the College;

- (a) Co-opt experts from outside the college whenever special courses of studies are to be formulated;
- (b) Co-opt other members of staff of the same faculty.

##### **TERM**

The term of the nominated members shall be two years.

## **5. COMPOSITION OF THE FINANCE COMMITTEE IN AN AUTONOMOUS COLLEGE**

### **COMPOSITION**

1. The Principal Chairman
2. One person to be nominate by the Governing Body of the college for a period of two years;
3. One senior-most teacher of the college to be nominated in rotation by the Principal for two years;
4. One nominee of the University.

The Finance Committee will be an advisory body to the Governing Body/Board of Management and will meet at least twice a year.

All proposals relating to creation of posts, sanction of capital expenditure, annual accounts, financial estimates and audit reports shall be laid before the Finance Committee for aadvice/recommendations to the Governing Body/Board of Management.

**GUIDELINES OF SCHEME OF AUTONOMOUS DEPARTMENTS/INSTITUTES/  
CENTRES/SCHOOLS WITHIN THE UNIVERSITY SET UP**

**CONTENTS**

1. Need for Autonomy
2. Objectives of Autonomy
3. Criteria for Identification of School/ Institute/ Centre/ Department for Grant of Autonomy
4. Conferment of Autonomous Status.
5. Functioning of Autonomous Departments
  - (a) Head of Department
  - (b) Governing/Department Council
  - (c) Academic Council
  - (d) Committee
  - (e) Personnel
  - (f) Finance
6. Relationship of Autonomous Department with University
7. Monitoring , Evaluation and Accountability of Autonomy.

## 1. NEED FOR AUTONOMY

The Need for autonomy within a University was recognised by the Education Commission [1964-66]. Further, the Gajendragadkar Commission (1971) had recommended grant of autonomy to the teaching departments or other units that are under the direct control of the University. The UGC, in 1987, in its policy frame had also emphasised the need to decentralise authority and confer autonomy to University departments, to avoid delay, to create an elastic and dynamic system and to promote innovation and reforms. Above all, the National Policy on Education (1986) emphasising the necessity for decentralisation, creation of spirit of autonomy, envisages, (vide para 5.28) the creation on selective basis of autonomous departments within Universities. Para 5.32 of the National Policy on Education also states that "An effort will be made to encourage the setting up of national research facilities within the University system with proper forms of autonomous management". Various Centres/Institutes have come into being in Universities, to look after specific R & D or Interdiscipline extension or other Community oriented activities etc. Such centres/institutes often have special needs that require a type of functioning and an approach different from the usual ones current in a University. The rigidity of working procedures and centralised control may not be conducive to the efficient functioning of such centres for accomplishing their tasks. Autonomy and a flexible approach allowing for decentralized quick decisions would help such centres etc., to function more effectively.

In addition, there is an urgent need for autonomy for the departments/centres within the University to provide freedom to the teachers and students to make Innovations, utilise creative talent, improve upon standards of education and research and to quickly respond to academic and social needs. The system of autonomous departments/centres within the university set-up is viewed as a joint pursuit of scholarship and set-up is viewed as a joint pursuit of scholarship and excellence by the teachers and students.

## 2. OBJECTIVES OF AUTONOMY

The prime objective would be to enable various units within the University system to grow to their full stature as centres of excellence, thereby starting the process of restoring the centre of gravity of academic pursuits to the University system.

The development of autonomous Schools/ Institutes/ Centres/ Departments [hereinafter to be referred to as department] within the University system should provide freedom to;

- prescribe rules for admission on merit, subject of course to the reservation policy in pursuit of excellence;
- determine their own courses, curricula, methods of education and training in pursuit of excellence;
- evolve methods of evaluation, conduct examinations and finalise results for declaration;
- enter into collaborative arrangements for purposes of teaching, research and extension education with other institutions of higher learning and industries/organisation wherever need be;
- evolve financial and administrative arrangements with a view to encourage experimentation and to cut down delays in decision making processes for the sake of effective teaching and research, including completion of time-bound projects which may otherwise be delayed on account of centralised decision by the University bodies keeping intact the overall policies of the University, and
- take steps to expedite the recruitment of faculty and the project staff.

The autonomous status will, of course, continue to keep the departments accountable to the University concerned for good performance. It will, in fact, with obstacles removed, increase the accountability for better performance.

### **3. CRITERIA FOR IDENTIFICATION OF SCHOOL/INSTITUTE/CENTRE/ DEPARTMENT FOR GRANT OF AUTONOMY.**

The Autonomy is intended to be a means for the departments to achieve higher standards and greater creativity. While the approach to the grant of autonomy would be selective to start with, in due course autonomy should be the normal condition for all departments.

A University may, in the first instance, grant autonomous status to departments, within the university set-up as under :

- (a) the schools, Area Study Centres, Media Centres and regional instrumentation centres;
- (b) the departments recognised as centres of advanced studies;
- (c) the departments which receive special assistance from the UGC under schemes of DAS, DRS, Special Research Units etc.

Simultaneously, the University may initiate a process to consider conferment of autonomous status on such other departments, as have significant tract of academic record and potential. Such departments may apply for autonomous status to the Vice-chancellor of the University, giving the following information:

- (1) Teaching Programmes;
- (2) List of research projects;
- (3) List of Publications;
- (4) A note on significant achievements in teaching and research
- (5) Contributions to the extension education programme of the University;
- (6) staff strength, awards and other recognitions received by the staff; and
- (7) other features which might strengthen the claim of the department for autonomous status.

#### **4. CONFERMENT OF AUTONOMOUS STATUS:**

The autonomous status on a department within a university will be conferred by the University itself with the approval of the Executive Council/Syndicate. Where the University Act and/or the Statues restrict the powers of the Syndicate/ Executive Council for allowing autonomous status to a department within the university, necessary amendments in them may be got made, and, in the meantime, as an interim measure, the University may take appropriate steps to delegate more academic, financial and administrative powers to the Head of Department concerned to enable the department to take decision at a quicker pace.



The Universities may take quick action to start the process for grant of autonomy to the departments mentioned at (1) to (3) of the foregoing paragraph. Any other department which feels that it has the capacity to function as autonomous department, and can deservedly claim so in the pursuit of excellence, may be encouraged to put in a formal request as indicated in the preceding paragraph. Such request may be evaluated periodically by the University authorities. If necessary, a special committee may be constituted to consider such a request. The Committee, may include a nominee of the UGC, if necessary.

The recommendations of the committee shall be processed for approval of the executive Council/Syndicate of the University expeditiously. The University may keep the UGC informed annually about the conferment of autonomy to the departments.

*The conferment of autonomous status will be on five year term basis.*

During the course of time, if the executive council of the University has convincing evidence about the misuse of the autonomy and/or of declining of standards of teaching, examinations and research, it shall be open to the University to have the working of the autonomous department reviewed through an expert committee before revoking the autonomous status.

Such an expert review committee should consist largely of experts from outside the university, including a UGC nominee.

## **5. FUNCTIONING OF AUTONOMOUS DEPARTMENTS:**

The primary tasks of a department are to provide teaching, to conduct research and to participate in the extension education programmes of the University. These are academic affairs. The Financial and administrative arrangements within the department are only to help accomplish efficiently the primary tasks. In order to look after the academic affairs, financial matters and administrative arrangements, each department will have :

- (1) A Head of the Department who in the case of a School/Institute/Centre may be called "Director".
- (2) Governing / Department Council, as a statutory apex body responsible

for all academic, financial affairs of the School/ Institute / Centre / Department.

(3) Academic Council.

In addition, a department may have the following committees to help and assist the Head of Department/Director for smooth functioning of the Department:

- (1) Administrative Committee
- (2) Finance Committee
- (3) Academic Affairs Committee

In case, a school is established by combining a few teaching departments or equivalent department which will be connected into statutory department in a University, the Departments so combined need not have separate department council and academic council.

(1) Head of Department

- (A) The Head of Department [or the Director], to be appointed in accordance with the rules/procedures/ statutes of the university, will be the principal academic and executive officer responsible for smooth and efficient functioning of the department in pursuit of the objectives. He will exercise such powers as may be delegated to him by the university/syndicate/Executive Council and the Governing/Department Council. In case of an emergency, the head of the department may also be authorised to take such appropriate action, in consultation with the appropriate committee, in anticipation of the approval of the Governing/Department Council and then report the matter to it for ratification.
- (B) In case, the University has a system of appointing a head of department by rotation, the university may consider fixing the term of headship between 3-5 years with a view to provide stability in the functioning, provided that where historically the system of headship as followed by a particular university, has been working satisfactorily, there may be no need to make any change and disturb it. Further, in the case of newly set up departments, where the institutions are comparatively new, the possibility of fixing the term of headship for five years be considered, making the incumbent eligible for one more term of five years only, after suitable assessment.

The delegation of powers for financial management including purchase of equipment etc. should be dependent upon the duration of the tenure. If the tenure is short, these powers are best given to the next person, who is likely to be the head next time.

## (2) Governing / Department Council

- (a) This will be a statutory body, responsible for all academic, financial and other administrative affairs of the departments. The University shall abide by its decisions.

The composition of the Governing Council and the Department Council may be as under :

### (i) Governing Council [ for a School / Institute / Centre ]

- |                 |   |
|-----------------|---|
| (1) Chairman    | Vice-Chancellor of the University, or an eminent scientist/ educationist as his nominee.  |
| (2) Six Member  | 3 Faculty members of the School / Institute/Centre 2 eminent scientists/educationists / experts from related subjects, from outside the school/institute/ centre. One nominee of the UGC. |
| (3) Member Secy | Director of the School/Institute/ Centre.   |

### (ii) Department Council [For University departments]

The University Executive Council may approve the constitution of the Department Council giving representation to all categories of teachers in the Department/Centre. The Executive Council may, however, not make any change in the case of any existing Department Council(s) if it/they have been giving excellent performance. While for the large departments, the following pattern for composition of Department Council may be adopted, the composition of Department Council could appropriately be different for smaller departments.

(B) Composition

- (1) Head of Department
- (2) Upto three professors by rotation in order of seniority;
- (3) Upto three Readers by rotation in order of seniority;
- (4) Upto three Lecturers by rotation in order of seniority;
- (5) Coordinator / Director of a major UGC programmes like CAS, COSIST, ULP\*
- (6) Teacher Incharge of sub-disciplines within the department by rotation in order of seniority;\*
- (7) Upto five Experts, three from within the discipline concerned and two from other related disciplines to be nominated by the Department Council;
- (8) Immediate Post Head : Where there is rotation  
of the Department\* : of headship, there term will be
- (9) Teacher likely to take over : Co-terminus with the term of  
as Head of Departments\* the Head of Department.

The size of the Department Council should ordinarily not exceed 20.

The Registrar, Finance Officer and the Dean, Academic Affairs/ Colleges Development Council of the University may be special invitees without any voting right. In addition, the Director/Head of the Department may with the approval of the Vice-Chancellor, invite any to the meeting for consultation. Such invitees shall not have voting rights.

For Centres of Advanced Study in selected thrust area(s) within the Department, the present constitution and arrangement of Advisory Committee with Programme Co-ordinator/Director as convenor as prescribed by the UGC should continue.

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\* If applicable

(c) Term of the Members

The terms of the members nominated from outside school/institute/centre/department may be three years while it may be two years in respect of members from within the school/institute/centre/department.

(D) Meetings:

Ordinarily, the Governing/Department Council may meet atleast twice a year but in the event of urgency, a meeting may be called by the Vice-Chancellor as and when required. 50% of the total membership of the Council will form quorum at a meeting and also 50% of the total membership may requisition a meeting for discussing any matter related to the functioning of the department.

(E) Functions of the Council

As a statutory body responsible for the academic, financial and administrative affairs of the Department, it will over-view the educational, research and extension-programme of the Department and give direction and focus so that these programmes be continued at a high level of quality thereby enabling the department to attain and maintain excellence.

### 3. ACADEMIC COMMITTEE

- (A) i) The Committee shall subject to the approval of the Governing/Department Council frame course curricula, syllabi and lay down regulation for instructional methodology/evaluation of students conduct of examinations;
- ii) Make regulations regarding admission of students, subject to reservation policy of the University.
- iii) lay down procedure for collaboration with other institutions of higher learning or industries;
- iv) develop new courses/programmes of study;
- v) suggest institution and award of scholarship, fellowship, medals;
- vi) identify thrust areas for research and extension programme; and
- vii) assist and provide guidance for the development of teaching and research in the colleges.

Note : In the case of affiliating universities, the Department Council will be competent to prescribe syllabi for the students of the department which may be different from that for students of affiliated colleges and to conduct examination/assessment separately for them.

(B) The Academic Committee shall consist of all the faculty members of the Department. The Vice-Chancellor of the university shall be the Chairman of the Academic Committee while the Head of the Centre/Institute/School will be Member Secretary.

(C) The Committee shall meet atleast twice a year.

#### **4. COMMITTEES**

The Administrative, Finance and the Academic Affairs Committee shall consist of Head of Department as Chairman and such other members as may be approved from amongst the faculty members and administrative staff, by the Governing/Department Council provided that one member of each of the Committees shall be member of the Governing/Department Council. A faculty member who is a member of the Governing/Department Council shall not be a member of more than one committee.

The Committee shall help and advise the Head of Department in respective matters for the conduct of the day to day business of the department. The decisions shall be

- Executed by the Head of Department;
- ratified by the Governing/department Council.

#### **5. RECORD OF MEETINGS**

The record of the business transaction by the Governing /Department Council, the Academic Council and other Committee of the department, shall be maintained properly. Copies of the minutes of the meetings of the Governing/ Department Council and the Academic Council shall be forwarded to the University Officer for information.

#### **6. PERSONNEL**

(a) The Governing/Department Council shall make assessment of manpower requirement for academic, administrative and supporting job requirements.

The vacancies arising on retirement, resignation and/or promotion of staff would provide an opportunity to review subjectwise staff strength in the Department.

- (b) To begin with, the University shall provide to the Department administrative staff in the rank of Deputy Registrar and / or assistant Registrar to act as Administrative Officer and Bursar. In addition, the University may also provide such other officer and supporting staff as may be necessary.
- (c) Appointments of permanent faculty and staff will be done by the University based on the recommendations of the Governing Council.

## **7. FINANCE**

The Department shall be funded by the University. In addition, the Department will raise its own funds from other sources such as UGC, DST, CSIR and other funding agencies. The Department shall be competent to accept funds from private organisations, industries and philanthropists.

The block grant for the department excluding the salaries of the faculty and other staff, will be transferred in four equal instalments to the Head of the Department who will be empowered to issue cheques for all contingent recurring and non recurring expenditure. Salaries will be paid directly by the University.

The Funds obtained from funding agencies for the project proposals will also be transferred to the Head of the Department who will draw and disburse money for expenditure as per the recommendations of the Principal Investigator.

All accounts of the department will be audited by the University.

## **VI. RELATIONSHIP OF AUTONOMOUS DEPARTMENT WITH UNIVERSITY**

- 1. The autonomous department/centre will evaluate and conduct examinations of the students admitted to the department after the prescribed academic requirements are completed. The degree/diplomas to such of the candidates as have been found eligible and qualified by the autonomous department/centre will be awarded by the University and names of the department/centre may be inscribed on the degree/diploma.
- 2. The staff and the students admitted in the department to different programmes of study will get centralised facilities of residential accommodation, hostel, sports,

medical and libraries etc., as staff and students of the university.

3. Autonomy is an important step in pursuit of excellence and this implies creation of conditions not only with regard to functioning within the university but also living which makes it necessary to attract staff and students on all India basis. It is necessary to emphasize the importance of specific provision of residential accommodation and hostels for autonomous departments.

## **VII MONITORING, EVALUATION AND ACCOUNTABILITY OF AUTONOMY:**

Each department with the approval of its departmental Council will constitute appropriate mechanism to evaluate its own academic performance, improvement in standards, successful working of the autonomy and of the rules and regulations framed by the Department of Council on different matters. *The Department will as usual, send annual report on its activities concerning academic and other matters for consideration of university Academic Council and/or Executive Council/Syndicate and its inclusion in the university report.* The university may in consultation with the Governing/Department Council, like to study and assess performance of the department after every five years to find out continued efficient functioning of the department.





## U.G.C. GUIDE-LINES ON ACADEMIC CALENDERS

1. It would be ideal if there could be a National academic Calender for all the Universities in the Country. However, to begin with, each State should have an academic calender to be followed by all the Universities in the State for their regular students in all the faculties and for all the courses.
2. The following could be considered as a model Academic Calender for the first degree students for suitable adoption by the universities in the state.

1st Monday of July	-- Beginning of Academic session for the second and third year students
3rd Monday of July	-- Beginning of the academic session for the first year students
14th August	-- Last date for admissions
15th May (Next Year)	-- All Examination are Completed.
30th June (Next Year)	-- Declaration of all result

Similar model may also be developed for postgraduate and research students.

3. A beginning be made by implementing an academic calender in all the States by the Academic session of 1990-91 and towards this appropriate statues/ Ordinance are finalised in time incorporating the provisions of the statutory academic calender. The statutes may also provide for the following:
  - A minimum of 180 teaching days in the Universities and Colleges every year.
  - last date for admission;
  - Last date for the completion of the examinations;
  - Last date for their declaration of results.
4. Supplementary examinations at the postgraduate levels be abolished.

5. There should be separate examinations for the students of correspondence/ external/private students viz-a-viz the students from the formal stream.
6. There may be separate examination for the students enrolled in the affiliated colleges viz-a- viz the students in the university departments.
7. Since students coming from different streams would be seeking admission to the post-graduate classes, it becomes imperative that the postgraduate departments should hold entrance tests.
8. In order to motivate the teachers for doing the University work during vacations, the University should introduce regulations by way of which the teachers working during vacations get earned leave to the extent of one-third of the total number of days. All work associated with examinations should be considered as a part of the duty of the teacher.
9. The implementation of the Calenders in a University be monitored by a committee under the Chairmanship of the Vice-Chancellor. At the state level the implementation of the Calender in the State is monitored by the State Council for Higher Education or by the Committee of the Vice-Chancellor of the State. At the National Level this is monitored by the UGC appropriately and its progress is considered by the Commission atleast once in a Year.

## **A MULTI CAMPUS UNIVERSITY IN THE NORTH EASTERN REGION OF INDIA**

The conceptual plan of the proposed multicampus University may be as under:

1. The proposed University will be a federation of autonomous universities, in the constituent states of the NER joining the system on a voluntary basis through a vote from their respective legislatures. The existing universities may have the choice to collaborate with or integrate into the multicampus system. It shall have open door for other universities.
2. There will be maximum of decentraliation and delegation of authority in the internal organisation, structure and administration at each University. Each federating campus will be headed by the Vice-Chancellor and other statutory academic and other bodies with full autonomy, except at the level of overall planning and recruitment of faculty at the Professor's level.
3. At the Headquarters there will a Board of Trustees and the Chairman of the Board of Trustees in addition to its organisation and authorities at the University level. The Board of Trustees will be responsible for general planning, review and quality control of academic planning and programmes, admission policy, student mobility and transfers within and outside the system, external relations, enabling procedures, removal of difficulties, financial planning and allocation and monitoring of funds.
4. A General formula for funding of the system through the UGC may have to be evolved, and the Headquarters and the system will also serve as the central funding channel.
5. The Central Library, Central Information and Computer system at the Headquarters would play a larger role by providing campuses with a wide-range of comparable data about similar programmes elsewhere in the system enabling more informed decision making for the entire system.

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\* A concept model worked in the UGC for discussion

6. The autonomous units could undertake postgraduate studies and research in diversity of courses and as far as possible in non-duplicative complementary set of specialisations in various campuses, catering to the need of the entire region on a mutually agreed sharing basis. This could make each Faculty viable.
7. An integrated view of the whole academic programme will have to be taken. The academic structure should ensure absolute flexibility to make it "age-free" "space-free" "theme-free" providing for whole-time, part-time, own time and recurrent education both in terms of long cycles and short cycles so that "life long education" can be feasible by multiple point entry to a course of study at a convenient period of time in one's life. External degrees may be instituted on the basis of California State University System.
8. Under "Extension Service" the system will undertake adult and continuing education and distance education for certificate and diploma courses to enable self employment and professional advancement. The University would go to the people as partners in the adventure and necessity of creating pre-university strength.
9. In the realm of evaluation the system should be based on "modules" of courses "continuous" evaluation and grading by "credits" used as a "cumulative record", which would form a certificate, diploma or degree. The credit system and module of course would enable students to finish some courses at one place and others at other campuses within and outside the system. This alleviates the necessity of closure of one state campus for the purpose of Examination, while other campus has political unrest, In fact, conduct of examination would be unrelated to geographic location or jurisdiction of a campus within the system.
10. The Postgraduate and research degrees will be awarded in the agreed disciplines by the system collaborative arrangement that could be made with other Universities for research and doctoral work.

## MAKING THE SYSTEM WORK

The following emerged as the minimum (non-negotiable and unconditional) norms, out of the group discussion-cum-workshop, on the above theme:-

1. In order to make the system work effectively, it is necessary as a basic postulate that terminal responsibility of officers be fixed at all levels.
1. Norms of Performance (totally unconditional and non-negotiable):-
  - A. For the Administrators:-

## VICE -CHANCELLOR OF A UNIVERSITY

1. The Vice-Chancellor must be available at the station for a minimum period of 75 percent of the session.
2. He should also ensure that there are a minimum number of working days in a session.
3. He should personally ensure that minimum number of classes are taken by every faculty member.
4. He should personally undertake inspection of a few colleges/departments in order to satisfy that academic norms and standards are being taken care of. However, he shall get at least 25 Colleges inspected by the inspectors of the Colleges or other appropriate authorities.

If the number of colleges under a University is large, work should be done at the rate of 25 colleges annually.

However, his presence in College/Dept. in connection with any function, is not be deemed as inspection.

5. He should ensure that all teaching and non-teaching vacancies in the University are duly filled up within a period of six to twelve months.
6. He should see that University calender for meetings in strictly adhered to.
7. He should start proceedings for disciplinary action against defaulting teachers

and University Officers up to the rank of Asst. Registrar.

8. The service conditions and status of the Vice-Chancellor should be as per norms to be laid down by the committee of the A.I. U.

## **PRINCIPAL**

1. He must be present in the college on 75 percent of the working days.
2. He shall check up attendance register of the teachers.
3. He shall go round the college once daily.
4. He shall initiate disciplinary action against defaulting teacher/employee of the college.
5. He shall ensure compliance with UGC norms regarding work load.
6. He shall see that classes are not suspended during working days for reasons whatsoever including condolence meeting etc.
7. He shall attend all important co-curricular, assistance of a Finance Sub-Committee consisting of representatives drawn from senior teachers, governing body and accounting profession.

## **REGISTRAR**

1. The Registrar would ensure that, in the **establishment** and **administration** sections, there is a general process of decentralization of powers. It would ensure efficiency and accountability.
2. The Registrar should see that ordinances are made for fixing time-schedule for issuing notices for important meetings, and that the schedule is strictly followed.
3. The Registrar should only be a Secretary, and not a member-secretary of the statutory Bodies of the University, e.g. - Executive Council, Senate / Courts etc.
4. The Registrar should initiate disciplinary action against defaulting employees under the rank of the Asst. Registrar.

In the cases of complaints asking for disciplinary action against defaulting employees, coming from different Departments, the Registrar will have to initiate the appropriate process. This will be based on the recommendations of the Departments concerned.

5. The Registrar will make arrangements for transferring employees attached to different Departments only in consultation with Heads of the Departments concerned.
6. The Registrar should ensure that enquiry for serious offences against defaulting employees is completed within four months.
7. However, in the cases of employees put under the administrative control of Departments, the concerned Deans should initiate disciplinary action.
8. The Registrar would be responsible for preparing minutes of meetings of Committees of which he is the Secretary. He will ensure that the minutes are prepared accurately and in time.
9. The Registrar should prepare agenda-items of meetings in consultation with the Vice-Chancellor.
10. The Registrar should be responsible for timely action on the decision of meetings of important bodies of the University. He should also give periodical report on the actions taken till that time.

## **FINANCE OFFICER**

1. The Finance Officer should be an employee directly recruited by the University, and not deputed from any other organisation.
2. The Finance Officer shall be responsible for regular disbursement of salaries, scholarships/fellowships and stipends etc. He will have to see that remuneration for different kinds of works for examinations are paid within six months after the declaration of the results.
3. Finance Officer shall complete periodical verification of stocks/physical assets within a period of three years.
4. Finance Officer shall be responsible for imposing financial discipline as per the norms applicable to the concerned Universities.
5. Finance Officer shall see that utilization certificate for funds released by various funding agencies are submitted in accordance with the conditions stipulated by the agencies.

## **CONTROLLER OF EXAMINATIONS**

1. Controller of Examinations shall be responsible for holding examinations in time according to the schedule fixed by appropriate authority of the University. He should see that results are declared in time within 1.1/2 months for examinations with single examiners and 3 months for examinations with double examiners.

However, these norms can be applied only if basic examination reforms are carried out.

2. Controller of Examinations shall be responsible for the enforcement of punitive action, as per the rules of the University, against defaulting persons engaged in the confidential work of examinations.
3. Controller of Examinations shall see that results of M.Phil and Ph.D examinations are declared within a period of one year.

## **PROCTER/PROVOST/WARDEN/DEAN, STUDENTS' WELFARE/OFFICERS RESPONSIBLE FOR MAINTAINING STUDENTS' DISCIPLINE:-**

1. It will be necessary to identify and prepare a list of non-students.
2. The warden should visit the hostel at least once a week, and the assistant warden/Superintendent, daily.
3. Pre-system should be revived and made functional.
4. It should be the responsibility of Dean, Student's Welfare/Warden/Provost to initiate disciplinary action against defaulting students.
5. No student should be allowed to stay in the University for more than eight/nine years. (Graduation 3, Post-graduation 2, Ph.D. 4)
6. (a) To give a chance to fresh students, the stay of a student in the hostel should not normally extend beyond 5 years (3 graduation, 2 post-graduation).  
(b) No repeaters should be accommodated in the hostel.



## **DEAN OF SCHOOLS (FACULTIES)/HEADS OF DEPARTMENTS**

1. Deans of Schools (Faculties) and Heads of Departments shall be responsible for ensuring regular attendance of teachers and students, regular holding of Internal Assessment tests and their evaluation in time.
2. The Heads of the Department concerned shall provide information regarding the schedule of teaching, internal assessment test etc. well in time.
3. Head of the Department shall see that regular Departmental meetings are held and accurate minutes are prepared in time.
4. Proper up-keep and maintenance of the Departments shall also be the responsibility of HOD"s.

## **DIRECTOR, COLLEGE DEVELOPMENT COUNCIL**

1. He should be an ex-officio member of University bodies and committees dealing with the development of colleges.
2. He should ensure a proper periodic inspection of colleges under the University.
3. He should monitor the implementation of NEP in the colleges.
4. He should call the meetings of College Development Council at least twice during an academic year.
5. He should prepare a coordinated plan for the development of colleges, to be submitted to the UGC before each plan.
6. He should establish a close liaison with the UGC with a view to ensure the flow of UGC assistance under different schemes to the colleges. He should also monitor the flow of UGC assistance to colleges.

## **B. FOR THE TEACHERS**

1. Teachers shall take classes according to norms.
2. Teachers shall also supply course calendars and outlines of courses indicating updated reading list, method of approach, topics, number of lectures, for a course and nature of assignments to be given to the students.
3. Teachers shall perform other co-curricular and extra-curricular duties/assignments

given to them by Heads of Departments/Heads of Institution.

4. Teachers shall perform other co-curricular and extra-curricular duties/ assignments given to them by Heads of Departments/Heads of Institution.
5. Teachers shall attend meetings of Departments and Committees of which they are members.
6. Teachers shall not engage themselves in private tuition, nor should they accept, as far as possible, part-time jobs, which might affect their regular teaching and research programmes.
7. A Post-Graduate teacher shall be given a separate room or cubicle, and other ancillary academic and technical facilities.

### **C. FOR THE STUDENTS**

1. Students shall attend 75 percent classes, tutorial etc prescribed by the institution, and see that their courses are completed in time.
2. Students shall maintain discipline and do nothing which might lead to or encourage indiscipline in the class, the hostel or on the campus.
3. Students shall spend or use their spare time profitably by taking part in sports/ cultural/extension activities.

It is advisable that a reasonable quantum of such activities is made compulsory for every student.

### **D. FOR EDUCATIONAL INSTITUTIONS**

1. Educational Institutions should have adequate finance and minimum physical facilities/infrastructure, as determined by UGC and State Governments.
2. There shall be a co-ordinating committee consisting of Teacher Representatives, warden, Sports Officers and Students Representatives to ensure discipline and to promote Students-Welfare, Sports, Cultural and other Co-curricular and Extra-curricular activities.
3. The institutions shall provide security and promote healthy community or corporate life in the campus.
4. The Institutions shall also provide student counselling facilities.

5. The Institutions shall provide syllabus, Examination schedule, Course calendar, Teacher-wise course assignments, at the time of admission itself.

## **E. FOR GOVERNMENT OFFICER/ADMINISTRATORS AND THE FUNCTIONARIES**

1. It will be advisable to revise/improve the procedure of appointing Vice-Chancellors by the Chancellor with a view to ensuring the personal, moral and academic integrity of the incumbent.

Academic excellence should be the main consideration in appointing a Vice-Chancellor.

Persons implicated in judicial proceedings should be avoided.

2. It will be wise and constructive to entrust the judicial function of the Chancellor to a tribunal or a bench of the Central Educational Tribuna as recommended by the Law Commission of India.
3. (a) A Council of Higher Education should be set up in each state without any loss of time in order to co-ordinate and monitor the implementation of NEP and to look after finance, administration, evaluation exchange programmes and identification of specific study areas, for the Universities in the State.  
  
(b) The proposed Council should be constituted of persons not below the rank of a Vice-Chancellor, and chaired by the retired Vice-Chancellor (Senior).
4. Adequate finance for Higher Education shall have to be provided by UGC/Central and State Governments according to the specific recommendation of the Council.
5. The Council should furnish lists/panels of subject-experts, academics and educationists to th Chancellor, who will use them at the time of nominating suitable persons for the different committees/bodies of the University.

## **PENALTY / SANCTION**

1. Suitable penalty for or sanction against a defaulting Vice-Chancellor will be/

may be decided by the Council of Higher Education as and when the case has been referred to it by any statutory body of the University or by an aggrieved person.

## **PRINCIPAL**

State Council for higher education will take cognizance of the default on report and recommend the necessary action against such a principal to the appointing authority.

## **UNIVERSITY OFFICERS [UPTO THE RANK OF ASST. REGISTRAR] INCLUDING TEACHERS OF ALL COLLEGES**

The Vice-Chancellor will propose the action to the executive council against such officers/teachers.

## **NON-TEACHING STAFF BELOW THE RANK OF ASST. REGISTRAR**

The action will be initiated by the Registrar of receipt of specific complaints.

## **STUDENTS**

1. In matters related to indiscipline in the class necessary action will be taken by the Head of the Dept/Principal on the recommendation of Departmental committee.
2. So far as boarders are concerned Superintendent/Warden of the hostel will have the authority to take necessary action against defaulting boarders.
3. For taking care of overall disciplinary matters Boards of Residence/Discipline shall be constituted in each University/College, which will, on the basis of specific complaints, recommend to the Vice-Chancellor/ Principal, the necessary action, subject to the approval by the executive council/governing body.

## **EDUCATIONAL INSTITUTIONS**

University

A committee of enquiry shall be appointed by Chancellor/Council of Higher Education for recommending appropriate action

against the defaulting University.

College

The University concerned will appoint necessary committee to suggest necessary action against such a college.

Govt. Dept.

The State Council of Higher Education will recommend fund allocation to the Universities in the state after taking into account the resource position of the government. The University will finalise its budget based on such allocations. In case the recommended funds allocation is not ensured by the the Government dept. the system would just not work.

If the sanctioned amount is not released in time, the Chairman of the Council, on the being approached by the University authorities, shall report the matter to the Govt. for necessary disciplinary action against the defaulting officer.

## **ENFORCEMENT OF TEACHING SCHEDULE**

1. Number of working days and teaching work-load per teacher, as laid down by UGC in its latest guidelines, shall be strictly adhered to.
2. Institutional/Instructional programme shall not be disturbed in any case on account of meetings, seminars etc. However, academic leave of 21 days in an academic year should be granted to a teacher for this purpose.
3. Roll call must be done regularly by teachers concerned. Defaulting teachers will invite disciplinary action, by the Vice-Chancellor/Principal.

Head of the Department will ensure proper maintenance of attendance register by all teachers.

4. Teachers nominated/elected to parliament /state legislature shall go on leave of absence from duty for the full term.

## **TEACHER EVALUATION**

1. AIU proform for self-evaluation by teachers be adopted.
2. System of evaluation by Heads of the Department can not function so long as Headship is rotatory.
3. Time is not yet ripe for implementing the progressive idea of evaluation of teachers by students. However, a modest start may be made on the basis of following proforma/questionnaire on a five point scale.
  1. How regular a teacher is?
  2. What is his/her progress in covering the syllabus?
  3. How proficient he/she is in communicating with students?
  4. How effectively does he/she interact with students?
  5. What is the level of comprehension of the teacher in his/her subject area?
  6. How do the students perceive the impartiality and objectivity of the teacher in his dealings with/assessment of students?
4. The response of the students to the said questionnaire shall be anonymous and individual.
5. Evaluation by Departmental Committee found same favour on the basis of a limited proforma covering (i) Regularity, (ii) Academic competence and achievement (iii) Communication and expressive power, (iv) Behaviour with colleagues & students, (v) cooperation in departmental extra-curriculum activities, (vi) loyalty to the institution (vii) Moral quality.

## **MINIMUM STUDENTS FACILITIES**

1. Hostel Accommodation

Hostel accommodation should be provided for 60% of students in case of Universities other than those in Hill areas.

For 40% of students in case of colleges

For 75% of students of University/College in Hill areas.

**Approve lodging system** for students not covered by the above should be arranged by University/College concerned.

In providing hostel accommodation priority should be given to the students coming from outside the state/remote areas.

2. Student counselling Facilities must be organised by each College/University Dept.
3. Adequate facilities in respect of sports, games, cultural and recreational activities, co-curricular and extra-curricular activities and extension activities etc. should be provided and specific norms should be developed for the same.
4. State Transport Services should be extended to the University Departments.
5. Mess arrangements for students should be modernised and nutritional meals ought to be served.

### **3. MACHINERY FOR REMOVAL OF STUDENTS' GRIEVANCES**

1. The Vice-Chancellor shall appoint a Committee of Enquiry consisting of Proctor, Dean, Student Welfare, pro-Vice-Chancellor/Senior most Dean, Dean of the Faculty concerned and the students nominated by the Vice-Chancellor from amongst the elected student members of the various statutory bodies of the University.
2. This Committee shall go through the complaints and decided them after giving and opportunity of hearing to the parties concerned.

### **4. STUDENTS' PARTNERSHIP IN MAKING THE SYSTEM WORK**

1. Students should be represented by nomination on the basis of merit on all bodies/committees except selection committees, service condition committees, examination and Research Committees, and similar other committees and bodies.
2. There should be a consultative committee of teachers and students to advise the authorities on various matters except service conditions and examination matters.

3. Students should be represented on all committees dealing with student welfare.
4. Students should be exposed to the letter and spirit of National Educational Policy, through frequent seminars/conferences.
5. Annual Seminar of Research Scholars [M.Phil & Ph.D Students] should be conducted by each University and its findings should be submitted to the Academic Council for consideration and necessary action.

## **5. GRIEVANCE REDRESSAL MACHINERY FOR TEACHERS AND ADMINISTRATIVE STAFF**

1. (a) It is necessary that detailed rules be laid down by each University regarding service conditions of teachers and non-teaching employees defining the various norms and the corresponding penalties for their violation.
- (b) These offences should include "misconduct" [which could cover instances of the type mentioned on p.74 para 7(vi) of the POA].

Note : CCA Rules could be looked into for drawing parallels.

2. (a) There should be a grievance redressal machinery in each University/ College, prescribed by the Statute.
- (b) It should have two parts, viz.
  - (i) for hearing administrative grievances
  - (ii) for hearing grievances having a legal character
3. (a) Every grievance/complaint by a teacher shall be referred to the Dean who shall decide within 15 days, if
  - (i) the complaint is of an administrative nature, or
  - (ii) the grievance is of a legal nature and prima facie case exists, or
  - (iii) the complaints/grievance has no substance.
- (b) In case of the administrative staff, this question shall be decided by the Registrar.
4. (i) The legal grievance shall be referred to a committee consisting of
  - (a) A retired High Court judge (Chairman)
  - (b) Senior most Dean



- (c) A retired Vice-Chancellor of a neighbouring University.
  - (ii) This Committee shall meet twice a semester.
  - (iii) Every dispute shall be disposed off within 6 months from the date of filling the grievance.
5. A parallel machinery should be constituted for the colleges.
  6. In case of complaint against the Dean/Principal the grievance/complaint should be referred to the Vice-Chancellor.
  7. Punishment should be provided for false charges made by a person.
  8. *Ensuring the Observance of the Service Condition of teachers in aided and Private Institutions.*

There should be regular inspection by College Development Council. After two warning given within a period of one year, if matters do not improve, the college should be disaffiliated.

In conclusion, the seminar also resolved to record that

"the proper working of the University/College system does not depend merely upon the proper working by the teachers, administrative staff and students of a college/university. it depends equally upon the proper functioning by the UGC, Central Government, State Government and other funding agencies and the public at large.

The University/College system is only a sub-systems of the wider social system. Unless and until steps are taken to make these other sub-systems also work, the university/college system can not be made to work, as if it were autonomous."

