

University Management in Uttar Pradesh

A View from the Chancellor's office

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Foreword

As Chancellor of 28 universities in India's largest state, Uttar Pradesh, the subject of higher education is of the greatest importance to me. 15,60,375 university students were awarded degrees in 2016-17. Of these the number of girl students was 7,97,646 or, a highly impressive figure of 51%. 66% of the awards and medals were won by girl students. As is evident from these figures, not only are we looking at a massive number of students, we are also fortunate to note that half of these are women. Clearly the demand for higher education in UP is extremely high and the number of women enrolling for University education is very heartening.

From the very start of my stint as Chancellor, I have endeavoured to bring about order and adherence to time schedules in the university calendar. I have stressed upon the need for timely conduct of examinations, declaration of results and the holding of convocations for the award of degree certificates. I am glad to be able to say that my efforts have borne fruit and in the past three years, UP state universities have been showing improvement. In this context I welcome the task undertaken by officers of my secretariat to carry out a comparative study of university systems across four states with special reference to the role of the Chancellor. I am particularly more happy because the initiative to undertake such a study came from these dedicated officers.

This report of the comparative study is comprehensive and takes a hard, critical look at how universities in Uttar Pradesh appear today. I feel that the observations and recommendations contained in the report are pertinent and worthy of serious consideration. I congratulate Ms Juthika Patankar, Principal Secretary to the Governor and Chan-

cellor, UP and Dr Rajvir Singh Rathore, Officer-on-Special -Duty in charge of Education in the Governor's Secretariat and their team who have attempted a very sincere exercise in understanding and analysing University systems in UP.

I trust this Report would be of use to all those interested in this field.

(Ram Naik)

Introduction

The objective of this study of Universities, as perceived from the office of the Chancellor in different states, was to compare the role of the Chancellor of Universities in Uttar Pradesh (UP) with that in other states. In UP the Governor as Chancellor of most state universities is the designated Appellate Authority in university matters. He/she appoints the Vice-Chancellor by setting up a Search Committee to recommend a panel of names from which he/she makes the final selection and appointment. Consequently he/she is also vested with the authority to grant leave or institute disciplinary action and award penalties. This is in addition to the traditional role of the Chancellor in convocations; as president or chairperson of apex university councils; or of appointing nominees on various committees. The assigned role of the Chancellor in UP means that a fair amount of the administrative work related to the posts of Vice-Chancellors of universities is handled in the office of the Chancellor. This study attempted to understand from the system in other states whether the same situation obtained in Chancellors' offices there or whether there were alternative procedures in place.

The Chancellor as Appellate Authority in UP state universities has resulted in a very large number of appeals being regularly filed in the Chancellor's office. These appeals which are disposed by way of quasi-

judicial orders of the Chancellor, are handled in his/her office by the Legal Advisor(s), senior judiciary officers who have been posted in the office of the Governor for dispensing advice on all matters pertaining to the Constitution of India and to law. In practice, the disposal of these appeals has ended up being a very lengthy process with pendency levels going as high as 200 cases a month.

The office of the Chancellor in UP services appeals, handles hundreds of miscellaneous University representations, provides Chancellor's nominees for various purposes, operates as secretariat to Search Committees for Vice-Chancellor appointments, deals with disciplinary cases and leave sanctions of Vice-Chancellors, co-ordinates Convocations and convenes review meetings of Vice-Chancellors. It has enabled the Chancellor to draw the attention of the government to several areas of higher education policy which need urgent attention and reform. In short, it functions as simply another, albeit an abbreviated, Department of Higher Education without any of the wherewithal for such functioning. The work of the Principal Secretary to the Governor in UP is completely overshadowed in terms of substance and volume by the work done in his/her capacity as Principal Secretary to the Chancellor.

During the course of our interaction with offices in the states of Maharashtra, West Bengal, Tamil Nadu and Gujarat, we discovered that the role of the Governor as Chancellor was considerably limited in these states as compared to UP. The situation varied from greater intervention by state governments in university management to the virtual

elimination of the functions of the Governor as Chancellor. In all these states, the Departments of Higher Education were prominent in University matters. The Principal Secretary to the Governor was not, by extension, Principal Secretary to the Chancellor. There were no Legal Advisors to the Governors in Raj Bhavans nor, significantly, was the Chancellor the designated Appellate Authority in any other state. As a result there was no pendency of appeals or representations in the Chancellor's office. On the other hand, notwithstanding the reduced role of the Governor as Chancellor, the picture which emerged was one of Chancellors with a comprehensive overview of higher education in their states and apparently meaningful interface between Chancellors and government departments of higher education in the overall interest of University education.

In the light of the above situation we analysed the position of UP with regard to the Chancellor and Higher Education. We have attempted to understand and highlight the areas in which we feel that changes are necessary and we have also drawn attention to those areas in which the system in UP appears to be significantly preferable to that in other states.

This study has focused on the overview of universities as seen from the office of the Chancellor. It has not ventured into areas such as university buildings, infrastructure, pedagogy, financial management, students' issues or academic reforms. By undertaking this study and writing this report it is not our intention to criticise or denigrate any sys-

tem. It is in fact our effort to understand better our own system in UP through comparison and contrast with other states so that we might be able to consider alternative ways of improving the quality of our functioning.

This study lays no claim whatsoever to serious academic research and rigorous data assimilation and analysis. It is an exploration of university management systems in a few states in India with reference to the Chancellor's office. Information and data for the purposes of our study has been gathered through interviews and interaction with authorities in different states and with our own Vice-chancellors and the Chancellor in UP. The analysis, discussion and conclusions are based upon our visits, interaction and our own experience of the past four years in working in the office of the Chancellor in Uttar Pradesh.

Factual errors or perceived misrepresentation of any issue in other states, if any, are solely our responsibility.

We are extremely grateful to the highest offices of the Chancellors and the Departments of Higher Education and University authorities in Maharashtra, West Bengal, Tamil Nadu and Gujarat for facilitating our study. We received tremendous courtesy, warm hospitality and the greatest degree of professional knowledge and cooperation from all these states. We were honoured to be given time for interaction by the highest office, that of Honourable Governor, in West Bengal, Tamil Nadu and Gujarat.

We thank our colleague, Shri S S Upadhyay, Legal Advisor to the Governor, UP for his observations, interpretations and counsel on Universi-

ty law and legal matters. We also thank Shri Sudeep Banerji, Officer-on-Special-Duty (Information Technology) in the Raj Bhavan UP, for his suggestions and help. He was part of the delegation to West Bengal. We thank Shri Kamesh Shukla, Additional Legal Advisor to Governor, UP whom we deployed as a sounding-board for various ideas from time to time. We thank our colleagues in the Education section of the Chancellor's office and the staff in our own offices for all their help.

We are, above all, very grateful to the Honourable Governor and Chancellor of Uttar Pradesh who motivated, encouraged and supported our attempt and who taught us to be open to criticism, suggestions and learning. We have tried to incorporate the spirit of his advice that "there is always a better way of doing things".

Background, Objective and Method of study

Background

The Higher Education sector has witnessed a tremendous increase in the number of universities/university-level institutions and colleges after 1947. According to the University Grants Commission (UGC), the number of universities has increased 41 times from 20 in 1950 to 842 in February, 2018. The sector boasts of 47 Central Universities, 381 State Universities, 291 private universities, 123 Deemed-to-be Universities and 91 Institutions of National Importance. The number of colleges has also registered a manifold increase of 60 times with just 700 in 1950 growing to 42,300 as on 31 December, 2017. Uttar Pradesh (UP), the most populous state in India has 6 Central Universities, 31 State Universities, 8 Deemed-to-be Universities, 32 Private Universities and 8,189 Colleges.

The Governor of UP is Chancellor of 28 State universities (Appendix I) including general universities, agriculture universities, technology universities, medical universities and even a music Deemed-to-be university. One of the key functions of the Chancellor is that of being appellate authority under various University Acts in respect of orders passed by any authority or office of the University. The office of the Chancellor of UP State Universities receives on an average 9 ap-

peals per month of which 4 are decided, leaving a pendency of around as many as 5 cases per month. Due to massive unplanned growth in education institutions, not only is the quality of education declining, the number of disputes is also on the rise. The number of disputes relating to higher education has increased phenomenally in the recent past, yet there has been little attention devoted to adjudicatory approaches in this realm. In case of UP, our analysis reveals a steep rise in litigation cases received in the Chancellor office as the number of cases registered annually has increased from 56 in the year 2013 to 109 during 2016, i.e. doubled in a mere three years. On the other hand, the number of cases decided during the same period has come down from 52 to 36 despite there being 2 Legal Advisors in the office of the Chancellor.

The huge backlog of cases and the very slow rate of disposal prompted a detailed in-depth analysis of the prevalent system of University management in UP. It was felt that there was a need to go beyond the mere legal framework of the cases in the Chancellor's office in order to understand why there was such a large volume of litigation and whether (apart from the time taken by the legal advisors in the Chancellor's office) there were any intrinsic structural causes for the inordinate delay in disposal of cases.

Against this background it was decided to undertake a comparative study of the role of the Chancellor's office in the management of Universities in UP with the position in a few other states.

Objective and method of study

In the context of a very high rate of pendency of appellate cases, an ever-increasing number of state universities, and certain attendant divergences such as the fact that some state universities have the Chief Minister of the State as Chancellor and not the Governor, a team of 2 officers viz Principal Secretary to Governor, UP and Officer on Special Duty (Education), Chancellor's office obtained the approval of the Hon'ble Governor/Chancellor to embark on 4 study tours to West Bengal, Maharashtra, Gujarat and Tamil Nadu. The focus would be on attaining a comparative picture of the strengths, weaknesses and potential of the different scenarios of higher education in these 4 states vis-a-vis UP with special reference to the role of the Chancellor's office.

A list of possible issues for discussion including role of Chancellor, interface between State Government and Chancellor office, between Universities and State Government was prepared and shared in advance with the Principal Secretary/Secretary to Chancellor/Higher Education Department of all 4 States (**Appendix-II**). Detailed personal interviews and meetings were held with Principal Secretary/Secretary to Chancellor and his/her office, Principal Secretary of Higher Education Department, and Vice-Chancellors/Registrars of State Universities. Documents such as State Acts, rules, regulations were obtained from all States. Finally a comparative assessment of the position obtaining in each State and UP was prepared. Based on this analysis, the conclusion and suggested recommendations to improve the existing system in UP have been summarised.

Schedule of Visits and Comparison Tables

The visits undertaken to Maharashtra, West Bengal, Tamil Nadu and Gujarat are detailed in the table below:

Table I

Particulars		Maharashtra	West Bengal	Tamil Nadu	Gujarat
1.	Period of visit	20-23 August, 2017.	23-25 January, 2018.	26 February, 2018 to 1 March, 2018.	13-17 March, 2018.
2.	Officers and authorities met	<p>1. Secretary to Governor of Maharashtra</p> <p>2. Additional Chief Secretary Chancellor/ Higher Education, Government of Maharashtra.</p> <p>3. Registrar, SNDT University, Mumbai</p>	<p>1. Additional Chief Secretary to Governor of West Bengal</p> <p>2. Additional Chief Secretary, Chancellor/ Department of Higher Education, Science & Technology and Biotechnology, Government of West Bengal.</p> <p>3. Vice Chancellor, Netaji Subhas Open University, Kolkatta.</p> <p>4. Pro-Vice Chancellor, University of Calcutta, Kolkatta.</p> <p>5. Registrar, Rabindra Bharati University, Kolkatta</p>	<p>1. Additional Chief Secretary to Governor of Tamil Nadu.</p> <p>2. Principal Secretary, Chancellor/ Department of Higher Education, Government of Tamil Nadu.</p> <p>3. Vice Chancellor, Madras University, Chennai</p> <p>4. Vice Chancellor, Dr M.G.R. Medical University, Chennai.</p> <p>5. Registrar, Dr Ambedkar Law University, Chennai.</p> <p>6. Registrar, Anna Technical University, Chennai.</p>	<p>1. Principal Secretary to Governor of of Gujarat.</p> <p>2. Principal Secretary, Chancellor/ Higher Education, Government of Gujarat.</p> <p>3. Commissioner Higher Education.</p> <p>4. Advisor, Knowledge Consortium of Gujarat, Ahmadabad.</p> <p>5. Vice Chancellor, M.S University, Baroda, Vadodara.</p> <p>6. Registrar, M.S University, Baroda, Vadodara.</p>

Table II

1. Issues related to the Chancellor's Office

Particulars		Uttar Pradesh	Maharashtra	West Bengal	Tamil Nadu	Gujarat
i	Who is the Appellate Authority under University Acts?	Chancellor (Governor)	University Tribunal	University Tribunal	No provision for Appellate Authority. Approaching the High Court is the only remedy	No provision for Appellate Authority. Approaching the High Court is the only remedy
ii	Are the orders passed by Chancellor as the appellate authority quasi judicial in nature?	Yes	No provision	No provision	Does not apply	Does not apply
iii	Do you have a legal advisor?	Yes	No	No	No	No
iv	Are the state universities under different Acts?	Yes	Yes	Yes	Yes	Yes
v	Are the qualifications and experience for the position of Vice-Chancellor well-defined?	Vague/Indistinct	Well-defined and clear	Well-defined and clear	Largely follow UGC regulations (20 Years as Associate Professor or 10 Years as Professor).	Largely follow UGC regulations.

vi	Is procedure and timeline for appointment of Vice-Chancellor laid down?	Vague	Well-defined and clear	Well-defined and clear	Fixed timeline and procedure being formulated.	
vii	Who is the Appointing Authority of Vice Chancellor?	Chancellor from the Panel of 3/5 candidates recommended by the Search Committee.	Chancellor from the Panel of 5 candidates recommended by the Search Committee.	Chancellor from the Panel of 3 candidates recommended in order of preference by the Search Committee.	Chancellor from the Panel of 3 candidates recommended by the Search Committee.	Government with approval from the Chief Minister from the Panel of 3 candidates recommended by the Search Committee.
viii	Are the terms and conditions (Leave, Salary, Enquiries, Punishment etc.) of Vice-Chancellor appointments laid down?	Unclear /vague. Tenure of Vice Chancellor is 3 Years.	Service conditions are specified but leave provisions lack clarity and punishment rules are not laid down. Tenure of Vice Chancellor is 5 Years.	Service conditions are specified but leave provisions lack clarity. Provision for removal of Vice Chancellor is specified in the Act. Tenure of Vice Chancellor is 4 Years.	Yes, under the Act. Tenure of Vice Chancellor is 3 Years.	Yes, well described under the Act. Tenure of Vice Chancellor is 3 Years.

ix	Who issues the No objection certificate (NOC) to Vice-Chancellors for foreign visits (Chancellor or State Government)?	State Government	Chancellor on the recommendation of the state government.	The state government issues NOC and leave is sanctioned by the Chancellor.	Chancellor on the recommendation of Governing Body.	The State Government issues No Objection and leave is sanctioned by the Chancellor
x	Are the review meetings of Vice-Chancellors convened? If yes, whether by the Chancellor or State departments?	Indistinguishable	Joint Committee Meeting, State Government.	Quarterly Meetings, Chaired by the Minister, Government of West Bengal.	Yes, by the Department of Higher Education at frequent and regular intervals.	Yes, at Government level at regular intervals.
xi	In the event of lengthy disciplinary proceedings against Vice-Chancellor, who would bear the financial costs?	University (by practice)	Have not faced such a situation yet.	Have not faced such a situation yet.	By the University, if required, but no such situation thus far.	By the University, if required, but no such situation thus far.
xii	What is the disposal mechanism of representations received against University authorities?	Decided by the Chancellor under different sections of Acts.	Decided by the Grievance Redressal Committee and Tribunal.	Decided by the University Tribunal.	Not Applicable (Decided by the High Court).	Not Applicable (Decided by the High Court).

Table-III

2. Issues for discussion with concerned State Government Departments.

Particulars		Uttar Pradesh	Maharashtra	West Bengal	Tamil Nadu	Gujarat
i	Whether there is any prescribed appraisal procedure for Vice-Chancellors?	No	No	Review Meetings	No	No
ii	What is the role of State Government department in the service matters of Vice-Chancellors?	Service conditions are decided by the state government.	Service conditions are decided by the state government.	Service conditions are decided by the state government.	State Government	Service conditions are decided by the state government.
iii	What is the mode of release of funds from government to universities and their monitoring systems?	State government releases in installments and Fund Utilization Certificate is submitted to the government.	Salary is directly transferred into employee's bank account and project-based funds to the university.	Salary is directly transferred into employee's bank account and project-based funds to the university in installments'.	Salary of aided Colleges goes directly to bank account of employees. In case of University, salary and project grant go to the University.	Salary and project grant go to the University.
iv	What is the method of appointment of University officers such as Registrar, Finance officer, Controller of Examinations?	Appointed by Government.	Appointed by university as per procedure for a fixed tenure (5 Years).	Appointed by university as per procedure but no fixed tenure.	Appointed by University by its Senate/ Governing Council.	Appointed by university as per the laid down procedure.

v	What is the sanctioned procedure for appointment to Teaching and Non-teaching positions and permission for filling their positions?	No defined procedure	Vacant positions are reviewed after every 3 months on regular basis by government and filled by Universities as per prescribed procedure.	Recruitment for Aided Colleges by Teachers Recruitment Council. Once the positions/ posts are sanctioned by the government, no permission for filling such posts is required from the government. However, the status of vacancies is communicated regularly to government.	Recruitment for Colleges by Teachers Recruitment Board and to Universities by University. Posts subject to funds to be sanctioned by State Government. Monitoring and control through Finance Committee of the University.	Recruitment for Colleges by Teachers Recruitment Board and to Universities by University. Posts subject to funds to be sanctioned by State Government. Monitoring and control through Finance Committee of the University.
vi	Issues/problems regarding Self-financed programmes and courses?	Some issues have been identified and are being addressed.	Has not figured in their priority. No cognizance as yet.	Has not figured in their priority. No cognizance as yet.	Not a priority but may be problems in the pipeline.	Has not figured in their priority. No cognizance as yet.
vii	Is there any provision of Interfacing with private Universities/State Government/Chancellor's office?	No such protocol at present.	No such protocol at present.	Most of the Private Universities have been only recently established and as such no protocol exists.	No protocol with Private Universities. Not much with Chancellor's Office or Government.	No protocol with Private Universities.

viii	What is the process of fee revision?	Revised by university and approved by state government.	Fee Fixation Committee at university level.	Fee Fixation Committee at university level.	Finance Committee is the appropriate authority.	Finance Committee is the appropriate authority.
ix	What is the time-frame for adoption of University Grants Commission Regulations?	Uncertain	As soon as they are received.	As soon as they are received.	Immediate	Immediate
x	Is National Assessment and Accreditation Council assessment compulsory?	No	Government funds are released only to National Assessment and Accreditation Council assessed colleges/universities.	Emphasis is being given to NAAC assessment but, it is not a prerequisite for government assistance.	Yes	Emphasis is being given to NAAC assessment but, it is not a prerequisite for government assistance.

Table-IV

3. Issues for discussion with Vice-Chancellors/universities.

Particulars		Uttar Pradesh	Maharashtra	West Bengal	Tamil Nadu	Gujarat
i	What is the time-frame and procedure for affiliation of new Colleges?	Procedure has been defined and decisions are taken at University level but no time-frame exists.	Criteria and procedure and time-frame defined and on the recommendations of the University, the letter of Intent is issued by Government to the University for granting the affiliation.	Criteria and procedure and time-frame defined and on the basis of 'No Objection' letter issued by the Government, the University does inspection for granting the affiliation. The University constitutes an Inspection committee and completes the process within 4 months' time.	3 Months, procedure laid down by State Government and followed by Universities.	Procedure is well defined.
ii	Is statutory approval of Chancellor required for Statutes, Ordinances and Regulations and if so, the route of obtaining approval?	Yes Executive Committee recommends to Chancellor for approval.	Yes Management Board recommends to the Senate and then it goes to the Chancellor for approval.	Yes Executive Council recommends to the Court and then it goes to the Chancellor for approval. The Statutes are assented by the Chancellor in consultation with the Minister.	Yes, but Government approval is not required in each and every matter. Only in matters with financial implications, government approval is mandatory.	Chancellor's Assent is not required. Approval is granted by the State Government on the recommendations of Legal Department. of

iii	Is teaching staff used for administrative work?	Routinely	Rarely	Hardly ever	Yes, but not routinely.	Yes, but not routinely.
iv	What is the level of integration of teaching, research and extension?	Research and extension are not evident as high priority issues.	Emphasis on research projects especially at post-graduate level so that the need to integrate research into teaching is recognised.	Emphasis on research projects mainly in university campuses to integrate research into teaching.	Emphasis on research projects mainly in university campuses.	Emphasis on research projects mainly in university.

What follows is a detailed analysis of the issues highlighted in the 3 Tables above concluding with some observations and recommendations based on the same.

Appellate Authority

The significant difference between the Chancellor of universities in Maharashtra, Tamil Nadu, West Bengal and Gujarat and the Chancellor in UP is that the former is not the appellate authority for representations against orders passed by Vice-Chancellors or Executive Councils whereas the latter is. Further, in Maharashtra, Tamil Nadu and West Bengal, the Additional Chief Secretary/Principal Secretary/Secretary of the department of higher education and of related departments such as agriculture or technical education etc are virtually ex-officio secretaries to the Chancellor and these departments provide inputs and deal with files pertaining to University education which may come before the Chancellor. In Gujarat the Chancellor has no designated role in University management. In UP the office of the Chancellor deals with various University matters, whether in the form of appeals, appointment of Vice-Chancellors, Executive Council or Court matters, representations from students or faculty etc. These are handled by the Chancellor's/Governor's Secretariat headed by the Principal Secretary to the Governor. In fact, University matters account for almost 80% of the work in the Governor's Secretariat in UP.

In Maharashtra, Tamil Nadu, West Bengal and Gujarat, the Governor's office does not have any post of Legal Advisor, so there is no such person in place.

In West Bengal, the dispute between the University and any teacher, officer or any other employee is referred to a Tribunal consisting of the following members:

1. A Chairman to be nominated by the Chancellor in consultation with the Minister.
2. One person to be nominated by the Executive Council; and
3. One person to be nominated by the person concerned.

In Maharashtra too there are University Tribunals, each presided over by a retired judge of the High Court. In Tamil Nadu and Gujarat, however, there is no provision of any appellate authority and appeals, if any, can only lie with the judicial courts.

In UP the Chancellor is the Appellate Authority and he/she is assisted in that capacity by the Legal Advisor, a post which has always existed in UP. The role of the Legal Advisor is not limited to the disposal of University appeals alone, he/she provides legal advice to the Governor on all matters. In the three other states, the governors seek the advice of or consult with the Advocate-General of the State government whenever needed but in UP the services of the Advocate-General are very rarely required by the Governor owing to there being a Legal Advisor deputed from the judicial service in the Raj Bhavan.

It is the role of the Chancellor of universities in UP as an appellate authority under the UP State Universities Act 1973, as well as the Acts of other universities, which has resulted in the office of the Chancellor gaining, perhaps excessive, prominence in general management of the

university issues. As many as 9 appeals are filed every month in the Chancellor's office against a recurring pendency of 5. The majority of these appeals are about service matters of the universities' personnel and the rest are mostly about individual college management disputes. The inference is plain viz. universities have a notoriously poor record in internal administration and personnel management, (c.f. *Navigating the Labyrinth: Perspectives on India's Higher Education* by Devesh Kapur and Pratap Bhanu Mehta).

The disposal of appellate cases in the UP set-up rests largely on the examination and analysis by the Legal Advisor(s) in the office of the Chancellor. This work progresses at an extremely slow rate and consequently the number of unresolved cases at any given time is far in excess of new cases filed. This, in turn, results in the unhealthy practice of litigants constantly visiting the offices of the Legal Advisers and related functionaries to press the speedy disposal of their cases. University administration, already seen to be deficient by the number of service cases filed, becomes even more lethargic and erratic because service problems fester over a long period and effective decision-making does not happen. In sum, university management becomes lax, riddled with unaccountability and absolutely incapable of sorting out even simple administrative matters. For any and every issue of the failure of the university authority's viz. Vice-Chancellor and Registrar, the affected teachers or employees file either a case in the High Court or an appeal to the Chancellor or usually both. These cases then drag on for years, compliance of decisions which come too late is invariably complex, and the net outcome is a further lowering of efficiency, efficacy and ac-

countability in university administration. This, over time, has corroded the quality of university education.

How effective the system of university Tribunals is was not within the limited scope of our exercise. Our point is that by placing University service matters before a Tribunal headed by an ex-High Court judge as for example in Maharashtra, the system provides an arrangement of grievance redressal and justice, midway between the High Court (seen as the temple of highest judicial processes) and the Chancellor's office (perceived as an administrative, quasi-judicial corrective institution). The West Bengal system however raises certain disquieting questions because the tribunal there is headed by a chairman nominated by the Chancellor in consultation with the Minister. This seems to strike at the very root of University autonomy and so does not appear to be the best possible answer. To that extent the UP system is preferable in that it preserves the independence of the University by keeping it separate from the political executive.

The Tribunal means that there is no question of pendency of cases in the Chancellor's office. This is significant because where the Governor is the Chancellor; the Raj Bhavan surely has a status and role beyond that of an administrative court for university matters and so these matters should not occupy a disproportionately large amount of space in the functions of Raj Bhavan.

What then is the relative advantage or disadvantage in having the Governor/Chancellor as Appellate Authority? Here too, another inter-

esting aspect of the matter presents itself. What of state universities where persons other than the Governor are Chancellors?

In state universities wherever the Governor is Chancellor and Appellate Authority, there is a general perception of distance, non-bias and objectivity in regard to university issues. If the Governor/Chancellor's secretariat handles the appeals rather than the Chancellor's office being serviced by the Department of Higher Education, the notion of fair play and non-partisanship is further upheld. But to maintain the highest standards and ensure timely disposal of cases, entrusting the work to Legal Advisors might lead to delays of the same kind seen in judicial courts. The alternative would be to equip the Chancellor's secretariat with greater manpower dedicated to such work so that the Principal Secretary to the Governor is not burdened with university quasi-judicial matters and these remain distinct from the duties of the Governor's secretariat. It appears useful and desirable to provide for an Appellate Authority so perhaps the best method is that of University tribunals on the pattern in Maharashtra. This would also address the problems likely to arise in state universities where persons like Chief Minister or, as in Maharaja Sayaji Rao University, Baroda, Gujarat, the head of the erstwhile ruling family of Gaekwads is, by tradition, the Chancellor. Whereas the Chief Minister as Chancellor would greatly reduce university autonomy, a private person as Chancellor may not be equipped with a full-fledged knowledgeable secretariat to deal with appellate matters.

Incidentally, we learned from all the other states that the amount of university-related litigation was considerably less in those states as

compared to UP. State universities in UP could perhaps focus on better and more accountable internal administration to resolve teachers' service matters before they assume the proportions of court cases. Regular refresher training for non-teaching staff might also motivate employees to work more efficiently leading to better administration all round and consequent reduction in appeals and court cases.

Appointment of Vice-Chancellors

The following issues need careful consideration in respect of the process of selection and appointment of Vice-Chancellors:

- (a) eligibility criteria for Search Committee members
- (b) eligibility criteria for persons to be appointed as Vice-Chancellors
- (c) the case for adopting University Grants Commission (UGC) criteria for eligibility of Vice-Chancellors versus the case for having no specified criteria as is the position in the UP State Universities Act, 1973.
- (d) the extent of involvement of state governments in the appointment of Vice Chancellors and the consequential impact on university autonomy.

In all four states viz; Maharashtra, Tamil Nadu, West Bengal and UP, the Vice-Chancellors are appointed by the Chancellor through a process of short-listing by Search Committees. In Gujarat the appointing authority is the state government. However, in Maharashtra the selection process involves open advertisement; inviting applications; qualifications prescribed by publication in official gazettes; screening of eligible candidates by Search Committee through personal interaction and a final speaking recommendatory short-listing of 5 names for the ultimate selection and appointment by the Chancellor.

In West Bengal, the Search Committee is constituted by the state government with the following members:

- i. An Academician, not below the rank of Vice Chancellor or Director of National Institute to be nominated by the Chancellor in consultation with the Minister, and such academician shall be the Chairperson of the Committee.
- ii. An academician, not below the rank of Professor, to be nominated by the State government, and
- iii. An academician, not below the rank of Professor, to be nominated by the university Court.

The selection process involves open advertisement; inviting applications; qualifications prescribed by publication in official gazettes; screening of eligible candidates by Search Committee through personal interaction and a final speaking recommendatory short-listing of 3 names in the order of preference for the appointment of Vice Chancellor is submitted to the Chancellor by the respective departments. The short-listing by the Search Committee is based on proper weightage given to the minimum qualifications, academic and administrative experience possessed by the candidates; proven competence and integrity; and personal interaction held with the Search Committee.

In Tamil Nadu, the Search Committee has a nominee of the state government and till very recently there was a practice of the final interviews for selection being conducted by the Chancellor along with the minister for Higher Education. This practice has now been discontinued. We were informed that Tamil Nadu is reviewing some of its pro-

cedures and provisions in this regard following the initiative taken by recent Chancellors to cleanse the entire process in the interest of quality and integrity. One of the fundamental measures required to be put firmly in place is that of prescribing qualifications for Search Committee members as well as for Vice-Chancellors. The Tamil Nadu authorities from the highest level downward emphasised the need for stringency in this regard.

In Gujarat the state government is the only authority to select and appoint Vice-Chancellors.

In UP the state government has a prescribed role, through its principal secretaries or official functionaries, in the short-listing of names for Vice-Chancellors of technical and agriculture universities. But in all other universities, the state government has no role in selection and appointment of Vice-Chancellors. Nor does the Act in question provide any eligibility criteria for those who should be considered for this post. A peculiarity of the composition of the Search Committee in UP is that one of its statutory members is a sitting High Court judge nominated by the Chief Justice of the Allahabad High Court. There is no officially designated Chairman amongst the three Search Committee members. Whatever may have been the reasons for including a sitting judge of the High Court in the Search Committee, today it does not appear to augment greatly the capacity of the Search Committee to seek the best suited candidates. According to the procedure established by convention, in UP the Search Committee picks any five names from a database of applications, submitted over an unspecified period of time, without any duly prescribed qualifications or eligibility requirements.

This short-list is submitted to the Chancellor for making the final Selection of Vice Chancellor. There is no custom or practice of personal interaction by the Search Committee in UP.

It is important and desirable to lay down the eligibility criteria for Search Committee members as only those who have attained a certain prescribed standard could reasonably be expected to select appropriate and fitting candidates as Vice-Chancellors. For UP it would be useful to revisit the provisions of the UP State Universities Act, 1973 regarding the composition of Search Committees, as in the existing Act, there are no eligibility conditions mentioned.

To be fair in the critiquing of the U.P. system however, it must be acknowledged that the very absence of codified criteria or qualifications for selection allows each Search Committee to formulate its own guidelines and ground rules. Nothing prevents the Search Committee from structured personal interaction with prospective candidates within a specified framework of requirements. Likewise, nothing prevents a Search Committee from recording its reasons and criteria for short-listing five out of the total applications before it. In fact there have been occasions, notably 2 different Search Committees on 2 different occasions, for appointment of Vice-Chancellor and Director of the 2 Medical universities in UP, when the Search Committee drew up an elaborate criteria for assessment and awarded marks to each short-listed candidate and from that list further narrowed down the panel to 5 names which were fully accounted for on the basis of criteria objectively applied. However, these were exceptional occasions where the medical

expert on the said committee was responsible for actively and consciously enhancing the transparency and accountability of the process.

The case of Gujarat puts a big question-mark on the concept of autonomy of universities. The government selects and appoints the Vice-Chancellors. We were informed during our interaction with the Gujarat Higher Education authorities that it is viewed as desirable to appoint only those persons who are in tune with government thinking and government policy. In other words, this suggests that academic eminence is not a significant criterion in choosing Vice-Chancellors because it is universally known that persons of great academic distinction rarely see eye-to-eye with ruling establishments and are usually given to healthy, robust criticism.

To a great extent the issue of autonomy is equally relevant in West Bengal and in Tamil Nadu where the state Governments have been assigned a significant role in the selection of Vice Chancellor and it has not been left to the Chancellor who by virtue of his constitutional office as Governor is perceived to be apolitical. The Maharashtra system of selection and appointment of Vice Chancellor then appears to be the best, comparatively speaking, among all the four states. It seems to be a far more transparent, accountable and systematic process, elucidated in duly codified rules and orders. Yet there is one respect in which the UP State Universities Act, 1973 adds another dimension to the whole question of eligibility criteria for Vice-Chancellors.

The UP Act does not lay down a single qualification for appointment as Vice-Chancellor. It only refers to the appointment of "any per-

son" as Vice-Chancellor. In the best sense of the term it implies that the Search Committee is free to go beyond formal academic credentials in shortlisting names for appointment as Vice-Chancellors. The provisions of the Act leave it to the wisdom and good sense of the Search Committee to pick persons of eminence and repute regardless of academic distinctions, persons of formidable and outstanding achievements, even if they lack formal University experience. In the narrowest sense, however, the provision in the Act could be construed to mean that any person without qualification, distinction or achievement could be appointed as Vice-Chancellor without any illegality under the Act.

Unlike the other states studied, UP has not adopted the UGC eligibility criteria for Vice-Chancellors. It has retained the flexibility and option to choose anybody, as permitted by its Act. It is difficult to pronounce with certainty which method or criteria would be the best for selection of Vice-Chancellors. There was a general consensus among all the states studied that:

- (a) Nobody at any level, whether as a Search Committee member or as a government authority or anyone else involved in the selection and appointment process has evinced that degree of seriousness or commitment to the higher academic cause by wholeheartedly supporting only the best quality candidate for appointment as Vice-Chancellor.
- (b) No system appears to be foolproof as howsoever sound it may be made, theoretically, its practical implementation allows loopholes and gaps.

As far as UP is concerned we suggest that the Chancellor and the Higher Education Department in U.P. could lay down eligibility criteria and education qualifications for each selection, by official government gazette notification, and this notification could be made a statutory requirement by suitable amendment in the Acts. Alternately the Chancellor may stipulate the terms of reference and detailed procedure for Search Committee in each case, but this would have to be with the help of expertise and domain knowledge provided by the Department of Higher Education. The former option appears better because it would be fixed and codified for all time. In no case should the application of well-defined criteria to selection, and the recording of reasons for selection be left to the discretion of Search Committee as is the present practice in UP.

In conclusion, it is safe to say that there is a strong case for a certain high standard of qualifications to be prescribed for persons who could be nominated to Search Committees. Equally it seems important to prescribe certain eligibility criteria for those who may be considered for appointment to the post of Vice-Chancellor. High academic distinction, integrity and a fair amount of administrative experience particularly at the University level would seem to be called for in an appointee to the post of Vice-Chancellor. There should be no compromise with this even if it proves difficult to steer free of political considerations in such appointments. As in everything else, putting together the best possible system of selection should be undertaken; how it delivers would depend upon the commitment of those who work it to adhere to the letter and spirit of the rules.

Terms of Service of Vice-Chancellors and Faculty

West Bengal, Maharashtra, Tamil Nadu and Gujarat are more specific in spelling out the terms and conditions of service of Vice-Chancellors. But as may be seen from Table II, provisions regarding leave and disciplinary proceedings are left vague in each state. There is a need to address this issue because during the prescribed tenure, a Vice-Chancellor may require, for example, medical leave or any other kind of leave for a contingency not covered by the provisions. Similarly, the provisions governing the tours (India and ex-India) undertaken by Vice-Chancellors are vague and appear to allow them maximum leeway to travel incessantly to various destinations thereby spending much time in the process. A balance needs to be struck between this excess of flexibility and the complete lack of provision for medical leave etc. During the pendency of disciplinary proceedings, the nature of suspension, if any pay, and allowances admissible; who would bear the cost of disciplinary enquiry; cost of administrative and logistic support to enquiry committees etc. need to be spelled out.

An adequate, if not excellent, method of performance appraisal needs to be put in place for Vice-Chancellors. There does not appear to be any evolved method in place in any of the states. Additional Chief Secretary, Department of Higher Education, Science & Technology and Biotechnology, West Bengal reported that while not strictly only for performance-appraisal, quarterly review meetings of Vice Chancellors are held at government level to discuss various issues and constraints.

These review meetings are chaired by the minister in the Higher Education department. Such review meetings are held on a monthly basis by the Department of Higher Education in Tamil Nadu also. However these are not meant to assess the performance of vice-chancellors but to provide a platform for the flagging and resolution of common problems across universities. In West Bengal, interestingly, it was emphasised that education is in the priority list of the Chief Minister, hence full liberty is being given to Vice-Chancellors. The government perceives its role to be that of a facilitator. There is obviously a certain irony here because as observed on other issues, the West Bengal Government has a prescribed role in several aspects of University management whereas in UP for example, the state government's statutory role is very limited thereby ensuring much greater autonomy. Gujarat has a provision for appraisal of Vice-Chancellors by the state Higher Education Council.

Either through peer reviews or any other appropriate method, it would be in the interest of higher education to have a performance appraisal on a regular basis for all Vice-Chancellors. Deliberations on the adoption of a good method should ideally take place among all states for richness and quality of inputs.

From the UP experience it is pointed out that service conditions of University and even college teaching staff need to be accurately codified and followed. As has been observed earlier most of the appellate matters in UP universities relate to the lack of clarity and order in the implementation of service conditions. This is also a great deterrent to unfettered movement of talent among different universities because teachers are often harassed by administrative staff about such move-

ment whether on deputation, or exchange or secondment or any other mode. If lien and other conditions are not protected teachers would be reluctant to move and the loss is to higher education.

The present tenure for Vice-Chancellors of universities in UP is three years. It has however been voiced in various academic and policy circles that it is both necessary and desirable to increase this to five years which would enable Vice-Chancellors to have more space and time in which to work out their ideas and fulfil their role as leaders of quality in higher education.

Appointment of University officers

In UP the University officers viz Registrar, Finance Controller, Controller of Examinations are all appointed by the State government without reference to Vice-Chancellors. These officers are also frequently transferred by the government. There is no fixity of tenure. In this regard the method followed in Maharashtra, Tamil Nadu, West Bengal and Gujarat appears to be more stable and in the considered best interests of the university. However, there is a basic difference in nature of appointment of these officers. In West Bengal and Tamil Nadu, the vacant positions are filled as per prescribed procedure without any specified tenure whereas in Maharashtra these appointments are made for a period of 5 years. Gujarat adheres to UGC guidelines in the appointment of teaching and non-teaching staff. The composition of Selection Committees for selection of university officers in the four states other than UP is well-defined in their respective University Acts.

If the university headed by the Vice-Chancellor has a well-defined procedure for making selections and appointments for posts of Registrar, Controller of Examinations and Finance Officers, the result would be a team duly selected and appointed and therefore fully accountable to the head of the university i.e. the Vice-Chancellor. This would promote teamwork and cooperation and diminish the possibility of inherent conflict of interests, power and outlook.

In UP these key appointments which go to constitute the core administrative support team of the Vice-Chancellor are done by the State Government and the result is not happy. There are innumerable instances of lack of cooperation and coordination between Vice-Chancellor and Registrar, Vice-Chancellor and other officers, Registrar and other officers, Vice-Chancellor and Finance Officer. Further a variety of practical difficulties are caused by:

- a. Frequent transfers of Registrar without reference to Vice-Chancellor's wishes or the exigencies of the academic year.
- b. Long delays in appointment of Registrar by Government.
- c. One officer being given charge of more than one university or office, causing impediment to functioning in both places.
- d. Vacancies remaining unfilled for long.

The UP system does not enable the Vice-Chancellor to have a reliable team of officers who would jell with the academic environment and promote work, as well as harmony, on the campus.

The appointment of the university officers should be done in consultation with the Vice-Chancellor to ensure teamwork and understanding. A fixed tenure is absolutely essential for all officers whether taken on deputation or appointed directly. As the Maharashtra, Tamil Nadu and West Bengal systems appear to be workable, UP could adopt the same.

Another measure which would be of great use to Universities and all their staff would be mandatory training and refresher courses in ad-

ministration and related issues for all staff including Registrars and Finance Officers. Training keeps personnel motivated and informed. It is an antidote to stagnation. All Universities in UP could incorporate staff training as a compulsory feature of their annual calendar.

Vacancies in teaching staff

Every state we visited, including UP, reported that one of the fundamental lacunae in the sphere of quality university education was the appalling shortage of teachers. Vacancies remain unfilled across states, for a variety of reasons. Some of these are listed as under:

- Organisations set up for the purpose of recruiting university teachers are not doing their job.
- Governments have frozen grants for salaries at a period in time and the amounts have not been revised commensurate with increased demand in the number of teachers or the increase in quantum of pay prescribed by successive Pay Commissions.
- Corruption in recruitment has reached a level which deters persons of integrity from even attempting to carry out selection and appointments.
- Reservation for various categories of posts has not facilitated steady filling of posts

Lack of timely recruitment of teachers to regular, permanent posts has resulted in many posts being filled on temporary, ad hoc, contract or honorary basis which is detrimental in the long run. If teaching as a career option does not offer prospects of stable careers with avenues for

growth, there would be fewer and fewer persons of excellent academic credentials who would be attracted to teaching and the quality of higher education would plummet even further.

Interface with Government Departments of Higher Education

As seen from the comparative Table II, points 2(iii), viii, x, inter alia, the system in Maharashtra, Tamil Nadu, West Bengal and Gujarat is precisely defined with specified points of interaction as compared to UP. If the areas of interface are defined, the 'control' of the government department over the universities ceases to be arbitrary and becomes focused, professional and result-oriented. In UP there is, unfortunately, a general lack of professionalism as evidenced by the fact that for long the Department of Higher Education did not have its own full-fledged Principal Secretary. The attitude and interaction of all departments of Government with their universities, be it agriculture, technical education, medical education, social welfare department or culture are marked by unprofessionalism and a total reluctance on the part of the government department to respect the autonomy of universities. The government department should ideally facilitate the autonomous functioning of universities, exercising restraint and limiting control only to unavoidable, crucial spheres. Instead, in practice, Vice-Chancellors have had cause to complain that the government departments impede their functioning by withholding approvals, being erratic in release of funds, interfering with powers given to Vice-Chancellors in different Acts and generally exerting an unhealthy control.

. The present system of the monthly review meetings of Vice-Chancellors and Registrars of Universities in Tamil Nadu held by the Department of Higher Education was appreciated by their Vice-

Chancellors and Registrars because these meetings helped to identify problems across universities and departments of government and facilitated finding solutions for the same. Review meetings of Vice-Chancellors and other University officers are held annually or twice a year in UP also either by the State government or by the Chancellor but these are not sufficient or appropriate to facilitate discussion, exchange and problem-solving on a regular basis. From the perspective of the high office of the Chancellor, half-yearly meetings with Vice-Chancellors need to be formal, stately and an effective forum for discourse but the regular routine workaday matters of universities insofar as they are related to government should be fruitfully addressed by the department of Higher Education through meaningful facilitation in a more non-formal manner.

Defining the precise points and subjects of interface would be desirable and in the interest of heightened efficiency and streamlining of the management of the universities. It would also enhance the accountability and fix responsibility of university authorities for their acts while facilitating their performance.

The issue of Self-financed courses

There has been no significant increase in the quantum of state funding of universities over a long period of time. With emerging technologies, new market opportunities and drastic change in the profile of employment and lifestyles, newer courses of study are not only gaining acceptance, they are in demand. However, these courses are invariably started as self-finance courses by colleges and universities i.e. no government funds are made available for salaries to those who teach these courses. They have to be financed from students' fees.

As a corollary to this, there is no job security or regular tenure envisaged for teachers of self-financed courses. This is, of course, partly because of these jobs deriving their existence from market demand but that need not be the full story. For, if self-financed courses come into existence buttressed by market forces and employment prospects, they deserve token recognition by the government to include them, by virtue of that very fact, on the list of accepted traditionally taught subjects. It is self-evident that these would form the tradition for the future. From that it flows that secure tenures could be envisaged in some new streams of study for a certain number of teachers, so that fulfilling career prospects go to attract the best available academic talent in these new fields.

From our discussions with the West Bengal, Tamil Nadu, Gujarat and Maharashtra education authorities, it seemed that future implica-

tions of self-financed courses have not yet been accorded a great deal of attention so far. In this respect, the scenario in UP is more promising because both in the office of the Chancellor and in the Department of Higher Education there is a growing conviction of the need to flag important issues or implications of this new trend of courses. The Government of UP has been devoting some attention to finding lasting arrangements in respect of self-financed courses which would serve the interests of teachers and students and ultimately bring about qualitative improvement. The litigation by teachers, orders of the High Court from time to time and the interventions by Vice-Chancellors and the Chancellor have contributed to a growing awareness for effective action in this regard. In our view this is an issue which would be current over a long time and would need to be consistently discussed and debated to arrive at suitable provisions.

However, in our view this is an issue which is ripe for debate and policy formulation.

University Grants Commission Regulations and University Statutes

In UP, UGC recommendations regarding the qualification and experience for teaching positions and benefits to the teachers or students are not being incorporated routinely into statutes and usually adoption takes very long. Due to the delayed adoption of UGC regulations, teachers are deprived of timely promotions and other benefits on the one hand and on the other hand selection procedure for new recruits is affected. As a consequence, number of representations is received in the Chancellor's office leading to further increase in litigation. Whereas in Maharashtra, Secretary to the Governor/Chancellor and in West Bengal Additional Chief Secretary to Higher Education mentioned that the UGC regulations are being adopted promptly. This is also true of Tamil Nadu and Gujarat. The Higher Education Department, Government of UP, should prescribe a timeframe for mandatory adoption of UGC regulations.

Further, there is a basic difference in UP and Maharashtra, Tamil Nadu West Bengal and Gujarat in regard to framing of new statutes. In UP, these may be made, amended or repealed by the Executive Council/ Board of Management with assent by the Chancellor, whereas in Maharashtra, the statute has to be passed first by the Management Board, then Senate and shall come into force only after assent by the Chancellor. In West Bengal the statute has to be passed first by the Executive

Council, then Court and shall come into force on being assented to by the Chancellor in consultation with the Minister. It is worth mentioning that in West Bengal also, major power rests in the Court as in its counterpart in Maharashtra, the Senate. The Court meetings are held every three months to discuss the agenda items placed before it. In Tamil Nadu, ordinances and statutes require approval of state government only if they contain financial implications and such approval or otherwise comes in the form of state government representatives on university councils and boards. There is no separate and further reference to the government. In Gujarat, the University is allowed a Legal Committee by the Department of Education which first scrutinises draft statutes, regulations or ordinances. Upon this Committee's recommendation the Department of Education refers it to the Legal Department of government and after approval by government, the Chancellor may approve the same. In UP, apart from the mandatory government approval required in all statutes, policies, ordinances and rules with financial implications, several other statutes and ordinances also require the approval of the state government after which they are referred to the Chancellor for assent. Notwithstanding the provisions for the 'Court' in UP as the counterpart of the Senate, either the 'University Courts' are not constituted properly, or if they are there, then their meetings hardly ever take place.

Quality Control and Ranking of Universities

In UP, **National Assessment and Accreditation Council (NAAC)** assessment has never been the state's priority, but in the recent past universities has been asked to apply for the assessment in a time-bound manner. In order to create a competitive environment in the area of higher education, the Chancellor's office has taken the initiative to start a 'Chancellor Award' from the academic session 2018-19 and necessary provisions have been made for the same. In Maharashtra, NAAC assessment is essential for all the aided and government institutions as the disbursement of teachers' and staff salaries depends on their assessment. As NAAC criteria are framed in such a way that they help in improving the quality of higher education by integrating research activities into teaching, so institutions need to be mandated to participate in the NAAC assessment process and obtain the NAAC ranking. Gujarat is also laying adequate emphasis on quality and NAAC ranking.

Like in UP, in West Bengal and Tamil Nadu also, NAAC assessment has not been their priority. But in the recent past, not only universities, colleges too are making serious efforts for getting the assessment done in a time-bound manner in order to attract more and more students and improve their standing in the society.

Examinations and Evaluation

Examinations occupy a significant place in any education system. Examinations help in assessing students' knowledge and understanding gained in an academic session, and help evolve pedagogy based on the results. Over the years, there has been a significant increase in number of colleges and students enrolled in Higher Education across UP, with more than a thousand colleges affiliated to some universities. This has made the logistics of examinations formidable. Large numbers of students need to be tested simultaneously in different locations for every question paper, in adherence to the exam schedule. During the process, maintenance of confidentiality, security and timely execution has become a serious challenge, especially in traditional universities such as Chhatrapati Shahuji Maharaj University, Kanpur; Bhimrao Ambedkar University, Agra or Ch. Charan Singh University, Meerut.

In order to overcome these challenges and keep abreast with the changing times, there is a need to bring in reforms in the traditional examination systems in UP Universities. Recognizing this, the Chancellor set up a committee headed by Prof Mohammad Muzzamil, then Vice-Chancellor, Agra University to look into the issue of examinations and reforms. The report submitted by the Committee to the Chancellor has been sent to the state government for necessary action but action is still awaited. **(Appendix-VIII)** However, introduction of 'Challenged Eval-

uation System' by the CSJM University, Kanpur has proved a boon to the meritorious students as there was no provision for re-evaluation. In view of its student-friendly approach, other universities have also been directed to adopt the 'Challenged Evaluation System'.

To make the evaluation work transparent and accurate, online evaluation system is also being introduced in a phased manner to avoid the kind of major breakdown witnessed recently in case of Mumbai University. Dr. APJ Abdul Kalam Technical University, Lucknow; CSJM University, Kanpur and Bundelkhand University, Jhansi have already taken the lead and online evaluation work in some subjects if not all, is being done very smoothly.

Details about the extent, scope of work as exemplified by Chhatrapati Shahuji Maharaj University, Kanpur, the staggering number and their problems-90 lakh answer sheets etc. need to be elaborated. The nature and dimensions of the work is so humongous that it overshadows every other aspect of University functioning. Elsewhere in this report, in the interview with Professor J V Vaishampayan, former Vice-Chancellor of Chhatrapati Shahuji Maharaj University of Kanpur, he has explained the work of codification of answer-scripts and other related measures at length.

There is also a need to use **end-to-end ICT** (Information Communication Technology) for reforms in examinations and to usher in greater efficiency, transparency and reliability. The end-to-end integrated examination management system can manage the entire operation of examinations in Universities. The comprehensive examination management solution typically includes modules such as; Student Registra-

tion to Issuance of Hall Tickets, Question Bank/ Question Paper Bank Generation, Secure Delivery of Question Papers, OMR and Barcode Technology in Answer Sheets, Digital Scanning and onscreen evaluation of Answer Sheets, Results Processing and Publication, Online Application for Re-evaluation, Dematting of Degrees and Certificates etc.

Digitisation and e-University

Universities in UP have already started digitisation of their documents and records to make their functioning more responsive and transparent. In all state universities, admissions are being done online and scholarship grants would be possible only through online filing of claims. To implement the E-University concept, the Chancellor has constituted a three member committee under the chairmanship of Prof. Vinay Pathak, Vice-Chancellor, Dr. APJ Abdul Kalam Technical University, Lucknow. The committee is working in close collaboration with the National Informatics Centre (NIC) and a detailed action plan is expected at the earliest.

In all state universities and colleges in West Bengal and Tamil Nadu, admissions are being done online. Maharashtra and Gujarat are also progressing rapidly in several university procedures being carried out online. The work of evaluation of examination answer-scripts particularly in medical and technical subjects is also being progressively undertaken online in Tamil Nadu. However, we were informed at the highest level that in West Bengal a number of representations received showed that poor net connectivity, non-availability of net banking facility at small places, power breakdowns are a major stumbling-block in the smooth functioning of the Online System. Considering the existing situation, the Chancellor there had desired that till the Online System is made foolproof, both Online and Offline processes be allowed. Work is going on in all five states in universities to establish interactive smart

class rooms and virtual class rooms, E- library, digital depository and the entire gamut of E-University facilities.

The principal hurdle or pitfall anticipated and experienced in digitisation and computerisation in University processes is that of the private vendors who render their services for the same. There is a need for uniformity, cost-effectiveness, ownership and security in this which could be achieved only with the Government roping in the NIC to act as the model agency to standardise and monitor this work across Universities. The recent experience of Maharashtra in respect of Mumbai University in online evaluation suggests that much has to be done on this score everywhere.

Uttar Pradesh universities: interview with former Vice-Chancellor, CSJM Kanpur University

Professor J V Vaishampayan relinquished his charge as the Vice-Chancellor of CSJM University of Kanpur during the preparation of our Report. As one of the most experienced and competent Vice-Chancellors in UP, we sought his views to enrich and buttress our study. We reproduce below our request to him for his views and his comprehensive replies to our questions.

Dated: 8 March 2018

Dear Professor Vaishampayan,

As you would be aware, we in the Chancellor's office are carrying out a comparative study of University management in UP and other states. This is largely for our own education and better understanding. We hope it might also prove useful to the policymakers in the state government and in Universities. We would also be sharing the final report with the Ministry of HRD, President's Secretariat and of course the Chancellors and Higher Education authorities in the other states viz, Maharashtra, Tamil Nadu, West Bengal and Gujarat.

We would be obliged and honoured to have the benefit of your ideas on the subjects of our study. We would like to incorporate your interview in the body of our report. As a former Vice-Chancellor of two state universities your perceptions would be invaluable.

I am attaching a questionnaire in the context of the above. I would be grateful if you could expand on the issues raised and provide your comprehensive views on these.

Thank you.

Regards,

Yours sincerely

Juthika Patankar

Principal Secretary to Governor of UP and Chancellor, UP state universities

Our
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Interview with Professor Vaishampayan

1. What ails university education in UP today? Please list the issues in your order of preference.

Prof Vaishampayan: The biggest problem with university education in UP is the inadequate quality of education that is being imparted in the State. It can be attributed to various issues that prevail in system. Some of the issues can be listed as follows:

- a. Poor quality of leadership at top level in the universities.
- b. Absence of motivated and competent teachers.
- c. Inadequate infrastructure in university campuses and colleges.
- d. Old and outdated syllabi in various courses
- e. Students with inadequate education coming from secondary education.
- f. Outside and political interference in universities' working.

2. Why do so many posts remain unfilled in our colleges and universities? Do you feel that filling vacancies would substantially improve teaching and the quality of higher education?

Prof Vaishampayan: Teaching Posts in many universities and colleges have remained vacant due to many reasons:

- a. As far as colleges are concerned, the Higher Education Service Commission has remained non functional for many years,

while a large number of teachers have retired in the meanwhile. This has created large number of vacancies.

- b. In the university campuses, one reason has been changing reservation formula. Second reason has been changing eligibility requirements. Both of these have caused disruptions in the recruitment processes.

University recruitment is a very sensitive issue. Lots of pulls and pressures are exerted as soon as the recruitment process starts. Most Vice Chancellors, therefore, avoid it in the initial years and in the last three months their power is seized to make appointments and, hence, the process remains incomplete.

3. The conducting of Examinations, particularly in the semester system and given the massive numbers of students involved in college and university is a mammoth and challenging task. So is that of evaluation of answer scripts manageable? You have been a member of Vice Chancellor's Committee on examination reforms and have also dealt competently with enormous numbers as Vice-Chancellor, CSJM University Kanpur. Please elucidate your experience in this field.

Prof Vaishampayan: In the affiliating universities, the biggest problem before the VCs is conducting the examinations, getting the large number of answer books evaluated and declare the results. The issues are many:

- a. Large number of affiliating colleges. Most affiliating universities have more than 500 affiliated colleges spread across several districts. CSJM University has about 1000 colleges spread across 11 districts.
- b. Large number of students approximately 5 lacs or more spread over government, aided and self financed colleges. This comes to more than 30 lac answer books to be evaluated.
- c. Evaluation is a very challenging task because the number of eligible teachers is just not sufficient to evaluate the large number of answer books within the available time. The payment per answer book even at P. G. level is lower than what is paid by CBSE for evaluating class XII students. Hence, the teachers of government and aided colleges are mostly not willing to come for evaluation. Hence, the major burden of evaluation is borne by teachers of self financed colleges. To compensate for the low rates of payment, the teachers try to maximize the number of answer books evaluated per day. In some universities there is no limit on number of copies evaluated per day. Some teachers may evaluate even 200 copies each day. This makes the whole evaluation process farcical. The university administration also ignores this because they are under pressure to declare the result within the stipulated time.
- d. Many universities do not have an effective system of coding which results in favouritism and irregularities and even corruption. Hence, the sanctity of examination is seriously compromised.

- e. Many universities do not have an effective system in place, which will ensure that after the evaluation is over, an error free result can be declared as early as possible.

At CSJM University we dealt with all these issues in the following manner:

- a. Even now we have around 1000 colleges spread across 11 districts. We have developed a system of Nodal Centres as a link between the colleges and the University for the purpose of distribution of blank answer books, before the commencement of examination and later, distribution of question paper and collection of written answer books each day during the examination. The nodal centres are mostly government and aided colleges. Only in some cases where such colleges are not available at some places, private or self financed colleges have also been made as nodal centres. This system has substantially reduced the work load on the University. Now, the written answer books keep regularly coming to the University within a few days after the question papers are over.
- b. We have a very effective system of coding and handling of answer books after they are received at the University. There is a separate coding building, adjacent to the Central Evaluation Building. Entry to the coding building is strictly restricted. University teachers and employees are not allowed entry in this building without the permission of the VC. The work of coding is done by an out-

sourced agency strictly under the control and supervision of coding in-charge. The coding cell has a capacity of coding and handling of about 70- 80 thousand answer books per day and make them available for evaluation.

- c. The evaluation is done in the Central Evaluation Building which has sufficient number of big and small well furnished AC halls which can accommodate up to 700 examiners at a time. The evaluation is done under the supervision of coordinators who may be serving or retired teachers who monitor evaluation in each hall. After the evaluation of each packet of 25 answer books, the examiners submit the marks on an OMR based coded award sheet. The award sheet would then go to the coding cell for decoding and then forward on line transmission to the computer centre for the declaration of results.

- d. To reduce the burden of huge number of answer books, we have introduced the system of MCQ based question booklets and OMR based answer sheets. To avoid the chances of copying, 8 sets of question booklets are used. This year 59 question papers are being conducted using this route. In this way, about 34 lac answer sheets (about 45 percent of total answer books) will be evaluated, which will greatly reduce the pressure of manual evaluation. Since both, manual and OMR based evaluation processes, go simultaneously, we achieve a high pace, without compromising the quality of evaluation.

e. The coding cell regularly transfers the decoded data to the computer centre which would declare the result after including the online marks data of practical and viva examinations. Thus, the time lag between completion of evaluation and declaration of result is minimized. Along with the declaration of result, a statement of marks for each candidate is also available online which they can download anytime anywhere. Thus, with the coordinated effort of the examination department, the coding cell and the computer centre the entire process of examination can be completed in about 100 days.

4. Your Committee's report on examination reforms was duly forwarded to the State government by the Chancellor. Has there been any action by the government on any of the recommendations?

Prof Vaishampayan: I do not know, what action has been taken by the State Government in this regard. I had also elucidated some of the above points in my presentation on examination reforms at the Vice Chancellors' meeting/conference on 06.07.2017 at Yojana Bhawan in Lucknow.

5. Are the existing infrastructure facilities in our universities adequate for the students, whether in the stream of Humanities, Commerce or Science? What has been the benefit of grants under RUSA or grants from the UGC in this sphere?

Prof Vaishampayan: In University Campuses, the infrastructure facilities are not bad even if they are not the best; but a proper up-keep, cleanliness and maintenance are definitely required. In science subjects, there may be some deficiencies as far as laboratory equipments are concerned. RUSA funds have definitely helped improve labs and class rooms but the details for different universities can be found with the state government only. As far as colleges are concerned, the infrastructure of buildings, grounds, libraries and labs is definitely inadequate.

6. Do you feel that there is dearth of original resource material in Indian regional languages for a variety of academic subjects? Are the library facilities really adequate for serious students? To what extent has digitization rendered research and reading material more accessible to the students?

Prof Vaishampayan: As far as undergraduate level is concerned, I do not think that there exists a serious problem of resource material in Hindi. However, at P.G. level there is a problem of good resource material in sciences, management, technology, medicine etc. In university campuses libraries are adequate. E-Books and E-journals have made it still easier to access good resource material. However, there is a great under-utilization of library facilities at most places.

7. As Vice-Chancellor, CSJM University, you had taken the lead in online processes in university management. What are the areas which have been covered and what is the road ahead?

Prof Vaishampayan: E-Governance of University systems has been a priority at CSJM University. When you have such large numbers spread over such a wide area and limited manpower, there is no option but to go for online processes. The following processes have been substantially computerized with online processes being its integral part.

- a. Applications for NOC and affiliation.
- b. Application for admissions and other admission processes in the campus courses.
- c. Online submission of students' details by colleges and online distribution of admit cards for all 10 lac students.
- d. Online submission of examination fees by colleges and by private candidates.
- e. Online submission of practical and viva marks.
- f. Online availability of statement of marks, provisional certificates and migration certificates and their on line verification at university website.
- g. All receipts and payments are online either through net-banking or through RTGS.
- h. In medical examinations online availability of question papers has also been successfully done.

- i. The process of digitization of old records is in progress and within 6-8 months it can be completed.

As a result of these online processes, the number of college students, teachers and managers visiting University campus has become negligible and has made the system transparent and corruption free. I had also made a detailed presentation on E- governance in university administration at CSJM University before a team of Raj Bhavan officials when the team visited the University on 23 Dec. 2017. Steps have also been taken for online education.

The road ahead is to strengthen the above processes as well as developing a system of receiving of question papers from the paper-setters and dispatch of these question papers at the examination centres. On line evaluation of answer scripts has also been done but it is time consuming and some security issues are also involved. Another thing that is to be tried is the online movement of office files. That will make the system paperless. However, there are some glitches and security issues which need to be resolved before the system can be adopted at a large scale.

8. What needs to be done to regulate and integrate the teaching of self financed courses with the traditionally accepted regular courses in the universities?

Prof Vaishampayan: For a long time, the state government has stopped giving sanctions for new posts in state universities, except

some newly established universities. In view of this scenario, the universities have no option but to go for self financing route to start new courses. Since, knowledge is growing and many new areas are emerging, there is a need as well as opportunity to start new courses at PG, UG or at other levels.

However, there are experiences where self financing courses were started without much thinking or without assessing their academic and economic viability and faculty was also recruited. At many places these courses are on the verge of closure or being somehow carried on to protect the jobs of faculty members or employees.

In view of these experiences, the universities should be cautioned to start these courses only after properly assessing their academic and economic viability. The teachers appointed in these courses should be given term appointment on fixed pay or even on scale for a fixed tenure depending upon the economic viability, without the liability falling on the State Government. In some universities which have a surplus, some fixed sum or endowment may be marked for this purpose. Appointment in these courses should be strictly on merit.

9. Are student union elections a regular features in universities in UP? Do you feel such elections are a healthy facet of campus life?

Prof Vaishampayan: In the past, student union elections used to be a regular feature of universities and colleges. However, the un-

ions became totally political and the scale and magnitude of these elections rose to the level of not less than an assembly election. There used to be widespread violence and intimidations in these elections, taking away the sanctity of the whole process. It is in this background, that the elections were banned in the universities and colleges about 10 years ago. This has helped restore a peaceful atmosphere in the campuses of the universities and colleges in this period.

Ideally, the student unions and their elections should be a healthy facet of university life. But the situation is not ideal. However, if the elections are held under the Lyngdoh Committee recommendations, the situation may be under control and the office bearers, so elected, may positively contribute to the development of a healthy campus life. There are, however, some legal issues involved in the process, which the state government has to resolve.

10. Do you think that research is given due importance in our universities? If not, what needs to be done to encourage academic research? What is the scenario of research collaboration with National and International Research Organizations?

Prof Vaishampayan: Technically, research is given importance in our universities, because in the calculation of API scores, the research publications and projects have a significant weightage. However, the quality of research is not very high. Research can be

encouraged by getting a motivated faculty and by a transparent process of evaluation. The research collaboration with National and International Research Organisations is not very common in state universities.

11. Are research funds from funding agencies such as University Grants Commission(UGC), Indian Council for Social Science Research (ICSSR), Indian Council for Agricultural Research (ICAR), Department of Biotechnology, Ford Foundation etc. are being availed of?

Prof Vaishampayan: In state universities, many teachers apply for research grants from UGC, ICAR, ICSSR and DBT etc. and some of them get it also, mostly in the field of science and technology. Many university level teachers often get discouraged by the long processes involved from the point of application to completion of the project. Teachers also need training in preparing good research projects. However, university level problems also discourage many of them. The Vice Chancellors should take an initiative to solve these university level problems, so that more teachers can avail these research grants and, thus, improve overall research atmosphere in the university system.

On a Different Note: the case of Bhatkhande Music Institute and Deemed to be University

Bhatkhande Music Institute and deemed to be university (BMI) is arguably the only university or deemed to be university dedicated to music in India. Established as Marris College of music in 1926 by the great scholar-musician, Vishnu Narayan Bhatkhande, renamed as the Bhatkhande Music College in 1966 and eventually upgraded to the status of deemed to be university in 2000, BMI today is in a largely unenviable state as regards its infrastructure, faculty and position. Unfortunately much of the blame for this lies with the state government, and the remedy for BMI's turnaround would also have to be provided by the state government.

The current issues related to BMI vis-a-vis the Government of UP fall into two distinct categories. These are:

1. Issues arising out of Government inaction
2. Issues arising out of Government's lack of perception or understanding.

Issues arising out of Government inaction.

- a) There is a shortage of teaching and non-teaching posts which needs urgent attention and creation.

- b) Many of the existing posts or those currently in operation have not been regularised by the govt. This causes permanent insecurity for staff and delayed and uncertain funding both of which jeopardises the future of the BMI and its students.
- c) There is no Registrar, Finance Comptroller or administrative officer of equivalent rank in place. The BMI's bye-laws empower the VC and the Management Committee to appoint the same but Govt has not taken cognisance of this fact. Also, it would be practical and desirable that Govt deposes suitable officers to BMI for a fixed tenure within which they can enable the management to recruit their own officers with duly stipulated terms and conditions.
- d) Transfer of funds from Govt to BMI is erratic and fraught with unnecessary tension. Govt must immediately put into operation a transparent, efficient and regular system of fund transfer to BMI subject to compliance of financial rules clearly acceptable and understandable by both parties.
- e) BMI is an autonomous organisation under the administrative umbrella of Govt of UP. The nature and limits of this autonomy should be clearly spelt out so that everyday functioning is not hindered.
- f) As BMI is a deemed university which places it in the realm of higher education it should come under the Department of Higher Education and not the Department of Culture as is the case at present.
- g) The BMI bases its actions on UGC guidelines and stipulations. However UGC guidelines are not immediately or necessarily in-

corporated into University statutes by the UP Govt in other cases. In such a situation, Govt must act to reconcile the legal position conferred on BMI by its bye-laws with the Govt's own legal position vis-a-vis UGC guidelines for its universities so that BMI does not fall between two stools.

- h) Govt must also address the important issue of jurisdiction of the BMI. As the only Music university in India, its jurisdiction needs to extend to the whole of India unlike other state universities. This needs to be taken up with the UGC.
- i) Govt must also allow and enhance BMI's capacity for raising its own financial resources.
- j) The semester system adopted for BMI is incompatible with the nature of music studies. BMI must be exempted from this system.
- k) Govt needs to comprehend that there is a strong element of performance in BMI's pedagogy. This is implicit in and vital to its growth and development. Accordingly BMI should be helped to have state-of-the-art auditorium, an outstanding department of Public Relations and to include in its pedagogy subjects like Business management in Music.

Issues arising out of Government's lack of perception and understanding

- a) Govt must understand the unique position of BMI as the only university/deemed university dedicated to Music in the country. Govt must go the extra mile in enabling BMI to find sound administra-

tive feet and must strengthen its administrative infra-structure. At present BMI is floundering in uncertainty about its own future owing to Govt indifference and inaction.

- b) Govt needs to equip every level of its officers with the necessary comprehension and sensitivity to handle the issues of BMI as a friendly facilitator rather than a hostile guardian as at present.
- c) All of the issues listed under Govt inaction exist today because of Govt apathy and inability towards understanding or appreciating BMI as an institution worthy of nurture and respect.
- d) The quality of music education in BMI will never improve unless the fundamental questions of staff tenures, salaries and service conditions are not immediately addressed.

The uniqueness of BMI needs to be recognised and nurtured by the state government and the deemed university must be accorded its proper place among the universities in UP.

Interview with the Honourable Governor and Chancellor of UP state universities, Shri Ram Naik.

The motivator, facilitator and constant source of inspiration for our comparative study of university systems in different states in India was Shri Ram Naik, our Chancellor and Honourable Governor of UP. During his tenure he has consistently upheld the importance of autonomy of universities, quality and regularity in the academic calendar and conferment of degrees in convocations. We reproduce below our conversation with him on some prominent issues.

1. The Governors/Chancellors of States namely; Maharashtra, West Bengal and Tamil Nadu with the oldest Universities in the country are not Appellate Authorities for university issues, nor is the Chancellor in Gujarat the Appellate Authority. Do you feel it necessary for the Chancellor to be the Appellate Authority ?

Answer: I think it is both necessary and desirable to have appellate powers vested in the Chancellor. If teachers have to approach courts for appeals against orders of the Vice-Chancellor or the Executive Council or such other University authority, they would have to suffer very long delays in the disposal of their cases. As it is said, "justice delayed is justice denied". With the Chancellor as Appellate authority, cases can be decided much more quickly. Another benefit of the Chancellor-as-Appellate-Authority is that important and critical matters of universities

come to the notice of the Chancellor in the form of these cases. The exercise of appellate jurisdiction enables the Chancellor to keep himself fully informed of university issues as a result of which pro-active action can also be initiated on crucial issues.

2. As Chancellor, what are the most critical areas which need immediate attention to improve the standard of higher education in UP?

Answer: One of the most critical areas requiring attention is the filling of vacant posts in universities and colleges. There is also a need to revisit syllabi on a regular basis, to review course content and to introduce new and improved textbooks in various subjects. Courses must be updated and modernised. We must also look towards promoting inter-university competition in sports, in debating and such other activities. Last but certainly not the least, research must be encouraged and promoted. The quality of research must be substantially upgraded so that our universities earn a place at par with the best in the country.

3. Do you consider Students Union Elections a healthy facet of campus atmosphere ?

Answer: Yes, I am of the considered view that Students Union Elections promote the development of leadership among youth. They provide an excellent training-ground for future leaders, not only in politics but in other fields too. Participation in students union elections encourages and improves formulation of ideas and opinions and their articula-

tion. It compels students to develop independent thought and seek avenues of action. It leads to identification and resolution of many problems and fosters community living. The campus atmosphere is essentially created and nurtured by the Vice-Chancellor and the teachers and they can promote such campus activities to improve communication and the exchange of ideas.

4. At present in the selection of Vice Chancellor for general universities the entire exercise is carried out in the Chancellor's Secretariat. Do you think the state department of higher education should carry out this function as in the case in technical university VC selection ?

Answer: The autonomy of the universities will be eroded if the government departments are asked to carry out the exercise of VC selection. I think the process of selection of VC for technical universities, agriculture universities and all other categories should also be serviced by the Chancellor's secretariat as is being done for the general universities. If it is necessary to strengthen the Chancellor's secretariat with more manpower for this purpose then that should be done.

5. Is the present system of selection of Vice Chancellors a good one or is there scope for change/improvement ?

Answer: The present system requires certain changes. For example, instead of having a sitting judge of the High Court as a member of the Search Committee, it would be more desirable to induct academicians

or former VCs as members. They could also be nominated by the Chancellor. Secretaries of government departments should not be the convenors of Search Committee meetings. Autonomy of universities should also be respected in the selection process of VCs.

6. Should the tenure of Vice Chancellor be 3 years as at present or 5 years?

Answer: I have always held that the term should be for a period of five years, not three. Three years is a very short period for any VC to understand various issues, to take decisions and then to implement them. Five years is an accepted period for the term of the President of India, the Vice-President, the Parliament, the Assembly and many other important functionaries like the Lok Ayukt and chairpersons of various government organisations.

7. Access to higher education is very much in demand. Should more State Universities be opened ? U.P. has 32 Universities for a population of 22.5 crore whereas Tamil Nadu has 22 State Universities for a population of 7.9 crore. However the sheer magnitude of numbers in university education has created its problems for the quality of higher education. What is your view ?

Answer: I am of the view that access to higher education should not be restricted. If the numbers are very large, so be it, we have to learn to manage them. But I believe that there is no case for starting or estab-

lishing more and more new universities. The existing established universities, already well-known or beginning to be known, should be improved and their capacity should be built up to accommodate the increase in demand. The established name of the existing universities would benefit the aspiring students in pursuit of quality education everywhere. It would help them in seeking jobs. New and unknown universities would not be of help to students actively pursuing higher education for better jobs and growth. We need to build upon existing capacity by using modern technology and digitisation.

Summary of Recommendations and suggested action

From the foregoing analysis it is seen that several measures need to be taken to improve the management system of university administration in UP. Many of these would also necessitate amendment of the existing University Act.

- 1) Setting up of University Tribunals to handle service matters and all other cases of a quasi judicial nature.
- 2) Essential and desirable qualification and experience required for the post of Vice-Chancellor should be well-defined and the various University Acts should include a provision to that effect to ensure selection of high calibre, academic and suitable persons in a transparent manner.
- 3) The composition of the Search Committee prescribed in the UP State Universities Act 1973 should be amended suitably to include persons of acknowledged academic distinction and wide administrative experience.
- 4) Procedure and timeline for Search Committees should be part of the University Acts in order to make the selection process fully transparent and the entire process time-bound.
- 5) Service conditions, kinds of Leave, nature of disciplinary proceeding, permissions regarding foreign tours etc., of Vice-Chancellors should be defined clearly.

- 6) There should be a mechanism for performance appraisal of Vice-Chancellors.
- 7) Vice-Chancellors should be invariably consulted before appointment of University administrative officers such as Registrar, Finance officer and Controller of Examination and all such appointments should be for a fixed tenure of three years at least.
- 8) The subjects and point of interface between Government departments dealing with University education and the Universities should be precisely defined and kept to the minimum so that University autonomy is fully facilitated and respected.
- 9) Service conditions of teaching and non-teaching staff under self-financed programmes should be made part of the Acts and Statutes.
- 10) Timely incorporation into University statutes of all such UGC guidelines which directly affect quality and qualification of teaching staff.
- 11) **End-to-end ICT** (Information Communication Technology) should be adopted in a phased manner for reforms in Examinations and to usher in greater efficiency, transparency and reliability.
- 12) NAAC evaluation should be made a mandatory condition for availing of government financial assistance by Universities.
- 13) Public representatives/nominees on university courts, senates, executive councils or boards of management must have an academic

orientation and not anybody or everybody should be considered for such nomination.

- 14) Government nominees on all the above mentioned bodies must invariably and sincerely discharge their duties and not remain absent as is often the case in UP.
- 15) The quality of research and its place as integral to University work needs to be established. Research and development tie-ups with leading industrial houses would also eventually benefit applied research and lead to greater employment.

The Government of UP, Department of Higher Education has appointed a Committee under the Chairpersonship of the Legal Advisor to the Governor to make recommendations for necessary amendments to the UP State Universities Act, 1973. We have sent our recommendations as above to this committee with the request to incorporate the same in their final recommendations.

We would, however, emphasise here that the prevalent rot in the UP University system could also be stemmed immediately by the implementation of the following administrative measures without going to the length of amending the Act:

1. Providing administrative staff to Universities in the form of Registrars, Finance Officers and Examination Controllers for a specified tenure and in consultation with Vice-Chancellors.
2. Filling vacancies of teaching staff in Universities and colleges by expeditiously adopting UGC guidelines regarding qualifications.

3. Devising a template for the process of granting affiliation to colleges and ensuring strict adherence to the same within decided timeframe.
4. Streamlining and making transparent the work of evaluation of answer sheets, declaration of results by pressing into service all available teaching staff, adopting uniform online systems and enforcing strict standards.
5. Activating the prescribed bodies of Courts, Executive Councils and Boards under various Acts to improve University administration and functioning.
6. VCs to put in place grievance-redressal mechanisms to reduce service-related litigation and improve quality of administration.
7. Sensitize all departments of higher education to appreciate the meaning and nuances of University autonomy.
8. Improve speed and efficiency of government decision-making in all University matters which are refused to Government mandatorily under provisions of different Acts.

Appendix

UP State Universities at a glance

S.N.	Name of University	Governor's Capacity	year of establishment	Type of University	Number of Affiliated Colleges	Number of Students
1	University of Lucknow, Lucknow.	Chancellor	1921	State University	153	1,30,000
2	Mahatma Gandhi Kashi Vidyapeeth, Varanasi.	Chancellor	1921	State University	272	3,50,580
3	Dr. Bhimrao Ambedkar University, Agra.	Chancellor	1927	State University	537	4,82,129
4	Deen Dayal Upadhyay Gorakhpur University, Gorakhpur.	Chancellor	1957	State University	377	3,86,389
5	Ch. Charan Singh University, Meerut.	Chancellor	1965	State University	663	5,97,566

6	Chhatrapati Shahuji Maharaj University, Kanpur.	Chancellor	1966	State University	745	11,04,547
7	Sampurnanand Sanskrit University, Varanasi.	Chancellor	1974	Sanskrit University	1020	46,423
8	Dr. Ram Manohar Lohia University, Faizabad.	Chancellor	1975	State University	492	9,62,362
9	Mahatma Jyotiba Phule Rohilkhand University, Bareilly.	Chancellor	1975	State University	281	5,91,007
10	Bundelkhand University, Jhansi	Chancellor	1975	State University	155	1,92,883
11	Chandra Shekhar Azad University of Agriculture & Technology, Kanpur	Chancellor	1975	Agriculture University	07	1825
12	Narendra Dev University of Agriculture & Technology, Faizabad	Chancellor	1975	Agriculture University	6	2295
13	Sanjay Gandhi Postgraduate Institute of Medical Sciences, Lucknow.	Visitor	1983	Medical Institute	Residential	517
14	Veer Bahadur Singh Purvanchal University, Jaunpur.	Chancellor	1987	State University	166	5,01,408

15	U.P. Rajarshi Tandon Open University, Allahabad.	Chancellor	1999	Open University	574	72841
16	Dr. APJ Abdul Kalam Technical University, Lucknow.	Chancellor	2000	Technical University	785	1,58,339
17	Sardar Vallbh Bhai Patel University of Agriculture & Technology, Meerut.	Chancellor	2000	Agriculture University	09	1100
18	Bhatkhande Music Institute Deemed University, Lucknow.	President	2000	Music University	Residential	1300-1400
19	Pt. Deen Dayal Upadhyay Pashu Chikitsa Vigyan Vishwavidyalaya Evam Go-Ansundhan Sansthan, Mathura.	Chancellor	2001	Vetrinary University	02	593
20	King George Medical University, Lucknow.	Chancellor	2002	Medical University	16	12000 - 15000
21	Dr. Shakuntala Misra National Rehabilitation University, Lucknow	Visitor	2008	Rehabilitation University	Residential	4961
22	Khwaja Moinuddin Chishti Urdu, Arabi-Farsi University, Lucknow	Chancellor	2010	State University	Residential	1162
23	Banda University of Agriculture & Technology, Banda.	Chancellor	2010	Agriculture University	02	425

24	Madan Mohan Malaviya University of Technology, Gorakhpur	Chancellor	2013	Technical University	Residential	3378
25	Siddhartha University, Kapilvastu, Siddhartha Nagar	Chancellor	2015	State University	254	1,74,765
26	Allahabad State University, Allahabad	Chancellor	2016	State University	582	4,36,524
27	Jannayak Chandra Shekhar University, Ballia.	Chancellor	2016	State University	125	23,913
28	Harcourt Butler Technical University, Kanpur	Chancellor	2016	State University		600

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