

# **Report of the Committee on Upgradation of Government and Government aided colleges into Unitary Universities**

## **Executive Summary**

Responding to the decision of the Government of Tamil Nadu (Vide G.O.(1D) No:182) to go into the issues of upgradation of Government and Government Aided Colleges into Unitary Universities, the Five Member Committee constituted for this purpose (Annexure 1) has firstly analyzed in detail the rationale for upgradation of the Government and Government aided colleges into unitary universities. Secondly after examining the profiles of the existing Government and Aided Colleges in terms of eight explicit criteria, the committee has proposed a point system that can be helpful for initial ranking of the colleges for eligibility for Unitary University status. The Committee found 150 colleges in Tamil Nadu may qualify for upgradation. The Government may decide the number it should choose for the purpose. The Committee considered seriously the representations from several teachers' associations expressing misgivings about the upgradation of colleges into universities. Therefore, the committee has suggested the procedure for evaluating the colleges for upgradation and the guidelines that should be incorporated in the Acts and Statutes to overcome the misgivings. The committee has also suggested the agenda for follow up action by the Government.

The move to upgrade colleges into universities will be an historic initiative by the Tamil Nadu Government. The present national policies offer most appropriate opportunities for this purpose which should not be missed at any cost.

## 1. Constitution of the Committee

The Government of Tamil Nadu in its G.O. (1D) No.182, Higher Education (K2) Department, dated 11.08.2009 appointed a High Power Committee consisting of the following members to go into the issue of upgradation of Government and Government aided colleges into Unitary Universities.

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| 1. Dr. V.C.Kulandaiswamy<br>Former Vice Chancellor<br>Anna University                              | Convener         |
| 2. Dr. M. Anandkrishnan<br>Former Vice-Chancellor,<br>Anna University, Chennai                     | Member           |
| 3. Dr. M. Naganathan<br>Vice-Chairman<br>State Planning Commission, Chennai                        | Member           |
| 4. Dr. P. Jagadeesan<br>Former Vice-Chancellor<br>Bharathidasan University, Tirchirappalli         | Member           |
| 5. Dr. S. Baskaran<br>Member-Secretary<br>Tamil Nadu State Council for Higher Education<br>Chennai | Member-Secretary |

The committee considered the issue in its meetings on 22<sup>nd</sup> September 2009, 13<sup>th</sup> October 2009, 28<sup>th</sup> October 2009, 14<sup>th</sup> November 2009 and 24<sup>th</sup> November 2009. The following report is based on the deliberations and decisions of the Committee in the meetings referred to above.

## 2. Preamble

The second half of the 20<sup>th</sup> century saw a near revolution in the role of knowledge in the development of nations. This fact can be seen visibly in the economic divide that exists between advanced countries and the developing countries. The disparity has been progressively increasing since the advent of industrial revolution in the later half of the eighteenth century. Towards the end of the twentieth century, 20 percent of the world population living in the richest countries had access to 85 percent of the world GDP, while the eighty percent of

the remaining people in developing countries had access to a mere 15 percent of the world GDP: it is unbelievable, but true.

The nineteenth century also had been a century of rather gradually increasing inequity between countries in the world as a whole; the income gap between the top and bottom countries was 3 to 1 in 1820; 7 to 1 in 1870; and 11 to 1 in 1913. When we come to the 20<sup>th</sup> century, the ratio of income between the fifth of the world's people living in the richest countries and the fifth in the poorest grew rapidly – 30 to 1 in 1960; 60 to 1 in 1990; and 74 to 1 in 1997, (UNDP, 1999). During the last 10 years, some of the middle income countries have made significant progress; but there is no evidence of any substantial change in the divide.

Studies, made by the World Bank in 192 countries, revealed the following facts. For the progress and economic development of a nation:

- Infrastructure contributes to about 16%
- The natural resources account only for about 20%
- The human and social capital counts for at least 64%

In specific terms, the factors that go to make the **human and social capital** are as follows:

- i. Opportunities for obtaining the highest of education in every field of knowledge, especially science and technology.
- ii. Capacity for creation of new knowledge.
- iii. Ability of the people to make use of the new developments, particularly in science and technology.

We may consider the last item first. It refers essentially to the people at large being able to make use of the advanced tools, procedures and products that technology contributes. **Science and technology is not accessible to illiterate masses. It really emphasises the need for universal literacy. On this front, we have failed very badly.**

India was nearly an illiterate nation, having a literacy rate of 18.0 % when the British left. Though we realized the importance of literacy and made provision for, or promise of, free and compulsory education for the age group 6 to 14 by 1961, we did not achieve the goal even half a century after the deadline.

In 1965 a study was made to review the correlation between literacy and GNP in 34 rich countries for 110 years from 1850 to 1960. **It was observed without exception, that in every country, the threshold of economic development was nearly universal literacy.**

If we are to compare issues of development pertaining to our country with another country, we have to choose only China because of the size of population and the complexity of problems. The China has given primary importance to social sector development in the planning process since 1951. Therefore, the literacy level has reached 79% in 1978. The new economic reforms introduced during the post Mao period also gave thrust to education. China has attained 93% adult literacy and 99% attendance in the Primary School Level in 2007. (UNESCO) But in India even in 1981 the literacy percentage was 43.6. i.e., more than half the population was illiterate. Even in 1991, when we adopted the new economic policy, the literacy rate was 52.2% i.e. still nearly half the population was illiterate. In other words, in China people were prepared to avail themselves of the new economic policy adopted by the Government; but in India people were not fully prepared for deriving optimum benefit from the change in Government policy. Any new policy will yield results only to the extent that the people are prepared to make use of it. Economic progress and creation of wealth are possible only if the productivity of the people at large increases, and increase in the productivity of the masses is significantly related to the literacy level of the nation. **It is a sad fact that, whatever be the reason, we have failed the nation in achieving universal literacy.**

### **3. Higher Education in India**

**Our concern in this report is essentially higher education. We touched upon primary education briefly for the sake of continuity. As stated earlier, we have to deal with:**

- i. Opportunities for obtaining the highest of education in every field**
- ii. Capacity for creation of new knowledge**

The two objectives stated above, belong to the realm of higher education. It is necessary therefore, to review the state of higher education in India.

Higher Education, all over the world – whether in advanced countries or developing countries, including those in African Continent – is in universities.

Colleges, if any, are only the constituent colleges of the universities themselves. The universities generally are large ones in terms of area, infrastructure, student numbers and faculty strength. They can afford to have big libraries, central computing facilities besides departmental units, laboratories with some of the most modern tools and class rooms fully equipped with all the support that educational technology could offer to enable effective instruction and communication.

The universities in general are provided, with different levels of adequacy, all the prerequisites for the traditional responsibility of:

- Preservation of knowledge
- Communication of knowledge
- Creation of new knowledge

and in the recent decades,

- Extension activities

**We do not mean to say that every university is a Harvard or Oxford. That class is few in the whole world but the fact is that even a humble university has an atmosphere of enquiry, investigation, seminars and conferences. Centres of advanced study and schools of excellence, positions of Deans, Directors, Professors, Readers and Research Scholars are a part of the university culture, however modest the university may be. All the faculty members are expected to do research as part of their normal duty. All over the world, only the university or university level institution is the place of higher education.**

When we come to India, we see a different – totally different – world of higher education. The affiliating system and the affiliated colleges are unknown in the rest of the world. They are confined to what was in the past, the British India. Even as early as the beginning of the 20<sup>th</sup> century, Lord Curzon, the then Viceroy, frowned at the continuance of the obsolete, anachronistic affiliating system and referred to it as the servile adherence to a practice copied from the London University which itself has given it up. He initiated steps for research in universities and for a move towards establishing unitary universities. In a disapproving tone, he expressed the apprehension that it may be long before the affiliating system disappears. But unfortunately, the affiliating system did not even decline, much less disappear, but

has been growing in increasing numbers year after year throughout the 20<sup>th</sup> century. In every commission or committee report, including the New Policy on Education [NPE 1986] the unfavourable features of the affiliating system have been mentioned. The NPE [1986] states as follows:

***In view of mixed experience with the system of affiliation, autonomous colleges will be helped to develop in large numbers until the affiliating system is replaced by a freer and more creative association of universities with colleges. Similarly, the creation of autonomous departments within universities on a selective basis will be encouraged. [para 5.28].***

The objective mentioned in the above policy observation i.e., “until the affiliating system is replaced by a freer and more creative association of universities with colleges” deserves attention. What has been contemplated is the **“replacement of the affiliating system”**. This statement was made in 1986 when the affiliating colleges were a little over 5000. Now, the number is 22064 as of 31.3.2008. **The really sad fact is that in the field of higher education our practice had no relation, whatsoever, with the recommendations of the learned Committees and Commissions including the National Policy [1986] approved by the Parliament. Consequently we find ourselves left with a system, so different and so deficient in comparison with the practice in the rest of the world as a whole. An unplanned evolutionary growth has continued unchecked in the field of higher education.**

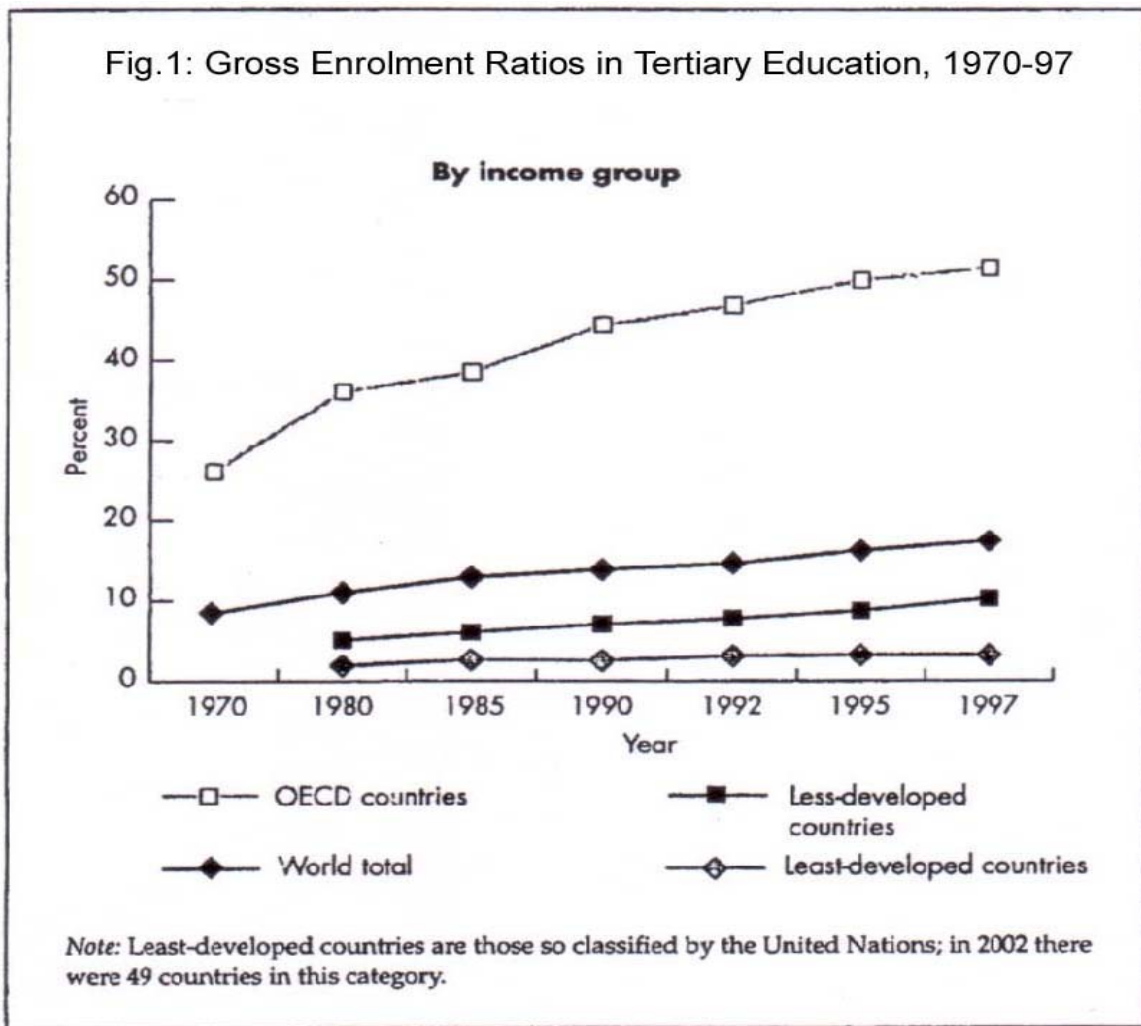
#### **4. Economic Development and GER**

We may now analyse the adequacy of the system to meet the goals of development we have set for our nation. It has been established from the experience of advanced countries that there is fairly well defined correlation between economic development and the age group of youth [GER] that receives higher education. (Fig.1)\*

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\* The World Bank, 2002, p.46

Fig.1: Gross Enrolment Ratios in Tertiary Education, 1970-97



We propose to reach the status of a developed nation by 2020, whatever the term 'developed' means in economic standard and quality of life. It is estimated that for the state of development contemplated, we must have at least 20% of the youth in the corresponding age group in the university system. Now the figure is 10% or 11% and this must reach 20% by about 2020. **It means that the admission strength we have reached in a period of about 150 years will have to be doubled in a matter of 10 years.**

Really a formidable task but an absolute necessity if we mean seriously our development goal in 2020. The issues involved in higher education therefore are:

- Increase in quantity
- Improvement in quality
- Promotion of research

## I. Universities and University level institutions [31-3-2008]

Table - 1

S. No.		Union*	Tamil Nadu**
1.	State Universities	242	23
2.	Central Universities	25	-
3.	Institutes of National Importance	33	2
4.	I.I.M.s	7	-
5.	Deemed Universities	103	28
6.	Other Institutions	6	-
	Total	416	53

\* UGC Annual Report 2007-2008

\*\* Statistical handbook of Tamil Nadu issued by Dept. of Economics and Statistics

## II. Affiliated colleges (22064)

If we are to double the intake in tertiary education we have to

- i. increase the number of institutions by establishing new ones
- ii. increase the admission strength in the existing institutions by strengthening and expanding them.

A review of the institutional facilities so far created and listed above, would show clearly that barring technology and management, we have concentrated in the fields of Sciences and Social Sciences pre-dominantly in producing undergraduate and postgraduate students at Master's degree level. **The enormous number of affiliating colleges are – most of them – nearly tutorial institutions preparing the students for the undergraduate examinations. Strictly speaking, we do not have a higher education system that conforms to international practice in institutional structure. It is obvious that we have to, over a period of time, on a planned basis, move higher education which is now, mostly in the affiliated colleges to universities predominantly, if not completely. This is an inevitable requirement to ensure that higher education in India finds its place in its natural location where it will have the soil, the air, the salt and water for its sustenance and growth.**



The present position is as follows: [31.03.2008]\*

- 90.34% of the undergraduate students are in the affiliated colleges.
- 66.84% of the postgraduate students are in the affiliated colleges.
- 84% of the faculty are in the affiliated colleges.
- 13.0 % of research scholars are in affiliated colleges.

**It may be seen from above that while the research scholars in affiliated colleges constitute only 13.0%, and 67% of postgraduate students are in the affiliated colleges. The research scholars in universities account for 87% while the postgraduate students are only 33% of the total. It means that substantial number of postgraduate students are in institutions that do not have so far regular professorial and reader positions and also adequate provision for high level research.**

## **5. Higher Education and Research**

It is known that whatever basic research is done in the world as a whole, it is mainly in the universities and one does not think of higher education without the participation of professors. The affiliated colleges, as a rule and in the whole country, **do not have so far**, sanction for Professors. Even a Reader is not a prerequisite. A Selection Grade Lecturer, if he acquires a doctoral degree and satisfies certain requirements, can be designated as Reader. This provision is more to meet the claims of individuals who are qualified for a more appropriate academic designation than to meet any academic requirement of the institution. **Our affiliated colleges – most of them – as of now are in their academic status, with faculty positions being only different grades of lecturers, are really in a place between a meritorious higher secondary school and a modest university department. It may be seen from the fact that out of 22064 colleges, only 6773 are eligible for receiving support from UGC under sections 2(f) and 12(B).**

The provision for post of Professors in the latest pay commission report, if implemented, may ensure marginal improvement. **All of us in the committee who are themselves teachers sincerely and strongly feel that it is the teaching community that should demand, in all seriousness, that the quality of undergraduate education, which constitutes the predominant component of university education, is upgraded to stand comparison with undergraduate**

degrees from any university. The natural path for upgradation of the quality of U.G. education is for the colleges to climb up the slopes to reach the level of a university. If it means obstacles and problems in the journey, the teachers must demand that the Government overcomes the obstacles and solves the problems in an acceptable manner and not give up the journey and continue to remain where we are. The destination has to be university campuses for higher education over a period of time.

We now come to postgraduate education. Postgraduate education all over the world, even in the humblest of African countries, does not take place in an institution

- where there is no organised research
- where there are no positions of Professors and Readers with research responsibilities.

We have in India, as already stated, 67% of the postgraduate students in the affiliated colleges where there is no organized research; where there are no Professors, no Readers **so far** by requirement. **The near absence of research can be seen from the fact that only 13% of the research scholars are in the affiliated colleges and 87.0% are in the universities. But when we consider P.G. education 67.0% of the students are in affiliated colleges and only 33.0% in the universities.** The abnormal and academically unacceptable situation in India is obvious and we cannot improve higher education without a massive change in the structure. **This problem is essentially academic in nature and it is for the academic community to take the leadership and suggest remedial measures and demand their implementation.** It may be mentioned here that **Kolkata University** among the three earliest universities, and **universities in Orissa did not permit till recently, postgraduate courses in affiliated colleges. Postgraduate education must be where it belongs and that is where active research exists.**

If, in a few of the affiliated colleges, there is some semblance of research, it is only because of the enthusiasm and interest of some of the teachers and the initiative of a few of the managements. The research

**guidance does not count for the assigned work; it has to be therefore over and above the allotted hours of work.**

We are aware that there are teachers in some colleges qualified enough to be professors but they are not Professors because there is no professorial position so far in affiliated colleges. We sincerely feel that it is for the community of teachers to demand the upgradation of enough institutions to offer opportunities for those teachers who are qualified and can successfully compete for Professor positions.

**There are academics qualified to be Professors: and there are a large number of postgraduate students, who must necessarily pursue their studies in an atmosphere of active research. But the teachers have so far been condemned to be Selection Grade Lecturers or Selection Grade Lecturers designated as Readers and retire in that position simply because they are in affiliated colleges and not in universities. A professorial position, even if it exists, will not claim recognition in the academic world, unless there is research record. Either the issue is one of career opportunities on a large scale for deserving and qualified academics or proper atmosphere for instruction, experiment and effective research guidance for postgraduate students, the realistic and practical answer is the creation of more universities.**

**We may come to the state of research in India and higher education.** Studies have established conclusively that strong relationship exists between university research and industrial research. Research output has a bearing on industrial development. It has been observed that the top seven countries [G-7] In economy are also the top seven countries in research publications. In the foregoing paragraphs we have also referred to the fact that creation of new knowledge is one of the major factors for development. In the earlier days, it was possible to buy new technology; borrow new technology; enter into agreements to adapt technologies developed elsewhere. In a conference organised under the title **Science Summit** at Bangalore in 2000 at the initiative of Bharat Ratna C Subramaniam, the following information was given by Dr. P. Rama Rao, former secretary, DST, based on an estimate that emerged in a discussion meeting. In the technologies that we used in India, the foreign components were roughly as follows:

- i. **Foreign technology used without alteration – 50%**
- ii. **Foreign technology modified and adapted to suit our need – 45%**
- iii. **Indigenous technology – 5%**

The information, we realize, pertains to the period close to 2000 and we have made significant progress since then. It is however clear that we still have a long way to go, and in the unfolding competitive global market, no country will now sell or lend us modern technology. As already mentioned, we have to substantially improve our capacity for innovation and generation of new technologies. **These developments certainly demand a new era of pervasive innovative effort, advanced studies and research at the frontiers of knowledge in a number of universities comparable to the best in the world.**

We do realize that over the years our research record has suffered a setback. We do not want to go into details on this issue; but the following brief information will be adequate to illustrate the point made about our weakness in scientific research. It is said that in scientific research we were light years ahead of China in 1980, but over the years, we have lost the lead and fallen behind rather badly as may be seen from the following record of publication of research papers with citation.

**Table - 2**

<b>Research Papers with Citation</b>		
<b>Year</b>	<b>India</b>	<b>China</b>
1980	10606	692
1990	11563	6991
2005	25227	72362

**Table - 3**

<b>Indexed Research Papers 2005</b>		
	<b>India</b>	<b>China</b>
Materials science	<b>1634</b>	<b>7091</b>
Computer Simulation	796	6873
Applied Physics	802	3823

In terms of research manpower also, in absolute terms, China far exceeds India as seen from Table 4:\*

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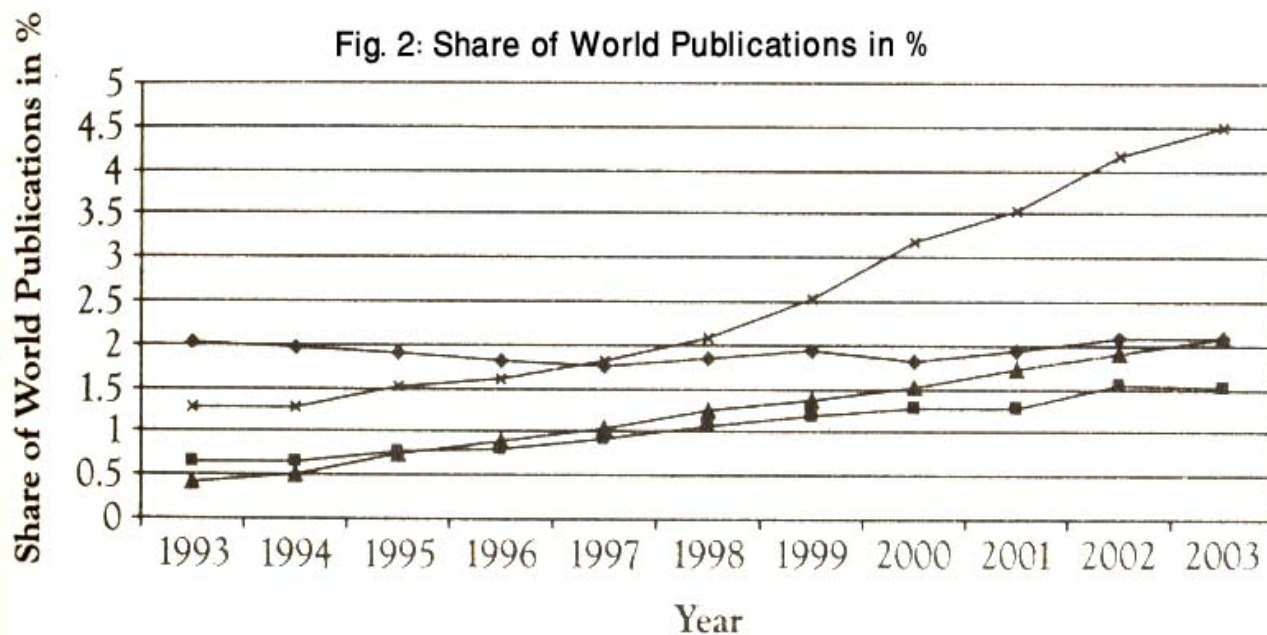
\*Pawan Agarwal, **Indian Higher Education**, Sage Publications, New Delhi – 2009. p. 257.

Table - 4

Countries	Researchers Per Million of Population	Total Numbers
USA	4605	1,316,951
Japan	5287	6,75,678
Germany	3261	2,69,032
China	708	8,59,380
India	119	1,28,464

The impressive research record of China after 1990s can be seen from Fig.2\*\*

Based on SCI/SSCI, Ronald N. Kostoff and his colleagues have analysed and compared the science and technology (S&T) literature of India and China. The study noted the dismal state of scholarly publication from India and added\*\*\* that *in 1980, India was light years ahead of China in volume and breadth of published research. For almost two decades, India's research output production stagnated. During that period, China's research production increased exponentially. Presently, China outperforms India substantially both in quantity and quality (as measured by the impact factor and relative citations of research output). The gap is widening and shows no sign of abating, if present research policies are continued. (Kostoff et al, 2007)*



\*\* Pawan Agarwal, p.241.

\*\*\* Pawan Agarwal, p.262.

In all advanced countries, university is the cradle of basic research, and that forms, ultimately the foundation for applied research. In the domain of higher education we have badly failed India in research and knowledge generation. In the World Bank's Knowledge Economy Index [KEI]. India's recent rating is 2.71 and it is lower than even the global average of 5.59 and well below that of advanced countries rating which is 8.5.

The share of higher education in total research expenditure in the nation will give us an idea of the anemic state of university research. It is found that most countries spend a significant amount of their research budget through educational institutions. It may be seen from the figures given below that the share of educational institutions is very much low in India\*\*.

<b>India 4.1%</b>	<b>China 10.0%</b>
<b>USA 17.0%</b>	<b>U.K. 22.6%</b>
<b>Germany 17.0%</b>	

**While spending on research as a whole is low in India, the expenditure through educational institutions is even lower.**

The share of higher education in research expenditure in India is low, not because of lack of funds, but because of the inability of the higher education sector to formulate relevant projects and claim funds. **The weakness of the higher education system and the sources of the weakness are obvious. It is the university faculty that is mandated to do research. All over the world, every member of the university faculty is expected to communicate knowledge and create new knowledge, i.e. 100% of the higher education faculty is expected to be and is engaged in research. But in India, only 16% of the higher education faculty is in the universities and they alone are expected to do research. Even this meager percentage is burdened with part of the administrative responsibilities in the affiliating system.**

**An urgent reform is unquestionably needed and if that is granted, it is the academic community and not the administrator who should take the responsibility, assume leadership and bring about the major reform required.**

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\*\* Pawan Agarwal: p.282

Research needs qualified manpower. We need men and women with scholarship and training in research methodology. Candidates with doctoral qualification may satisfy the minimum requirement. Production of doctoral degree holders in India is low as can be seen from the following. The National Science Foundation's [NSF] Science and Engineering Indicators, 2002, show **that in the US about 4.0 percent of the science and engineering graduates finish their doctorates, this is about 7 percent for Europe, and in India this is not even 0.4 percent.**

If we consider postgraduate education in all the subjects, only 9.26% of the total students are enrolled in P.G. courses and a mere 0.66% of the students alone are in research. These figures, are patently too low and need urgent augmentation.

**It is obvious beyond dispute that unless and until we establish a system of higher education where the entire faculty members are engaged in research as part of their duty, besides teaching, we cannot become competitive in research and unless we create new knowledge and thereby enhance our capacity for modern technology and modern methods of management and productive efforts, we have no future. These are basic facts, which in our opinion, the teaching community alone is well aware of and they should take the lead to convince the administrators and political leaders that they should give the academia, the position and importance they deserve in nation building.**

There may be problems to face and obstacles to be met with. But we foresee none that the academic leaders themselves will not be able to suggest solutions.

We are aware that the nation has a chain of national laboratories that are well equipped and well staffed and have been doing commendable work. But they cannot replace the university research. **The universities alone have the unique privilege of a continuous flow of young and fresh minds that are conducive to creative effort. Even if one or two in the chain have a flash of genius, there might occur a breakthrough.** The universities alone possess the kind of atmosphere and the congregation of scholars needed for free discussion, debate, enquiry and investigation in search of knowledge.

## 6. Increase in Number of Universities

The role of higher education in research in India is regrettably very feeble because of the prevailing structure where, as already stated, only a small fraction of the higher education faculty participates in research. We need to ensure, as an inevitable necessity, that the system permits, enables and mandates that all the members of the higher education faculty contribute to the creation of new knowledge. This will be possible only by a gradual process of bringing higher education faculty under the university set up and providing both the facilities, the stature and, where necessary, the training for the new role.

The points that we made in all the foregoing paragraphs lead to the conclusion that India needs to create more universities. This is evident from the report of the National Knowledge Commission [2006] headed by Dr. Sam Pitroda and the Yashpal Committee [2009]. Both have recommended the establishment of about 1500 universities. A review of the number of universities in advanced countries will indicate the direction in which we should move.

- Japan with a population of 127 million has 726 universities
- Germany with a population of 82 million has 350 universities
- The UK with a population of nearly 60 million, which is less than that of Tamil Nadu, has 125 universities, besides colleges that can award degrees.
- The USA with a population of 276 million has nearly 2500 universities and also a large number of institutions empowered to confer degrees.

Against the above figures, **India with a population of 1100 million has only around 415 universities** which includes 103 deemed to be universities, most of which have been set up in the recent years.

## 7. Upgradation of Colleges into Unitary Universities

In the recent years, the decision to increase substantially the number of universities in India has crystallized and certain states and the centre have already initiated action. The strategy seems to consist of the following line of action:

1. **Establishing new universities and university level institutions by the Government of India all over the country.**
2. **Establishing new universities by the State Governments.**



**3. Establishing universities by upgrading deserving colleges.**

**4. Establishing new universities by private providers.**

In this report we are concerned with upgrading deserving colleges into universities. Creation of universities by upgrading some of the deserving colleges suggests itself as an obvious strategy.

**The British Government appointed a Committee on Higher Education in 1961 under the Chairmanship of Lord Robbins to consider the issue of expanding and upgrading higher education facilities. The Committee submitted its report in 1963. The important recommendation of the committee is stated as follows:**

**The report recommended immediate expansion of universities and that all Colleges of Advanced Technology should be given the status of universities. Consequently, the number of full-time university students was to rise from 197,000 in the 1967-68 academic year to 217,000 in the academic year of 1973-74 with “further big expansion” thereafter.**

In pursuit of the recommendation of the Lord Robbins Committee, the Government continued to expand the university system, **all by upgrading the existing colleges.** The universities were more than doubled. Excepting the **U.K. Open University**, all the new universities in the U.K. were established by upgrading the existing colleges of Advanced Technology and other institutions as universities.

The Yashpal Committee also mentions that at least 1500 colleges in India would qualify for upgradation. Tamil Nadu itself had in the past a happy experience in upgrading colleges into universities.

- The Agricultural College Coimbatore was transformed to the present Tamil Nadu Agricultural University. It is now one of the best Agricultural Universities in India.
- The College of Engineering Guindy, in collaboration with three more colleges was upgraded to form the Anna University, which is to-day one of the centres of excellence in Engineering and Technology
- The former Veterinary College is now the Veterinary and Animal Science University.

In all these cases, the change has been a great success and was brought about without giving room for any legitimate grievance for the faculty or staff or students.

**There is now, emerging in India, an atmosphere of massive change and development in higher education. The reports of the National Knowledge Commission and the Yashpal Committee, both have unequivocally recommended a massive increase in number of universities and this recommendation has met with approval, almost at all levels. While discussing the strategy to be followed, both these reports have uniformly recommended upgradation of colleges that deserve to become universities. The reasons are obvious.**

We have established over a hundred and fifty year period [as of 31.03.2008] 242 state universities and 25 central universities besides 22,064 Colleges. We now face a situation when in the next 5 to 10 years we have to establish atleast an additional 1000 universities – a really gigantic and formidable task by any standard. We have to achieve this objective, if the nation is to qualify for developed status by 2020. It is really the ambition we cherish and the hope that we have raised in the minds of the people. It is also the image we have projected to the world. We cannot afford to fail and in achieving this objective the very first requirement is reaching the threshold in literacy and higher education. It used to be said as a matter of routine or even as cliché that the battle of development is to be fought in the laboratories and class rooms of educational institutions. In all reality the task faces us, the academics, without any exaggeration. We, the, members of the committee, all of us without exception, have been teachers and we do see the problem in its full perspective.

**Upgrading the colleges on a selective basis, to increase the number of universities has been suggested almost by everyone discussing the subject. It has been observed from the experience of nations that it is not only the big ideas and great innovations that count for development, but also the large number of small ideas and humbler innovations from among institutions engaged in knowledge generation and spread over the country really matter too. Every college, upgraded and endowed with additional manpower and**

infrastructure appropriate for a university institution, will soon develop into a source of knowledge generation. Creation of opportunities is the beginning of generation of results. We also have among the colleges:

- Institutions in the middle of big cities with campuses of large areas for future development which we may never be able to acquire in future
- Institutions that have over the years established a reputation for themselves among the members of the public for good performance
- Institutions that have buildings associated with people and events in history that may inspire generations of students
- Institutions that have faculty members who, of their own interest, built up laboratories and research facilities even though research is not contemplated as one of the mandated functions of affiliated colleges
- Institutions where generations of great teachers have built up enduring traditions, an atmosphere of study and history of good academic record
- Institutions that for all intents and purposes already resemble a university.

Some of the factors mentioned above are virtues that cannot be created overnight, borrowed or bought or imported from elsewhere. **No legacy that our ancestry leaves behind is as valuable as an educational institution with a great tradition behind it.**

There are number of institutions with claims for upgradation, by virtue of their history, tradition, image, standing and tangible contributions. With marginal improvement in infrastructure and manpower they will be able to fulfill the essential features expected of a university in a short time. It may be pointed out that a university is not merely an institution that is just bigger than a college, but it is, in institutional evolution, one generation higher. All deserving institutions must be granted that privilege when the occasion arises.

**One could hardly imagine neglecting institutions waiting to be declared as universities, and think of investing money, and building all new universities.**

It is certainly realised that we may have to necessarily build a few new universities also. It would need acquiring land, constructing buildings, developing libraries and laboratories, recruiting and training staff. Besides being a matter of significant expenditure, it will also take anywhere from 5 to 10 years, for full development, but we have to reach a figure of 20 for GER in the next 10 years. These have to be naturally next in preference to upgrading the existing institutions that have the necessary potential. This fact has been amply demonstrated by the decision of the British Government for implementing the Lord Robbins Committee Report.

## **8. Importance of Utilising Emerging Opportunities**

We do see the promise of large scale expansion of the university system in the country. This cannot happen without a massive investment of funds and such investment may be partly earmarked for upgrading colleges. We have to be awake and well prepared with reports and details for the state to avail itself of the assistance that the government of India might offer.

In the past Tamil Nadu has been a loser in not having been quick enough in decision making in the field of higher education. A few instances may be quoted.

- The Thomason College of Engineering, Roorke and the College of Engineering, Guindy, Chennai were the outstanding institutions in Engineering and technology education. When India became independent in 1947, the then UP Government immediately upgraded the Thomason College of Engineering into Roorke University [1949]. It had enormous funding from the Government of India, since the first 15 years after independence has been the period of expansion of higher education. The Tamil Nadu Government did not upgrade the College of Engineering, Guindy till 1978, i.e., losing all the benefits for 30 years that it could have claimed had it been a university. This is evident from the fact that within 10 years after being declared as a university, it has

grown into a centre of excellence recognised at the national level and also at the international level.

- The Agricultural College, Coimbatore was established in the 19<sup>th</sup> century and is the earliest Agricultural College in India. Coimbatore also had a splendid atmosphere for research in agriculture because of the presence of Sugarcane Research Institute and the sugarcane varieties developed in Coimbatore have been famous all over South East Asia. When the Government of India introduced a policy of establishing an Agricultural University in each major state, Coimbatore should have got the first Agricultural University. But it was again the Government of UP which established the first Agricultural University by the title G.B. Pant University of Agriculture and Technology at Pant Nagar in 1960. Next came the Punjab Agricultural University in 1962 and a succession of agricultural universities have been established in different states. The Government of India had agreement with foreign universities for faculty training as well as provision of visiting faculty, which was denied to the Agricultural College, Coimbatore, since Tamil Nadu Government did not opt for a university in Agriculture. It was only in 1971 as the 8<sup>th</sup> in the series that Coimbatore Agricultural University was set up after a lapse of 11 years. One could easily imagine the loss we have suffered in terms of faculty training, expert advice and improvement in infrastructure.
- In 1947 when India became independent there were 20 universities in India and 2 in Tamil Nadu. The 1950s happen to be a period of expansion of universities in India. By 1960 the number more than doubled and there were 45 universities in India while it remained constant at two in Tamil Nadu without any change. By 1970 the number was 83, more than a fourfold expansion in India, but the number rose from 2 to 3 in Tamil Nadu with a mere 50% expansion [Table-5].

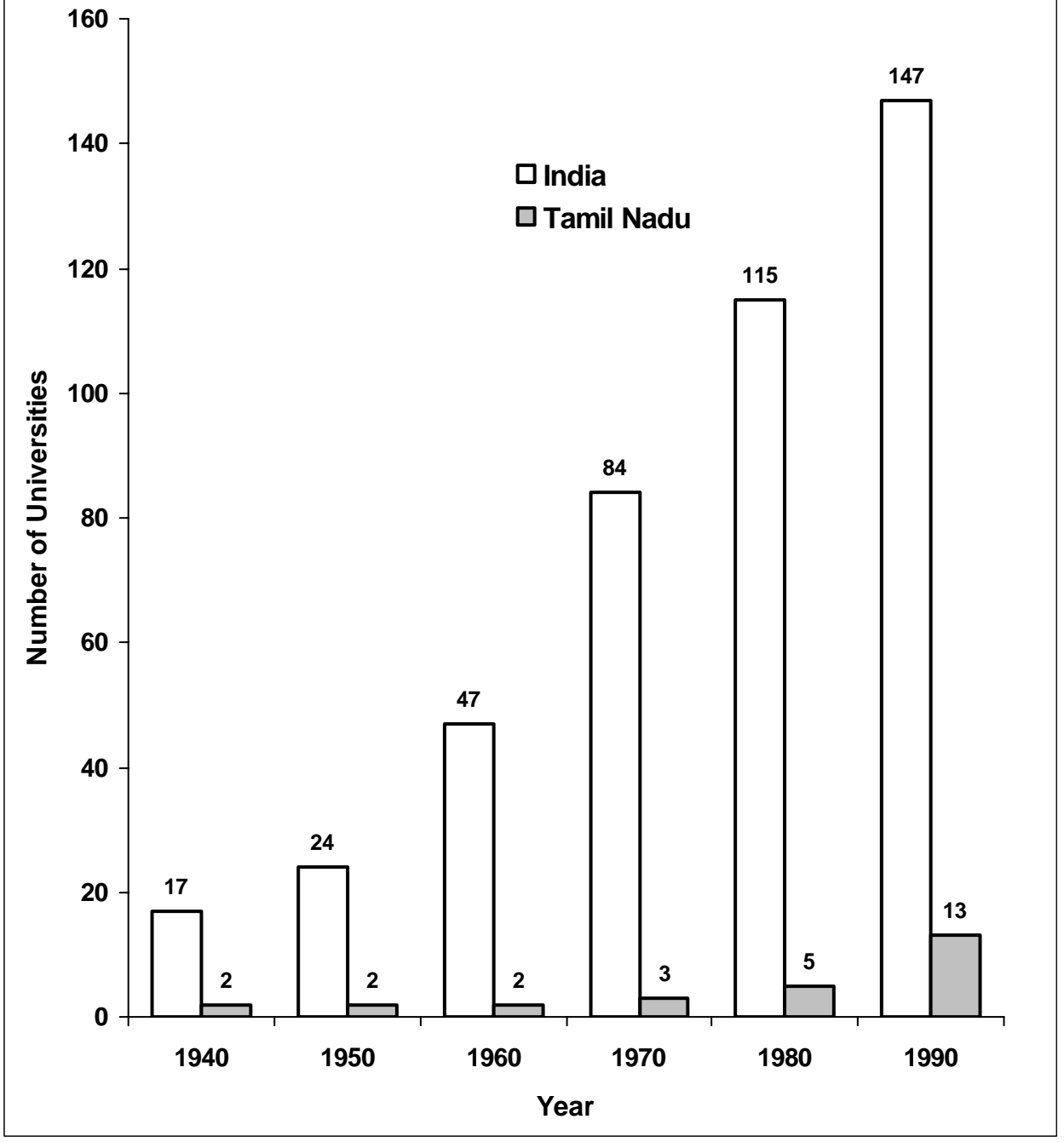
**Table - 5: Growth of Universities**

Years	INDIA			TAMIL NADU		
	No. of Universities	Population	Pop. per Uni.	Universities	Population	Pop. per Uni.
		(In crore)	(In crore)		(In crore)	(In crore)
1940	17	31.9	1.87	2	2.6	1.3
1950	24	36.1	1.5	2	3.01	1.5
1960	47	43.9	0.93	2	3.37	1.68
1970	84	54.8	0.65	3	4.12	1.37
1980	115	68.3	0.59	5	4.84	0.97
1990	147	84.4	0.57	13	5.58	0.42

- Having failed to establish universities when there was a favourable climate for university expansion and support from the UGC and Government of India, we woke up after 1980 and in between 1980 and 1990, within a period of ten years, we set up 8 universities. This steep increase, after 30 years, so late, only indicates the failure on our part to move with the times and take advantage of a favourable period.[Fig.3] There used to be debate, discussion, objection by individuals and/ or groups, reluctance on the part of the bureaucracy to give up control and surrender authority – all resulting in postponement of decision making, and leading ultimately to allowing opportunities to slip, resulting in loss to the State as a whole.

We sincerely consider it the sacred duty of the academia to work with the Government and help it to solve the ephemeral problems that may arise during the transition and ensure that the State gets benefits that will endure for centuries.

**Fig. 3: Number of Universities - India and Tamil Nadu**



The graph shows the dismal growth of universities in Tamil Nadu during the three decades after independence.

- We sincerely feel that again in the history of higher education in India, there is now a period of expansion and we must make full use of the opportunity, whatever might be the local problem, either of staff or of students. We are absolutely certain that we would be able to find a solution to all the problems to the fullest satisfaction of all, keeping in mind the larger and the long term interest of the State, which certainly includes the interests of the faculty and the students.

## 9. Representation from Faculty Associations

Associations of teachers of colleges affiliated to different universities expressed a desire to meet the Committee and make a representation of their views on the issues involved. They were requested to present their case in writing and they were assured that the Committee would go into their representation with genuine concern for their interests.

The replies received from various Teachers' Associations/Organisations were given due consideration by the Committee and appropriate recommendations were incorporated in the Report.

A few Associations were particular about meeting the Committee and presenting their views in person. In response to their request and also as suggested by the Hon'ble Minister for Higher Education, Government of Tamil Nadu, the Committee arranged to give the representatives of various Teachers' Associations/Organisations and members of the Management of Aided Colleges that have made a request, a personal hearing at the TANSICHE premises. The meetings were scheduled on 28-1-2010 and 29-1-2010. The committee sent letters to all the Teachers' Associations/ Organizations and the Management Associations as per the table given below.

S.No	Date	Associations/ Organisations Invited
1	28-1-2010	TNGCTA, AUT, MUTA, ACTA, Government College Teachers' Manram, TN University and College SC/ST Teachers' Association, TNGCT Supporters of University Status for Presidency College.



2	29-1-2010	Presidency College Alumni Association, TNGCT Movement for Unitary University (Kumbakonam Unit), TNGCTA (Kumbakonam Unit), AUT (Krishnammal College Unit), TN College Professors' Association, Nandanam College, and Association of Management of Private Colleges, Coimbatore and the principal, Loyola College, Chennai
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Of the fourteen Associations/Organisations invited, eight were from Government College Associations and the rest belong to the Aided College Associations. On 28-1-2010, TNGCTA, AUT, MUTA ACTA, Government College Teachers' Manram, TN University and College SC/ST Teachers' Association and TNGCT Supporters for University Status for Presidency College were invited. TNGCTA, AUT and MUTA were given first priority and were invited to meet the Committee between 9.30 am and 11.00 am giving half an hour time to each one of them. However, there was no response from any of these three Associations, either in writing or in person. These three Associations were demanding the dissolution of the Committee itself and therefore they boycotted the meeting scheduled for them. The rest of the other invitees attended the meeting as scheduled and expressed their views.

The next set of invitees were the representatives from ACTA. They have met the members of the Committee and expressed their views and concerns. Initially these representatives had reservations bordering on opposition to the proposal but eventually when the Members of the Committee promised genuine consideration of their fears and suggestions and explained to them the Committee's approach, they finally welcomed the idea of conversion of colleges into unitary universities.

The other representatives on the first day, namely, - TN University and College SC/ST Teachers' Association, and TNGCT Supporters of University Status for Presidency College attended the meeting and gave their representation. Except ACTA (which had reservation in the beginning only) the rest of the invitees who attended the meeting on 28-1-2010 were in favour of the idea of 'conversion of colleges into unitary universities.

Seven Associations/ Organizations were invited to attend the meeting on 29-01-2010. They were, Presidency College Alumni Association, TNGCT Movement for Unitary University (Kumbakonam Unit), TNGCTA (Kumbakonam Unit), AUT (Krishnammal College Unit), TN College Professors' Association, Nandanam College, and Association of Management of Private Colleges, Coimbatore and the Principal, Loyola College, Chennai. Again, Kumbakonam Unit of TNGCTA and Krishnammal College Unit of AUT boycotted the meeting. The rest of the invitees: i.e., Presidency College Alumni Association, TNGCT Movement for Unitary University (Kumbakonam Unit), TN College Professors' Association, Nandanam College, and Association of Management of Private Colleges, Coimbatore attended the meeting and expressed their views. The Principal, Loyola College, Chennai could not attend the meeting but a written representation was handed over to the Committee.

With reference to the demands and views, there were common points from the above organizations which met the Committee on 29.01.2010. However when the representatives of some of the Associations made special demands of their concern, they were duly recorded separately in respect of each such organization and were also considered in the report.

In general, the entire Teachers' Associations / Organisations who attended the meeting on 29.01.2010 welcomed the idea of forming unitary universities out of deserving colleges barring ACTA, which had some reservation in the beginning, but subsequently welcomed the proposal.

The following were the common points made by the representatives of various Associations/ Organizations.

- In the appointments to be made in unitary universities to be formed, seniority should be given due priority
- The undergraduate courses should continue in the universities also
- The concessions given to students by the Government should be continued
- The status - quo in admission on reservation basis should be maintained
- Pension and other terminal benefits for teachers and non teaching staff should continue

- Transfer among the unitary universities or between unitary universities and the colleges should be encouraged
- The high level posts in administration should be filled up on seniority basis
- New government colleges should be started equal to the number of colleges converted into unitary universities.

The important representations made by the Associations/ Organizations are given in Annexures 2 and 3.

The University and College S.C/S.T. Teachers' Association made a specific request that the reservation policy must be applied in the appointment of Vice Chancellors and Registrars for the universities. They were informed that this would depend upon the broad policy of the Government on social justice.

## **10. Recommendations on the Representation of the Associations**

A major fear entertained by them in the case of upgrading a private college into a unitary university is that the Government may lose the control over it and the institution may come fully under the administration of the management.

One of their major concerns relates to the potential for domination of the Government funded unitary universities by bureaucrats and political appointees in their governing bodies. Similarly, they were apprehensive that the governing bodies of universities formed out of aided colleges might be controlled by individuals and families. These concerns should be addressed by specifying that the representation in the governing bodies should be so limited that governance of Unitary University is not dominated either by representatives of the Government or by the representatives of private management.

The unitary university formed after upgrading a Govt. or Govt. aided college, like any other university, will be an autonomous body. It will be managed by the syndicate consisting of representatives from i. teachers ii. Government iii. sponsoring society/trust and representatives from other stakeholders, presided over by the Vice Chancellor. The syndicate will function in conformity with the powers and functions prescribed by the Government in the Act. It is entirely possible for the Government, through the provisions in the Act and by the composition of the syndicate, to ensure that it will be an autonomous institution managed by representatives from all stakeholders, including teachers, the Government, the

private management and enlightened members of the public. The conversion of a college into a university does not carry with it any inherent provision for enhancing the control of the private management over the institution. There is no case for any legitimate fear in this regard.

Another apprehension of the association is that the large scale expansion of unitary universities may give room for unacceptable levels of the political and bureaucratic interferences in the appointment of Vice Chancellors, members of key university bodies, and promotion of faculty. In order to prevent any scope for such practices, the Act should explicitly lay down the qualification, experience and procedure for the selection and appointment of Vice Chancellors. The Act should also prescribe criteria for the qualification and integrity of the members of the governing bodies reflecting the need for transparency and ethics in the governance of the university.

The main concern of the faculty members in their representation is with regard to their service conditions. We have on one side the teachers and non-teaching staff of the Government Colleges and on the other side those of the aided colleges.

The members of the Government colleges may be given the following options:

- i. They may continue in Government service and get transferred to another Government college.
- ii. They may continue in Government service with the same service conditions including age of retirement and serve in the same institution after upgradation, on deputation from the Government with deputation allowance.
- iii. In both the cases above, they would be eligible for all the benefits to which they were eligible including pension, depending on whether they joined the service before or after 2003.
- iv. They may, if they so choose, get absorbed in the university with such pay and allowances as may be fixed by the university. They will come under the service conditions of the university staff, including age of retirement excepting that if eligible for pension in the provisions of the earlier institution, their past service will be given weightage in the university.

The members of the faculty and staff of the Government aided colleges may be eligible for similar benefits as their colleagues in Government colleges with marginal differences as may be required.

- i. They may be transferred on request horizontally to another aided college provided the management of that institution agrees.
- ii. They may continue with the status of the aided college staff in Government records, maintain the same service conditions including age of retirement and serve in the university with the benefit of deputation allowance as in the case of the members of the Government Colleges.
- iii. In both of the cases above they would be eligible for all benefits including pension depending on whether they joined service before or after 2003.
- iv. They may if they so choose get absorbed in the university with such pay and allowances as may be fixed by the university. They will come under the service conditions of the university staff including age of retirement excepting that if eligible for pension in the provisions of the earlier institution, their past service will be given weightage in the university.

With the assurances stipulated in the foregoing paras, we are not able to see any adverse condition for the teaching and non-teaching staff, consequent to upgrading a college into a unitary university. On the other hand, the advantages are many. A university is, as already mentioned, a generation higher than a college. An academic position in a university enjoys recognition in its own right and claims respect as an intellectual occupation in every country, irrespective of whether it is rich or poor, socialistic or capitalistic economy, whether it is a democracy, dictatorship or monarchy. Almost all gates open when one has the status of a University Professor. A faculty member has full academic image only when he is engaged in search of knowledge as well as in communication of knowledge.

An academic who moves from an affiliated college to a university changes his work culture from routine imparting of knowledge, to a group of students in the class with very limited personal contact, to a career of enquiry, investigation and creative

interaction with individual students besides delivering lectures in the class. For an academic the university atmosphere is vastly more satisfying and more intellectual than the environment of an affiliated college. The teachers certainly have many tangible and intangible benefits to gain in the change contemplated. It is our considered and sincere opinion that this upgradation is something that the academic community in the affiliated colleges should demand and get and certainly not oppose. Among the beneficiaries, the foremost in the list are, beyond doubt, the academics.

A reasonably vital issue raised by the faculty association concerns problems of social justice. Mainly it is the continuance of reservation in the admission of students and recruitment of staff. The practice now is the same in Government aided affiliated colleges and Government supported universities. There is no reason, whatsoever, to fear that there may be any change unfavourable to the students or staff.

The teachers also express the fear that when the college is upgraded, the university formed will give importance and preference to post-graduate education and research and the admission strength of undergraduate education may be reduced. There is certainly no need for this kind of apprehension. We have stated in the beginning itself that the main objective is to transfer, gradually, higher education from the affiliated colleges to the universities, as we have in other parts of the world as a whole. We have also stated that for improving the quality of undergraduate education, it must take place in university environment. Since the backbone of higher education is the first degree programme or its equivalent, the strength of U.G. students in universities will gradually but definitely and substantially increase and will not decrease.

The teachers' associations also express the fear that in the university set - up the tuition and other fees may be increased to be on par with the fees in existing universities. It is by no means difficult to ensure that the fee structure will remain the same as in aided affiliated colleges. At present, there is no tuition fee either in the colleges or in the universities for the undergraduate students, in arts and sciences. That takes care of the bulk of the students. The M.Phil., and Ph.D., programmes are not part of the affiliated colleges in general. The only issue is the Master's degree

programme. The Committee strongly recommends to the Govt. that the tuition fees in the new universities should remain on par with similar programmes in the remaining affiliated Government aided colleges.

## **11. Concept of a University**

It is necessary to emphasize an important aspect of the proposed reform. A university is an institution that serves posterity through endless generations. The Oxford University is nine hundred years old; the Cambridge University is eight hundred years old. India is now contemplating a near revolution in the higher education system to ensure that we measure up to international practice. The reform contemplated has far reaching consequences and would have an enduring impact on generations to come. The problems that we may face in bringing about the change are ephemeral and relatively minor in nature. The academic community, as well as the administration in the Government, has the genius to find a solution to any of the problems to the complete satisfaction of all the stakeholders associated with higher education.

Most of the universities in India primarily focus upon post-graduate education and research. In recent years some university level institutions are offering integrated PG Degree, incorporating UG level courses. The responsibilities of teachers and researchers will be in accordance with the university culture. The colleges on the other hand generally cater to the undergraduate programmes. Thus nearly 90% of undergraduate students are enrolled in Colleges. Most colleges lack the faculty and facilities to offer postgraduate programmes. However, a few of these colleges have initiated PG level programmes, and thereby distinguished themselves from other colleges running UG programmes only. If these institutions have demonstrated the competence or capability for high level and high quality teaching and research, they deserve to be considered for university level status in order to encourage them to enrich their teaching and research without the usual regulatory control by the Government and the affiliating university. In so doing it is necessary to ensure that they would have the capability to adapt to the concept of a reputable university different from being just a college.

They should be able to deliver a curricular framework reflecting the universality of knowledge in teaching and learning, facilitate aptitude based

seamless cross disciplinary learning and research, along with scope for development of special skills. It should not be a factory in which graduates are produced on a conveyor belt. It should felicitate generation of ideas and their propagation. It should foster diversity of ideas.

It is necessary to establish a reasonably well defined procedure to be followed in upgrading a college to a unitary university. It is obvious that an affiliated college must satisfy certain minimum requirements to deserve the status of a university. We may refer to it as eligibility criteria. The eligibility, obviously, will not depend on any single factor but on a combination of factors.

The Committee considered the following:

- i. Age of the institution
- ii. Area of the campus\*
- iii. No. of teachers
- iv. Holders of Ph.D. as percent of the total
- v. Number of U.G. Courses
- vi. Number of P.G. Courses
- vii. NAAC rating if accredited
- viii. Potential for excellence as seen from research programmes  
- M. Phil., Ph.D., production
- ix. Weightage for each factor
- x. Score as percent of the total.

Information about the factors for Tamil Nadu Arts and Science Colleges as well as weightage for each factor is given in Tables 6 and 7.

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\* It is proposed that for a college to qualify – it should have atleast 15 acres if it is in a metropolitan city and 30 acres in other places. It may create a satellite campus within 25 km which will be counted for the area requirement.



**Table - 6: Profile of Tamil Nadu Arts and Science Colleges**

S. No.	Factors	Autonomous Colleges		Non-Autonomous Colleges	
		Govt.	Aided	Govt.	Aided
		<b>18</b>	<b>56</b>	<b>44</b>	<b>84</b>
1.	<b>Age</b>				
	> 50 Yrs	6	29	3	20
	20 – 49 Yrs	12	27	32	60
	< 20 Yrs	-	-	8	1
	No Information	Nil	Nil	1	3
2.	<b>Land Area</b>				
	> 20 Acres	6	36	24	55
	10 – 19 Acres	10	13	10	15
	5 – 9 Acres	1	7	4	7
	<5 Acres	-	-	3	4
	No Information	1	Nil	3	3
3.	<b>No. of Teachers</b>				
	> 120	9	11	0	1
	70 – 119	8	25	12	14
	20 – 69	1	19	25	54
	< 20	-	1	6	12
	No Information	Nil	Nil	1	3
	<b>Average per college</b>	<b>116</b>	<b>84</b>	<b>55</b>	<b>50</b>
4.	<b>% with Ph D</b>				
	> 50%	2	15	2	16
	30 – 50%	10	19	23	36
	10 – 30%	6	21	16	29
	< 10	-	1	2	0
	No Information	Nil	Nil	1	3
	<b>Average per College</b>	<b>38.72%</b>	<b>38.78%</b>	<b>30.91%</b>	<b>36.79%</b>

S. No.	Factors	Autonomous Colleges		Non-Autonomous Colleges	
		Govt.	Aided	Govt.	Aided
5.	<b>UG Courses</b>				
	>13	11	17	5	3
	10 – 12	5	21	13	18
	7 – 9	2	14	13	33
	< 7	-	4	12	27
	No Information	Nil	Nil	1	3
	<b>Average per college</b>	<b>13</b>	<b>11</b>	<b>9</b>	<b>7</b>
6.	<b>PG Courses</b>				
	> 10	9	13	0	4
	5 – 9	6	17	10	12
	< 5	3	22	28	51
	No courses	-	-	5	14
	No Information	Nil	Nil	1	3
	<b>Average per College</b>	<b>9</b>	<b>7</b>	<b>3</b>	<b>3</b>
7.	<b>NAAC Rating</b>				
	A++	0	0	0	0
	A+	2	7	0	7
	A	4	19	0	10
	B++	5	9	1	14
	B+	4	1	10	19
	B	-	2	9	10
	C+	1	-	10	1
	5 Star	1	-	10	1
	Not Accredited	-	-	1	-

**Table - 7: Criteria and Weightages**

<b>Age Years</b>	<b>Marks(10)</b>
> 51	10
41 – 50	8
31 – 40	6
21 – 30	4
11 – 20	2
< 10	1

<b>Age in Acres (Metro)</b>	<b>Marks(10)</b>
> 15	10
13 – 14	8
11 – 12	6
9 – 10	4
7 – 8	2
< 7	1

<b>Rural / Other than Metros</b>	<b>Marks(10)</b>
> 30	10
25 – 30	8
20 – 25	6
15 – 20	4
10 – 15	2
< 10	1

<b>No. of Teachers</b>	<b>Marks(15)</b>
> 120	15
111 – 120	14
101 – 110	13
91 – 100	12
81 – 90	11
71 – 80	10
61 – 70	9
51 – 60	8
41 – 50	7
31 – 40	6
21 – 30	5
11 – 20	4
< 10	3

<b>U.G. Courses</b>	<b>Marks(10)</b>
> 13	10
10 – 12	8
7 – 9	6
4 – 6	4
1 – 3	2

<b>P.G. Courses</b>	<b>Marks(10)</b>
9 – 10	10
7 – 8	8
5 – 6	6
3 – 4	4
1 – 2	2

<b>Ph.D. Ratio in %</b>	<b>Marks(10)</b>
> 51	10
41 – 50	8
31 – 40	6
21 – 30	4
11 – 20	2
< 10	1

<b>NAAC Rating</b>	<b>Marks(5)</b>
A and above	5
B++	4
B+	3
B	2
C	1
*****	5

**Potential for Excellence** **Marks (5)**  
 One mark for each Research Department Maximum - 5

The NAAC rating is important, but is given a modest weightage since all the institutions have not yet been accredited. Though research is not part of the prescribed responsibility of the affiliated colleges, some colleges have established on their own initiative research facilities and do have M.Phil., and Ph.D., students. Weightage is given to this aspect since it has significance for university status but is given modest importance since it is only an additional facility available in some institutions. We consider that institutions scoring 50% and above may be reckoned eligible. It is not our intention to rank them. The choice among the eligible institutions may depend on considerations of geographical distribution, density of institutions, backwardness of the area, initiative, enthusiasm and tradition of the management in the case of aided colleges and such other factors as the Government may consider relevant.

## **12. Procedure for Evaluating the Colleges for Upgradation**

It is desirable to establish a reasonably well defined procedure for evaluating and approving 1. Government Colleges 2. Government aided Private Colleges for University status. The eligibility of an institution for upgradation as a unitary university is decided on the basis of criteria discussed earlier. Among the aided colleges that are eligible, it is for the management concerned to submit proposals seeking approval for university status. In the case of Government colleges, the management is represented by the Director of Collegiate Education who may, in consultation with the Government, submit proposals. In the case of the Government aided Private Colleges either the trust or the society administering the college, will have to submit proposals.

Once a college gains the status of a unitary university, it has obligations to maintain the status and develop in a manner compatible with the concept of university. The project proposal to be submitted must outline the goals for the next five years including intended academic and research thrust, faculty development, infrastructure expansion, resource availability through the government and other sources, contemplated projects, UG and PG programmes and corresponding student strength.

**It is obvious that both the Government and Government aided colleges need financial assistance from the Government and Government may have to**

**decide on its funding policy for both the categories of institutions. Provisions in the Act for the university may ensure autonomous governance structure consistent with the concept of the university.**

**The following steps may be followed:**

1. The guidelines containing the various factors to be considered for eligibility, the weightage for each of them and the minimum percentage required for satisfying eligibility requirement may be placed on the government web site.
2. We may consider only Government autonomous and Government aided autonomous colleges in addition to some of the Government and Government aided non autonomous colleges which may have outstanding record to their credit.
3. As mentioned earlier the Director of Collegiate Education or Director of Technical Education may submit proposals for Government colleges and the Society or the Trust supporting the college may submit the proposals with the details as outlined earlier. **The proposal may be submitted to the Tamil Nadu State Council for Higher Education [TANSICHE]**
4. TANSICHE may constitute an expert committee to visit the institution, verify the data, discuss with the faculty, make the assessment using eligibility criteria prescribed, including the assessment not only of the physical criteria but also an evaluation of the values, traditions, special achievements, public reputation etc., and make a recommendation on the applications for university status.
5. After the receipt of evaluation reports, the TANSICHE will constitute a Committee of educationists including a representative of Tamil Nadu Government to make recommendations for the upgradation of colleges into unitary universities taking into account the geographic as well as the socio-economic factors.

The Government of Tamil Nadu may examine the proposal on the basis of whatever policy decision the government may have, regarding grant of university status to Government and Government aided colleges.

Tamil Nadu Government may pass an Act through the Legislature for the proposed university. A model Act may be prepared and it may be made use of with such modifications as may be needed in individual cases. The Model Act may be placed on the website for public scrutiny.

The Act should prescribe the structure of the management, appointment of various officers of the university, curricular domain, University Finance, resource generation, faculty appointment, student enrollment, fee structure norms, monitoring system and so on. It should also specify that the unitary university is prohibited from starting Distance Education Course.

The Act must also provide conditions for derecognition or prescribing improvement and correction, wherever needed, through an established procedure.

### **13. Summary**

We may now recapitulate the main points made in the foregoing discussion in this report.

- All over the world – both in advanced and developing countries – higher education is in the universities.
- Even a university of modest dimensions, on average, has a reasonably big campus, fairly large student strength, corresponding number of teachers and supporting staff, adequate library, laboratories and other infrastructure facilities.
- The faculty consists of Professors, Associate Professors, Assistant Professors and a contingent of Research Scholars.
- Research and research guidance is a compulsory part of the duties of the faculty and an atmosphere of investigation, inquiry, pursuit of new knowledge, seminars and conferences prevails in a university, however modest the university may be.
- In contrast to the situation described above, higher education takes place in India predominantly in affiliated colleges as may be seen from the following:
  - 90% of the undergraduate students are in affiliated colleges.
  - 67% of the postgraduate students are also in the colleges.
  - 84% of the faculty members work in the colleges.

- Among the research scholars only 13% of them are in the colleges, while the postgraduate students in the colleges constitute 67%.
- The above information means that in India, postgraduate education takes place substantially in institutions that are not expected to do research. It is a near academic wonder, that is unthinkable in advanced countries.
- There are in India [31.03.2008] only 415 universities – all categories put together. This number is really very small for a country of 1100 million people. The following figures for some of the countries in the West and the East will prove the point.

**Table - 8**

<b>S.No.</b>	<b>Country</b>	<b>Population Million</b>	<b>No. of Universities</b>
1.	Japan	127	726
2.	Germany	82	350
3.	U.K.	60	125
4.	U.S.A	276	2500
5.	India	1100	415
6.	Tamil Nadu	62	53

- There were [31.03.2008], 22064 affiliated colleges. Of them, only 6773 colleges have been recognised under 2(f) and 12(B) by the UGC. Rest of them do not qualify for recognition and assistance even by the UGC in India, not to speak of International institutions.
- The majority of the affiliated colleges are ill equipped, understaffed and poorly managed. Consequently, the quality of undergraduate education is poor; the same is the case with a substantial number of postgraduate students.
- It has been shown conclusively that the contribution of higher education to the country's research output is really poor and needs urgent remedial action.
- We find ourselves in the present unenviable position, since we did not implement many of the recommendations made by such



Commissions as the ones headed by Dr. S. Radhakrishnan and Dr. D.S. Kothari or the recommendations contained in the New Education Policy of 1986, approved by the parliament also.

- The adverse consequences of all the failures, accumulated over a period stare at us and we are now preparing ourselves for a major development.
- **The National Knowledge Commission** headed by Dr. Sam Pitroda and the “**Committee on Renovation and Rejuvenation of Universities**” headed by Prof. Yashpal have recommended a massive increase in universities. The National Knowledge Commission appointed by the Prime Minister has recommended that India must have nationwide 1500 universities by 2015. This may be inclusive of Central Universities, State Universities and Colleges-Government and Government aided-upgraded into unitary universities. The Commission headed by Prof. Yashpal has expressed the view that about 1500 colleges in India may deserve to be upgraded. Starting from 1857, the beginning of universities in India, we established 415 universities in 150 years; we have to establish 1000 new universities in less than a decade from now.
- Among the many strategies suggested for increasing the number of universities, one method suggested by both the bodies is the upgradation of deserving colleges. It presents itself as an obvious method besides others.
- The Government of U.K. has set an example in this regard for implementing the Lord Robbins Committee Report and it is a success story.
- As a minimum about 150 colleges in Tamil Nadu may qualify for upgradation as seen from an approximate analysis with 50% and above as the acceptable score. The Government may decide upon the number it would choose for upgradation form among the qualifying ones.

- We have discussed at some length the advantages in, and the advisability of, upgrading the deserving colleges into unitary universities.
- It will not be possible in practical terms for the Government to find necessary funds to acquire land, construct buildings, provide the infrastructure and establish fully new universities in large numbers. It is also not necessary when other options are readily available.
- We want to increase the Gross Enrollment Ratio [GER] to 20 by 2020. A new university may take nearly a decade before producing the first graduate. Even from the point of view of achieving our goal, dependence only on new universities will not be advisable.
- It has been pointed out that there are institutions that have adequate land, buildings, long years of academic tradition, substantial part of the infrastructure needed and a number of faculty members who might qualify for university academic positions. They have by virtue of their present status, a legitimate claim for upgradation and provide an opportunity for the Government to establish universities with modest investment and bring them into service in a very short time.
- The Committee has studied carefully the fears and apprehensions regarding service conditions of staff including reservation policy. The members of the Committee are absolutely certain that the reservations of the staff can be cleared to their fullest satisfaction.
- The Committee has endeavoured to prescribe the criteria and procedure to ensure that there is objectivity in evaluation and transparency in processing the claim of an institution.
- The Government of India is on its move towards, a large expansion of higher education to meet the needs of the nation to attain a developed status by 2020 and also a major restructuring of the system to bring it on par with international practice. Heavy investment of funds is assured by the Government of India.

- It is said that fortune is blind and therefore it will not seek us out and come to us. But Bacon says that fortune is not invisible and therefore we can see it, approach it and avail ourselves of whatever opportunities are available.
- Unfolding before the academics of the country is a historic opportunity to play a leading role in the expansion and reorganisation of higher education. The members of the Committee, who are all teachers themselves, hope and trust that the members of the faculty in Tami Nadu do not content themselves with remaining on the other side and making demands or raising objections, but assume the leadership themselves in bringing about the reform, working with the Government; with due protection of their legitimate interests and secure for the state all the benefits from the Government of India that we may be entitled to, and above all provide imaginative and far sighted guidance to the Government. In the education domain. It is the academics and not the administrators who would and should provide the counselling for policy formulation and decision making to political leaders.
- The trend has already been set by the Andhra Pradesh Government and the West Bengal Government. The A.P. Government has upgraded the Government College of Engineering, Kakinada, and the Government College of Engineering, Anantapur, into Jawaharlal Nehru Technological University, Kakinada, and Jawaharlal Nehru Technological University, Anantapur, respectively. The Chief Minister, Government of West Bengal has declared recently that Presidency College, Kolkata would be upgraded to a unitary university.

#### **14. Agenda for Action**

In order to expedite the process of upgradation of colleges into unitary universities, the Committee suggests the following agenda for subsequent actions:

- The Government may consider this report and give approval in principle with whatever modifications it deems appropriate and authorize TANSCHÉ to proceed with further processing.
- TANSCHÉ will constitute an expert visiting committee and make onsite evaluation and finalise the recommendations to the government.
- Concurrently, TANSCHÉ will take steps to prepare a Model Act and place it on its website for suggestion.
- In order to reduce the financial uncertainties, the Tamil Nadu Government may establish the Unitary University Development Fund, somewhat along the model of the proposed National Educational Fund.

## **15. Acknowledgement**

The Committee thanks the Higher Education Department, Government of Tamil Nadu for having given it an opportunity to consider an issue that is crucial at the present stage of development of higher education in India.

The members of the committee also thank the Vice Chairman, Tamil Nadu State Council for Higher Education and his colleagues for providing necessary data and office assistance to the committee for its deliberations and for the preparation of the report.

Dr. V.C. Kulandaiswamy  
Member, Convener

Dr. M. Anandakrishnan  
Member

Dr. M. Naganathan  
Member

Dr. P. Jagadeesan  
Member

Dr. S. Bhaskaran  
Member Secretary

## **Annexure – 2**

### **Report on the meeting of the Committee on Upgradation of Colleges into Unitary Universities with the representatives of various Teachers' Associations/ Organizations held on 28-1-2010**

The Committee on 'Upgradation of Colleges into Unitary Universities' consisting of the following members- Dr.V.C. Kulandaiswamy as Convener, Dr. M. Anandkrishnan, Dr. M. Naganathan, Dr. P. Jagadeesan and Dr. S. Bhaskaran as members- met the representatives of various Teachers' Associations/Organisations on 28-1- 2010 between 9.30 am and 1.00 pm at the TANSCHÉ premises.

The Associations/ Organisations invited were TNGCTA, AUT, MUTA, ACTA, Government College Teachers' Manram, TN University and College SC/ST Teachers' Association, TNGCT Supporters of University status for Presidency College. Among those invited, TNGCTA, AUT and MUTA were invited to meet the Committee between 9.30 am and 11.00 am giving half an hour time to each one of them. However, there was no representation from any of these three Associations either in writing or in person. These three Associations were demanding the dissolution of the Committee itself and consequently they boycotted the meeting scheduled for them. The representatives from other Associations / Organizations viz ACTA, Government College Teachers' Manram, TN University and college SC/ST Teachers' Association and TNGCT Supporters of University status for Presidency College (all the four from government colleges) met the Committee and expressed their views.

The representatives from ACTA initially had reservations bordering on opposition to the current proposal but eventually when the Members of the Committee promised consideration of their genuine fears and views, and explained to them, the committee's approach, they finally welcomed the idea of conversion of colleges into unitary universities. In general, the Teachers' Associations/ Organisations invited on 28-1-2010 including ACTA who had initial reservation welcomed the idea of converting deserving colleges into unitary universities.

The views and concerns of the above four organizations are given below in some detail.

### **ACTA**

- The aims and objectives of the unitary universities should be specified
- The criteria for the selection of colleges, and conversion into unitary universities should be clarified
- There should be a common governance structure for all the new universities both Government and Government Aided
- Fee structure for various courses should be specified
- A Model Bill should be kept for review
- The status quo in admission on reservation basis should be continued

### **Government College Teachers' Manram**

- The appointments in unitary universities should be based on seniority
- The continuance of under graduate courses were stressed by them
- The concession given to students by the Government should be continued. The status quo in admission on reservation basis should be continued
- Pension and other terminal benefits for teachers and non teaching staff should be continued
- Transfer among the unitary universities or between unitary university and colleges should be encouraged
- The status quo in admission on quota basis should be continued
- The high level posts in administration should be filled up on seniority basis
- Reservation policy should be followed for the posts of Vice Chancellors and Registrars also
- New government colleges should be started equal to the number of colleges converted into unitary universities

### **TN University and College SC/ST Teachers' Association**

- Reservation policy should be followed for the posts of Vice Chancellors and Registrars
- Job security to teachers and non teaching staff must be assured
- The appointment of teachers for unitary universities should be through University Teachers Recruitment Board
- No existing department should be abolished
- Government concessions to SC/ST students should be continued
- A law to govern the transfer among the unitary universities or between unitary universities and colleges should be facilitated
- There should be common governance structure for all the new universities both the Government and the Government Aided

#### **TNGCT Supporters of University, status for Presidency College**

- The representatives stressed the immediate conversion of this college having high heritage into Unitary University and also wanted the term 'Presidency' to be retained in the name of the University.

#### **Annexure – 3**

#### **Report on the meeting of the Committee on Upgradation of Colleges into**

## **Unitary Universities with the representatives of various Teachers' and Management Associations/ Organizations held on 29-1-2010**

The Committee on 'Upgradation of Colleges into Unitary Universities' consisting of the following members- Dr.V.C. Kulandaiswamy as Convener, Dr. M. Anandakrishnan, Dr. M. Naganathan, Dr. P Jagadeesan and Dr. S. Bhaskaran as members- met the representatives of various Teachers' Associations/ Organisations on 29-1- 2010 between 9.30 am and 1.00 pm at the TANSCHÉ premises.

Presidency College Alumni Association, TNGCT Movement for Unitary University (Kumbakonam Unit), TNGCTA (Kumbakonam Unit), AUT (Krishnammal College Unit), TN College Professors' Association Nandanam College, and Association of Management of Private Colleges, Coimbatore and the principal, Loyola College, Chennai were invited for the meeting. The time given for each Association/ Organization was half an hour.

Out of the 7 Associations/ Organizations listed, the representatives from 4 Associations / Organizations viz Presidency College Alumni Association, TNGCT Movement for Unitary University, Kumbakonam Unit, TN College Professors' Association Nandanam College, and Association of Management of Private Colleges, Coimbatore, met the Committee and expressed their concerns. Again, Kumbakonam Unit of TNGCTA and Krishnammal College (Unit of AUT) boycotted the meeting scheduled for them.

In general, the Teachers' Associations/ Organisations that attended the meeting on 29-1-2010 welcomed the idea of converting suitable colleges into unitary universities. The views and concerns of the above four organizations are listed below.

### **Presidency College Alumni Association**

- The historical name "Presidency" should be maintained in the nomenclature of the new Unitary University
- Chief Professorship posts were created initially at all India level in this college
- The Chemistry department has the privilege of having had two Nobel Laureates who worked in the Department of Presidency College.



### **TNGCT Movement for Unitary University (Kumbakonam unit)**

- The teachers recruited through Teachers Recruitment Board in recent years welcomed the proposal.
- The conversion of the College into Unitary University will result in benefits to students of six backward districts- Nagapattinam, Thiruvapur, Perambalur, Tanjore, Pudukottai and Ariyalur.
- The proposal would give chance to rural students in higher education
- The continuance of undergraduate courses was stressed by them
- The concession given to students by the Government should be continued
- The status quo in admission on quota basis should be continued
- Fee structure for various courses should be specified
- Pension and other terminal benefits for teachers and non teaching staff should be continued
- Transfer among the unitary universities or between unitary universities and colleges should be encouraged
- Option to continue as Government staff or to join as university staff may be granted
- The high level posts in administration should be filled up on seniority basis
- New colleges should be started equal to the number of universities formed by upgrading the colleges.
- 100 percent funding to unitary universities by the Government must be assured

### **TN College Professors' Association, Nandanam College**

- The continuance of undergraduate courses was stressed by them
- The concession given to students by the Government should be continued
- The status quo in admission on quota basis should be continued
- Fee structure for various courses should be specified
- Pension and other terminal benefits for teachers and non teaching staff should be continued
- Transfer among the unitary universities or between unitary universities and colleges should be encouraged

- Option to continue as Government staff or to join as university staff may be granted
- Appointment of teachers should be on seniority basis
- Teachers with M.Phil degree should be allowed to continue in unitary universities

#### **Association of Management of Private Colleges, Coimbatore**

- Colleges with rich heritage should be given preference
- Teaching and Non teaching jobs should be protected
- In appointing Vice Chancellors and Registrars, Management participation was requested
- Research oriented subjects should be introduced in unitary universities