

Chapter-I

INTRODUCTION

These are challenging times for higher education in India. And the challenges are both national and global. The national challenges arise out of the need for making a success of the policy of social inclusion in the field of higher education—a policy that has been put into place recently. Since it has been, by now, well established that there is a direct relationship between education and development, pursuit of such a policy of social inclusion in the realm of higher education would in turn lead to the reduction of developmental inequities that are a part of the socio-economic reality of our society today. The challenges are global because in the contemporary world, not only are nations linked with one another in almost all walks of life—social, economic, political and cultural—but there is also a healthy competition among them for emerging as world leaders in terms of development. And here too, once again, the key lies in higher education, for it is in the domain of higher education that the production of knowledge takes place. And knowledge, we know, is empowerment.

This symbiotic relationship between higher education and development has always been recognized in India since the very ancient times. The establishment of a very sophisticated institution of learning—equivalent of a modern university-- at Nalanda is only one example of many that testify to the recognition of this significance.

Modern University system in India is the legacy of the British rule in India. It was in the early nineteenth century that some of the first colleges --many of them for technical and medical education--were established to impart education on western lines. Soon the need was felt for coordinating their affairs under bigger administrative umbrellas—primarily for conducting admissions and examinations. Thus, the later half of nineteenth century saw the establishment of first universities—Mumbai, Madras and Calcutta-- but these were primarily affiliating in character. It is only in the first quarter of twentieth century that universities with direct teaching and research responsibilities were established—Banaras and Patna were first among such universities.

Since the character of some of these universities had come about in an ad-hoc manner and on as-and-where needed basis without proper planning as to the quantum and quality of need, the scene of higher education in independent India was quite chaotic.

The system was full of problems such as lack of finances, lack of good teachers, overcrowding in the colleges and poor academic standards. Several mal-practices plagued the infrastructure severely. The teachers were not paid adequately and at times universities did not have enough funds to keep the library facility and laboratories up-to-date. Low salaries and lack of future

prospects led to the demoralization teachers. These conditions created apathy towards the teaching profession.

The system of higher education, therefore, needed a harder look at it, particularly because it now needed to shed its colonial elitist character and be born again to fulfill the hunger and aspirations of ordinary Indians to be university and college educated. It was with this perspective in view that the Government of India appointed the Radhakrishnan Commission in 1948.

The Radhakrishnan Commission report took stock of the situation and recommended extensive reforms to resuscitate the ailing higher education system of the country. The biggest incentive for those who chose teaching as a career was the announcement of newer and better pay scales. Other facilities were also recommended in order to bring the profession at par with other professions. Merit was made the sole criteria for selection and promotion. Transfer from one grade to another was no longer automatic or on the basis of mere seniority of service. A teacher was entitled now to casual leave, leave without pay, leave on quarter and half pay and study leave. S/he was now required to devote her/himself to teaching for at the most 18 periods a week including tutorial classes. Apart from this, s/he was also supposed to dedicate time to research, counseling of the students and extra-curricular activities.

It was also acknowledged that India needed more colleges.

Another strongly recommended reform was the Refresher course for the teachers of high school, intermediate and university level. Apart from this, every college in an affiliating university and every teaching university was required to deliberately fix a maximum limit to the number of students it admitted every year. This limit had to be in accordance with the size of the building, the number of teachers, the laboratory space, hostel accommodation, etc.

Since then a number of Commissions and Review Committees have had a periodic look at the scene of the higher education and keeping in view the changing needs, have suggested suitable strategies to meet the need of the hour.

The significance of higher education has been reiterated recently by the Indian Government through the declaration of higher education to be the primary focus of the XIth five year plan because of the urgent need to meet the challenges mentioned above. The sense of urgency is also apparent from the fact that the government has recently undertaken the task of establishing a college in every district, opening over a dozen federally funded universities and starting several Indian Institutes of Technology in the coming couple of years. During his address to the nation on the occasion of the Independence Day this August and so many more times since then during the last couple of months, the Prime Minister has

unlined the significant role that higher education can and needs to play in our national economic development.

Since this economic development, accelerated by the expanding base of higher education would lead to the reduction of other kinds of disparities—social, regional, political—its contribution in stabilizing our society at this juncture of volatility cannot be underestimated which in turn would help the process of development further. In short, whether India is to emerge strong and cohesive out of its present socio-political churning or it is to emerge as a global power, expansion and consolidation of higher education seems to be only panacea.

However, as is evident from the observations of the Radhakrishnan Commission—and all other Commissions since then-- teachers are considered to be the lynchpins of higher education and their scales of pay and service conditions are crucial to the success of the system.

In fact, if higher education is the key to our all round development, teachers seem to be not only its prime movers but also its catalysts. If the pyramidal edifice of higher education needs to be strengthened both at the base and at the top, that is, both in terms of quantity and quality—simultaneously—then the right solution lies in not only recognizing the pivotal role of the teaching community in this process but also in rewarding them with suitable incentives.

It is with these objectives in mind that the UGC vide its notification No. F.3-9/2007(PS, dated September 06, 2007 appointed a Pay Review Committee (PRC) with the following composition :

1. Prof. G.K. Chadha Chairman
Member
Economic Advisory Council to the Prime Minister
Vigyan Bhawan Annexe
Maulana Azad Road
New Delhi – 110 001
2. Prof. G. Padmanaban Member
Former Director
Indian Institute of Science
Bangalore – 560 012
3. Shri Sudeep Banerjee Member
Chancellor
National University for Educational
Planning & Administration
17-B, Sri Aurobindo Marg
NCERT Campus
New Delhi – 110 016.

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| 4*. | Prof. Atul Sharma
Former VC, Rajiv Gandhi University
Former Advisor, Finance Commission
52, Kala Vihar, Mayur Vihar Phase – I, Extn.,
New Delhi | Member |
| 5. | Prof. Manimala Das
Principal
Bathune College
181, Bidhan Sarani
Kolkata – 700 006. | Member |
| 6**. | Shri S K Ray
Joint Secretary & Financial Adviser
Ministry of Human Resource Development
New Delhi | Member |
| 7***. | Shri B.S. Thapliyal
Former Additional Controller General of Accounts
B-13, Sector 26
NOIDA – 201 301 | Member |
| 8****. | Dr. R K Chauhan
Secretary Secretary
University Grants Commission
Bahadur Shah Zafar Marg
New Delhi – 110 002. | Member |

* was member upto 24-12-2007.

** was member upto 04-10-2007.

*** appointed in place of Shri S K Ray w.e.f. 05-10-2007.

**** Dr. T R Kem and Dr. Raju Sharma were Member Secretary of the Committee from 07.09.2007 to 30.11.2007 and 19.02.2008 to 07.04.2008 respectively. For the remaining period Dr. R K Chauhan continued as Member Secretary.

The Commission in consultation with the Ministry of Human Resource Development set out the following terms of reference for the Pay Review Committee :

- (a) To review the implementation of the previous decision of the Government/UGC under the scheme of Revision of Pay Scales approved for University and College Teachers, Librarians, Physical Education Personnel and other academic staff in Universities and Colleges, and in

the process, to evaluate the extent to which the earlier recommendations in relation to qualifications, service conditions and pay-scales etc. have been implemented.

(b) To examine the present structure of emoluments and conditions of service of University and College Teachers. Librarians, Physical Education Personnel and other academic staff in Universities and Colleges and to suggest revision in the restructure, taking into account the minimum qualifications, career advancement opportunities, and total packet of benefits available to them (such as superannuation benefits, medical, housing facilities, etc.).

(c) To make recommendations on the ways and means of attracting and retaining talented persons in the teaching profession, as well as for the furtherance of research in the University System and also for their career advancement in teaching and equivalent positions in order to improve the quality of higher education.

(d) To look into the cases of anomalies, if any, in the matter of pay structure and/or career advancement opportunities for any categories of academic staff, consequent on revision of pay scales based on the recommendations of the preceding Pay Review Committee and to suggest remedial measures.

The pay structure and service conditions of the non-academic staff who may be governed by the Central Pay Commission's recommendations, including those of the officers and staff working in the University Grants Commission shall be outside the purview of the Pay Review Committee.

Time Schedule and the Meetings of the Committee

The Committee was initially appointed for a term of one year, which was subsequently extended till 6th October, 2008.

The Committee held numerous meetings including meetings of the Sub-Committees and 12 regional meetings with the stakeholders. The details of these meetings are at Annexure.....

Procedure of Work

The Committee initially deliberated on the issues connected with the terms of reference, identification of relevant background material and the procedure to be adopted for its working.

The Committee decided upon the following course of action: -

- (a) Two questionnaires (Annexure –II and Annexure –III) were designed and sent to all the universities and colleges included under Sections 2f/12B of the UGC Act. Another questionnaire was designed and sent to distinguished academicians eliciting their views on issues relating to the terms of reference of the Pay Review Committee (Annexure-IV).
- (b) The Pay Review Committee had discussions with the Vice Chancellors, representatives of the associations of Principals, university and college teachers, Librarians, Director of Physical Education, and Registrars. The Committee also interacted with concerned officials of the state governments. They also had the opportunity of interacting with the Chancellors of the state universities, Chief Ministers and Education Ministers of the respective states. The Committee obtained views on various relevant issues in these meetings. These included implementation of the decisions of the Government/ UGC under the scheme of Revision of Pay Scales arising out of the recommendations of the forth and fifth UGC Pay Review Committees. Further, matters relating to qualifications of teaches, procedure of selection, opportunities for career advancement, accountability, service conditions, pay structure, dearness allowance, housing and medical facilities, loan for house building and various types of leave, pension, gratuity, etc., were also discussed.
- (c) Many associations submitted written memoranda. More than 500 memoranda and representations were received during the course of its tenure.
- (d) Discussions were held with the office bearers of All India Federation of University and College Teachers' Organizations (AIFUCTO) and other teachers' organizations, group of Principals of colleges, group of teachers and eminent educationists of the country.

Based on information and data obtained from relevant sources and on the basis of wider consultation, the Committee has formulated its report. While doing so, recommendations of the Sixth Central Pay Commission with respect to relevant categories were kept in view.

The first task the Committee undertook was to lay down for itself a statement of vision—a kind of general blueprint—of higher education and also to take stock of the ground reality of universities and colleges today so as to be able to make recommendations about the scales of pay and service conditions of teachers in universities and colleges that would meet the aspirations of both teachers and the society at large.

The next chapter outlines the vision and the third one takes stock of the contemporary realities of universities and colleges in India. Chapter-IV summarizes the suggestions and demands as voiced by the stakeholders themselves in their various interactions with members of the Committee.

In the fifth chapter are detailed out the recommendations of the Pay Review Committee about the Scales of pay, Service Conditions, Review and redressal of anomalies arising out of the implementation of the last Pay Review Committee and recommendations relating to Other Academic Staff taking due cognizance of numerous view points gathered by the PRC from various quarters. The last chapter sums up the recommendations in a capsule form.