
REPORT
OF
THE
NATIONAL
COMMISSION
ON
TEACHERS - II



सत्यमेव जयते

NATIONAL COMMISSION ON TEACHERS-II

1983-85

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1985

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Research Design	Moonis Raza, G. D. Sharma
Higher Education in India—A survey	Moonis Raza, Y. P. Aggarwal, Mabud Hesan
Economic Status	G.D. Sharma
Social Status	D.N. Sinha
Recruitment : Base and Procedures	Amrik Singh
Mobility & Inbreeding	K.A. Naqvi, K. Chopra, Aasha Kapur
Professional & Career Development	Moonis Raza, Marjorie Fernandes
Work Ethos	Shakti Ahmed, S.M. Luthra
Participation in Decision Making	N.P. Gupta
Grievances and their Redressal	Anita Banerji, M.V. Pylee
Professional Values	S.C. Dube, Hemlata Swarup

General Editors : Moonis Raza, G.D. Sharma, Shakti Ahmed

**TERMS OF REFERENCE OF NATIONAL COMMISSION ON TEACHERS FOR
HIGHER EDUCATION SET UP BY THE GOVERNMENT OF INDIA VIDE
NOTIFICATION NO. F.23-1/81 P.N.2 Dated 16-2-83**

1. Lay down clear objectives for the teaching profession with reference to the search for excellence, breadth of vision and cultivation of values in keeping with the country's heritage and ideals of democracy, secularism and justice ;
2. Identify steps to be taken to give an appropriate status to members of the profession ;
3. Suggest measures for fostering dynamism in the profession and responsiveness to development elsewhere in the world ;
4. Recommend measures needed for attracting and retaining talented persons in the teaching profession and widening the base for recruitment, particularly of women ;
5. Review the existing arrangements for pre-service and in-service training/orientation for teachers and to recommend improvements ;
6. Review and recommend the application of improved methods and technology for teaching;
7. Recommend measures to enhance the role of teachers in facilitating, motivating and inspiring students in the acquisition of knowledge, skills and values and promoting through them the spread of scientific temper, secular outlook, environmental consciousness and civic responsibility ;
8. Identify the role of teachers in integrating education with development work in the community and home;
9. Study the social requirements of teachers in the field of non-formal and continuing education and to suggest ways and means by which these requirements can be met;
10. Identify the role of teachers' organisations in professional growth and professional consciousness ;
11. Look into the feasibility of evolving an acceptable and implementable code of conduct for teachers; and
12. Assess the adequacy of arrangements for promotion of teachers' welfare with special reference to the National Foundation of Teachers' Welfare and to suggest modifications where necessary.

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HON. SHRI K. C. PANT
Minister of Education
Government of India
New Delhi

Dear Shri Pant,

I have the privilege to present to you the Report of the National Commission on Teachers in Higher Education appointed by the Government of India in February 1983. In this period, the Commission held several meetings, some jointly with the National Commission on Teachers in Schools. Members of the Commission visited universities and colleges and met a very large number of teachers in every part of India. They also met teachers' associations, members of the community and students.

To supplement personal experiences and ideas so gathered the Commission decided to obtain substantive data on the condition of educational institutions and teachers, including perceptions and opinions held by them. The data/information base was scientifically constructed, so that the conclusions drawn from it would be, by and large, reliable. Research studies have been made on the computerized data and eleven volumes have already been brought out, which I am also presenting to you.

Our deliberations have therefore been based on the best available information and thought and we have made our recommendations with a great sense of responsibility. We believe teachers are as much instruments of educational change as education could be of social change and hence Government must attend to their problems. At the same time being aware that the prevailing ethos of work is not satisfactory and that the entire system of educational management needs to be reformed and strengthened, we have strongly urged the teachers to come forward to cooperate in the exciting process of national integration and development.

I would like to express the hope that Government will immediately examine the possibilities of implementation of these recommendations, since teaching community had expressed its greatest concern on this point.

Lastly, I would like to convey the Commission's view that the data base created for our work proved invaluable, and it would lead to further interesting research. It is necessary to obtain similar data every five years, particularly to see the trends of development and watch the impact of various policies, and even expenditures, on the educational system. If this is accepted, the present data will serve as a bench mark. Perhaps responsibility for this could be given to NIEPA, who now have ample experience in this field.

I would like, further, to convey the gratitude of the Members for trust the Government placed in them and the opportunity it gave them to make these recommendations.

New Delhi

March 23, 1985

Yours sincerely,

(Rais Ahmed)

Acknowledgement

The National Commission on Teachers in Higher Education in the course of its work had had the privilege of interacting with educational institutions, teachers, teachers' associations, members of the community, students and administrators. Without the full cooperation of all the above, our work would have been an armchair exercise with little validity. Therefore, we gratefully acknowledge the help of all concerned and thank them for the part they have played in clarifying our ideas and in formulating our recommendations.

Special thanks are due to Prof. Moonis Raza, even though he was a member of the Commission, since, as the then Director of the National Institute of Educational Planning and Administration, he gave our work excellent moral and material support. His successor, Prof. Satya Bhushan continued this tradition and he provided the Central Technical Unit all the necessary facilities. Professors G. D. Sharma and Shakti R. Ahmed deserve our grateful thanks for unsparingly giving all time and energy that was required to write, edit, manage and supervise the intricate work of the CTU. Without their work, our data base and Research Studies could not have been prepared in such a short time and of such a quality. We are thankful to all other members of the CTU, because we know that the hour of the day or the night did not matter to them in carrying out this urgent and taxing work.

We thank Prof. R. P. Singh and his colleagues in the Secretariat of the Commission who worked under the general guidance of Shri Kireet Joshi, Secretary and Member of the Commission. Thanks are also due to Mrs. Madhulika Rakesh for assisting the Chairman of the Commission. All others directly or indirectly associated are also hereby thanked, since work of this nature requires so many inputs from so many people whom it is not possible to single out.

On a personal note, I must thank all members of the Commission for spirited but dispassionate discussions which allowed us to form our views without controversy. It was a pleasure to work truly as a team. I must also and especially thank those members who helped in making the various drafts which ultimately converged into the last.

Rais Ahmed

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Approach and Methodology

1.00 Three Broad Approaches

The National Commission on Teachers-II in its very first meeting resolved to base its work on an objective study of the teaching community and the profession as well as wide ranging interaction with teachers in universities and colleges of the country. Three broad approaches were adopted for this purpose:

- (i) to have general discussion with teachers throughout the country on the terms of reference;
- (ii) to receive and deliberate upon memoranda from teachers' organisations; and
- (iii) to carry out detailed studies on various aspects of the teaching profession on the basis of data generated through a carefully designed survey.

A Central Technical Unit (CTU) was set up at the National Institute of Educational Planning and Administration (NIEPA) to provide technical support to the Commission in the implementation of the above.

1.01 Wide ranging discussions

1.01.01 Nodal Centres and Identification of University and College Teachers

In pursuance of (i) and (ii), 29 universities located in different parts of the country were selected as nodal points for interactions with teachers of the town/city as well as of adjacent districts, (for details see Map I and Table 1). With a view to meeting a wider body of teachers serving in different types of colleges such as Government, Private, Constituent, Affiliated and from different cadres, namely, lecturers, senior lecturers, readers, professors, principals and belonging to different disciplines, namely Arts, Science, Commerce, Professional subjects like Engineering, Medicine, etc., the teachers having the above

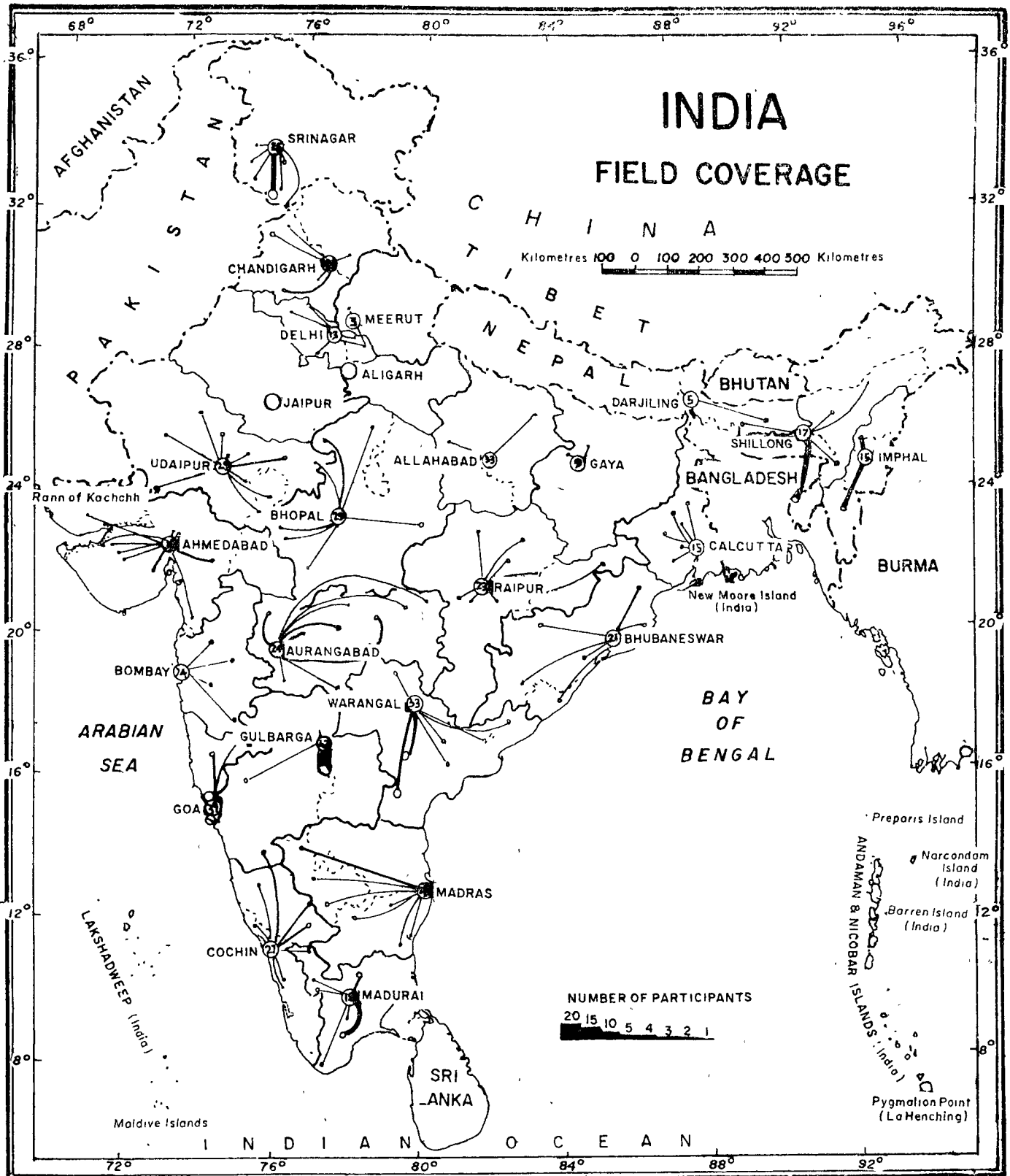
characteristics were randomly identified from the records of individual colleges available with the University Grants Commission and invited by name to meet members of the Commission.

Besides the 29 nodal centres, 35 colleges located in rural/urban areas within a radius of 20 to 100 km. from the place of the meeting, were identified by name for visits of members of the Commission to have a first hand knowledge of the educational facilities and working and living conditions of teachers.

TABLE 1
List of Universities where Teachers interacted with members of NCT-II

S. No.	Name of the University
1.	Aligarh Muslim University, Aligarh
2.	Allahabad University, Allahabad
3.	Bhopal University, Bhopal
4.	Bombay University, Bombay
5.	Calcutta University, Calcutta
6.	Central University, Hyderabad
7.	Centre for Post Graduate Instructions and Research, Goa
8.	Cochin University, Cochin
9.	Delhi University, Delhi
10.	Gujarat University, Ahmedabad
11.	Gulbarga University, Gulbarga
12.	H.P. University, Simla
13.	J & K University, Srinagar
14.	Kakatiya University, Warangal
15.	Madras University, Madras
16.	Madurai Kamaraj University, Madurai
17.	Manipur University, Manipur
18.	Marathwada University, Aurangabad
19.	Magadh University, Bodha Gaya
20.	Meerut University, Meerut
21.	M.L.S. University, Udaipur
22.	M.S. University, Baroda
23.	North Eastern Hill University, Shillong
24.	North Bengal University, Siliguri
25.	Osmania University, Hyderabad
26.	Panjab University, Chandigarh
27.	Punjab Agricultural University, Ludhiana
28.	SNDT Women's University, Bombay
29.	Utkal University, Bhubaneswar

MAP I



Note - Circles indicate nodal centres of meetings and lines indicate places from where teachers came to attend these meetings. Thickness of lines indicates the number of teachers participating in the meetings.
 Based upon Survey of India map with the permission of the Surveyor General of India
 The territorial waters of India extend into the sea to a distance of twelve nautical miles measured from the appropriate base line.
 The boundary of Meghalaya shown on this map is as interpreted from the North-Eastern Areas (Reorganisation) Act, 1971, but has yet to be verified.

1.01.02 Division of Work

Five groups of Commission members were constituted to visit five different zones of the country, each zone covering 5-6 centres of meetings and 6-7 colleges in the adjacent districts. The CTU utilised these visits to pre-test the schedule prepared for the survey proposed in 1.00 (iii).

1.01.03 Purpose of Visits

The purpose of the visits was specified as follows:

- (a) to interact with teachers of universities and colleges on the terms of reference of Commission-II;
- (b) to visit universities and nearby colleges to assess the working and living conditions of teachers;
- (c) to hold discussions with representatives|office bearers|members of university and college teachers' associations|federations ;
- (d) to deliberate on the terms of reference of Commission-II with eminent educationists in the town; and
- (e) to receive memoranda|resolutions from individuals or organisations including Government, pertaining to the terms of reference of the Commission.

1.01.04 Outcome of Field Visits

- (a) Members had discussions in groups of varying size with 4,211 teachers from 29 universities and 356 colleges (See Map 1). These included 912 teachers from all university faculties, and 620 college teachers from towns of population 10,000 to towns of population over a 1,00,000.
- (b) During visits to 35 colleges they met 879 teachers to assess their working and living conditions.
- (c) Members had meetings with 360 representatives|office bearers|members of 47 university and college teachers' associations|federations, and received 67 memoranda from them.
- (d) Members had discussions with 239 eminent educationists of the country, 5 state education Ministers and two Chancellors of Universities on the terms of reference.

- (e) Members received 97 and 53 memoranda|resolutions from individual teachers and colleges respectively, pertaining to the terms of reference.

1.02 Convergence of Experiences

With a view to enable the members of the Commission to exchange experience gained from visits to different parts of the country a meeting of the Commission was held in Delhi in September, 1983. This provided members an opportunity to have a feel of the problem in the country as a whole. A report giving detailed account of the field visits along with teachers' views, summary of memoranda and text of memoranda submitted by the teachers' associations|organisations was prepared by the CTU and presented to the Commission for their information.

1.03 Research Studies

With a view to carrying out detailed studies on various aspects of the teaching profession, the Central Technical Unit arranged consultative meetings and prepared the following 11 conceptual framework papers:

1. Research Design of the Survey	Moonis Raza & G.D. Sharma
2. Higher Education in India—A Survey	Moonis Raza, Y.P. Aggarwal & Mabud Hasan
3. Economic Status	G.D. Sharma
4. Social Status	D.N. Sinha
5. Recruitment : Base and Procedures	Amrik Singh
6. Mobility and Inbreeding	K.A. Naqvi, K. Chopra & Aasha Kapoor
7. Professional & Career Development	Moonis Raza & Marjorie Fernandes
8. Work Ethos	Shakti Ahmed & S.M. Luthra
9. Participation in Decision Making	N.P. Gupta
10. Grievances and their Redressal	Anita Banerji & M.V. Pylee
11. Professional Values	S.C. Dube & Hemlata Swarup

1.03.01 Research Advisory Committee

The Research advisory committee of the CTU had the following membership:

Rais Ahmed : R. K. Chhabra S. C. Dube : N. P. Gupta; K.H. Hiriyanniah; V.G. Kane; M.R. Kolhatkar; S. Krishnaswamy; S.M. Luthra; R.C. Mehrotra

K.A. Naqvi; Moonis Raza; G.D. Sharma; D.N. Sinha; Amrik Singh and Hemlata Swarup.

1.03.02 Approach and Methodology of Research Studies

(a) Research Studies as Input

A document entitled research studies as input in the work of NCT-II was prepared by CTU in collaboration with members of the Commission and the research advisory committee. This document outlined the objectives, the questions that are to be addressed by each of the studies, the sampling design and the sample size. This document was discussed at length by academicians and members of the Commission. After discussion the following design was adopted.

(b) Sample Design

- (i) For drawing up the sample of teachers, members of the community and students, universities and colleges were made the base. In order to give adequate representation to different administrative and economic regions of the country, universities and colleges were classified according to States and Union Territories (31), and, within these, in 70 geo-economic regions as defined by the National Sample Survey.
- (ii) Furthermore, the universities and colleges were stratified by their various characteristics within the above administrative and economic regions. The characteristics considered significant for the universities and the colleges, are as follows :

Universities :

1. Year of Establishment.
2. Whether established by Parliament, or state assemblies.
3. Character, i.e. Unitary/Residential, or Affiliating.
4. Whether Co-educational or Exclusively for Women.
5. Whether Multi-faculty, or Exclusively Professional.

Colleges:

1. Management by Government, or Private bodies.
2. Whether or not assisted by the UGC.

3. Whether Co-educational, or Exclusively for Women.

4. Whether offering General Arts, Science & Commerce courses or Professional courses.

5. Location, whether Rural, or Urban and urban located in different city sizes.

- (iii) Since the pattern of views of the members of the community and students may depend on their different backgrounds, the following background characteristics were taken into account.

Members of the Community: Occupations

Agriculturist, Artisan, Lower Middle Class Employee, Middle Class Employee, Officer (Public), Officer (Private), Small Entrepreneur, Big Entrepreneur, Political Leader (Ruling), Political Leader (Opposition)

Students

Good Student, Average Student, Students good in sports|extracurricular activities, Scheduled Castes| Scheduled Tribes Students, Parent's occupation, such as, Farmer, Businessman, Skilled worker, Employee in Government Office, Employee in Private Office, Professional.

(c) Sample Year and Sample Size

- (i) The year 1981-82, for which latest list of universities and colleges with their characteristics-was available, was chosen for determining the size of the universe. There were 131 universities and institutions deemed to be universities having nearly 28,682 teachers. There were 4,854 colleges having nearly 1,63,224 teachers.
- (ii) Since the number of teachers in the colleges is far larger than in the universities, it was considered advisable to fix the size of the representative sample at 20 per cent for the universities and 5 per cent for the colleges.
- (iii) All the teachers serving in these sample universities and colleges were covered for the purpose of this study. It was hoped that the number of teachers serving in 20 per cent of universities and 5 per cent of colleges would provide an adequate sample of teachers.

(iv) Accordingly, 27 universities (21 per cent) and 300 colleges (6 per cent) were selected through proportionate stratified random sampling technique. The list of sample universities thus selected is given in Table 2. The sample universities are also shown on Map 2.

(v) The distribution of the universe and the sample colleges by different characteristics is given in tables 3 and 4. The sample colleges are shown on Map 3.

(vi) The number of teachers in sample universities and colleges and their percentage to the total universe is shown in Table 5.

(vii) It may be mentioned that, as proportionate representation was accorded to each of the above characteristics in the background of administrative and economic regions the actual size of the sample is slightly larger than the size envisaged.

TABLE 2

List of Sample Universities by their Characteristics

Name of the University	Administrative Region (State/Union Territory)	Year of Establishment	Established by (Centre/State)	Jurisdiction (Unitary/Affiliating)	Student Groups (Co-Ed./Exclusively for Women)	Nature of Courses (General/Professional/ Exclusively Professional)	Total No. of Teachers
1	2	3	4	5	6	7	8
1. North Eastern Hill University, Shillong	Meghalaya	1973	Central	Affiliating	Co-educational	General & Professional	149
2. University of Delhi, Delhi	Union Territory of Delhi	1922	Central	Affiliating	Co-educational	General & Professional	627
3. Banaras Hindu University, Varanasi	Uttar Pradesh	1916	Central	Unitary	Co-educational	General & Professional	1600
4. M.S. University, Baroda	Gujarat	1949	State	Unitary	Co-educational	General & Professional	657
5. University of Cochin, Cochin	Kerala	1971	State	Unitary	Co-educational	General & Professional	116
6. University of Madras, Madras	Tamil Nadu	1857	State	Affiliating	Co-educational	General & Professional	329
7. University of Patna, Patna	Bihar	1917	State	Affiliating	Co-educational	General & Professional	98
8. Manipur University, Manipur	Manipur	1980	State	Affiliating	Co-educational	General & Professional	63
9. Ravi Shankar University, Raipur	Madhya Pradesh	1964	State	Affiliating	Co-educational	General & Professional	1000
10. University of Udaipur, Udaipur	Rajasthan	1962	State	Unitary	Co-educational	General & Professional	567
11. Himachal Pradesh University, Simla	Himachal Pradesh	1970	State	Affiliating	Co-educational	General & Professional	101
12. Osmania University, Hyderabad	Andhra Pradesh	1918	State	Affiliating	Co-educational	General & Professional	1500
13. Utkal University, Bhubaneswar	Orissa	1943	State	Affiliating	Co-educational	General & Professional	250
14. Poona University, Pune	Maharashtra	1949	State	Affiliating	Co-educational	General & Professional	230
15. Karnataka University, Dharwar	Karnataka	1949	State	Affiliating	Co-educational	General & Professional	500

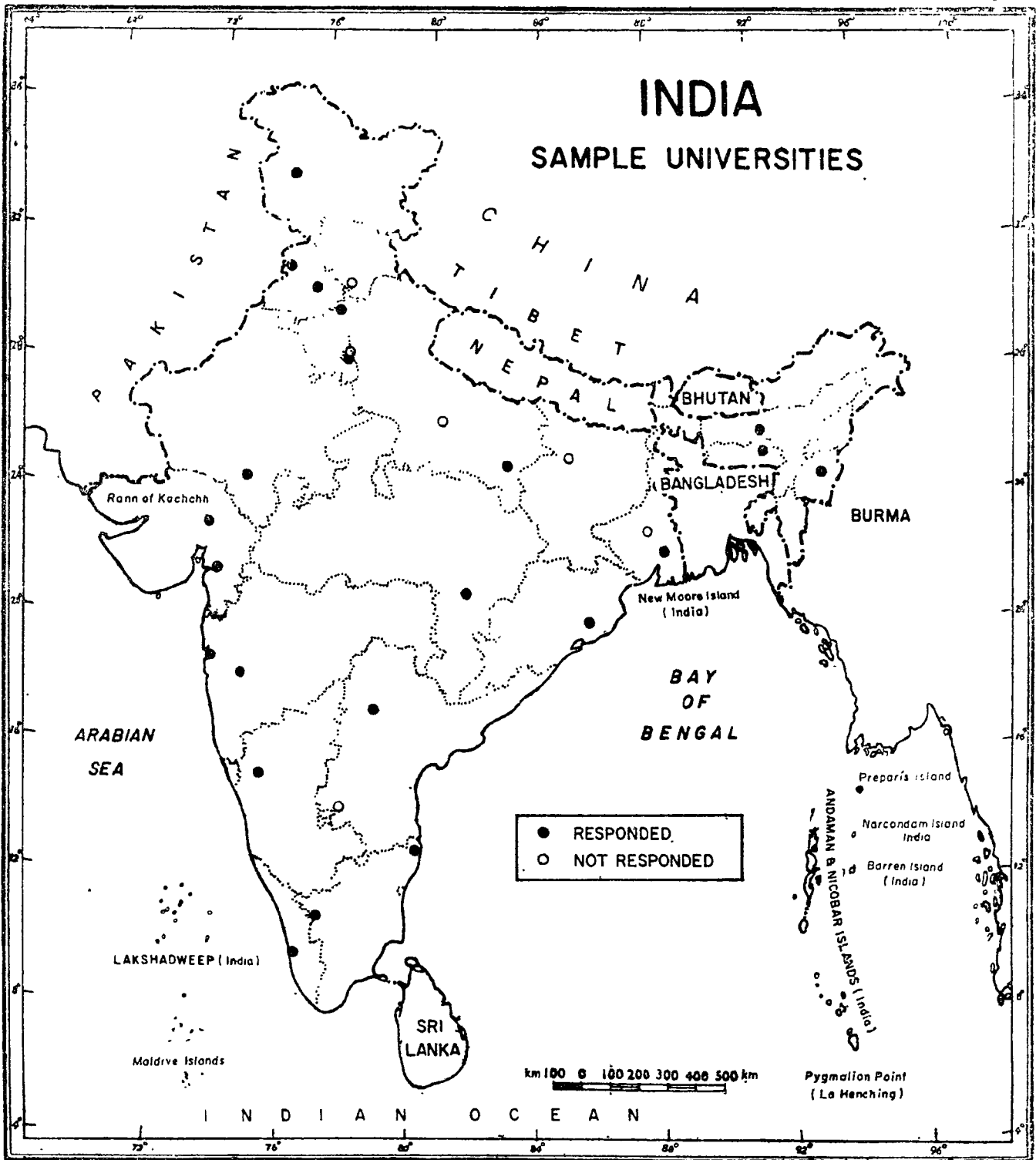
1	2	3	4	5	6	7	8
16. Jadavpur University, Jadavpur	West Bengal	1955	State	Unitary	Co-educational	General & Professional	500
17. Punjab Agricultural University, Ludhiana	Punjab	1962	State	Unitary	Co-educational	Professional	1800
18. Guru Nanak Dev University, Amritsar	Punjab	1969	State	Affiliating	Co-educational	General & Professional	200
19. Kashmir University, Srinagar	Kashmir	1949	State	Affiliating	Co-educational	General & Professional	189
20. Tamil Nadu Agricultural University, Coimbatore	Tamil Nadu	1971	State	Unitary	Co-educational	Professional	175
21. Kurukshetra University, Kurukshetra	Haryana	1956	State	Affiliating	Co-educational	General & Professional	236
22. Gauhati University, Gauhati	Assam	1948	State	Affiliating	Co-educational	General & Professional	215
23. Lucknow University, Lucknow	Uttar Pradesh	1921	State	Unitary		General & Professional	500
24. SNDT University, Bombay	Maharashtra	1951	State	Affiliating	Exclusively for women	General & Professional	264
25. Gujarat Vidyapeeth, Ahmedabad	Gujarat	1963	State	Unitary	Co-educational	General & Professional	100
26. Burdwan University, Burdwan	West Bengal	1960	State	Affiliating	Co-educational	General & Professional	189
27. Lal Bahadur Shastri Sanskrit Vidyapith, New Delhi	New Delhi	1962	Centre	Unitary	Co-educational	Professional	58
							12,213

TABLE 3

Distribution of Universe & Sample Colleges, General Education, 1981-82

Characteristics	Universe	Universe & Sample		No. of sample colleges who responded	% of colleges responded to total colleges
		No. of sample colleges	% of sample to total universe		
Total	3459	211	6.1	171	4.9
Management					
Govt.	578	42	7.3	36	6.2
Pvt.	2881	169	5.9	135	4.6
II Student groups					
Boys/Co-ed	3009	182	6.0	141	4.6
Exclusively for Women	450	29	6.5	30	6.7
III Courses offered					
General Edu., Arts, Science, Commerce	3459	211	6.1	171	4.9
IV Assistance					
UGC assisted 2(f)	2370	145	6.1	137	2.9
Not assisted by UGC Non 2(f)	1089	60	6.1	34	1.1
V Location					
Rural	474	30	6.3	20	4.2
Urban	2985	181	6.1	151	5.1
City Size					
I	1344	90	6.7	94	7.0
II	483	25	5.2	22	4.6
III	554	35	6.3	20	3.6
IV-VI	604	31	5.1	15	2.5

MAP II



Note Dots indicate the location of Universities

Based upon Survey of India map with the permission of the Surveyor General of India.

The territorial waters of India extend into the sea, to a distance of twelve nautical miles measured from the appropriate base line

The boundary of Meghalaya shown on this map is as interpreted from the North-Eastern Areas (Reorganisation) Act, 1971, but has yet to be verified.

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'Responsibility for the correctness of internal details shown in the map rests with the publisher.'

TABLE 4
Universe and Sample Colleges, Professional Education

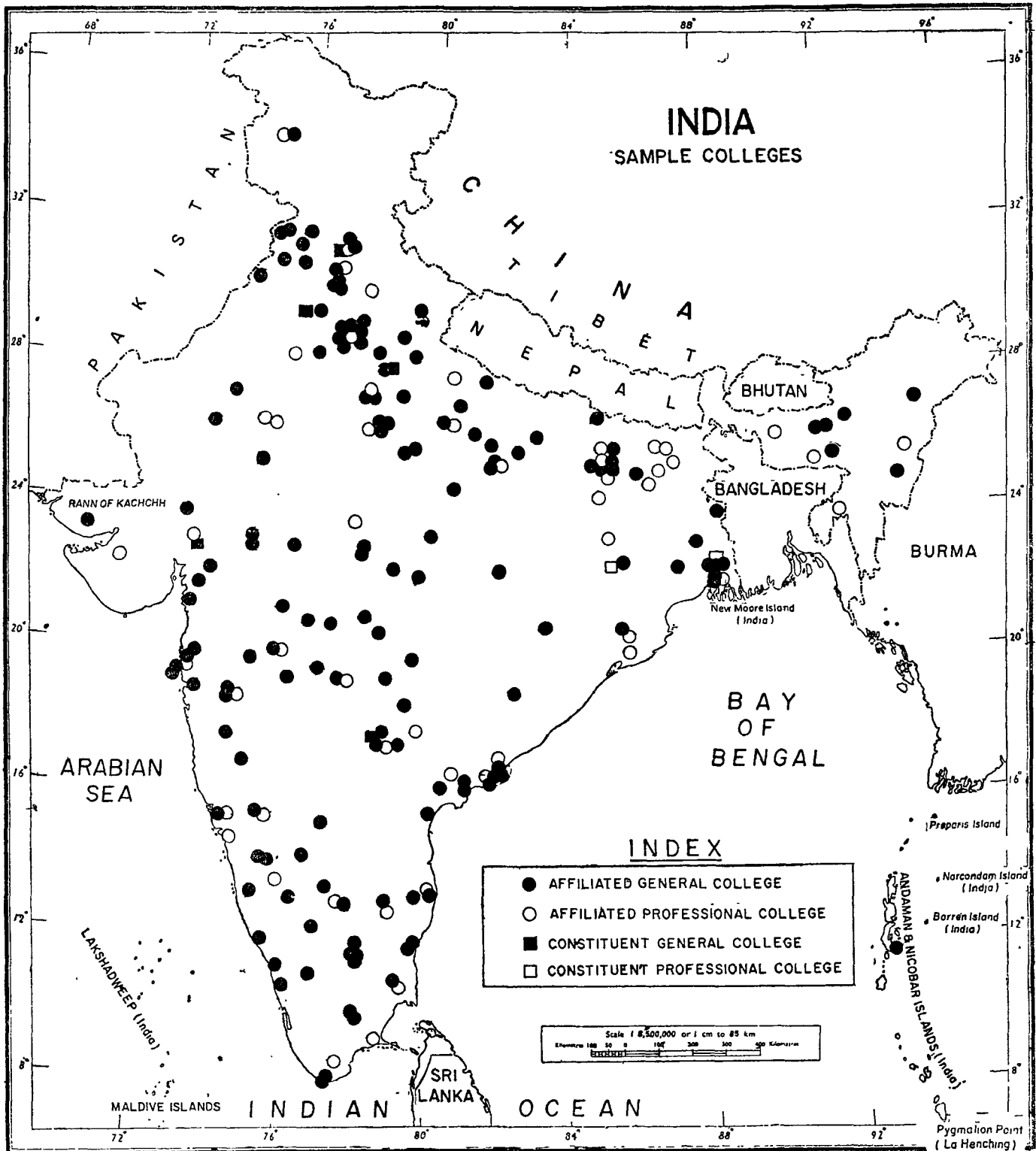
Characteristics	No. of total colleges (universe)	No. of sample colleges	% of sample colleges to total universe	No. of colleges who responded	% of colleges responded to total colleges
Total	1395	93	6.67	50	3.6
I. Management					
Government	490	25	5.1	20	4.1
Private	905	68	7.5	30	3.3
II. Students' Groups					
Co-Educational	1369	88	6.4	48	3.5
Women	27	5	18.5	2	7.4
III. Courses Offered					
Engineering	159	13	8.2	8	5.0
Medical	284	19	6.7	10	3.5
(a) Allopathy	128	10	7.8	5	3.9
(b) Homoeopathy	22	2	9.1	1	4.5
(c) Ayurvedic	103	5	4.9	3	2.9
(d) Nursing	31	2	6.5	1	3.2
Agriculture	77	11	14.3	5	6.5
Teachers' Training	296	23	7.8	15	5.1
Oriental Language	332	13	3.9	8	2.4
Law	166	8	4.8	1	.6
Music	62	2	3.2	..	..
Physical Training	19	4	21.1	3	.16
IV. Assistance					
UGC assisted 2(F)	570	37	6.5	21	3.7
Not assisted by U.G.C.: Non-2(F)	825	56	6.8	29	3.5
V Location					
1. Rural	122	7	5.7	3	2.5
2. Urban	1273	86	6.8	47	3.7
V(a) City Size					
I.	862	65	7.5	41	4.8
II.	187	11	6.0	2	1.6
III.	137	4	2.9	2	1.5
IV.	87	6	6.9	2	2.3

TABLE 5
Universe and Sample teachers in Universities and Colleges

	Universe	Sample	% of sample to universe	% of response to universe
I. Universities	131	27	20.6	16.7
Teachers in teaching Department of Universities	28682	12305	42.9	7.0
II. Colleges	4854	304	6.3	4.5
Teachers in colleges	163224	15418	9.4	4.0

(viii) The size of the universe of the students and that of the members of the community is so large that no sampling design could be meaningfully followed. Besides, as the focus of the study is on teachers, views of students and the community were obtained with the limited objective of getting an indication of the manner in which these sections perceive the status of teachers. Keeping this in view, it was decided to choose 20 members of the community and the same number of students in the case of a university and 10 each in the case of a college by giving equal

MAP III



Based upon Survey of India map with the permission of the Surveyor General of India
 The territorial waters of India extend into the sea to a distance of twelve nautical miles measured from the appropriate base line
 The boundary of Meghalaya shown on this map is as interpreted from the North-Eastern Areas (Reorganisation) Act 1971, but has yet to be verified
 Responsibility for the correctness of internal details shown in the map rests with the publisher. © Government of India copyright , 1986.

weightage to the characteristics mentioned above. The number of the students and the members of the community who were contacted and those who responded are given below :

	Contacted	Respond- ed
1. Students	2340	2114
2. Members of the Community	2340	1638

(ix) Reference Year

Though the size of the sample of teacher was determined on the basis of data for 1981-82, information was actually collected from the teachers, members of the community and the students in 1983.

(d) Research Design

A proper research design was developed for conducting these studies. The design included the following distinctive steps :

- (a) development of questionnaires.
- (b) canvassing of questionnaires.
- (c) verification and processing of data
- (d) analysis and report writing.

These steps are briefly discussed below :

A. Development of Questionnaires

As the sample size of teachers runs into nearly 20 thousand, it was thought proper to develop structured questionnaires to solicit information from teachers, members of the community and the students. As the focus of the enquiry is on the teachers, it was thought proper to pre-test the questionnaire :

- (i) Accordingly, a structured questionnaire for teachers was pre-tested on nearly 2,000 teachers located in different parts of the country and serving in universities and colleges with different characteristics. In the light of the analysis of pre-testing, the questionnaire for teachers was revised and the final questionnaire was developed.
- (ii) Similarly, questionnaires for the members of the community and for students were developed in the light of analysis of the pre-tested teachers' questionnaire.

B. Canvassing of Questionnaires

In order to canvass the questionnaires, senior faculty members of the sample universities (as nominated by Vice-Chancellors of respective universities)

and principals of the sample colleges or their nominees were requested to act as Chief Research Investigators for their respective universities and colleges :—

- (i) The methodology of canvassing the questionnaires was discussed with the Chief Research Investigators in 8 workshops held in different parts of the country.
- (ii) To ensure secrecy, instructions were issued to teachers to put the questionnaire in envelopes provided and either to hand it over to the Chief Research Investigator, or to send it directly to CTU under registered post.

C. Verification and Processing of Data

With a view to ensuring internal consistency of the data and making it fit for computer processing, a plan was prepared for codification and checking the internal consistency of the data|information. After developing suitable computer programmes, the data|information were processed on the fourth generation computer of the National Informatics Centre, New Delhi.

D. Analysis and Report Writing

Analysis :—The following background variables were considered for the purpose of analysis :—

1. Rural|Urban Institutions.
2. Govt.|Private Institutions.
3. Universities|Colleges.
4. Academic Streams.
5. Co-education|Women's Colleges.
6. Sex Groups.
7. Status : permanent, temporary, ad hoc.
8. Experience.
9. Age Groups.
10. Position Groups.
11. States.
12. NSS Zones.

1.04 Conceptual Framework and First Report of Quick Results

Members of the Commission, in one of its sittings, discussed the results of the first run of computer results on the basis of responses of 3,000 teachers. The conceptual framework papers as detailed in 1.03 were also considered by the Commission.

1.05 Preliminary Findings

Preliminary findings of the studies based on the 2nd run of computer results of 6,000 teachers' responses were also discussed later. The final data pertain to over 8400 responses.

1.06 Exchange of Views

1.06.01 National Seminar

The Commission also organised a national seminar from 5th to 9th September, 1983, where 242 eminent scholars from different parts of the country participated. The seminar deliberated and passed resolutions on the following subjects :

- (1) Objectives of the teaching profession;
- (2) Status of the teaching profession and ways of vitalising it;
- (3) Pre-service and in-service training/orientation of teachers;
- (4) Universalisation of elementary education, adult education, non-formal education, continuing education, open schools and universities;
- (5) To identify the role of teachers' organisations for professional growth and professional consciousness; and
- (6) Welfare schemes for teachers and the question of a code of conduct for teachers.

1.06.02 Meeting with Teachers from Engineering and Technical Colleges

With a view to discussing the position of teachers in engineering and technical colleges, a special meeting of selected teachers from these institutions was organised in Delhi in November, 1983.

1.06.03 Four Seminars on Terms of Reference

Four seminars reflecting on terms of reference Nos. 5, 6, 8 and 9 were also organised by the secretariat of NCT-II in Varanasi (U.P.), Chandigarh (Punjab), Baroda (Gujarat) and Meerut (U.P.). These seminars discussed :

- (1) In-service and pre-service training of teachers.
- (2) Training of teachers through distance education and through non-formal education.
- (3) Education and national development.
- (4) Methods and techniques of teaching.

1.07 Reports of the Commission

An Interim Report was made by the Commission to the Government in June, 1984, when the conceptual framework papers had been discussed together with the first analysis of the computer data. The approach of the Commission to the various issues before it had thus been crystallised. The first draft of the final report was discussed by the Commission when all the data had been received and a basic analysis had been made. The discussions were continued during the next phase of drafting and fully working out the recommendations. In all there were eight meetings of the full Commission.

1.08 Profile of Teachers as indicated by the Survey

The following profile of teachers in higher education, as shown by the survey, is presented since this might be indicative of the overall figures.

1.08.01 Age Composition

(a) College Teachers :

Data pertaining to 6306 teachers in the sample reveal that the majority of teachers is below 41 years of age; they accounted for 60 per cent of the total. Teachers in the age-group 41—50 accounted for slightly more than a quarter. Those between 51 and 60 years constituted nearly 9 per cent of teachers in the colleges.

(b) University Teachers

Those serving in the universities were relatively older. Teachers below 41 years accounted for less than half (46.2 per cent) of the total. About one-third of teachers were in the age-group 41—50 years. Those between 51 and 60 years accounted for 16 per cent.

TABLE NO. 6

Age Composition of Teachers in Colleges and Universities 1982-83

Age Group	Colleges	Universities
21—25	5.39	1.77
26—30	15.64	10.03
31—35	18.87	16.46
36—40	20.77	18.00
41—45	16.56	19.82
46—50	10.51	13.95
51—55	6.68	11.10
55—60	2.28	4.99
Non-responses	3.30	3.87
Total	100.00	100.00
Total Sample Teachers	6306	2144

1.08.02 Education of Parents

Most of the college and university teachers predictably came from educated families. Only 12 and 26 per cent of college teachers' fathers and mothers and 10 and 27 per cent of University teachers' fathers and mothers, respectively, were illiterate. The edu-

cational level of the parents of women teachers both in colleges and in universities was better than that of the male teachers. Interestingly the educational level of parents of teachers serving in private unaided colleges was relatively better than that of the teachers in other types of colleges. Details are given in Table 7.

TABLE NO. 7

Distribution of Sample Teachers by Education Level of Their Parents 1982-83

Father's Education	Illiterate	Matric	Bachelor's Degree	Master's Degree	Research	Total % Age	Total No. of Resp.
COLLEGE							
By Sex							
Male	13.91	43.39	22.82	4.94	0.79	85.86	4745
Female	5.65	31.57	43.76	16.06	2.77	91.34	1437
Total %	12.00	38.30	27.70	7.52	1.16	87.32	6257
UNIVERSITY							
By Sex							
Male	11.17	34.48	27.81	8.00	1.84	83.30	1715
Female	5.66	16.44	44.47	19.68	1.35	87.60	367
Total	10.17	31.30	30.60	10.03	1.82	83.91	2118
Mother's Education	Illiterate	Matric	Bachelor's Degree	Master's Degree	Research	Total % age	Total No. of Resp.
COLLEGE							
By Sex							
Male	30.75	40.44	5.17	0.14	0.44	76.94	4770
Female	14.33	48.45	17.09	2.89	0.55	83.31	1446
Total %	26.44	42.23	7.93	1.00	0.46	77.56	6289
UNIVERSITY							
By Sex							
Male	29.59	38.74	5.47	0.75	0.23	74.78	1143
Female	11.32	48.25	18.60	5.12	0.54	83.83	616
Total	26.63	40.02	7.79	1.43	0.28	76.21	1759

1.08.03 Occupation of Father

The economic background of families of teachers was examined on the basis of the occupation of fathers of teachers. The analysis reveals that all the occupation groups were represented in the teaching profession. However, the proportion of teachers belonging to occupation categories 'skilled workers', and university and college teachers was relatively low. These accounted for only 2-3 per cent each. Female teachers mainly came from families in economically better off occupations such as officers in Government or private service, office workers, business families and from families of professionals. Two-

thirds of the total female teachers came from families in these occupations. Thus they come from relatively better off families. Details are given in Table 8.

1.08.04 Academic Background

Nearly one-fourth of teachers in colleges were M. Phil. or Ph.D. degree holders, whereas in the universities, majority of teachers (60.77) were Ph.D. degree holders. Those who were holding M.Phil. degree accounted for four per cent of Teachers. Nearly 1/3 were master's degree holders. For details please see Table 9.

TABLE NO. 8
Distribution of Sample Teachers by their Father's Occupation, 1982-83

Father's Occupation	(% Distribution)					
	College			University		
	Male	Female	Total %	Male	Female	Total %
1. Agricultural/Manual Worker	15.98	02.76	12.91	10.54	02.43	09.10
2. Skilled/Technical Worker	03.12	01.86	02.79	02.88	03.50	02.94
3. House Holder	01.46	00.76	01.28	02.01	01.08	01.87
4. Shopkeeper	04.14	02.07	03.71	04.20	00.81	03.59
5. Agriculturist	18.26	06.55	15.51	13.53	04.85	11.89
6. Businessman	08.33	12.06	09.23	06.74	10.24	07.32
7. Office worker in Govt. or Private Office	11.61	14.61	12.26	13.24	12.13	13.15
8. Officer in Govt. or Private Office	09.25	26.67	13.32	13.47	23.18	15.11
9. School Teacher	09.48	07.03	08.91	08.75	05.93	08.30
10. College Teacher	01.42	03.93	02.01	02.42	02.70	02.47
11. University Teacher	00.42	01.45	00.68	01.78	02.70	01.91
12. Professional	06.05	10.75	07.12	06.76	18.06	08.77
Total %	09.52	90.50	91.74	86.36	87.60	86.42
Total No. of Responses	4723	1433	6236*	1705	365	2104*

*Figures of Male and Female do not add up to the totals shown owing to non responses in some categories.

TABLE 9
Academic Background of College and University Teachers 1982-83

Academic qualification	Colleges	Universities
Graduate	2.63	1.54
Master	72.96	32.60
M. Phil.	6.61	4.0
Ph. D.	17.00	60.77
Post Doctoral	0.11	0.33
Others	0.00	0.35
No Response	0.68	0.69
Total Nos.	6306	2144

1.08.05 Tenure Composition

Of the 6306 college teachers in the sample, nearly 18 per cent were serving in an ad hoc or temporary capacity. A similar proportion of teachers (16.35%) also held ad hoc and temporary positions in the universities. For details please see Table 10.

TABLE 10
Tenure Composition of Sample College and University Teachers 1983

Tenure	Colleges	Universities
Ad-hoc	5.38	6.20
Temporary	12.50	11.15
Permanent	68.52	70.71
No Response	13.60	11.94
Total	100.00	100.00
Total Sample Teachers	6306	2144

1.08.06 Sex Composition

Data regarding sex composition of teachers in colleges and universities revealed that female teachers accounted for slightly less than one fourth (23%) of the total teachers in colleges. The share of female teachers in universities was only 17 per cent.

1.08.07 Gross Salary of Teachers

(a) Colleges : Distribution of teachers according to gross salary, income groups, (i.e. basic salary and allowances) reveals that the majority (60%) of college teachers had a gross salary income of less than Rs. 1,001 to Rs. 1,500 per month and 3% even less than Rs. 1,000 per month. One fourth of the teachers had a gross salary between Rs. 2,000 and Rs. 2,500 per month. Those who had gross salary between Rs. 2,500 and Rs. 3,500 accounted for only 7 per cent.

(b) Universities : Income distribution of teachers in the universities was slightly better than that among college teachers. Nearly 40 per cent university teachers had income below Rs. 2,000 per month. (In this group nearly 9 per cent had gross salary between Rs. 1,000—Rs. 1,500 and one per cent even less than Rs. 1,000 per month). Another one-third earned between Rs. 2,000 and Rs. 2,500 and nearly one-fourth earned between Rs. 2,500 and Rs. 3,500 per month. Please see Table 11.

TABLE 11
Distribution of Sample Teachers by Gross Salary Income Groups 1982-83

Cadre	Income Groups (Rupees per month)						NORSP*	Total
	500	501— 1000	1001— 1500	1501— 2000	2001— 2500	2501— 3500		
COLLEGE								
By Cadre								
Lecturer	0.35	2.31	24.79	40.37	24.03	2.85	4.73	5130
Reader	00.0	0.62	7.12	18.89	41.18	28.48	3.10	321
Prof./Principal	0.32	0.81	1.79	28.33	36.79	27.29	4.56	614
Total	0.60	2.76	21.31	37.50	25.80	6.60	4.76	6264
UNIVERSITY								
By Cadre								
Lecturer	0.44	0.44	14.90	47.47	30.32	2.87	3.14	1142
Reader	0.49	0.00	.97	12.62	57.25	34.79	3.40	612
Prof./Principal	0.30	0.30	.60	4.81	12.95	78.61	2.40	322
Total	0.42	0.51	8.72	30.18	32.51	23.93	3.17	2132

*No response

1.08.08 Income of Spouses of Teachers

Nearly 21 per cent of teachers' spouses in colleges and a similar proportion in universities had some income. Among different cadres of teachers a higher proportion of university professors and college prin-

cipals had earning spouses. Of the teachers whose spouses were earning 66 per cent had income between Rs. 1,000 and Rs. 3,000 per month, the remaining contributed less than Rs. 1,000 per month to the family income. Please see Table 12.

TABLE 12
Distribution of Sample Teachers by income per month of the Spouse

Cadre	(% Distribution)				Total No. Earning and % of Total Teachers	Total No. in Sample
	-200 (percentage of teachers with earning spouses)	201—500	501—1000	1000—3000		
COLLEGES						
By Cadre						
Lecturer	2.24	4.87	25.02	67.85	1067 (20.68)	5160
Reader	1.29	7.79	18.18	72.72	77 (23.84)	323
Prof./Principal	6.55	6.55	32.78	54.09	183 (51.44)	356
Total	2.73	5.38	25.75	66.12	1355 (21.49)	*6305
UNIVERSITIES						
Lecturer	1.44	6.85	23.46	68.23	1355 (24.13)	6305
Reader	3.12	7.03	27.34	62.50	128 (20.71)	618
Prof./Principal	5.08	10.16	20.33	64.40	59 (37.63)	157
Total	2.51	7.12	25.15	65.19	477	*2143

*Total includes other cadres holding positions less than lecturer.

Higher Education and National Development

2.01 General Role of Teachers

The significance and the role of the teaching profession in any society flows out of what society expects from education at a human level, what role it assigns to education in national development and what goals of development are pursued by the nation. These three levels and considerations are inter-related, and they flow from the historic and socio-cultural situation as much as from the economic policy of the country.

2.02 Colonial Education

In the colonial period, development was incidental or peripheral; the goal of economic policy was mainly exploitation of natural resources, and export of raw materials or semi-finished products accompanied by the marketing of industrial goods manufactured in Britain. As a result, even pencils, erasers and geometry boxes for schools were imported. Naturally, an economy of this kind made no great demands on education in terms of manpower production. The demands on the quality of training were even more limited since no critical abilities and creative potentials were to be encouraged lest the stability of the colonial system itself may be shaken by the educated. In fact, education was treated as a necessary evil for the day to day working of the Raj neither to be spread too widely, nor to be pursued as a man-making enterprise.

2.03 Ivory Tower Approach

It may be recalled that among the exploiters of all countries and societies, until very recent times, education was more feared than it was loved. It is for this reason, chiefly, that education became textbookish in its content-standing aloof from the realities of life and concentrating on the "knowledge" of individual "disciplines". Physics or economics were taught according to world-wide abstract principles

and laws, creating an impression of comprehensiveness of the subjects even though through such an approach they were shorn of social implications, utility and purpose. The role of the teacher was correspondingly to teach the assigned subject meticulously and thoroughly and to "examine" on the basis of students' ability to reproduce what he had been taught. The system tended to breed conformism and pedantic scholarship. That such a system practised over centuries, and in so many countries, still produced the great thinkers, scholars and scientists who have, in a sense, been the architects of our civilization as it is today, is a clear proof of the irrepressible nature of human creativity and of man's unceasing struggle to overcome ignorance, conquer nature and improve the quality of his life.

2.04 Education as an Instrument of Social Change

The situation has, however, radically altered since the middle of the present century. Country after country has been freed from the clutches of imperialism. National initiatives have been unleashed to transform economies and societies. The very word development has acquired a new meaning and dimension. Change, rather than status quo, is the order of the day and education has been recognized to be the tool to bring it about. Great wealth of experience has been accumulated on the modalities by which education can play such a role. Perhaps it would not be wrong to say that in the process, the concept of education itself has been changed. It is no more confined to formal structures and institutions - it can reach out, in a variety of ways, the human resources of the whole community could be used for the purpose. The dynamics of knowledge have led to the concept of life-long learning for the individual and programmes of continuing education in institutions. A great deal has been discovered about learning itself, and its highly personal character. The boundaries of the well established disciplines of the past have crumbled and interdisciplinary teaching and research have come into

vogue. New technologies have begun to be widely used both to enrich the quality of education and to enhance its reach.

2.05 Education and Self-reliance

In the case of our own country, the acquiring of independence was the result of a prolonged national struggle in the course of which the goals of development came to be quite well defined, the most important being the building up of a modern self-reliant economy making optimum use of our own resources in men and materials. This is based on a clear realization that in the world of today the strength and relative independence of the economic base determines the scope even of political freedom. The other and equally important goal of national development can be said to be the enhancement of production accompanied by distribution of goods and services with a view to ameliorate poverty, create conditions of social justice and thus strengthen the foundations of a socialist and democratic state. The goals of national development translated in human terms imply the cultivation of a personality with knowledge and awareness not only in the special fields but also of culture, tradition and the needs of our peoples; a personality endowed with values which would promote socialism, national integration, secularism and scientific temper together with enthusiasm to change society through personal commitment and involvement. In other words, our concept of national development goes far beyond economic growth: the concern for creating a cohesive and vibrant nation out of people speaking different languages, professing different religions, possessing a variety of cultures is equally great. In this sphere, education has to be the mainstay of our endeavour.

2.06 Education as Investment in Development

These goals of economic, social and cultural development at once require provision of education with special characteristics at all levels. Without education they cannot be achieved: with inadequate education, the period of economic disabilities, regional imbalances and social injustice will be prolonged, leading to the possible build up of disintegrative tensions. Through proper education, the achievement of economic and social development can be facilitated and expedited. The human resource would have a multiplier effect

on the utilization of all other resources. That is why the concept of education as an investment in development* has been increasingly accepted, and that is why the Report of the Education Commission** spoke of education as the only instrument of peaceful social change.

2.07 Higher Education as Cornerstone of Self-reliance

The essential role of elementary education in economic and cultural development, as also in strengthening the fabric of democracy in the country has been accepted from the very inception of our Republic in the form of Directive Principles under Article 45 of the Constitution. It has been reiterated by the National Policy on Education***. The removal of adult illiteracy has also been accepted for widespread implementation, through a specific broad-based educational programme. Vocationalization of the higher secondary level of education is also considered essential to provide manpower particularly to maintain the infrastructure of technology and services in a modern society. Higher education has special importance because it provides ideas and men to sustain all other facets and levels of education. The quality and pace of development of any nation depends on the ideological climate it is able to generate; the perceptions of history, culture, tradition and values a nation acquires and the confidence it has in human capability to overcome problems of material and spiritual life. And it is precisely here that the intelligentsia and higher education have a unique role. Higher education supplies the wide variety of increasingly sophisticated and ever-changing manpower needed by industry, agriculture, administration and services. The self-reliant and endogenous character of an economy can only be maintained when competent people are available to foresee, plan and execute research and development activity necessary to keep us abreast of developments in the world. Our R & D institution and the college and university system are therefore, the backbone of our economy, and a sure instrument for fulfilment of national aspirations.

2.08 Need to enhance Support for Education

Since the various levels are also interdependent, it is not possible to say that one level is more important than the other. It is the view of the Commission that inadequacy of funds provided for education

* The approach to the 7th Plan lays special emphasis on food, productivity and employment. The direct role of education in modern food production, in enhancing productivity in all sectors, and in relation to employment is self-evident. Numerous studies have established that all sectors of education, through quality of the work force, play a dominant part in determining the production of national wealth.

** Published by NCERT 1971, p. 8, Para 1.14

*** Resolution issued by the Government of India on the Report of the Education Commission; item 4(1).

as a whole quite often leads to the claim that higher education with a greater per capita expenditure is depriving elementary education of what is its due. Of course, realizing the importance of higher education in world-competitive, industrial and technological development, sometimes international agencies tend to reinforce doubts about higher education and counter pose it, priority-wise, against elementary education. We should be cautious in this respect and reaffirm that there ought to be a proportionate and harmonious development of the various levels of education, so as to optimize education's role in ensuring social change. There can be no *a priori* formula for sharing of resources between these levels, but what proportions have come to be established in the developed countries could be a general guide to us. A study of this kind would show that we have to go a long way in providing adequate funds for higher education.

2.09 Excellence in Higher Education

The goals of national development also establish two features of higher education : one is that it always operates at the frontiers of knowledge and has to be world-competitive, it must be of the highest quality; and the other that it has to be relevant both to the individual and to society. To achieve education of a high quality is a complex task, involving selection of teachers and students based on merit which may be partially relaxed in the interest of removing age-old handicaps of certain sections of our population and of certain regions in the country. It also involves the strengthening of the infrastructure of institutions, modernisation and changes in curricula, including the raising of the quality and performance of the teachers.

2.10 Breadth in Higher Education

Most importantly, higher education in our context must ensure wider awareness and breadth of vision on the part of the student, as also the cultivation of a sense of values and purpose conducive to national integration and effective citizenship in our Republic. Education of either a professional or a generalist cannot remain confined to mere knowledge of the subject and practices of related skills. It must include in its scope an awareness of our history, culture and tradition, together with knowledge of the problems we face in the socio-economic plan and what efforts we are making and should be making to carry our society forward. Awareness and insight can come from proper books and courses, accompanied by discussions among students and with teachers in tutorials and seminars : but it can come strongly when students are put in experiential situations. Interaction with

the community in a variety of forms and participation in developmental activity would be most valuable in this respect. But what is needed is more than this. The student must also be helped to develop a rational outlook, openness to change, commitment to truth and justice and a desire to serve the students' fellow beings. Secularism and national integration are crucial for the survival of democracy and for peace and tranquillity in the country which are the pre-requisites of economic development. Hence, education at all levels, and particularly at the tertiary level, must provide opportunities for student personalities to grow in these dimensions. In so far as educational institutions can find ways and means to develop breadth of knowledge and sensibilities of this type, they will have signalled departure from the practices of the colonial era.

2.11 From Teaching to Facilitation of Learning

All this requires a transformation of the interaction between students and teachers. Students would learn on their own through resources and situations provided for the purpose. They would develop an enquiring mind, discover knowledge and arrive at attitudes and outlooks according to their own light. Many of them would go far beyond the teacher in their scope and competence, hence the teacher would really become not one who knows and tells but a facilitator of learning, perhaps a co-discoverer of knowledge through common experience with the student. Improvement in quality would also require the full utilisation of educational technology which, in turn, needs a tremendous effort to train academics and produce 'software' suitable for our purposes. Thus, raising the quality of education in the context of our social and economic aspirations acquires a very different meaning from what prevailed in the pre-Independence period.

2.12 Relevance in Higher Education

Relevance too requires a study of the social circumstances, employment potentialities and the possibilities of growth and development in the region. Implementation of relevant programmes involves considerable departures from the old patterns of activity. It requires cooperation between the community and the educational institutions, and between various government and private agencies engaged in developmental activities and the educational institutions. Sharing of resources and facilities, as also of manpower, is needed..

2.13 Research and Higher Education

Institutions of higher education are naturally involved in the processes of creating new knowledge.

both abstract and applied. No programmes of high quality education can be implemented by people who are themselves not creative and who may be devoid of the excitement of innovation, discovery or application of knowledge to new situations. It is accepted all over the world that the young teachers and scholars are a singular source of new ideas which contribute to the advancement of society. The research activities of institutions of higher education are inspired by considerations of excellence at an international level as well as of application to solving the problems of a given society. These activities could be linked once again to the social, cultural, economic and natural environment so as to focus attention on problems of local and regional development in the country.

2.14 Linkages and Resources

In the opinion of the Commission the concept of relevance requires both linkages of education with socio-economic activities and enhanced resources for the implementation of the new form and content of education. But in such a case, education would enhance productivity in the widest sense and prepare manpower for new activities, promote technological development and solve problems of application thus generating new resources. It is, therefore, natural and most reasonable to propose that a percentage of plan allocation of each Ministry or Department must be earmarked for corresponding needs of manpower and scientific and technological development. These allocations should be pooled and channelized for various levels and types of education, with a good share going to higher education which would then be able to fulfil specific expectations of various sectors of the economy. It would be natural under the circumstances to include more experts from the development departments in the framing of educational programmes. The National Commission is of the view that, unless such an approach is adopted, education as a whole and higher education particularly will not get the linkages and the resources to play its potential and vital role in national advancement.

2.15 Role and Responsibility of Teachers

2.15.01 Teacher as Agent of Change

It is obvious that the new dimensions of education which make it an integral part of the national developmental enterprise cast great responsibility on the main vehicle of education, namely the teacher. The teacher not only implements an education programme by commensurate methods but he is its originator too. It is he who interacts with students

of different ages and frames of thought to ensure that wideranging educational objectives are achieved without reducing education to either brainwashing or propaganda. As an intellectual he is a social critic but with a special sense of responsibility to lead in a constructive direction. He is also his own teacher since he continually works at the frontiers of knowledge and often faces problems and situations which are unprecedented, and where past experience is of limited value. As an agent of change, he has himself to be flexible and ready to change.

2.15.02 In the Context of Explosion of Knowledge

In the sphere of the traditional work of the teacher, namely teaching and research, the perspectives have radically changed during the last few decades. When knowledge was expanding at a relatively slow pace and the purpose of classroom teaching was also largely to maintain social status quo, courses and prescribed books were not in a state of flux, teachers could also get by for years on the basis of notes they prepared, which were often dictated to students since they had to reproduce the ideas in order to pass examinations. Now, with the explosion of knowledge and the need to base teaching on facts and figures related to our own society, curricula have often to be completely recast and the exercise has to be repeated every few years. Consequently, in order to remain upto-date, teachers have to be on their toes; they have themselves to learn continuously.

2.15.03 The Need for a New Methodology

Teaching practices have also to change since what is intended is not superficial learning but deep understanding of phenomena, ideas or problems so that knowledge can be applied to concrete situations in order to change the reality. Students have not to be treated as passive receptacles of knowledge, they must be encouraged to be curious and explorative, critical and innovative. Furthermore, since the cognitive domain alone cannot be singled out as the objective of teaching, the affective domain of attitudes, character, values, and social and developmental concerns have to be taken into account. Thus the lecture, however well prepared and good it may be, can no more suffice. Psychologists have given us enough insight into the processes through which learning is accomplished, and we know that a number of devices such as field work projects, seminars, simulatory exercises, problem solving sessions, tutorials and term papers etc. are available to achieve different objectives of teaching. New audiovisual aids.

more versatile and effective than the one time slides, transparencies and films are available and will be increasingly common in the years to come. Teachers have, therefore, to equip themselves with new tools of their trade, to utilize interactive methods of instruction.

2.15.04 Creative Opportunities

In connection with the use of films, video cassettes and video discs, and because of the lowered prices accompanied by greater sophistication of computers, there is also the opportunity to produce software in all kinds of subjects, at all levels and in a variety of modes. Since radio and television are already taking up the broadcast of such educational programmes, this also provides an opportunity to teachers to use their creative ability in the interests of distance education which would greatly enhance the reach as well as the scope of higher education. Programmes of continuing education for the public at large, as also of professionals including teachers themselves, give additional dimensions to the activity of teachers which is directly related to national manpower development.

2.15.05 Teacher as a Procurer of Knowledge

With regard to undergraduate courses in the faculties of science, social science, arts and commerce, the introduction of occupation-oriented courses has been recommended by the University Grants Commission and other agencies and committees. They are to be need-based courses, often in new technologies and sometimes in fields which are not covered by traditional disciplines. Courses in instrumentation, forestry, tourism, and personnel management are a few examples. While assistance for introducing such courses is available, and the advantages accruing to students in the job market are well known, the scheme has not picked up because most of the existing teachers have only studied the established disciplines; they are unable to visualize, plan, push through boards of studies and implement such courses. Teachers have, therefore, to enlarge the sphere of their knowledge, they have to learn how to obtain expert advice from others, and how to implement such programmes on a cooperative basis.

2.15.06 Teacher as Agent of Cooperation with Community

The cooperative feature is all the more important because skill and field or practical oriented training which is often a part of such courses can best be done through other institutions and agencies whose

cooperation has to be sought. Teachers alone can negotiate with concerned experts and agencies to get these programmes going. In fact, when teachers will take the initiative in establishing educational programmes with the involvement particularly of Government agencies and departments, public sector industry, and voluntary organizations, only then will highly relevant programme be evolved and put on the ground, improving employability of the students graduating in the system.

2.15.07 Teachers and Problem Solving Research

Linkage with socio-economic activity is also necessary for conducting studies and research in highly pertinent subjects. For example the department of agriculture may be taking special measures for the distribution of seed or fertilizer, or to make cold storage facilities available. Students and scholars in our educational institutions could easily study the impact of these programmes in the given socio-cultural matrix—impacts on productivity, rural development, family resources, nutrition, schooling, readiness for social change, and so on. Many a time scientific and technological problems will be identified through such linkage, enabling a research programme to be mounted. This collaboration will open up a mine of ideas, some of which may lead to improvement in productivity and performance and others to growth of knowledge, which has long-term fall-out in the form of new applications. Teachers in higher education, through such relevant research would not only improve their professional performance, help scholars to be in great demand for employment, but they also will help to solve numerous social, cultural and economic problems. Basic research in any case is the strong point of university teachers and its importance, if any thing, is greater than that of applied research—since basic researches lead to radical change in knowledge structures and have long-lasting influence on applied research.

2.15.08 Teachers to Initiate Management Change

Many of these activities would call for new styles of work and modes of management, needing changes in institutional procedures and even in their governance. This has to be approached with an open mind since no existing structures and functions are immutable or sacrosanct. If the educational institutions are to become well-knit into the fabric of productive activity in our society, the very concept of autonomy will undergo a definite change. A "systems approach" will replace the ivory tower approach

2.15.09 Government and Teachers to Share Responsibility

It is clear to the Commission that in the new perspective of development of Indian society, there are numerous concomitant tasks and responsibilities of education towards society and vice versa. There are many things which need to be done now, which were not visualized in the colonial period, or even otherwise in the processes of development of some advanced countries of the world. But it is clear that whether one talks of high quality of education or of new methods of instruction, restructuring of courses or linkages with economic activities, the great tasks in the building of student character and temperament or of high quality research connected with development needs and related problems of management of education, it is the teacher who plays the crucial role. He is an instrument of educational change as much as education is an instrument of social change and national development. If the teacher is not inspired, but is frustrated, if he is

not given the encouragement to perform his role and is, in fact, neglected or deprived even of the basic necessities, then we cannot expect from him a human or a professional role which is appropriate to current needs. In fact, in the negative sense, harried and frustrated teachers may become overly conscious of their personal or group needs and oblivious to the needs and call of the society around. Such teachers may not only shun their duties, but may do many other things to mis-educate the young people, thereby multiplying the problems of the society, and particularly a democratic society. The National Commission on Teachers in Higher Education would therefore make a fervent plea on the one hand to the Government to appreciate how potent the teacher is in engineering social change and hence to provide him status, encouragement and resources for the purpose, and on the other, to the teachers to open their minds and hearts to the new possibilities, and to discharge their responsibilities with an urgent sense of social purpose.

Erosion of the Social Status of Teachers

3.01 Role-Status Relationship

We have in the previous section focussed attention on some of the emerging concerns in the sphere of education, the crucial role that teachers are required to play in the process of social transformation, and the complex tasks that they have to shoulder as active participants in national development. In this context, it is important to examine the realities of the teaching profession—the social status of teachers, the material conditions of their life, and the environment of their work.

3.01.01 The UNESCO, as early as the sixties, through the recommendations of the Inter-Governmental Conference has emphasised the correlation between the role and the status of teachers as follows :

“The expression of status as used in relation to teachers means both the standing or regard accorded to them as evidenced by the level of appreciation of the importance of their function and of their competence in performing it, and the working conditions, remunerations and other material benefits accorded them relative to other professional groups”. (Recommendations of the Inter-Governmental Conference, UNESCO, p. 196).

3.02 Present Position About Social Status of Teachers

There is a widespread feeling that no profession has suffered such downgrading as the teaching profession. Various groups, both among teachers and others, have expressed dissatisfaction at the erosion of teachers' status in the country as reflected in the low esteem given to the profession and the unfavourable image of teachers held by parents, students and by people at large. While it may be true that the magnitude of decline in teachers' status is sometimes exaggerated, it is equally true that the present state of affairs is highly unsatisfactory and calls for speedy remedial action.

3.02.01 Perceptions of Teachers, Students and Community about the Status of Teachers

Many teachers, who met the Commission, were of the view that even members of the teaching community have a low esteem of their own profession. Teachers' opinion about the present status of the profession was elicited through the survey. A majority of teachers were of the opinion that the status of the profession was rather average, one-fourth of them regarded it to be low or very low, and only in the eyes of about 16 per cent of the teachers was the status of the teaching profession high or very high. Teachers were questioned about the image of the teaching profession among different sections of the people. Analysis of responses revealed that about one-third of them were of the opinion that the administrators and the politicians had the most unfavourable image about the teaching profession. The image of the profession was perceived to be favourable by a larger percentage in other groups, particularly by parents of students. But an “indifferent” response was recorded by the largest number. More than half of the members of the community, a third of the students and the same proportion of teachers have an “unfavourable” or “indifferent” image of the teaching profession. One of the indicators of status that a profession enjoys is the influence its members are perceived to exert on the people and society in general. A very large proportion of teachers felt that they had very little influence on the government at any level. Even with regard to their influence on the community, a little less than half felt that they exerted little influence. However, a sizeable proportion of teachers felt that they not only wielded considerable influence over students, but also that they shaped their values and character.

3.03.01 Relative Preference amongst Professions

An idea about the status of a particular profession can be had from the way it is viewed in relation to

other professions. Its relative position can be ascertained on the basis of such a comparative assessment. Therefore, opinion in this context was elicited not only from the teachers but also from the students and members of the community at large. The respondents were asked to indicate from a list of ten professions, in order of priority, the career which they would advise their son/daughter or younger brother to take up. Class I Civil Service, medicine and engineering, in that order, received the first two choices by almost all of the college and university students. University teaching was chosen by a fifth of students hailing from the universities and only by about 12 per cent of college students. College teaching occupied the sixth rank among college students. It may also be noted that one-fourth of college and one-fifth of university students gave university teaching as their last two choices; a high percentage of both have ranked college teaching the lowest.

3.03.02 Community Response

The reactions of the members of the community present a similar picture. Class I Civil Service received the first two choices by almost half, medical profession by well over a third and engineering by over a fifth of the respondents. Hardly 12 per cent of them gave preference to university teaching and only 8 per cent to college teaching, their rank being sixth and ninth respectively. It may also be noted that about one-fifth of the university and over a third of the college respondents ranked teaching in universities and colleges as their last two choices.

3.04 Ranking of The Teaching Profession In Terms of Benefits

3.04.01 Ranking By Community

How do members of the community rate the teaching profession in comparative terms with regard to economic benefits, job security, and freedom of work?

(a) Economic Benefits

The university and college teachers occupied the last two ranks in terms of economic benefits. The teaching profession was rated as first or second by hardly 3 per cent of the respondents. In fact, approximately 40 per cent respondents placed teaching (whether in a University or a college) as the lowest among the various professions in terms of economic benefits. As one would expect, doctors, Class I Civil Servants, officers in private firms and bank officers were ranked in the first four positions.

(b) Job-Security

Comparative position of teaching profession was perceived a shade better in the matter of job security.

Even in this respect, only one in every seven respondents gave teaching the first two ranks. University and college teachers were placed fourth and fifth in respect of job security in order of overall ranking. Here again, they lagged well behind Class I Civil Service and bank officers who had been accorded the highest ratings more frequently than any other profession in the list.

(c) Freedom of Work

With regard to freedom of work, teaching as a profession was rated high, with university and college teachers occupying the third and fourth overall ranks respectively, next only to lawyers and doctors.

3.04.02 Ranking by Teachers Themselves

How do the university and college teachers perceive their own profession in a comparative frame, in term of the three attributes referred to above? The pattern of responses was quite similar.

(a) In terms of "current benefits", hardly 5 and 8 per cent of the university and college teachers respectively gave teaching the first two ranks. It was, in fact, accorded the last two ranks by a great majority of teacher respondents. As one would expect, Class I Civil Service was perceived the best among the profession in terms of "current benefits" by about 40 per cent of teachers. The next two in order were doctors and airlines officers.

(b) The same was true in respect of "other perks" which included facilities such as obtaining gas connections, permits for sugar and cement, children's admission to good schools and the like. Here again, teaching was given the highest rank by hardly 2 to 3 per cent of teachers. It occupied the lowest rank, while civil service, private firms and airlines were considered far superior to the teaching profession.

(c) The situation was a shade better with regard to "working conditions". On this factor, teaching was given the first two ranks by hardly 15 to 19 per cent of the university and college teachers, and occupied the fourth overall rank among the professions. It is to be noted, once again, that so far as general working conditions were concerned, teaching as a profession was perceived far inferior to Class I Civil Service.

(d) With regard to freedom of work, the situation was different. Teaching as a profession, in comparative terms, occupied the first and second ranks among university and college teachers respectively. Almost a third of the teachers accorded the profession the first two ranks.

3.05 Overall Analysis of Responses

Thus, with respect to material benefits and perks, the profession was rated very low not only by the members of the community but also by the teachers themselves. It occupied an intermediate position in matters of general working conditions. But as regards freedom of work, it was perceived as the most suitable profession. There appeared to be a general agreement, not only among university and college teachers, but also between the mand the community regarding the relative position of teaching as compared to other professions. The analysis clearly indicates that teaching as a profession is perceived by the teachers as well as by the community as grossly lacking in material benefits, but as quite conducive to freedom of work.

3.06 Factors Perceived As Responsible For Deterioration of Status.

Salary and service conditions were ascribed as the reason by well over half the teachers for deterioration of status. The next factor in order of importance was lack of recognition by the government—just about half of the respondents accorded it the first two ranks. "Lack of devotion to work, integrity and sense of pride" was the third important factor perceived as being responsible for deterioration in teachers' status. It is significant that more than a fifth of the respondents considered it as the most important among the factors listed. Other factors like low level of efficiency and scholarship, inadequate pedagogic skill and lack of commitment to student welfare, were not viewed as being so important. In short, "salary and service conditions", "lack of recognition by the government" and "lack of devotion to work, integrity and sense of pride" were considered by teachers to be the most important factors underlying the decline in their status.

3.07 Qualities Considered Eessential for Good Teachers' Status

3.07.01 Devotion to Duty

It may be noted in this context that "devotion to duty" was most frequently considered by the community as an important quality of a good teacher. It was considered as the most important by no less than 55 per cent of the respondents. No other factor was so salient in their mind. Two other qualities which had been given the highest value by a sizeable group of respondents were "good academic record" and "quest for knowledge and excellence".

3.07.02 Inspiring|Motivating Students

Among teachers, a very large percentage considered the quality of "inspiring|motivating students towards learning and creative activities" as the most important factor in evaluating the work of a good teacher. It was regarded as important by the largest number of college teachers, and held overall second rank among university teachers.

3.07.03 Good Academic Record and Research Work

Good academic record and research work constituted the next factor in order of importance. It was considered vital by about half of the college teachers. This factor was given the first two ranks by about 60 per cent of university teachers. High pedagogic skill and scholarship reflected in wide reading and critical judgement occupied the third and fourth over all ranks; these were perceived as significant by about one-fourth to one-third of the college and university teachers respectively. The proportion of teachers considering important qualities like interest in application of knowledge and extension work or ability for effective management of the institution, and participation in extra curricular activities was rather small.

3.07.04 Pursuit of Excellence and Establishment of Reputation

There appears to be general agreement among teachers that while increase in material benefits is a necessary condition for raising the status of teachers in the eyes of the people and even among the members of the profession themselves, it is not a sufficient condition. Cultivation of professional competence, capacity to inspire and motivate students, devotion to duty, good scholarship and academic record, and quest for knowledge and excellence are of equal significance. If the level of professional competence does not rise along with betterment of material conditions, the status of the teachers will not be enhanced. Pursuit of excellence and establishment of reputation as a teacher and research worker are factors that are emphasised again and again. They go a long way in giving high status to teachers, even if material benefits are not at par with other professions.

3.08 Factors Viewed as Necessary to Improve Teachers' Status

3.08.01 Professional Competence, its Recognition and Increase in Emoluments

Among the members of the community, an overwhelming percentage regarded "recognition of meritorious service", "incentives to improve academic

competence" and "increase in perks and emoluments" as the factors that were calculated to improve the status of teachers. Factors like "greater promotional opportunities" and "involvement in decision making bodies at various levels" were considered comparatively less important, though around one-third of the subjects responded to them positively. At least in the eyes of the community recognition of professional competence, and increase in emoluments and benefits were the most salient factors that were expected to enhance the teachers' status. The perception of the teachers was quite similar. "Competence as a teacher" was given the first two ranks by a large percentage of teachers.

(a) Both Teacher and the Community view Professional Competence as Crucial.

An important point that emerges very clearly from the analysis of responses of both members of the community and of teachers is the correspondence between the qualities that were viewed as important for evaluating a teacher as "good", factors considered responsible for the deterioration in the status of teachers, and those regarded as important in enhancing status. Factors constituting professional competence were the ones considered vital for a good teacher. Their absence or deficiency was frequently perceived as being responsible for decline in the teacher's status. Inculcation and cultivation of those qualities and capacities which enhanced professional competence were also the factors regarded as very significant in improving status.

(b) Professional Competence as having an Edge over the Economic Factor.

In short, professional excellence and material conditions both play a vital role in the status of a teacher. Since in the world of today, status is achieved rather than ascribed, teachers have to prove by their professional excellence and character that they deserve the trust placed on them. These are somewhat intangible factors, no doubt, but they are all the same important. This is evident from the fact that even though teaching as a profession today does not enjoy high prestige in society, individual members have attained

very high status due to their excellence as teachers, they have inspired generations of students, or have been outstanding research workers in their respective fields, or have been devoted to work and dedicated to the profession. While the importance of the economic factor is in no way to be underplayed, it is felt that no amount of improvement in salary and other benefits would raise his status if the teacher is negligent in his work and is not involved fully in his profession. Recent measures to bring about more or less automatic promotion to a higher scale do not seem to have improved the general status of teachers in the eyes of society. Unless career development is related to professional development, mere promotional schemes are likely neither to enhance the social status nor the effectiveness of a teacher.

3.09 Preferred Mode of Recognition to Teachers

There is a general feeling among members of different strata of society that a teacher is not receiving the recognition he should. The very fact that, compared to many other professions, teaching is not getting equivalent material benefits, is an index of comparative neglect of the teacher by society. What should be the remedial measures? There was a certain amount of difference of emphasis between university and college teachers in this respect. While about two-third of the university teachers felt that the award of prestigious fellowships like Nehru Fellowship, or National Fellowship was the most effective manner in which excellence of a teacher should be recognised, only about 54 per cent college teachers felt that way. For the latter, the most salient alternative was provision of "special amenities and concessions" which was preferred by over 58 per cent of the respondents occupying the first position in overall ranking. For university teachers, the factor had a lower preference and the last rank among the four alternatives. The other two preferred modes of according recognition to a teacher, as indicated by the sample from university teachers, were membership of governmental and semi-governmental committees and monetary rewards. The latter way of giving recognition had a comparatively low rank.

Standard of Material Life

4.01 Standard of Material Life of Teachers

In this chapter, we shall examine the standard of material life of teachers and also examine it in comparison with that of other professions.

The following aspects of the question will be reported, largely based on the survey data, but supplemented by other information.

1. Income of teachers—gross salary and other related matters.
2. Retirement benefits—provident fund, pension, etc.
3. Facilities—housing, medical, children's education, conveyance, etc.
4. Stock of possessions—consumer durable items like car, scooter, TV, video, telephone, etc.
5. Service conditions—leave travel facilities, opportunity for professional development and retirement age, etc.
6. Working conditions—related to self-study, laboratory, library, telephone and research facilities.

4.02 Gross Salary of Teachers

4.02.01 Colleges

Distribution of teachers according to gross salary (i.e., basic salary and allowances) reveals that the majority (62 per cent) of college teachers had a gross salary of less than Rs. 2000 per month. In this group 21 per cent accounted for Rs. 1000—Rs. 1500 per month and 3 per cent for less than Rs. 1000 per month. One-fourth of the teachers had a gross salary between Rs. 2000 and Rs. 2500 per month. Those who had gross salary between Rs. 2500 and Rs. 3500 accounted for only 7 per cent. The proportion of teachers earning less than Rs. 1000 per month was higher in private unaided colleges. For other types of colleges, figures ranged between 1 and 3 per cent only.

4.02.02 Universities

Income distribution of teachers in universities was slightly better than that among college teachers. About 40 per cent university teachers earned less than Rs. 2000 per month. (In this group nearly 9 per cent had gross salary between Rs. 1000 and Rs. 1500 and one per cent less than Rs. 1000 per month.) Another one-third earned between Rs. 2000 and Rs. 2500, and nearly one-fourth earned between Rs. 2500 and Rs. 3500 per month. For details please see table 1.

TABLE 1

Distribution of sample teachers by gross salary income groups, Colleges and Universities

	Income Groups (in Rs.)							Total
	LE*500	501— 1000	1001— 1500	1501— 2000	2001— 2500	2501— 3500	NORSP	
COLLEGE								
By Cadre								
Lecturer	0.35	2.31	24.79	40.37	24.08	02.85	04.73	5130
Reader	0.00	0.62	07.12	18.89	41.18	28.48	03.10	321
Prof./Principal	0.32	0.81	01.79	28.33	36.79	27.19	04.56	614
Total	0.60	2.76	21.31	37.50	25.80	06.60	04.76	6264

	LE*500	501— 1000	1001— 1500	1501— 2002	2001— 2500	2501— 3500	NORSP	Total
By Type of College								
Govt.	0.16	1.38	20.11	35.96	29.95	08.51	3.30	1868
Pvt. Aided	0.93	3.00	22.02	39.89	39.89	04.30	05.31	5750
Pvt. Unaided	0.00	15.14	23.85	22.94	18.35	10.55	09.17	218
Constituent	0.00	0.35	15.63	22.22	34.03	20.83	04.86	282
Total	0.60	2.76	21.31	37.50	25.83	06.60	04.76	6266
UNIVERSITY								
By Cadre								
Lecturer	0.44	0.44	14.90	47.47	30.32	02.87	03.14	1142
Reader	0.49	0.00	00.37	12.62	57.25	34.79	03.40	612
Prof./Principal	0.30	0.30	00.60	04.81	12.95	78.61	02.40	322
Total	0.42	0.51	08.72	30.18	32.51	23.93	03.17	2132

* LE—Less than

4.03 Years of Experience and Income Level of Teachers

Further data regarding years of experience of teachers and their gross salary income reveal that :

Almost all (85—95 per cent) teachers in colleges with teaching experience upto 10 years earn less than Rs. 2000 per month. More than half the college teachers with 15 years experience also fall in this income group.

Among university teachers, almost all (86 per cent) teachers with upto 5 years experience and more than half (53 per cent) with 10 years experience earn less than Rs. 2000 per month. (For details see table 2).

4.04 Years of Experience and Income Level of Other Services

Tables 3, 4 & 5 reveal that in contrast to teachers, the income of persons serving in Indian Administrative Services, Indian Forest Service and Indian Police Service is generally much higher. Also, with the increase in experience their income level rises far more sharply. Gross salary of IAS personnel ranges between Rs. 2000 and Rs. 6000 per month. A very small proportion, say 15—24 per cent, are in the lowest income group, i.e. Rs. 2000—2800, whereas the proportion of teachers earning even below Rs. 2000 was 66 per cent in colleges and 42 per cent in universities. It is also obvious that not a single person in the IAS, IFS and IPS with 20—25 years of experience was in the lowest income group, and that their gross salary level increased with the increase in their experience, whereas nearly 38

per cent of college teachers and 15 per cent of university teachers continued to be in the lowest gross salary group in spite of more than 20 years of experience. This indicates considerable stagnation among teachers.

TABLE 2
Distribution of Sample Teachers by gross salary
income groups and years of Experience groups :
Universities and Colleges
Income Groups (Rs. per month)

Years of Experience	LE 2000	2000— 2500	2500— 3500	Total Nos.
Colleges				
1—5	95.00	4.36	1.24	1443
6—10	85.39	18.39	2.73	1172
11—15	56.56	36.82	6.61	1195
16—20	42.08	47.02	3.36	891
21—25	23.42	54.97	21.36	422
26—30	14.79	52.07	33.13	169
Total	66.37	27.05	6.59	5885
Universities				
1—5	85.81	12.05	2.12	423
6—10	53.29	14.37	5.32	394
11—15	29.24	49.02	21.72	359
16—20	19.03	41.17	37.79	289
21—25	8.86	34.79	56.54	237
26—30	6.97	21.70	71.31	129
Total	42.51	33.95	23.52	1985

TABLE 3

Distribution of 279 IAS* Personnel in AP by years of experience and gross salary income groups

(Figures in percentage)

Years of Experience	Gross Salary Income Groups (Rs. per month)						Total Nos.
	2200—2800	2850—3100	3200—3550	3600—4800	4850—5500	5500—6000	
1—5.	66.66	17.46	27.71	12.70	..	1.59	63
6—10.	2.50	53.75	42.50	..	1.25	..	80
11—15.	..	17.50	55.00	25.00	2.50	..	40
16—20.	..	..	2.63	5.26	92.10	..	38
21—25.	..	..	4.54	4.54	90.90	..	22
26—30.	..	..	..	..	92.86	7.14	28
31—35.	..	..	..	..	25.00	75.00	8
Total No.	44	61	66	14	85	9	279
%	15.77	21.86	23.66	5.02	30.46	3.22	100.00

* Indian Administrative Services

Source : Government of India, Civil list, 1984

TABLE 4

Distribution of 104 IPS* Personnel in AP by years of experience and gross salary income groups

(Figures in percentage)

Years of Experience	Gross Salary Income Groups (Rs. per month)						Total Nos.
	2200—2800	2800—3100	3200—3550	3600—4800	4850—5500	5500—6000	
1—5.	88.23	11.76	..	..	..	..	17
6—10.	40.90	45.45	13.64	..	..	..	22
11—15.	8.33	91.67	..	..	..	..	12
16—20.	..	..	73.68	26.31	..	..	19
21—25.	..	..	..	80.95	19.05	..	21
26—30.	..	..	..	66.66	33.33	..	9
31—35.	..	..	..	..	75.00	25.00	4
Total No.	25	23	17	28	10	1	104
%	24.03	22.11	16.35	26.92	9.62	0.96	100.00

* Indian Police Service

Source : Government of India, Civil List, 1984

TABLE 5

Distribution of 70 IFS* Personnel in AP by years of experience and gross salary income groups

(Figures in percentage)

Years of Experience	Gross Salary Income Groups (Rs. per month)						Total Nos.
	2200—2800	2800—3100	3200—3550	3600—3800	4850—5500	5500—6000	
1—5.	40.74	59.26	..	..	..	..	27
6—10.	..	50.00	50.00	..	..	..	2
11—15.	..	..	100.00	..	..	..	18
16—20.	..	..	64.70	35.29	..	..	17
21—25.	..	..	..	80.00	20.00	..	5
26—30.	..	..	..	..	100.00	..	1
31—35.	..	..	..	..	..	..	..
Total No.	11	17	30	10	2	..	74
%	15.71	24.28	42.86	14.28	2.86	..	100.00

* Indian Forest Service

Source : Government of India, Civil List, 1984

4.05 Factors Responsible for low Income Level and Stagnation

There are several factors responsible for the relatively low income level of teachers and almost negligible increase in income with increase in the number of years of experience in the teaching profession. Important among these factors are :

- (a) Cadre structure
- (b) Built-in stagnation in the pay scales
- (c) Non-implementation of pay scales.

4.05.01 Cadre Structure

The cadre structure of the teaching profession is pyramidal, where a large number of positions are of Lecturers, a few of Readers and very few positions of Professors. In IAS, IPS and IFS, the cadre structure is an inverse pyramid. There are more positions in the senior scales and fewer positions in the junior scale. Out of 3023 IAS personnel (as shown in the Civil List, 1984) 37 per cent are in the senior scales and only 13 per cent in the junior scales. The ratio works out to be 6 positions in senior scale for one position in junior scale. In contrast to this, in colleges, the ratio is 8 : 1, i.e., 8 positions for lecturers for one position of a senior teacher. Similarly, in the universities the ratio for the cadre works out as 6 : 2 : 1, i.e. 6 positions of lecturers for 2 positions of readers and one position of professor. Because of this cadre structure, most of the persons in the teaching profession stagnate for long periods and remain at the same income level.

4.05.02 Built in Stagnation in Pay Scales

The time-span of pay scales of persons in the teaching profession is as follows :

Position	Pay scale (1974/83)	Time Span* (in years)
1. Lecturer	Rs. 700-40-1000-50-1600	19
2. Reader	Rs. 1200-50-1300-60-1900	12
3. Professor/ Principal	Rs. 1500-60-1800-100-2000-125 (Biannual)-2500	15

*To reach maximum point of the scale

- (i) Under the above schemes of pay scales, if one joins the profession as a Lecturer at the age of 25, he would reach the maximum of the scale in 19 years and beyond this he would not get any increment. As the working span is generally 35 years, such a person would not have any increment for the remaining 16 years of his career.
- (ii) Similarly, if a person joins the cadre of a Reader after 8 years of experience as Lecturer, say at the age of 33, he would stop getting any increment after reaching the age of 45. Thus he or she would remain at the same level for the remaining 15 years of the working span. Partly this also holds true for the cadre of Professor. If one joins as a Professor after 15 years of experience at the age of 40, he would not earn any increment for his contribution to the profession during the last 5 years of his service.
- (iii) Thus, after a certain point of time in the working span of every cadre in the teaching profession, a person stagnates. The period of stagnation is higher in the case of lecturers. As the system of higher education is pyramidal with more positions of lecturers and fewer positions of Readers and still fewer positions of Professors, a large number of persons, whether academically good, mediocre or indifferent, stagnate for a good proportion of their working span.

A comparison of pay scales of teachers in higher education and persons employed in Indian Administrative Services, financial administration like banks and LIC, indicates that although scales of pay for a new entrant in these professions are the same, the pay scale for the higher cadre in teaching profession is lower as compared to that of persons in IAS, LIC and banks. This is clear from the following table.

TABLE 6
Pay scale of persons in different professions

Rank	IAS	IPS	IFS	LIC	Banking	Teaching
Pay Scale						
1.	700—1300	700—1300	700—1300	700—1300	700—1800	700—1600
2.	1200—2000	1200—1700	1200—2000	1000—1675	1200—2000	1200—1900
3.	2000—2200	2000—2200	2000—3000	1250—2000	1800—2250	1500—2500
4.	2500—3500	2500—2700	3000 (Flexible)	1600—2250	2000—2400	—
5.	3500	3000 (fixed)	—	2000—2500	2500—3000	—
6.	—	—	—	2500—3000	3000—3250	—
7.	—	—	—	3250 (fixed)	3250—3500	—
8.	—	—	—	—	3500 (fixed)	—

4.05.03 Non-implementation of revised pay scales

The study also revealed that revised scales (1973) have not been implemented in all the institutions in all the cases.

- (a) Nearly 8 per cent of the teachers were not paid according to the standard scales of pay. The proportion of Lecturers receiving less than Rs. 700—1600, Rs. 700—1300 and Rs. 700—1100 was 4, 3 and 1 per cent respectively. The proportion of Lecturers receiving less than the standard pay was high (16 per cent) in colleges located in small towns. Similarly, 13 per cent of the Lecturers in private unaided colleges were given less than the standard pay scales.
- (b) Among the States, in Kerala nearly one-third (33 per cent) of the college Lecturers were paid less than the standard pay scales. In Bihar, Madhya Pradesh and Andhra Pradesh between 11 and 12 per cent of the Lecturers were paid less than the standard pay scales.
- (c) The proportion of Readers and Principals of colleges receiving less than the standard pay scales was much less; it ranged between 2 and 4 per cent.
- (d) The proportion of teachers receiving less than the standard pay scales was, relatively, much less in the universities. The proportion of Lecturers, Readers and Professors who were paid less than standard pay scales was around 1-2 per cent only. From the

above, it is clear that the magnitude of the problem seems to be centering upon private unaided colleges and in colleges of Kerala, Bihar, Andhra Pradesh and Madhya Pradesh.

- (e) This could be due to several factors, namely, creation of ad hoc posts, appointment of under qualified staff, delay in approval of posts by the state government, etc. But it needs to be corrected as it adversely affects the motivation of teachers and hence the quality of the teaching-learning process in higher education.

4.06 Erosion in real value of pay scales and gross salary incomes

Though inflation has hit hard all the persons in fixed income groups, those who have been in the lower income groups and have not been provided with housing facilities, are hit harder. Inflation may adversely affect the savings and consumption of luxurious items of persons in higher income groups, but for those who are in the low income groups, the ability to secure the basic necessities of life is adversely affected. This is more so because a major part of the salary goes towards house rent. Figures on the erosion in real value of income indicate that real value of basic salaries of teachers has been reduced by Rs. 100—400 over a period of a decade, i.e., what they used to get in the year 1973-74. Similarly gross salary of teachers which includes dearness, additional dearness, city compensatory as well as house rent allowances has been reduced by Rs. 300—800 in general, and that in the case of professors by Rs. 1000. This is evident from the following tables :

TABLE 7

Real value as in 1983—84

(Base 1973—74)

	Pay scale as of 1973-74	Real value of Pay scales at constant prices		Scales of Pay prior to revision of scales in 1973	
		Min.	Max.	Min.	Max.
1. Lecturer	Rs. 700—1600	Rs. 327	748	Rs. 400	900
2. Reader/Principal	Rs. 1200—1900	Rs. 561	887	Rs. 700	1250
3. Professor/Principal	Rs. 1500—2500	Rs. 701	1168	Rs. 1150	1500

TABLE 8

Gross salary of Teachers in higher education

	Current Prices			Real value in 1983 at constant prices 1973-74		
	1973		1983			
	on min. basic (a)	on max. basic (b)	on min. basic (a)	on max. basic (b)	on min. basic (a)	on max. basic (b)
Lecturer	1096	2218	1667	3020	779	1412
Reader	1755	2563	2507	3440	1173	1660
Professor	2178	2875	3132	4675	1344	2137

4.07 UNESCO-ILO Recommendations

In this connection, the Commission also notices the recommendations made by UNESCO-ILO Report on "Status of Teachers" (1967). The report states that :

Teachers' salaries should

- (a) reflect the importance to society of the teaching function and hence the importance of teachers as well as the responsibilities of all kinds which fall upon them from the time of their entry into service ;
- (b) compare favourably with salaries paid in other occupations requiring similar or equivalent qualifications ;
- (c) provide teachers with the means to ensure a reasonable standard of living for themselves and their families as well as to invest in further education or in the pursuit of cultural activities, thus enhancing their professional qualifications ;
- (d) take account of the fact that certain posts require higher qualifications and experience and carry greater responsibilities.

4.08 Other Benefits and Facilities in Cash or Kind

The other factor which influences the standard of material life is facilities like housing, medical care, children's education and conveyance, or allowances in cash or kind in lieu of these facilities.

4.08.01 Housing

Of all the factors that determine the standard of material life, housing assumes an important place, particularly for teachers, since it is essential for them to study at home and to prepare their lectures or seminars. If institutional housing is not available to a large number of teachers, they have to rent

private houses whose rents have sky-rocketed. This leads to several stresses and strains, which are built into the landlord-tenant relationship. If teachers are expected to be available to students and to the institutions for consultation and other activities, it is necessary that housing facilities are made available, as far as possible, on the campus, or near it.

(a) Colleges

Housing facilities for college teachers present a very disappointing picture. Nearly 84 per cent of college teachers are not provided with any housing facility by their institutions. The picture is equally gloomy in small towns and in metropolitan cities, where 97 and 85 per cent of teachers are not provided with a house. The situation is slightly better in professional colleges, such as engineering, medical and agricultural and veterinary colleges. In the latter type of colleges half the teachers are provided with housing facilities. The proportion ranges between 48 and 65 per cent.

(b) Universities

The over-all situation for teachers in the universities is somewhat better than that in the colleges. In this case, nearly 39 per cent of the teachers are provided with housing facilities. But this picture conceals the variations observed among general education and professional universities. Provision of housing facilities among university teachers varies from university to university. Certain universities are able to provide housing to more than half of their staff, whereas others are not able to provide it to even 10 per cent of their teachers. Teachers serving in universities located in metropolitan cities like Madras, Bombay, Hyderabad, Ahmedabad, Delhi and in new universities like NEHU, Manipur and Jadavpur appear to be adversely placed as compared to teachers serving in universities located in small towns and in relatively older universities. In the

former group, the proportion of teachers not having housing facilities ranged between 70 and 98 per cent whereas in the latter, teachers with housing facilities ranged between 40 and 95 per cent.

(i) House Rent Allowance in Lieu of Facilities in Kind

(a) There is a provision to give House Rent Allowance in lieu of housing to teachers. The allowance given in lieu of this facility varies from State to State. The standard housing allowance (Central Government rates) in different categories of cities is as follows :

City A—15 per cent of basic pay ; city B—10 per cent of basic pay ; city C—08 per cent of basic pay.

(b) An employee is expected to contribute 10 per cent of his basic pay towards housing facility. The total amount of housing allowance from the employer and employees for A Class cities ranges from Rs. 175 for lecturers at the minimum basic pay to Rs. 425 for professors at the minimum of the basic pay. The corresponding upper limits are Rs. 400 to 625 per month. At constant prices, as in 1973, the real value of the amount ranges between Rs. 81 and Rs. 180 at the minimum basic salary and between Rs. 186 and Rs. 222 at the maximum basic salary.

(c) Since house rent allowance is fixed on the basic salary and as the basic salary has not been revised for the last one decade, the real value of the allowance has also gone down. Thus, on the one hand, the real value of the allowance given to teachers as compared to 1973-74 value has gone down, while on the other, with the passage of time, the rent of dwelling units has increased much more than the prices of other items.

(d) The data with us also show that even this allowance is not available to 41 per cent of teachers in colleges and 19 per cent of teachers in universities.

(ii) Actual Rent Paid by Teachers

The facts reported by the teachers regarding actual rent paid by them revealed that of those who are living in private houses. 45 per cent of university teachers and 28 per cent of college teachers pay between 21 and 40 per cent of their salaries as house

rent, another 36 and 40 per cent of university and college teachers pay between 11 and 20 per cent of their salaries as house rent. 3 and 2 per cent of university and college teachers also pay house rent more than 40 per cent of their salaries.

(iii) Living Conditions

(a) Since the vast majority of teachers do not live in houses provided by institutions, and since house rent allowance for renting a house is so inadequate, it is likely that teachers either live in sub-standard houses or in remote colonies. Data regarding living conditions of teachers revealed that 10 per cent of the university teachers are sharing their bathroom and toilet facilities with other families. Of those who share, 3 per cent are professors, 6 per cent are readers and 14 per cent are lecturers. Among the college teachers, 17 per cent share toilet and bathroom facilities with other families. As many as 11 per cent of the university teachers have 3 persons per room and another 34 per cent have 2 persons per room in their house. Among college teachers, 13 per cent have 3 persons per room and 33 per cent have 2 persons per room. 4 and 5 per cent of university and college teachers respectively also have more than 4 persons per room.

(b) In order to prepare lectures and to read, write or to do research work, teachers require a separate place at home and at their institutes where they can work undisturbed. However, 75 per cent of college teachers and 34 per cent of university teachers do not have a separate room/cabin in their place of work. Nearly 55 per cent of the university and college teachers also do not have a separate room for study in their house. Thus more than half the teachers do not have a place, either at home or at their place of work, where they can quietly do their academic work. The position is even worse for women teachers and single men teachers.

4.08.02 Owning a House

(a) Housing facilities are required not only during the time a person is in service, but also after he/she has retired from service. The analysis of data supplied by teachers shows that they generally do not come from the propertied classes. Nearly 60 per cent

of teachers do not own a house. Among the university teachers, 69 per cent of lecturers, 56 per cent of readers and 35 per cent of Professors do not own a house.

(b) Several schemes like Housing Cooperatives, loans etc., to promote construction of private houses, have been initiated by the Government. But it appears that these schemes have not benefited the teachers substantially. Facts supplied by teachers reveal that 62 per cent of university teachers and 73 per cent of college teachers do not get house building loans from their institutions. The proportion of teachers who could construct a house is only 13 per cent among college teachers. Among university teachers, only 9 per cent constructed their own houses. Out of those who constructed their houses, only one per cent did so through cooperative societies which were restricted to teachers only.

(c) There is a general shortage of housing in our country owing to rapid urbanisation, proliferation of the nuclear family system and lack of investment in housing. Attempts have been made to solve this problem by establishing financial institutions like HUDCO and by promoting housing cooperative societies. These facilities have not helped teachers, not only due to lack of initial capital but also due to lack of loan facilities from their institutions. In the absence of this, all the schemes to promote housing cooperatives as well as investment by financial institutions have only gone to support those who could contribute the initial capital under the housing cooperative schemes. Hence, the traditional method of promoting investment in housing and helping people to acquire their own houses does not help the teachers because they are not able to provide the initial capital. To encourage teachers to have their own house, schemes of investment on housing have to be reformulated.

4.08.03 Medical Care

(a) The other important aspect of material life is provision of facilities for medical care to teachers and their families. While government and the private organised sector make provision for free medical care of employees and their families, teachers in

higher education seem to be unfairly placed. Facts reported by the sample teachers reveal that 60 per cent teachers are not given any medical aid or allowance of any kind. A higher proportion (75 per cent) of teachers serving in private aided colleges, are not given any medical aid or allowance. Similarly, 85 per cent of the teachers serving in colleges located in smaller towns do not get any medical aid or allowance.

(b) Among university teachers, the situation is somewhat better. 71 per cent of university teachers are provided with some medical aid, or allowance or reimbursement. Among teachers in universities, 74 per cent of teachers in Osmania University and 81 per cent in Poona University are not provided with any medical aid or allowance. SNDT University does seem to provide this facility to their teachers. It seems that certain universities are not giving any medical aid or allowance and do not reimburse such expenditure to their teachers, whereas other universities have a provision for medical reimbursement.

(i) Expenditure on Medical Care

(a) Nearly 40 per cent of teachers in colleges spend Rs. 100 to Rs. 200 per annum, another 21 per cent spend Rs. 500 per annum, 9 to 10 per cent teachers also spend between Rs. 500 and Rs. 1000 or more on medical care. But this expenditure is not fully reimbursed in all cases. Nearly 40 per cent of college teachers bear the full expenditure on their medical care. Another 11 per cent bear up to 80 per cent of their expenses and those who bear 60 to 40 per cent of the expenses on medical care account for 6 to 17 per cent respectively. One-third of the teachers bear up to 20 per cent of the expenses incurred on their medical care.

(b) The picture is not very different for university teachers. Nearly 40 per cent of university teachers spend Rs. 100 to Rs. 200 per annum on medical care and about one-fifth of them spend between Rs. 201 and Rs. 500 per annum. The proportion of teachers spending between Rs. 501 and 1000 or more is 17 and 10 per cent respectively. Like college teachers, all university teachers also do not get full reimbursement of medical expenses. In univer-

sities, 37 per cent of teachers bear 100 per cent of their medical expenses, another 8 per cent bear expenses up to 80 to 60 per cent, 5 per cent bear expenses up to 40 per cent, and yet another 35 per cent bear medical expenses up to 20 per cent.

- (c) Thus, in the case of university teachers, the majority get medical aid or allowance, but there are certain universities which have not made any provision for medical facilities for their teachers. Even among those who do get this facility, not all are given full reimbursement of their medical expenses.

4.08.04 Education of Children

Education of teachers' wards in reasonably good schools is becoming a difficult proposition day by day. Firstly, admission in good schools is difficult; secondly the expenses of educating a child in good private schools are very high. On an average, one has to set aside a minimum of Rs. 3000 per annum per child as tuition charges. Good residential schools are beyond the reach of an average teacher. There is a provision of Central Schools for the employees of Central Government, but no such schools exist for the children of teachers.

(i) Loan Facilities of Education of Children

Another problem which arises with regard to children's education is payment of lump-sum amount of Rs. 3000—Rs. 5000 as fees and other expenses at the time of admission and also the payment of heavy fees, if a teacher wants to send his wards for higher professional education. In such situations, teachers draw from their savings or borrow from private sources at a very high rate of interest. Provision of loan facilities by the institution to meet the heavy expenses on children's education is also virtually non-existent. Analysis of responses of sample teachers of colleges and universities reveals that 94 per cent of college and university teachers do not have loan facilities from their institutions for the education of their wards.

4.08.05 Conveyance Facilities

- (a) Travel to the place of work in our country is both time-consuming and arduous. In many cases it is also costly. Only a few institutions have transport facilities of their own and few provide loans to teachers for buying a conveyance. 80 per cent

of college teachers do not have this loan facility.

- (b) The position is somewhat better among university teachers. Nearly 40 per cent of university teachers are provided with loan facilities to buy a conveyance. However, not all universities provide this facility. Out of 21 sample universities, 9 universities seem to be providing this facility to most of their staff. In these universities, the proportion of teachers who are provided with loan for conveyance ranges from 56 per cent to 90 per cent.

4.09 Service Conditions

Leave facilities including study and sabbatical leave, retirement benefits and travel facilities form an important part of service conditions and they present the following picture.

Responses of sample teachers reveal that about a third of them do not get any earned leave. Half of the teachers in colleges and 36 per cent of those in universities do not get any extraordinary leave. Study leave and sabbatical leave which are very important for professional development are similarly not uniformly available to teachers, 67 per cent of college teachers and 52 per cent of university teachers do not get sabbatical leave. What is worse is that in many places, on one pretext or another, women teachers cannot get maternity leave, 18 per cent of them reported that it was denied to them. Thus the position is unsatisfactory on the whole.

4.09.01 Retirement and Accident Benefits

The provision of retirement benefits like contributory provided fund, gratuity, pension and group insurance etc. as also of compensation for accidents and work hazards does not seem to be adequate. Nearly 30 per cent of the college teachers and 22 per cent of the university teachers do not get CPF and gratuity. Similarly, 34 per cent of college teachers and nearly half of the university teachers do not have pension benefits. Facilities for group insurance and compensation for work hazards were found lacking in most of the cases. There was no provision of compensation for work hazards in laboratories etc.

4.09.03 Age of Retirement

Normally persons in other professions join after bachelor's or master's degree, i.e., at the age of 21-23 and go upto say, 58 or 60 years of age; that is

to say they put in 35.39 years of service (this excludes Defence Service personnel). But a university or college teacher normally joins at the age of 26 or 27 after completing M. Phil., Ph. D. which is the minimum qualification for entry into the profession. Given the age of retirement as 58 or 60, he/she is able to put in only 31-34 years of services, which is 4-5 years less than persons in other professions. This also adversely affects the retirement benefits available to teachers. Moreover, since considerable investment is made on education and professional development of teachers society would benefit from this investment for a longer period, were the service period of teachers increased.

0.09.04 Other Facilities

(a) Travel

To enable employees to go home once in two years and to travel to different parts of the country once in four years so as to get to know the country, home travel concession and leave travel concession are available to government employees. These facilities are not available to all the teachers in Colleges and Universities. Responses of sample teachers re-

veal that nearly 75 and 87 per cent of university and college teachers do not get this facility from their institutions. This suggests that only a few selected institutions offer these facilities while most of them do not.

4.10 Comparison with General Benefits of others Services

An analysis of economic benefits like housing, medical care, conveyance allowance, leave travel facilities etc. shows that while these are routinely available to all the persons in IAS, LIC, banks, government corporations etc., teachers in higher education do not get them automatically as part of their service conditions. Therefore, a real difference in the relative economic status of the teachers in higher education and the persons in public and financial administration exists. Quite often teachers have to set aside a substantial proportion of their income for housing, medical care, conveyance etc. whereas government employees in IAS, IFS and IPS cadres get these facilities in kind and persons serving in the private corporate sector get these facilities either in kind or in cash in adequate measure.

Work Environment

5.01 Work Environment and Efficiency of Teachers

The status of the teacher, his professional competence and his welfare are all bound to his environment of work. If it is congenial, he would know that society values his activities and he could be proud of his role and, therefore, he would strive to be worthy of it. In a changing society such as ours, the teacher is the key to social and economic transformation. As it takes longer to produce good men than it does to produce other economic inputs, and as people are not mere means to development, but also an end in themselves, we must look upon the teachers' work as the most crucial investment in the development processes. An environment which will maximise the efficiency and well-being of teachers should, therefore, be looked upon as a sine qua non of a healthy and developing society.

5.02 Specifics of Work Environment

The roles, responsibilities and functions of the teachers in higher education have been discussed in detail in the chapter on 'Education and National Development'. Here we shall pay attention to the kind of environment which facilitates and promotes what the teachers are expected to do.

5.03 Working Conditions

5.03.01 Provision for Rooms/Cubicles

To reach the optimum level of desired efficiency, the teacher at work must function in a particular kind of environment. He should be able to look up to his place of work which should be as attractive as his home, a place where he is intellectually challenged and his total personality development can take place. With no exception, teachers, organisations and individual teachers have stressed the absolute necessity of having a place of their own even if it is a small cubicle in the college or the university department. They have pointed out that if they are

expected to stay in the institutions for 5 to 6 hours, this time can be effectively used only if they are able to do their academic work and meet individual students to help solve their problems.

(a) With the notable exception of a few unitary universities, the actual position today is quite appalling. This is confirmed by the results of our survey. When asked to list grievances, teachers have ranked 'poor working conditions', as first in order of seriousness. While universities, on the whole, have arrangements for individual rooms for 2/3rd of teachers, most colleges do not have these facilities. The better colleges provide a staff common room with separate offices for heads of departments but for the vast majority (about 75 per cent) of teachers even a desk is not set aside.

As they have no place either at home or in the colleges, it is not clear where can they actually prepare their lectures, and meet students to help them? A cubicle for a teacher at the place of work should therefore not be looked upon as a luxury for him but as something essential for the performance of his duties. Similarly, teachers have practically no telephone, typing or stenographic facilities.

5.03.02 Library Facilities

(a) Library facilities in most of the institutions are extremely poor. In the colleges it is more so than in the universities. The conditions of affiliation in many universities, which prescribe only rupees 5 to 6 thousand for starting post-graduate classes in a subject and just Rs. 750 per subject on an annual recurring basis, are appallingly low. At the undergraduate level, colleges are expected to spend only upto Rs. 300 to 500 per subject, an amount which can hardly buy 10 good books. It is no wonder that many teachers and most of the students have recourse to such cheap books as are available in the market.

5.03.03 Laboratory Facilities

Laboratory facilities are as important as libraries in institutions of higher education, yet their condition, however, in the colleges in particular, is equally bad. Over a long period, the cost of equipment and experimental materials has also gone up, but the funds allocated for this purpose have not increased commensurately. This has led to inadequacies in equipment, obsolescence of a good part of it, and when combined with the poor state of laboratory buildings, it has a deleterious effect on all experimental work done by students. It frustrates teachers, who eventually settle down to consider laboratory work as a mechanical exercise devoid of any challenge or creative purpose.

5.03.04 Research Facilities

(a) One of the most important functions of a teacher in higher education is research. As present, such facilities as are available to the teachers for research, are mainly located in university departments, although about 11 per cent research degree enrolment is in the colleges. Even among universities there is a wide difference between the quality of equipment available to the premier institutions compared to that in the newer and smaller State universities. In fact, the majority of university teachers said that their libraries and laboratories were inadequate for research. There are possibilities of research support for specific projects, but here too some basic infrastructure is necessary to implement the projects. Since the teachers of university departments are, for the most part, highly trained specialists, the fact that they have comparatively limited scope for research is extremely unfortunate and is a waste of valuable national resources.

(b) At present, teachers in undergraduate colleges hardly have any scope for research activities whether in the sciences or in the humanities and social sciences. Where the teacher is attached to a unitary university or to post-graduate colleges, the situation is somewhat better. Since most young teachers are inducted at the undergraduate level, we are losing their creative potential at an early age. The faculty improvement programmes of the UGC, and the research seminars touch only a small fraction of the teachers.

5.04 Work Environment

The work environment of teachers includes the extent to which a teacher is in control of his actions, and the state of liveliness and dynamism which prevails in the institution. In fact, these two aspects of

environment are inter-related. If the academic staff of the institution is able to run its teaching and research programmes with a measure of freedom, if members are generally inclined to give their best to the students and realise the value of intellectual stimulation by arranging discussions, seminars, field activities etc., then there will be a desire to pursue excellence in every sphere. Possibly, the institution will earn a name and may be called upon to play a greater role in local and regional development, and in social and cultural activities of the town in which it is situated. Obviously, this is a complex question and it has been difficult to obtain concrete data on the various factors involved.

5.04.01 Academic Freedom

(a) It is an accepted fact, that academic freedom is one of the most precious rights of the teaching community. In the universities, the academic programme is determined by the teachers themselves and Boards of Studies, Faculties, and Academic Councils are almost exclusively made up of teachers from various disciplines. In many cases, one may want a greater participation of experts from research institutions, professional bodies and those who would be employing the output. This would lend greater relevance to the courses and may engender greater credibility to the courage, or confidence of the employers. Research activities would also incline towards the real needs of society, and may even attract support from those who have stood so far aloof from the university system. But this is another matter; we are here concerned with the role of the teachers.

(b) In the affiliating universities, which form the vast majority of our system, the number of affiliated colleges of each university may run into scores. Hence only a very small fraction of teachers actually participates in the design of the courses. Others have to just mechanically teach what is prescribed. Academic freedom is further curtailed, because teachers don't examine their own students, the examination being centrally managed by the university. In such a situation practically nobody enjoys freedom because the university teachers complain that the Boards of Study are often overloaded with college teachers, and in any case, the university cannot implement courses which the colleges, with their limited facilities, cannot. We tend to reach the lowest common denominator in course content, and the lowest level of academic satisfaction to most of the teachers. The obvious solution to this problem is really to modify the whole system of affiliation in the direction of greater freedom for the colleges, but since many of

the colleges are too weak to stand on their own feet, it has been the policy for selected well-established colleges to be given "autonomous" status. Teachers of such colleges would be able to design their own courses, or accept the university courses with suitable modifications and they would be able, in increasing degree, to examine their students on behalf of the university. We commend this idea, which has sometimes been misunderstood by teachers as an idea leading to "elitism" among institutions. If creating suitable conditions for the pursuit of excellence wherever it is possible, and by degrees spreading it to other institutions, is to be dubbed as elitism, we do not mind, since depriving teachers of their basic academic freedom would lead only to abject mediocrity or worse. We also believe that there should be separate Boards of Studies for undergraduate and postgraduate courses since these courses are often given in different institutions with great a variation of facilities available. Further, this step would enable quality to be raised at both levels perhaps by different approaches. In this way a larger number of teachers will also participate in curriculum making.

(c) We find that whereas teaching is generally planned and supervised through the Boards of Studies with the participation of teachers, research is treated in a more hush-hush manner. Only, approval of topics and appointment of examiners (and of course, decision on the examiners' reports) goes before a committee on non-specialists. Since research has become a very large part of a university's work—with an overall enrolment of around 40,000—we suggest that separate channels of decision-making be created for planning, more effective supervision, coordination, and application to live problems of our society. Linkages with research agencies must also be developed so that the universities which are the source of high quality manpower, from which the former constantly draw, may also be replenished by their support.

(d) The limited participation of teachers, particularly in the affiliating universities, has created a "demand" for greater participation in academic matters. We have already dealt with the basic problem and its most reasonable solution. However, since all teachers cannot be members of the Academic Council or even the Faculty, the question of representation and its mode has been discussed for many years. In response to the questionnaire canvassed 22 per cent of college teachers and 20 per cent of university teachers favoured representation by seniority. Another 21 per cent and 23 per cent of college and university teachers were in favour of

rotation (in a suitable manner). 9 per cent of both college and university teachers were for nomination to these bodies. A minority of 15 per cent from colleges and 17 per cent from universities favoured elections for this purpose, which is also the mode favoured by the various associations. We tend to go along with the majority view, which we think is very healthy. Elections are often based on considerations other than academic and they may result in choosing representatives of limited appeal and sometimes in monopolies of groups with a set of opinions. We therefore commend a system of rotation such that, apart from those teachers who are members of the Faculty or the Academic Council by virtue of their leadership position, other professors, associate professors and assistant professors can participate in the work of these bodies and enrich it by the variety of their experience and advice.

5.04.02 Representation on Governing Bodies

(a) With regard to representation on other decision-making bodies of the university, such as the Executive Council (Syndicate) or the Court (Senate), representation of teachers is certainly important, and almost half the membership of the Executive Council and at least 30 per cent of the Senate should certainly go to teachers. After all, we should not forget that "University" is the short term of the full medieval name "Universities Societas Magistrorum et Scholarium" (Universal Society of Teachers and Scholars). It is the qualitative excellence of debate rather than the quantitative pressure of elections that is considered the proper mode for dealing with dissent in a university.

(b) If we respect this opinion, the representation on governing bodies would have to be determined by some combination of seniority and rotation. Management which arises out of elections, tends to be biased towards sectional and short-term interests and has, therefore, been found detrimental to larger interests. It is desirable to have a homogeneous management which is supported by separate consultative forums of teachers, students and non-teaching staff. If such a system of advisory or consultative bodies can be institutionalised, decisions will be evolved and not made, so that a consensus will be achieved. In fact the consultative process must also involve students and karamcharis separately, so that the widest cross-section of views about a proposed decision and an assessment of its impact is known to the governing bodies. We believe such a process would be much superior to the inclusion of a couple of members of these groups in the governing bodies.

(c) On the mode of representation of teachers in college governing bodies, one-fourth each of the teachers have opted for election (24 per cent) or rotation (23 per cent). An equal numbers are in favour of seniority nomination (25 per cent) and 25 per cent have given no response. The university teachers have responded a little differently; election (21 per cent), rotation (18 per cent) nomination (7 per cent), seniority (13 per cent) while 35 per cent have not responded.

(d) There are, however, a number of financial and administrative decisions which affect teachers in day-to-day matters of leave or salary fixation, allocation of housing and such other matters. The teacher is faced with a Kafkaesque helplessness and bewilderment when he attempts to elicit explanations from Registrar or Finance Officer or other relevant officers of the university. To alleviate these problems, we recommend that a small advisory body of teachers should be constituted which could be consulted by the Finance and the Establishment Departments of a college or university. A number of grievances arising from the feeling of discrimination in provision of facilities or in the allotment of work and funds could be settled swiftly by means of these consultative bodies.

5.04.03 Role of Teachers' Organisations in Decision-Making

Although we are going to discuss the social and professional responsibility of teachers in a subsequent chapter, since we are analysing the climate for work, it is appropriate to deal with the role of teachers' organisations in creating such a climate and in the making of relevant decisions. We may once again quote the result of the survey that only a minority of about a quarter of the teachers desires that their representation on the academic and executive bodies, be through elections. In reply to another question on the opinion of teachers regarding the prevailing climate of the institutions, 55 per cent said that it was "democratic". Those who perceived it as autocratic were 10 per cent, and cliquish 7 per cent. In reply to yet another question, about the attitude of departmental heads about innovative practices, 74 per cent said that it was "encouraging", and 17 per cent said it was "discouraging". Data of this kind show that the atmosphere in our institutions on this particular score is quite satisfactory. In any large system of institutions, there is bound to be some discontent, which is probably related more to personal factors than a systemic factors. We are, therefore, of the opinion, that we are not dealing with a largely undemocratic system, where it is important to inject new modes of expressing opinion. We have already

recommended a greater participation of teachers through the separation of undergraduate and post-graduate boards of studies and by establishment of boards to plan and coordinate research. Autonomy for colleges really means, restoring autonomous functioning of teachers with regard to their professional activity. A broader consultative machinery has also been recommended in the earlier sections. Hence we do not see that any advantage will be gained by introducing the representatives of associations on the academic or executive bodies. Since most association in our country function as trade unions of teachers intending to protect their material interests such representations on the management may indeed be counter-productive for both. The management has to be accountable, and must take into account the larger and long-term interests of the institutions as well as its components—teachers, students, and karamcharis—hence representatives to expressly protect sectional interest, and often urgent demands, would not be able to play the role of overall leadership.

Teachers' associations must certainly strive to improve the material and other service conditions of teachers, they must undertake welfare activities ; and above all, they must protect the professional honour and standing of the members. In the developed countries teachers' organisations play an important role in maintaining high professional standards and in establishing accreditation and equivalence of institutions. They arrange activities for the professional growth of their members. In our case, however, these aspects are neglected and only protection of material interests is the mainstay, to the extent, at least sometimes, of protecting individuals even when they have been neglectful of their primary duties. In response to our questionnaire it emerges that 22 per cent of college and 18 per cent of university teachers are perceived by students to take their classes without preparation. (In one State the figure is 38 per cent). To the question whether or not teachers take their work seriously, members of the community replied that in their view 86 per cent of college teachers and 90 per cent university teachers do not come up very well—in their words "some or a few take their work seriously". These must be matters of as much concern for the associations as the legitimate demands for better pay, housing etc. We urge the associations to broaden their concerns, to help improve the image of the teacher; this will be an asset for demanding the long overdue benefits.

5.05 Redressal of Grievances

In an evaluation of conditions of work of teachers, we must consider not only the material conditions

such as work space or the role in decision-making at various levels, but also the psychological conditions under which teachers work. To enable us to understand and remove the impediments to an efficient discharge of academic duties, we must recognise that the system cannot tolerate long standing grievances. The survey data show that the major source of grievances are irregular payments of salary, poor working conditions and, what are perceived as unfair appointments and promotions, in particular, the existence of ad hoc and temporary appointments for long periods. Next in order come various types of discrimination and finally, disciplinary action without proper procedures. State Governments should immediately take steps to ensure the regular payment of salaries since the financial liability is usually theirs. Ad hoc and temporary posts should not exceed one year. While working conditions have already been discussed at length, there should be some machinery within the system to deal with discrimination and arbitrary behaviour. 88 per cent of teachers said they would only go to courts of law when other procedures have failed, and it is a matter of regret that the present system has resulted in so much litigation. Aggrieved teachers are socially conscious human beings and only long-standing grievances sometimes lead to their unacceptable behaviour.

5.05.01 Types of Grievances

We would, therefore, address ourselves to the problem of grievances of teachers by classifying them into three types :

- (1) Individual grievances ;
- (2) Grievances of groups of teachers, which may involve general conditions of service, conditions of work etc.;
- (3) Grievances which can only be resolved by authorities other than the university or college; in other words, the State or Central Government, as the case may be.

5.05.02 Mechanism for Removal of Grievances

(a) For the resolution of individual grievances, certain alternatives may be considered. One can think of appointing an Ombudsman on the lines suggested in the UGC Report on the Governance of Central Universities "...this class of grievances should be looked into by a separate office under a person of very high credibility who would recommend directly to the Vice-Chancellor how a grievance

could be removed. The person to hold this office should have held senior administrative, academic or legal positions, and his appointment should be made by the Visitor out of a panel of names suggested by the Vice-Chancellor. A person so appointed, should have a right to call for any papers he may require and could, if he so considers necessary, associate senior academics with his work, with the Vice-Chancellor's permission. It should, however, be ensured that the person appointed should neither be a member of any Committee of the University nor associated with the University in any other capacity. It is expected that, the recommendations made by this functionary would be given due regard and normally accepted by the Vice-Chancellor, whose decision should be final, unless the nature of the case requires that it should be put to the Academic or the Executive Council"*. Since he would be working directly under the Vice-Chancellor, the Ombudsman would be able to sort out those problems which are covered by the existing rules and regulations and would be able to do this speedily.

(b) A parallel procedure for individual colleges may not be feasible unless the colleges concerned were comparatively large in size. But it will probably be desirable to have an Ombudsman of this type directly under the Executive Council of the affiliating University. Alternatively, the advisory body of teachers suggested above could sort out individual grievances and act as a recommendatory body.

(c) Grievances not solved at the level of the institution should be referred to a Special Tribunal with simplified procedures on the lines of the Gujarat Secondary Education Tribunal where disputes between individual teachers and the management, whether of college or university, could be brought for resolution. It is important that procedural complications should be kept at a minimum and the Tribunal should have a fairly comprehensive idea of the unique features of universities. Since the Tribunal would be outside the university system, one would hope that it would be free of the kind of pressures from which even an Ombudsman would not be exempt. It would also make it unnecessary for an individual teacher to invoke the assistance of his union or association in order to get his problems solved quickly. It is important for the credibility of the Tribunal that its members are viewed to be independent experts.

* Op. cit., Page 157

(d) In the case of group grievances, the Tribunal is obviously an alternative possibility. The State Government could also think in terms of other types of administrative tribunals which would enable its point of view to be represented since, group grievances have a tendency to escalate and become the demands of the whole system. This would take care of the third type of grievance as well. One of the major grievances of college teachers, viz., the irregularity in payment of salaries, could only be solved at this level.

(e) Joint Consultative Machinery has been suggested, but suffers from difficulties in minority representation and polarisation and is vulnerable to internal rivalries among teachers. On the whole, the Tribunal is the simplest method of dealing with grievances which arise out of arbitrary transfers and other punitive measures, as well as grievances as to promotion and service conditions.

5.05.03 Necessity of clear Guidelines and Demarcation of spheres

It follows, of course, that there should be clear guidelines as to :

- (i) the duties and rights of teachers, not merely with regard to code of conduct but also to rights of representation of their interests, including minority interests ;
- (ii) grievances which should be dealt with by machinery such as Administrative Tribunals, as opposed to general demands for which a bargaining procedure would be more appropriate ,
- (iii) simplified and time-bound procedure for such grievances, preferably with right to appeal.

5.05.04 Grades of Punishment

At present, the greatest handicap faced by disciplinary authorities is that there is no provision for grades

of punishment. Either the teacher's behaviour is condoned or he is put under suspension and subsequently dismissed. Therefore, a system should be evolved by which punishments such as stopping of increment or demotion to a lower position or other types of punishment short of dismissal are possible. This kind of punishment should be administered by a board consisting of academics who are not connected with the university concerned.

5.06 Work Ethos and Work Environment

In conclusion, it may be said that the work ethos of the teacher is determined by his psychological make-up and his working environment. It is to the credit of the teaching profession that in spite of being denied what most people would consider minimum facilities, it has produced a large volume of competent technical manpower for our economic development. However, if we wish to transform society, we must accept that the teaching profession is a key input not only in preparing manpower for economic development but also, more importantly, for the development of social and cultural values. It is, therefore, necessary that the educational system should operate at a high level of efficiency and the work ethos of the profession is of a high order. If the teacher is to have professional pride and a feeling of devotion to his work it is essential that his working environment should be one of intellectual challenge, that he should be involving in the making of decisions that are important to academic activities and that such grievances as he may have from time to time, should be expeditiously redressed. If we expect excellence in performance, we must be prepared to create the material and psychological conditions which make it possible. The conditions which prevail at present, widely varied though they are, nevertheless, testify to our past failure in this regard.

Professional Excellence—Recruitment And Career Development

6.01 Professional Excellence and Status of Teachers

While an adequate standard of material life may be considered to be a pre-condition for enhancement of the status of teachers, by itself, it cannot lead to the desired result. Status can be earned only through the pursuit of professional excellence. Retailing stale knowledge on the counter of a teaching shop or wholesaling uncritically adopted versions of outdated texts from the West may and does make some teachers quite affluent. But the tainted money so earned cannot buy status. Students, however, have a sixth sense, which helps them distinguish the real from the spurious. There are, fortunately, numerous teachers in all fields and in all institutions who inspire respect and are held in great esteem. They have earned this invariably through commitment to professional excellence. Standard of material life is the necessary condition for status; professional excellence is the sufficient condition.

6.01.01 Factors Comprising Professional Excellence

Though of professional excellence of teachers is not easily quantifiable, it should not be considered to be a mystical quality. It is synonymous with and may be assessed in terms of level of competence in the performance of already defined functions. This level is determined by an interplay of multiple factors. First, the quality of human material inducted into the profession may be considered to be the initial link in the chain of causation. The procedures and processes through which induction is regulated are, therefore, crucially important. Second, pre-and post-induction training in professional skills and deepening of understanding and appreciation of values may be considered to be a necessary input in professional excellence. Third, since teaching is a life-time profession, professional competence should be viewed in a dynamic frame—as a continuum of rising levels of competence in the performance of

defined functions in a rapidly changing society. While proper facilities for the professional development of teachers need to be made available, what is even more important is to ensure that career development becomes contingent upon and sequentially intertwined with professional development. Fourth, greater mobility of teachers both within the teaching profession and between the teaching and other professions and minimisation of the ill-effects of institutional inbreeding contribute to innovation and dynamism in the teaching profession.

6.01.02 Demands of Professional Excellence

Professional excellence of teachers, in short, demands that the teaching profession should be able to attract committed, competent and motivated individuals, to provide adequate training to the inducted human resource, to intertwine career with professional development and to retain them in the system.

6.02 Recruitment of Teachers

With a view to have a body of teachers of professional excellence in the country, it is necessary that competent and talented persons are attracted to the profession. While emoluments and conditions of work are quite important in this context, it is equally important to design the criteria and procedures of recruitment in a manner which ensures the induction of the best. There is a strong feeling in the country and particularly among teachers themselves that these suffer from serious limitations, distortions and inadequacies and that remedial steps are called for.

6.02.01 Possibility of Removal of the Inadequacies of the Recruitment System

There is evidence to show that under the pressure of rapid expansion of higher education during

the sixties, adequate care was not taken to ensure the entry of persons with the requisite calibre into the profession. With the revision of pay scales from 1973 onwards, the UGC prescribed minimum qualifications of the teaching staff and now this has been converted into a Regulation for observance in all colleges and universities. A good academic record, evidence of research capabilities as well as a research degree and pedagogic skills are now being increasingly insisted upon. This is a step in the right direction and advances made in this sphere should be further strengthened and consolidated. It is most welcome that a substantial number of teachers, both at the university and the college levels are of the view that a candidate's academic performance should be given much greater weightage than any other factor at the time of first appointment.

6.02.02 Complexity of Assessment of Academic Performance

The assessment of the record of performance is a complex task in any sphere of life; but it is particularly so in the case of academic performance. There is, in this context no way of eliminating subjectivity completely. "Objective" methods of summing marks allotted to number of papers published, grades secured in examinations, years of teaching experience and the like have been tried but have invariably failed to identify suitable candidates for appointment.

6.02.03 Evaluating Academic Achievements

How, then, should we proceed in the matter of evaluating academic achievements at the entry point?

(a) Unreliability and Non-Comparability of Examination Results

Categorical statements have been made by various Committees and Commissions that the examination results are neither reliable nor valid and comparable. It is recognised that the standards of performance vary from university to university, and that universities which are a little more exacting are less generous with their scores. Evidently, a way has to be found to ensure not only that justice is being done but also that it appears to be done.

(b) The National Yardstick—An All-India Merit Test

Many teachers, during discussions with the Commission, suggested a way of getting over the problems of inter-university comparability and of ensuring that persons with dubious academic records do not get faculty appointments on extraneous grounds. An All-India merit test may be held in each subject

under the auspices of a technically competent national body with a high level of credibility, and only candidates securing grades above a given cut-off point in this test may be considered to be eligible for being appointed as lecturers in any college or university in the country. It is not being suggested that faculty appointments should be made on the basis of such a test. The university|college would induct faculty through selection committees in terms of the relevant statutes and ordinances. But it must be ensured that every citizen aspiring to be a teacher at the tertiary level qualifies in terms of a national yardstick. Protective discrimination may be built into the system to offset disparities of various kinds. Since the first appointment presupposes doctoral work and since the UGC as well as the CSIR hold an All-India test for fellowships at this stage, the grade secured by a candidate in this test may be utilised for drawing up a list of candidates eligible for lecturerships in colleges and universities of the country. It is conceded that the task of holding an All-India test in each subject is fairly complex. It is, however, suggested that if this proposal were to be implemented in such a manner that the test becomes reliable, valid and comparable from the academic and the technical points of view, the problem of regulating the induction of persons with high calibre into the universities and colleges of the country would be largely taken care of and the dream of having a national cadre of academics with high inter-regional mobility would have been realised. We recommend that the UGC should incorporate the passing of one of the national tests at least in grade B+ on a seven-point scale in its Regulation laying down the minimum qualifications of teachers and that this should come into force within two years.

6.02.04 Enlargement of Catchment Area and Minimisation of Inbreeding

Screening prospective teachers through the mechanism of an All-India test has the additional advantage of enlarging the catchment area of recruitment and minimising inbreeding and localisation in universities, which have acquired alarming proportions. A committee to enquire into the working of the central universities recently assessed the extent of inbreeding in one of these at 85 per cent in the case of first-level appointments and at 92 per cent in the case of faculty members coming from the States concerned and the adjacent States. If such is the case in central universities, the magnitude of the phenomenon in State universities and colleges can be imagined. The restriction of the catchment area is hav-

ing a negative impact an academic development at the territorial level particularly as it impedes the introduction of innovative courses as well as new research areas, retards cross-fertilisation of ideas and ordinarily permits work only along the beaten track. It has been strongly argued by many educationists that appointment of teachers on an All-India basis would be conducive to national integration. We, therefore, suggest that at least 25 per cent of teachers recruited at the initial level should be from outside the state in which they are recruited. The question of medium of instruction leads us to suggest that such teachers should be given an opportunity to acquire linguistic proficiency within two years.

6.02.05 Plugging of Loopholes in the Induction Process

While an All-India qualifying test may contribute substantially to the general improvement in the level of competence of faculty appointments, many loopholes in the induction procedures need to be filled if the evils of nepotism, parochialism and undesirable pressures and interventions have to be eliminated. The process of recruitment is so cumbersome and time-consuming that a large number of posts remain vacant. Such a situation is taken advantage of for the back-door entry of less competent people into the profession through ad-hoc and temporary appointments which should in no case extend beyond one year.

6.02.06 Advertisement

The Sen Committee of the UGC recommended that selections at the university level should be through open recruitment where the vacancies are advertised and selection is made on an All-India basis. It seems a safe statement to make that this advice is not being followed in most cases. Quite frequently posts are advertised locally and no systematic attempt is made to cover the national catchment area through an All-India advertisement. All-India advertisement may be considered to be a crucial step towards improving recruitment procedures.

- (a) A fortnightly Employment Bulletin is recommended to be brought out by a suitable agency (may be the Association of Indian Universities) and all faculty positions in the country should be advertised therein. It may be subscribed to by all institutions and willing individuals. Such

a bulletin would be financially viable and no subsidy would be called for. While a university/college should be free to advertise wherever else it likes, it should be made mandatory for them to advertise through the Bulletin. This fact may be publicised widely so that any one who is looking for a faculty position knows where to turn to for this kind of information.

- (b) It is also necessary to refer to the time given to a candidate to send his application. In no case, should it be less than a fortnight, though the norm should be regarded as three weeks. In certain cases it could also be four weeks. In other words, the range should be between two and four weeks.

6.02.07 Application Form

Different universities have different application forms. Not only that, several universities charge a small sum of money for supplying that form. In several cases, letters asking for the application forms are not dealt with in time and the candidate hardly gets a few days to comply with all the formalities. Instances are not unknown where such a letter remains unanswered and the prospective candidates are thus debarred from being considered for appointment. We would like to suggest that the application form should be standardised. A draft proforma is appended.* This proforma could be finalised through discussion between the UGC and the AIU. The application forms should be available in all colleges against the payment of a token amount of, say, one rupee.

6.02.08 Short-Listing of Candidates

Preparing a short-list of candidates who are to be invited for interview is a ticklish job. The procedure followed in most universities is that all applications are referred to the Head of the department. In certain cases he acts entirely on his own. In certain other cases he acts in consultation with the Dean of the faculty. If he himself happens to be the Dean, some other individual is designated for the purpose. These two individuals evolve criteria for candidates being invited to the interview. All those who are covered by those criteria are invited to attend the interview.

* Appendix 'A'

(a) While the situations would vary from discipline to discipline and institution to institution, the following guidelines are suggested :

- (i) Short-listing should never be entrusted to the clerical cadre. The decision is essentially academic and therefore must be made by academicians.
- (ii) All candidates who have qualified in the proposed all-India test and who satisfy the UGC Regulation should be short-listed. If their number is more than seven, the first seven in order of merit should be short-listed for being called for interview for a single post. If the number of posts is large, about three times as many candidates as the number of posts should be called for interview.
- (iii) The criterion of short-listing should be clearly stated on the biodata sheets. In addition, it must be certified that the criterion is consistent with the criterion followed earlier and, if it is not, the reasons for change; and, secondly, that all those who qualify in terms of the criterion are invited.

6.02.09 Selection of Experts

Selection of experts and their actual presence at the time the Selection Committee meets is crucial for a merit-based choice. Experts are empanelled in different ways in different universities. But since the UGC as well as the AIU have compiled a list of the staff of all universities, this should serve as a master panel. Since each subject has a number of specialisations and a department or a post may require a particular specialisation, it would be reasonable to identify a department's special interests once in two years and short-list the experts in that field, using the master panel. It should be open to the Vice-Chancellor to select the experts to be invited to the meeting of the Selection Committee. We are not in favour of the Chancellor doing it, both because the Vice-Chancellor should be considered worthy of such trust and because it is most likely that in view of the Chancellor's many pre-occupations, the actual selection would be made by his office, which is not likely to have the competence and judgement required.

6.02.10 Composition of Selection Committee

In quite a few universities the executive council or the syndicate also nominates one member on the

selection committee. Most often such an individual is a non-academic person. In our opinion, the selection of teachers is essentially an academic task and nomination of a non-academic, therefore, on the selection committee, wherever it exists, should be abolished forthwith.

(a) The participation of external experts and the elimination of non-academic persons should be insisted upon in the case of college selection committees as well. External should be taken to mean external to the university, and not to the college. The following observations of the Committee appointed to enquire into the working of the central universities, in the case of a central university, are pertinent and should be kept in view :

“We regret to note that in the case of college teachers, even though the qualifications and the scales of pay are the same as for University appointed lecturers, the majority of those appointed are persons who have obtained their Post graduate degrees from Delhi University. From the evidence of the distinguished persons whom the Committee met, this is due to the composition of the Selection Committees and the role played by the concerned Heads of Departments. We were informed that at the beginning of the academic year when the posts of Lecturers are advertised by different colleges, some of the Heads of the University Departments concerned, (who are assisted by another teacher of the same Department as an expert) go to the extent of preparing a list, even before the selections are held, of persons who have to be accommodated in a particular college. We would, therefore, recommend that since the scale of pay of the Lecturers in the colleges and the University are identical and so are the qualifications, the constitution of the selection committees, particularly in relation to the appointment of experts, should be on the same basis as for University appointed Lecturers.”

(b) In the past, two experts were invited for lecturer's and reader's selection and three for professor's. We understand the UGC has now recommended that there should be three experts in each case and that quorum should be so defined as to make the presence of at least two experts unavoidable. We are in favour of this recommendation. The UGC has circulated another recommendation to ensure that “internal” candidates do not have an inbuilt bias in their favour; this requires that the university's own Head of Department|Dean should not be present. Even though we may not go as far as that, we share the UGC's concern. The first-level appointment

should indeed be free of all bias and based purely on merit.

6.02.11 Date of Interview

In quite a few cases, the date of interview is sometimes manipulated, and the reasons given for the same cannot bear too close a scrutiny. To deal with this situation we would like to propose that if the delay is more than two months or so, reasons for that delay should be stated in writing both to the selection committee when it meets and to the executive council/syndicate when the matter is reported to it.

(a) Another important dimension of this problem is the fact that appointments are not made in anticipation as these should be, but sometimes long after the vacancy has arisen. It is an informed estimate that it takes approximately a year for a vacancy to be filled. In the meantime, temporary or ad hoc appointments are made which generate unnatural claims, and often continue for years. The process of recruitment should, therefore, be taken up in good time and also completed in good time. In most cases, those selected are not given much time to join. This also contributes to a state of uncertainty in the department. A little forethought and planning would take care of such problems.

6.02.12 Meeting of the Selection Committee

What should be the criteria of selection? It is difficult to answer the question in clear and categorical terms. The criteria, however well defined, can never be a total substitute for human judgement. The selection committee may give adequate attention to the following :

- (a) The person concerned should have a sound grasp of the fundamentals of the subject. A candidate obviously knows more about the limited area of his doctoral work than anyone else in the world. But that by itself is not enough. It is particularly important for a teacher to understand his specific problem in the wider context. Such an understanding can be developed through a grasp of the fundamentals and not by only continuing to know more and more about less and less.
- (b) The best that can be said about any person at that stage is that he has good promise. This should become evident from the kind of academic career that he has had and the kind of supervision that he has had the good fortune to receive. These

two things would indicate the level of competence that he has come to acquire and the promise that is in him. On the whole, this is more a matter of judgement than of rules. How much importance is to be given to what may be generally described as teaching ability? At the lecturer's level, considerable importance should be attached to it. The power to communicate ideas and information, the order in which they are presented and the lucidity of presentation should be given a high degree of importance. Aptitude and motivation should also be judged, if possible, but this is an area where much research is needed.

- (c) How to judge the ability to communicate is a tricky question. The most decisive method calls for watching the candidates in actual performance. Wherever possible, group discussions or class lectures should be arranged. If these are not possible, the committee should endeavour to assess the ability to communicate and explain difficult concepts through discussion with the candidates. We note that it may be possible within a few years to make a video record of a brief teaching session conducted by a candidate and to have it evaluated by experts. This would be a very useful input for the work of the selection committee.

6.02.13 Confirmation of the Selection Made

Several instances were brought to the notice of the Commission from which it was clear that the purity of the selection process was vitiated through factional and political manoeuvring. In order to ensure that these things do not happen we would like to recommend as follows :

- (a) The recommendation made by the selection committee should be sealed after the interview and opened only at the time the executive council/syndicate is to consider the item. Till then, the recommendation of the selection committee should remain confidential.
- (b) Under no circumstances should the executive council/syndicate have the right to change what has been recommended by the selection committee. As is the case in a number of universities, the executive council/syndicate should have the right to accept the recommendation or refer the matter

to the Chancellor or Visitor, as the case may be, with its observations, the decision of the Chancellor or Visitor being final and binding. Even if a legal defect in the procedures comes to light, the matter should be referred to the Chancellor or Visitor.

6.02.14 Ad-hoc Appointments

Studies on appointments show that 22 per cent of teachers from government institutions, 9 per cent from private aided institutions and 11 per cent from private unaided institutions have worked on ad hoc arrangements. Again, 43 per cent teachers from government institutions, 33 per cent from private aided institutions and 31 per cent from private unaided institutions have worked on temporary appointments. The duration of temporary appointments can be several years, and, in fact, there are cases where teachers started on a temporary appointment and retired as such. It is disconcerting that government institutions are greater defaulters in this respect than the other institutions.

(a) A good deal of manoeuvring that takes place in regard to appointments is related to appointments made on an ad hoc basis. Instances are not unknown where appointments have been made and continued for years together. Usually, most of the people who belong to this category are academically sub-standard and are being brought into the faculty through the back door. Either the interviews are deliberately delayed so as to enable them to claim experience or sometimes even though a particular person is turned down he is allowed to continue on an ad hoc basis once again so that he can claim to have had experience spread over several years. Procedures in this regard, therefore, need to be defined precisely so that some of these abuses that have crept in can be avoided :

- (i) In an emergency an ad hoc appointment may be made for a maximum period of three months. When an ad hoc appointment has to be continued, it should be through a selection committee, which should consist of all those members who would eventually sit on the regular selection committee. The only missing members would be the experts from outside. When this appointment is against a clear vacancy, the recruitment procedure should be expedited so as not to prolong the ad hoc|temporary appointment beyond six months.

- (ii) No person, howsoever well qualified he may be should be appointed on an ad hoc basis against a clear vacancy for more than six months. If in view of certain exigencies, it becomes necessary to extend the duration of the ad hoc appointment, it should be another individual and not the same individual. In plain words, no one should be able to claim an experience of more than six months as an ad hoc appointee.

- (iii) Ad hoc appointments may be offered to only those candidates who are on the panel of candidates found suitable for regular positions and only to those who fulfil the minimum qualifications.

- (iv) A statement should be made by the University to its Executive Council|Syndicate every year giving details of all ad hoc|temporary appointments continuing beyond six months against clear vacancies. In each case, the reason should be stated.

6.03 Training of Teachers

It is necessary that a person entering the teaching profession is adequately trained so that he is able to competently perform the various functions expected of him. Various professions like law, medicine, and architecture require that their prospective recruits spend long years in training. In the teaching profession itself, a professional course like the B.Ed.|M.Ed. is considered to be a pre-requisite for entering the profession at the school level. In the light of the specificities of the teaching-learning interface at the tertiary level of education, a full-fledged training course for teachers has not been considered to be essential as for school teachers, though training and orientation programmes for tertiary-level teachers are becoming common in many countries. It may be said that while preparation of teachers at the school level has shown little concern for content, at the university level it has shown little concern for pedagogy. Very few of those wishing to enter the teaching profession are born teachers" who can dispense with training. For the large majority, some amount of training should be given so that they can perform their functions effectively. In the present situation characterised by the absence of training opportunities, entrants to the teaching profession are supposed to learn from experience. As a result they are forced to copy mechanically the methods and procedures adopted by their own teachers and inflict them on their students, so that the dull and pointless tradition of "giving lectures" is passed on from generation to generation.

(a) If such a situation is to be remedied, it is necessary that suitable opportunities are provided for the training of teachers. Teachers can be given some training at the pre-induction stage itself. Besides acquiring subject-matter knowledge during their M.Phil/Ph.D.— i.e. the minimum qualification for entering the profession—prospective teachers could also take up some specialised courses directly oriented towards teaching. Again, immediately after a person is inducted into the teaching profession, facilities should be provided for the teacher to undergo a training course relating to a proper orientation towards the profession and its values, skills in pedagogy, curriculum construction, use of audio-visual aids, communication skills, educational psychology, evaluation methods, as well as the use of the medium of instruction—the last being especially important for teachers whose mother tongue is different from the medium of instruction. Such a training course should be conducted by the respective faculties in accordance with their requirements rather than being conducted like a B.Ed. course by the faculty of education.

(b) Considering that teaching is a life-time profession, and also that there is rapid explosion of knowledge, it is not enough to provide training to teachers on a once-for-all basis. Facilities should be provided for re-training of teachers periodically throughout their career. Advanced centres and/or departments should be set up at State/regional levels for such training programmes. Every teacher should be linked to one such centre/department and participate in its programmes from time to time, say, once every five years. The performance of the teacher in such programmes should be rigorously evaluated and should be taken into account in the context of career development. In this connection, the example of the Centre for Biological Sciences set up at Madurai Kamraj University may be mentioned. More such centres for various disciplines need to be set up. Regular summer schools could also be conducted in different universities for training teachers in their respective disciplines.

6.04 Career and Professional Development

The prospects for career development play an important role in making a profession attractive. High salaries and perks merely at the start of the career and even improved recruitment procedures do not by themselves ensure that talented and well-qualified persons would be attracted to the teaching profession and would be retained therein. It is equally important to provide adequate and suitable opportunities for vertical mobility to teachers at multiple stages in their career. These opportunities should, however, be linked with professional development so that

appropriate incentives lead to raising the level of their professional competence. Adequate and suitable opportunities for professional development should, therefore, be considered to be important inputs in career development. If career development and professional development are not made contingent upon each other and intertwined in a sequential system, it may result in two equally undesirable situations—either stagnation in career in spite of high professional attainment, or automatic promotion irrespective of any professional achievement. The recent spate of “personal promotions” appears to be the watershed between the former and the latter. A proper method of correlating career and professional development, which escapes from both these undesirable features, has to be evolved.

6.04.01 Appalling Extent of Stagnation

It was often pointed out till only recently that college teachers constituted one of the few professions in which a large majority of persons joined and retired in the same position, i.e. as a lecturer. This was also true of many university teachers where the number of higher level positions were rigidly fixed. Once these positions were filled, there was no scope for other members of the faculty, even if they attained a high level of professional development and deserved a higher position, to move up until the incumbents of the higher level positions resigned or, more likely, retired. This problem did not acquire serious proportions in the earlier phase of rapid expansion of higher education, as additional posts could be created at higher levels to meet the new demands. However, with the slow rate of expansion in recent years, opportunities for career development have been considerably reduced.

(a) The survey data show that a fairly large percentage of teachers stagnated in the same position for 10 or more years. The degree of stagnation appears to be alarming at the base, i.e. at the level of lecturership not only in colleges but also in university departments. It is unfortunate that relatively younger teachers who need greater incentives to improve their professional competence than those in higher positions, suffer from a higher degree of deprivation. The negative impact of stagnation is considerably more marked in the case of colleges than in university departments. Only 13 per cent of college teachers were promoted at least once as compared to 45 per cent in the case of university teachers. Even over time, the promotional prospects appear to have worsened for college teachers while they have slightly improved in the case of University teachers. Whereas

in colleges, the ratio of lecturers to senior teachers (i.e. readers, professors and principals) rose from 6.2 : 1 in 1971-72 to 8.6 : 1 in 1982-83, it went down in the case of universities from 2.6 : 1 to 2.0 : 1 during the same period.

6.04.02 Automatic Personal Promotion

In contrast to the past situation wherein career development did not keep pace with professional development leading to stagnation, there has been, of late, the tendency to introduce a system of "automatic personal promotion" on the basis of seniority without any or only formal reference to the level of professional competence of the person being so promoted. It may be recalled that the word "promotion" was recently imported from the secretariat into the qualitatively different ethos of the academia. It is alien to the university system and is an exogenous intrusion within it from the bureaucratic system. It is, therefore, surprising that those who strongly support university autonomy and criticise bureaucratic interference therein, sometimes become supporters of this bureaucratic procedure within the academia. It was really unfortunate that the recommendations of the Sen Committee were put in cold storage for a considerable time; and, as a consequence, there was a large scale stagnation in the careers of faculty members spread over a considerable period of time. Not having conceded at the right time that which was due to the meritorious, a situation has arisen wherein the system succumbed to populist pressures for automatic promotions irrespective of merit. There is still time to make a critical assessment of past mistakes and to evolve a policy of career development rather than of promotion. This calls for the provision of proper facilities, periodical programmes of training and advanced studies, monitoring and making higher positions available whenever a faculty member deserves it. The following two principles should govern the availability of positions in a higher grade to faculty members;

- (i) A higher position should not be denied to a person who has acquired professional attainments as judged by procedures laid down—only because a higher position is not available.
- (ii) A higher position should be considered as a reward for professional attainment; and, therefore, it should neither be automatic nor linked with only the number of

years spent in the cadre. Twenty years' service may be distinguished from one years service repeated twenty times. Experience should not be confused with empty redundancy.

6.04.03 Assessment of the Merit of Teachers

Instead of using seniority as a proxy for merit, the merit of teachers should be assessed as it is reflected in the level of their competence in the performance of their defined functions; and career development should be based on such an assessment. To do so, there is need to maintain a continuous record of the work of the teacher. A suitable proforma should be developed for this purpose*. It should take account of various functions performed by the teachers i.e. teaching, research, extension and administration. It should be filled in by the teacher every semester/academic year. This document of self-assessment should provide the basis for the evaluation of his contribution. The head of the Department/Institution may record his assessment on the same form. Other sources of evaluation like student assessment and peer assessment should also be duly recorded thereon.

6.04.04 Professional Development

Let us have a look at the level of performance of teachers in some of the important functions they are required to perform. The survey data reveal that with respect to the performance in their research function, a fairly large percentage of teachers rate quite low, particularly at the college level. Hardly a quarter of the college teachers have published any article and hardly 10 per cent any book. Even among university teachers, the situation is highly unsatisfactory: one-third of them have not published any article and about three-fourths no book. Lecturers had the least publications to their credit, but even a considerable percentage of Readers and Professors also did not publish anything at all. Similarly, in terms of research guidance, a very small percentage of teachers (less than 10 per cent in colleges and less than 20 per cent in universities) performed this function. However, in terms of university positions, professors showed better performance than readers who in turn showed better performance than lecturers. In the case of colleges, however, there is hardly any difference between the different categories of teachers in this regard.

* A draft proforma is given as Appendix 'B'

(a) The low level of professional development is also reflected by the small percentage of teachers who acquired an M.Phil or Ph.D. degree—only 7 per cent of college and 5 per cent of university teachers have an M.Phil degree while only 17 per cent of college and 65 per cent of university teachers have a doctorate. These degrees were mostly acquired by teachers during the course of their employment. This is true for 13 per cent of college and 47 per cent of university teachers with respect to the Ph.D. degree.

(b) The survey data also reveal the low level of participation of teachers in various programmes linked to their professional development. About two-thirds to three fourths of the college teachers never participated in any seminar, summer school/workshop, training programme or research project. Even among university teachers, a considerable proportion (i.e. about one-third to half) of the teachers did not participate in any such programme. Hardly a quarter of either college or university teachers availed of study leave. While the percentage of lecturers who did not participate in the various programmes related to professional development is quite high, particularly in the colleges, it is surprising that a considerable percentage of readers and professors even in university departments also fall in to this category.

6.04.05 Facilities for Professional Development

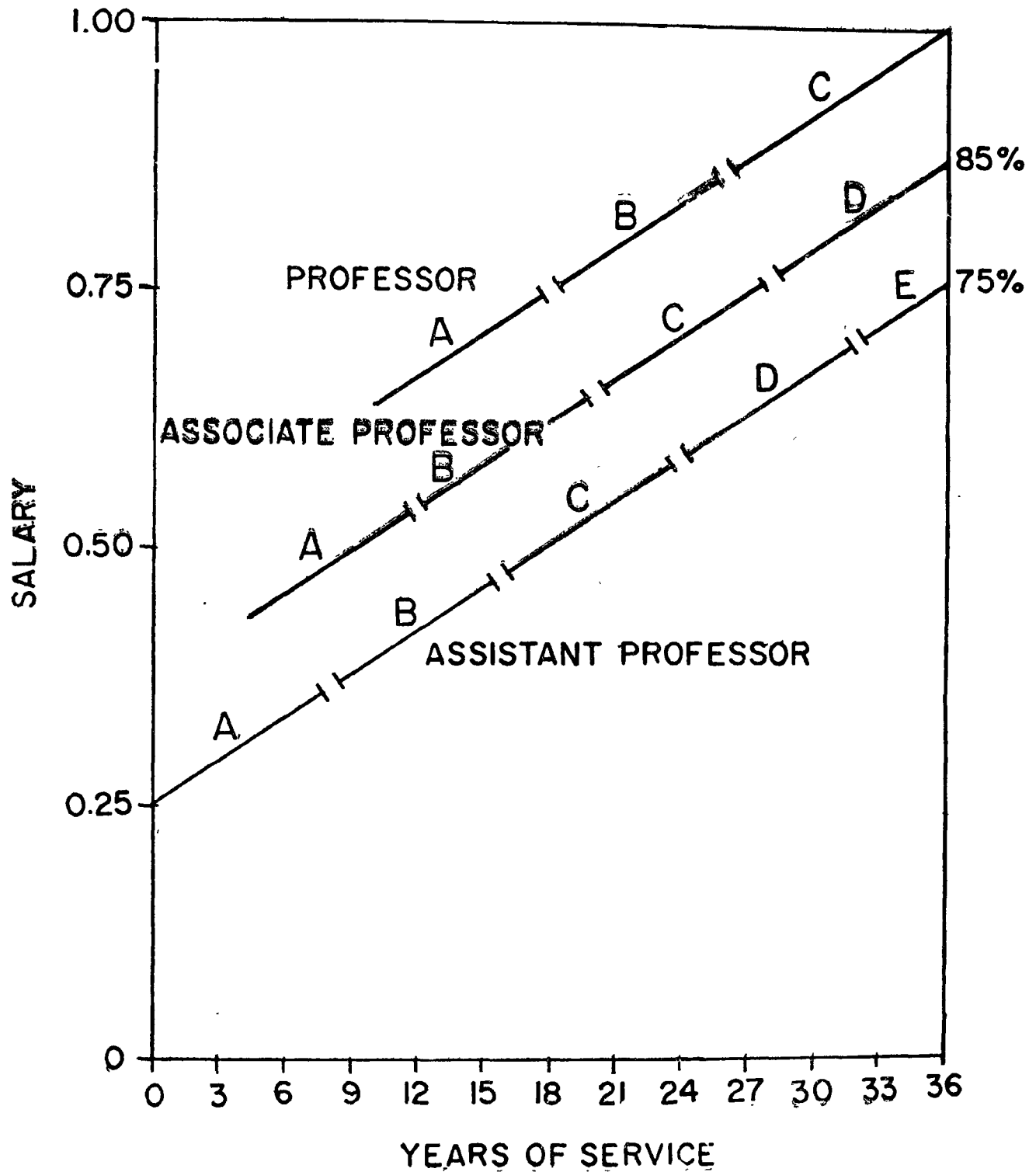
There is need for much greater participation of teachers in the different programmes aimed at professional development which would enable them to perform their various functions competently and thus contribute to their professional excellence. Certain facilities for professional development of teachers already exist in the country. Mention may be made of the various programmes for faculty improvement which (a) provide opportunities to teachers to keep abreast of modern developments in their fields of study and to exchange ideas with experts in similar or related fields through seminars, summer institutes, workshops or conferences; (b) enable teachers of colleges and university departments in less developed areas to avail of the services of outstanding teachers in different disciplines through such schemes as national lectures, utilisation of services of retired

teachers, visiting professorships, fellowships and (c) enable teachers to take time off their normal teaching and engage themselves in fulltime research and in writing up the results of their studies/research through such programmes as national fellowships, national associate-ships and teacher fellowships. Special mention may be made in this context of the College Science Improvement Programme (COSIP) and the College Humanities and Social Sciences Improvement Programme (COHSSIP) which are meant to bring about improvements in the teachings of science and humanities/social sciences respectively at the undergraduate level. There are also several hundred seminars and conferences held in our universities every year where research and development is reported upon. Nevertheless, all these activities will have to be expanded if many more teachers have to be provided opportunities of professional development.

(a) The number of teachers being so large, the existing facilities should be further expanded and equitably distributed. There is also the need for better coordination among organisations like the UGC, ICSSR, ICAR, DST and the ICHR so that facilities provided by them for professional development of teachers are optimally utilised. Leave and travel facilities, where necessary, should be made available to teachers who desire to participate in the various programmes of professional development.

(b) The quality of the library—both personal and institutional—may be regarded as the single most important facility affecting the work-performance and professional development of teachers. With the price of books having escalated in recent years, the state of institutional libraries, particularly in the colleges, has become extremely unsatisfactory and personal collections of teachers have dwindled. A book, which is a necessity for the teacher, is increasingly becoming a luxury which only a few can afford. A system of book subsidy of 50 per cent with a ceiling may prove to be highly beneficial. As far as institutional libraries are concerned. The need for strengthening them can hardly be overemphasized. It is also desirable that such libraries in the same region coordinate their acquisitions and facilities to make them as good as possible.

Graph - I
GROWTH PATH OF TEACHERS
IN HIGHER EDUCATION



6.04.06 Career Development

There is need to evolve a proper policy of career development of teachers so that they will have an incentive to improve their professional competence. Since salary scales are not a part of our terms of reference, we would like to make our recommendations on principles governing career development. A notional growth path of career development is shown in Graph 1.

- (a) We recommend that the highest salary of a professor should be the same as that of the Vice-Chancellor, since we believe that continued excellence in academic work should be suitably rewarded so that the temptation of administrative work is minimised. Therefore "1" in the graph is the Vice-Chancellor's salary. We also recommend that the starting salary of an assistant professor (lecturer) should be around 25 per cent of the maximum available salary.
- (b) To provide suitable incentives, and to make it possible for most people to move from one salary scale to another, we recommend that every Assistant Professor in colleges or universities should be appointed in the first (A) of the five scales of Assistant Professors. Any one who completes 8 years of service should be evaluated, and what we are going to say about evaluation should apply equally to entry into C, D or E scales. Any teacher who performs his functions satisfactorily should be able to move from the lower to the upper scale, and the teacher should not be evaluated in a competitive framework but by himself. The intention is to stop the negligent and the inefficient, and to facilitate the upward movement of the average or above average teacher. A teacher with conscientious performance of duty with moderate skills, some degree of research or scholarship, sense of responsibility towards the institution, students and society should be able to move on. We recommend that evaluation should be strictly based on these criteria; in no case should it be automatic or nominal or without reference to the usual (statutory) selection committee. Such an evaluation cannot be made if a record of the teacher's performance is not maintained. We have already suggested a proforma for this purpose, and a combination of self evaluation,

student and peer evaluation and the Principal's or Head of Department's remarks.

- (c) We also recommend that a bright teacher should be entitled to provide his biodata and achievement for special evaluation (together with assessment records) when he has served six years in a particular scale. The special evaluation should be done by the statutory selection committee with the proviso that the Vice-Chancellor would obtain the opinion of at least two other specialists and present it to the selection committee—where the experts may unanimously recommend the candidate for appointment in the next higher scale, i.e., from Assistant Professor A to B, or B to C etc. This is not the process for selection as Associate Professor.
- (d) We recommend that all appointments as Associate Professor (A) and Professor (A) should be made on a national competitive basis with the processes which we have already outlined.
- (e) Both in the case of Associate Professor and Professor movement from one scale to another must strictly conform to (c) above, including accelerated movement from one scale to another.
- (f) We further recommend that all appointments as Professor C (which may be given a suitable title, such as "distinguished" or "special" or "national" professor) should be made by a national selection committee set up by the UGC whose decision must take into consideration every kind of contribution made by the candidate, as also the opinion of at least two specialist referees.
- (g) Women Teachers.

A special reference in the case of women teachers whose careers are interrupted due to problems of maternity and child care needs to be made here. It is proposed that age relaxation may be granted to such women teachers and all facilities are made available to them as well for professional development, such as scholarship and study leave. In their case, total and not continuous experience should be counted in the context of vertical mobility. Interrupted careers create problems but methods have been evolved in a number of countries, by which women teachers do not suffer in matters of professional and career development.

6.04.07 Appraisal—The Essential Link Between Professional and Career Development

It is again emphasised that career development should be bidirectionally linked with professional development wherein each leads to the other in a spiral formation. The linkages of career development with professional development are extremely important because the quality performance of teachers at higher levels of learning depends on the strength of these linkages.

(a) Paper planning, record keeping, monitoring and objective appraisal of the multifarious functions that teachers have to perform can forge the essential links between professional and career development.

(b) There is a widely held feeling—particularly among college teachers—that the research function performed by teachers is given disproportionately high weightage in the context of vertical mobility and that other functions—particularly that of teaching—are under-valued. There is some basis for this grievance. However, in order that career development may reflect and get linked with the all-sided achievement of a teacher, a running record is essential. The following steps would have to be taken to achieve this objective :

(i) Advance planning of work for the semester/year : Every teacher may be requested to prepare a semester-wise/annual plan of his academic work and submit it to the Head of the department/institution before the semester/year commences. It should include an LTP plan in terms of working days and may also be circulated among the students as well.

(ii) Maintenance of record of the all-sided contribution of teachers : this can be done most effectively by the teacher himself. It is suggested that every teacher should maintain a register in which he records his activities of each working day. This is particularly important for the teaching function.

(iii) Monitoring : It is the responsibility and duty of the head of the department/college to monitor progress of work in terms of the time-frame provided by the semester/annual plan. Special attention needs to be given to the engagement of classes. Procedures relating to the main-

tenance of attendance registers need to be strictly observed. It is suggested that registers may be submitted to the Principal's office preferably at the end of every day but certainly on every Saturday and information contained therein may be made use of to remove lacunae and inadequacies during the next week itself.

(iv) Appraisal : In our country, not only in the field of education but also in other spheres, appraisal of the individual's performance has not been sufficiently emphasised. In government service, appraisal is used frequently for controlling subordinates. But the main purpose of appraisal is to provide a feedback to the individual so that his future performance improves.

By and large, in the field of education, teacher appraisal is not there, or wherever it is employed in the form of 'confidential' character roll ; it is done in an unscientific and subjective manner and for purposes other than self-improvement. The Commission places great emphasis on continuous appraisal of the teacher's performance not only in the academic sphere but on his total activity in the institution. There should not be any secret about such an appraisal. It should be periodically carried out and communicated to the concerned teachers so that they know how they stand in the eyes of their superiors, peers and students. In fact, emphasis should be placed on self-appraisal by the individual teachers concerned as well as an appraisal by peers, superiors and students.

6.04.08 Retention, Mobility and Inbreeding

(a) *Difficulty of Retaining the Very Bright*

Professional excellence of teachers in higher education is related to the question of their retention, mobility and inbreeding. The tendency to consider teaching as a temporary halt enroute to Central services and other "attractive" professions can have adverse implications for professional excellence. Though it is not possible to estimate the extent of such outward mobility, there would be general agreement on the assessment that it would not be inconsiderable. This is already taking a heavy toll in engineering colleges where a considerable proportion of faculty positions are lying vacant. What makes the situation particularly depressing is the fact that in-migration into the teaching profession is quite weak. It is both the "pull factor" of the other professions and the "push factor" of the teaching profession which determine the direction and magnitude of

inter-professional migration whereby the teaching profession is getting continuously depleted.

(b) *Inter-Professional Mobility*

Mobility of teachers within the profession, between one institution and another, is generally considered advantageous. It encourages the cross-fertilisation of the varied experiences of different institutions. Repetitive teaching is thereby discouraged, innovations encouraged and the involvement of teachers in groupism and factionalism tends to get diluted. Mobility between teaching, research and applied fields is even more commendable from this viewpoint. To spend a few years in a research institution or in an organisation entrusted with policy-oriented studies is expected to add new dimensions to the experience of the teacher concerned, which can substantially help in improving the quality of his teaching and research.

(c) *Removal of Restrictions on Intra-Professional Mobility*

Some of the important factors restricting intra-professional mobility among teachers are listed below :

- (a) insistence on competence in the use of regional language,
- (b) lack of housing facilities,
- (c) problem related to admission of children in good schools,
- (d) loss of retirement benefits or reduction in chances of promotion as a result of moving from one institution to another.

Steps should be taken to ensure that the negative impact of the above factors on inter-institutional mobility is minimised. Proficiency in the medium of instruction should not be insisted upon at the time of appointment. The selected candidate should be confirmed in the post only if he acquires the required degree of linguistic competence in two years. The children of a teacher should be given admission in central schools on a priority basis if he has moved from one settlement to another. Rules relating to retirement benefits and "personal promotions", which inhibit mobility, should be modified so that one may carry these benefits from one institution to another. A recent order of the Government of India allows in full transfer of benefits between institutions centrally funded. Similar understanding can be arrived at for State-wide and inter-state mobility. Faculty housing should be developed on an adequate scale so that the lack of a house in the new institution does not hinder mobility.

(d) *Transfers*

Mobility should be distinguished from enforced transfers. Many a time, the quality of education in disciplines involving expensive scientific equipment, well-knit research teams, appropriate libraries and laboratory facilities is adversely affected by such transfers. It also adversely affects the sense of loyalty to the institution and the commitment to its traditions.

In recent years instances have come to light from some states where transfer of teachers from colleges to universities and from backward areas of the state to the cities and vice-versa has been used as an instrument of favour or punishment by powerful politicians. There have been many instances where indifferent scholars from remote mofussil colleges with very little background of research or postgraduate teaching have been brought to the post-graduate university departments and some eminent teachers have been shunted to these remote areas. This has obviously affected the academic standards and atmosphere of departments very adversely. The transfer is also used as a means of rewarding the favourites. Obviously, this practice has been not only detrimental to academic standards but has had a disruptive influence among teachers and has encouraged sycophancy to powerful political figures. This is demoralising and has affected very adversely the status of the teacher. The Commission views with great concern such a practice and commends that such wayward transfers of teachers be stopped. In fact, transferring teachers from university departments is generally not desirable. If at all it is felt necessary to effect a transfer, proper machinery should be evolved to prevent the misuse of transfers.

(e) *Inbreeding*

(i) Inbreeding is a major impediment in the path of mobility. The Central Universities Report has drawn particular attention to the alarming magnitude of this negative phenomenon. Inbreeding takes three forms:

- (i) students of an institution being appointed as teachers therein;
- (ii) higher academic positions in an institution being filled in by those who occupy lower positions in the same institution; and
- (iii) teachers being selected from the same region where the institution is situated.

(ii) A majority of teachers felt that, at the point of initial recruitment to lectureship, approximately half of the university lecturers and one-fourth of the

college lecturers were inbred. It is also noted that the extent of inbreeding increases linearly as one moves up the academic ladder. In other words, a relatively larger percentage of readers have been appointed from lecturers of the same institution and a still large percentage of professors have been appointed from the readers of the same institution.

(iii) Some institutions in the developed countries have built in safeguards against high rates of inbreed-

ing. In some cases, for example, alumni do not get their first appointment in their alma mater. It would be difficult to introduce a system of this kind in India. It is, however, hoped that if the recruitment processes are above board and if appointments to higher posts are on the basis of an all-India competition, the magnitude of inbreeding would come down and the quality of the faculty would go up.

Professional Ethics and Values

7.01 Education, a Sub-system of the Social System

Education is a sub-system in the wider social system. Although it has a separate identity and, upto a limited degree, functions autonomously, it has linkages with the economic, political, religious, and other sub-systems which exert powerful influence on the goals and instrumentalities of the educational sub-system on the one hand and on its autonomy on the other. The economic sector has to find funds for education, for the latter can rarely pay its own way. Power interests define and redefine the goals of education and from time to time seek to assign to it new instrumental rules. In several parts of the world education has cut its umbilical cord placed in religion, yet denominational institutions still continue, and otherwise also religion plays a role in determining the ideological overtones of at least some components of education. Education can rarely free itself from social and cultural norms and has to relate itself to the ferments within the society. The state of health of one sub-system casts its shadows on the health of the other. In this respect education is especially vulnerable; while its intrinsic worth is universally recognized, it is also subject to many diverse pressures because of the multiplicity of instrumental roles that it is called upon to play. It has to deal with something of a paradox when on the one hand it has to transmit the cultural heritage and tradition, and on the other, has to function as a prime mover of change. In point of fact, the educational sub-system is not the only agency offering education, to begin with, the domestic group, the neighbourhood, and the peer group have important educational roles and the educational process continues beyond the formal school stage through books, mass media, cultural, political, and religious intercourse, and interpersonal contacts of a wide variety. The formal education system has to take account of early socialisation and has to anticipate future educational processes.

7.02 The Changing Teacher—Taught Scenario

The teacher and the taught represent the two most significant components of the educational sub-system. Over the decades the class base of both has changed. Second and first generation learners are now flooding the institutions of learning. They bring with them a variety of problems with which the existing pedagogy cannot cope. First, in increasing number, teachers are drawn from groups which do not have a tradition of literacy and learning. The social background and cultural orientations of the learners and their instructors pose a new set of problems to the educational process. Second, education has now been brought within the orbit of the demand for social justice and is claimed as a matter of right. Coping with the demand for equality of educational opportunity is difficult enough; but when the demand for equality of results is added to it, the problem becomes infinitely more complex. Third, education cannot be inflexible in respect of its ideology and content and has to be responsive to the urges and demands of different sectors impinging on it. A series of questions arise in this context: What do the guardians expect from the education of their wards? What are the perceptions of learners from different strata regarding the objectives and methods of education? How do different interests in society exert visible and invisible pressures on the educational system to tilt its advantages towards them? What are the latent and manifest functions that the elite, which supports the educational system, expects it to perform? Fourth, what about the unintended consequences of education? How are these to be managed so that they do not become dysfunctional to the larger objectives of society? These questions are important and feeble-minded handling of them pushes the educational system into a state of disarray. Adequate answer to them have to be found so that the educational system, being sensitive and vulnerable to them, does not lose its sense of direction and purpose. Finally,

in many countries of the 'Third World,' education is viewed as an aspect of power and even of profit. The implications of the power and profit motive in the organised educational endeavour have not been examined sufficiently and in depth. If the educational system is moving like a massive but rudderless ship, it is because some of these critical issues have either not been faced or faced half-heartedly. Much of the value chaos in the contemporary educational system can be attributed to this failure. The world-view and value constellations of the teachers in India today present a series of ambiguous and blurred images and contradictory and conflicting values.

7.03 World-View and Values

In this context 'world-view' is taken to mean the summation of the shared outlook of a society regarding the past, present, and future of the human order and its components. It takes account of both qualitative and quantitative dimensions, it attributes or assumes quality in the elements of the order and its processes and often tends to translate quantity into quality. It may also evaluate quality into aggregate quantity terms. Basic questions with which it is concerned are those of relative primacy of principles over persons, of natural (including social) over super-natural order, and of man-made objectives and conditions over non-man-made objective and subjective conditions. Thus, a consideration of world-view implies assumptions regarding what the human order was in the past and why, what it is now and why, and what it would be in the future and why. It may also envisage conscious intervention to set desirable sailing direction so that human destinies can be controlled and piloted towards a preferred and desired future. By value we shall mean a preference quality in action. Values have normative overtones, but they often lack the sanctions that go with social norms. They attribute quality to different modes of behaviour along a continuum—from the most desired to the least desired (and also the undesired). They may be explicit or implicit and there may be a significant gap between the ultimate and the proximate values. In proximate terms, the choices may be situational and pragmatic although they may be at variance from the ultimate desired action, which may continue to be articulated and cherished. They form a part of the cognitive universe and encompass within them aesthetic and evaluative elements. They provide guides to behaviour without being rigidly prescriptive. Often there is a hierarchy of values and the permissible range allows different levels of choices. Some values may be universal to a society, others may be specific to particular groups and categories. Nonethe-

less, a social order cannot be conceptualised without a scheme of values. In reference to teachers it may be asserted that while they will share some general societal values they are likely also to have a set of values which are specific to their professional category and its cultural role definition.

7.04 Desired World-View of Teachers

In the grim context of today's India, it would be useful to start with an inventory of the elements of world-view and values, which are considered desirable and necessary in those who belong to the teaching profession. We shall examine later how far the existing reality approximates to this normative model. Absence of a fit between the two will necessitate deep causal analysis and indications of possible remedial action. For a country of India's cultural heterogeneity, social complexity, economic inequalities, and ideological differentiations, unanimity in respect of all values is not possible nor perhaps even desirable. The area of personal belief has therefore to be omitted from this discussion. However, a consensus is needed on some premises and in respect of some core socio-political as well as academic values. Let us first list some of the desired elements of the world-view of teachers as a category.

First, principles should have primacy over persons. This should be based on some universal norms as against particular considerations of status and station or considerations of caste, class or sex.

Second, in the scheme of social action the accent should be on rationality rather than on obscurantism. Super-natural powers should at best feature in personal beliefs and their hold on arenas of public policy and action should be gradually minimized and ultimately eliminated. Creative rationality should emerge as the key force.

Third, man should be viewed as capable of gaining mastery over the physical universe. In exploiting its resources, however, man should recognize some outer limits and in the process, he should not destroy the delicate harmony and balance of nature.

Fourth, the necessity of freedom for all human beings has been theoretically established. A subjective ethos and objective conditions for the realization of genuine freedom, however, remain to be established.

Fifth, freedom without equality makes little sense. Equality of creative expression is a must not only for individuals but for their collectivities of different orders. Grant of equality should not be reduced to a

ritual act; conditions conducive to its realization must be consciously promoted.

Sixth, cultural differences persist and will continue to persist for they have deep-rooted functions. There should be no cause for alarm. In fact, they may even be maximized; what need to be minimized are economic disparities and cultural deprivations.

Seventh, man is a product of history, but in many significant ways he has also been its author. An increasing interventionist role should be envisioned for him, if for nothing else, for his own survival. Henceforth, he shall have to learn to define his role as an architect of his destiny.

Values rooted in personal belief can be left out of consideration so long as they do not clash with national and social values that need to be promoted urgently. The fact that individually held values get, directly or indirectly, consciously or sub-consciously, projected on the educational scene and into educational offerings, does not need to be reiterated.

Democracy, secularism, and social justice have been enshrined in the Constitution as the three most important national values. One can legitimately have some doubt about the honesty of such articulation and indeed the approach towards their realisation can be faulted on many scores, but there can be little doubt that on the awareness level, they have been accepted as core values and enjoy a consensus at least among large sections of the elite. It is difficult to estimate how far they have percolated down to common citizens. Ritualistic acceptance of these values by the teachers will not do; these must inform and inspire their teaching. The concept of the autonomous individual must be expanded with reference to his rights and obligations. The class room itself should become an example of a participative community. It is possible for one to be secular in profession and non-secular in practice. Such duplicity must be exposed and genuine secular habits of thought and action promoted. Faith in social justice would necessitate debunking of all discriminatory practices based on ethnic or caste considerations, religion or sex. The gospel of egalitarianism is much more than mouthing some high-minded slogans. An attitude of caring for and sharing with the deprived and the underprivileged, need to be inculcated. If one accepts social justice as a value, one should learn to be appalled by the enormity of injustice meted to various section and categories of the community everyday and protest about it. The acceptance of these core values should be judged not

by their formal enunciation but by the praxis they generate.

To these three, let us consider adding three more national values. In our general scheme of values there is emphasis on past-present orientation; instead, the shift should be towards a present-future orientation. This does not imply negation of history, but it certainly involves rejection of harking back to the past more often than is really necessary. What concerns us most in existential terms is the living present and to-be-lived future. For the baffling problems of present, history may have new answers; new maladies require new remedies. These must represent a creative response to the challenges that we face today. At the same time it is necessary that in solving today's problems we do not mortgage the future. Options that offer temporary relief today but endanger human survival a few decades later are no solutions. It is important, thus, that we examine the problems of today in a present-future perspective. The second value that is to be added involves the rejection of the passivity principle. Servility and compliance have to be ruled out. The autonomous individual is an active individual. His consciousness should be extended to enable him to critically examine the goings on in society and to judge the rights and wrongs of it. He should not stop at judging, he must learn to do something about the rectification of the wrongs. The third related value has a bearing on the cultivation of what has been called the scientific temper. The overt and covert dimensions of this temper need to be worked out meticulously.

Despite the erosion of his influence, the teacher continues to be an opinion leader of considerable power. His faith in these core values is necessary if the younger generation is not to start on a shaky foundation of beliefs, misbeliefs and disbeliefs.

7.05 Values Particular to the Academic Profession

Let us turn to some sub-cultural specialities—values particular to the academic profession.

7.05.01 Acquisition, transmission and addition of new knowledge

In the knowledge industry, especially in the teaching profession, one has to acquire and also add to fund of existing knowledge. The teachers additionally have to transmit knowledge to the successive generations of students who come under their mentorship. A good teacher, thus, has to equip himself with the major growth points in his speciality or sub-speciality,

demonstrate adequate communicational skills to transmit the knowledge he has acquired, and continuously strive through his research endeavours to create new knowledge. Ideally a balance has to be struck between acquisition, transmission, and addition. This calls for a passionate devotion to knowledge in these three dimensions.

For a teacher, acquisition of knowledge alone would be a selfish and unproductive pursuit if it is not followed up by the transmission function. Teaching is not to be viewed as a mechanical process. It is not enough to tell the students what one knows about a subject. There is an element of high creativity in teaching. The plus factor requires creation of enquiring and questioning minds. A competent teacher would not promote excessive dependence of the students on the teacher; instead, he would generate a self-learning and group learning processes. Routine teaching gets an element of inspiration when the individual research of the teacher and his instructional role get organically linked. Through this process a good teacher gets to be a better teacher, if not always an inspired teacher. Creativity thus emerges as a central value in the teaching profession.

7.05.02 Social relevance

Knowledge in itself is important, but at some stage one has to ask the question : knowledge for what? Knowledge, thus, has to be socially relevant and useful. To invest a social purpose into education, the teaching-learning process must aim at sharpening the problem-solving capabilities of the learners. **Socially useful knowledge will therefore involve coming to grips with the pressing problems of the day as well as their multi-dimensional causal analysis and possible pathways for their solution. Application orientation will have to be accepted as a value, if the ideal of creative teaching is accepted.**

7.05.03 Extension—organic links with community

The notion of a scholar leading a cloistered or ivory tower existence, devoting oneself only to reflection and research, is dated. Extension is now regarded as an important aspect of the educational process. The isolation of the academic, thus, has to be broken. He must develop organic linkages with the community. In a simplified form his knowledge should become a part of the cognitive universe of the common people and more than that, this knowledge should contribute to improving the quality of life around him. It is erroneous to believe that the academic knows best in

which areas of knowledge he should reflect and carry out his investigations. **Organic linkages with the people will bring useful feedback and provide the academic with new perspectives that will equip him better to determine the themes for reflection and research. A shift from individual-centred research and study to people-oriented academic endeavours is indicated. If knowledge and its gains have to have a wide spread, this has to be incorporated as a central value of the teaching profession.**

7.05.05 Irrelevance of some knowledge and so continuous renovation and innovation

The criterion of relevance necessarily brings us to a consideration of the irrelevance of some knowledge. The size of knowledge industry being what it is, knowledge is growing at a very fast pace. It is now said to double itself every five years. This brings us to a knotty problem; what was good and useful teaching twenty years ago may be out dated and practically useless today. The teacher has to make some critical and effective choices; the deadwood of knowledge has to be chopped off and modern, upto-date and relevant knowledge emphasized. Continuous renovation and innovation in the knowledge field, thus, emerges as an important value. A good teacher can never rest on his oars; mentally he has continuously to be on the move.

7.05.05 Decolonisation of the Third World mind

A related point needs consideration here. Perceptive observers of the academic scene in the Third World have noticed that the academia in these countries suffers from a captive mind syndrome. A decolonization process of the minds of the academics has not seriously been taken in hand. Standards of scholarship are set by high prestige centres of learning abroad and much of Third World scholarship emulates it. The attitude of our scholars is one of servile adoption. In consequence, our recognition and reward system is distorted. There is evidence of quest for chasing "international standards", which may be meaningless in our own national context. Decolonisation of our academic life, therefore, should emerge as a value. This is not a plea for raising iron or bamboo curtains or for barring the free flow of knowledge internationally. What is indicated is the need for cautious thought geared to promoting an intellectual tradition that emphasizes posing of right and relevant questions and devising methods of finding answers to them efficiently and economically. This task has to be incorporated in the value system of our academics.

7.05.06 Cultivation of excellence

The central value of academic life must be the cultivation of excellence. This fact is implicit in the foregoing argument. Excellence is an attractive and easy term, but so far it has been poorly defined. Accepting cultivation of excellence as a core value, we must proceed to define it precisely and work out a set of indicators that leave little room for equivocation and doubt.

7.05.07 Freedom and responsibility

A propitious climate for true academic growth requires freedom of enquiry. The operating culture of academic life, when burdened with authoritarian management and bureaucratic procedures, inhibits the growth of ideas and corrodes the cultivation of excellence. Little thought appears to have been given so far to evolving a suitable philosophy of management of the academic enterprise. Such a philosophy would permit the individual academic freedom to question, to doubt, to dissent, and to deny. At the same time, this freedom cannot divest itself from social responsibility.

7.05.08 Importance of freedom to work together

Great spurts in knowledge require concentration of ideas and collaboration of effort. The contribution of lone workers has been significant but major breakthroughs at the present state of knowledge will be possible only if teams pursue problems in harmonious working relationship. This brings us to two important values -- one, freedom of enquiry, and two, fostering a true team spirit for the attainment of stipulated scientific objectives.

7.05.09 Critical awareness and articulation of the tradition

Men of knowledge, of necessity, are transmitters of the heritage. This function cannot be questioned. However, orientation to the heritage may differ and the explicit or implicit purposes for which it is transmitted may also not be the same. The core value in this context will therefore emphasize critical awareness and articulation of the tradition.

7.05.10 A social consciousness unafraid to undertake social criticism

Finally, the academic is not a passive observer of the social scene. Whatever his speciality or sub-speciality, he is also an analyst social trends. The analyses have an evaluative dimension. He has of necessity to emerge as a critic of society—its trends and processes. His criticism will be worthless if it is

only negative in character. An academic with a social consciousness will also illuminate pathways to progressive action. A social consciousness unafraid to undertake social criticism, thus, has to be emphasised as a value.

7.05.11 Problem solving approach and emergence of new social order

The world-view and value system outlined in the foregoing pages represent a somewhat idealistic conceptualisation, but it is not the projection of an unrealizable utopia. An elite sector, such as the one represented by the teachers, has to function as the prime mover and pace setter of change. Unless it defines its goal and performs its role with conscious determination, society at large is likely to surrender itself to the negative forces at work. Exertions of the academic profession in the right direction hold out hopes not only of problem-solving but also of the emergence of a new social order.

7.06 The Major Concerns of Teaching Profession

But what is empirical situation? What are the explicit and implicit values articulating themselves in the visible and invisible concerns of the teachers? To be sure, one finds a great deal to cause concern and at the same time much that gives hope.

7.06.01 Security value

Security value appears to be paramount in the concerns of the organized teaching profession. Their struggles are for better and higher salary scales, automatic and additional avenues of promotion, enhanced dearness allowance, continuance of examination remuneration, provision for more faculty housing or increased house rent allowance, and liberal loans for house-building or for buying scooters and cars. There is nothing inherently wrong in these demands: the teacher is surely entitled to a reasonably comfortable standard of life and to a respectable social status, but when agitational methods ignore and sacrifice the interests of the learners or tarnish the image of the teacher in the eyes of the learner, thus incapacitating the teachers from performing many specific roles, the situation begins to cause worry. The public at large, especially the thinking section of it, would evince greater sympathy for the teachers' cause if they assert themselves equally for raising academic standards, promoting academic excellence and showing willingness to do whatever is necessary for the purpose. It is unfortunate that on some of the major crises of higher education the organized and vocal section of the academic profession maintains a tantalizing silence. This is a distortion that needs to be corrected.

7.06.02 Silence on curtailment of teaching time

A matter of great concern, and one that represents a dysfunctional aspect of the higher educational system, is that our institutions do not work for as many days in the year as they are expected to do. The minimum number of "teaching days" suggested by the UGC is 180, which is lower than such working days in the university system in many other countries, and yet the teaching community has neither protested against it nor tried to do anything to change the situation. The UGC's liberal calculation is based on a summer and winter vacation amounting to 12 weeks, other holidays to 4 weeks, duration of examination and "preparation leave" for it to 3 weeks, and, furthermore, miscellaneous off-days amounting to 2 weeks. Thus 21 weeks of clear holiday leave 31 weeks of work, which is really 31 to 186 actual working days. It may be noted that even 186 is not an effective figure because each teacher is entitled to a few kinds of leave, which from our data seems to have an average of 10 days, thus reducing this figure to a lower value. The actual situation is much worse. The weighted mean of the number of days classes were not held comes to 218 for colleges and 222 for the universities, which leaves just 147 and 143 days of work in a year for the colleges and universities respectively, to be further curtailed by teachers utilizing their leave. An average figure of this kind implies that there are many institutions who work only around 100 days in a year, while others work for perhaps 180! No wonder 68 per cent of the members of the community say that there are too many holidays, 45.6 per cent college students join 47 per cent university students in saying that teachers are not over-worked. Even though teachers are not entirely to be blamed for this great wastage of young people's time in the colleges and universities, they must realise that this leads not only to a cursory or even nominal coverage of the syllabus and contributes to a decline in standards but that it also undermines the confidence of the community in the teaching profession, and lowers its prestige.

7.06.03 Attitude towards work

During the Commission's visits to the colleges and universities, another feature of the educational scene came to light, and this is the wide prevalence of private tuition in colleges—which is not just of one or two students who find it difficult to get along without the assistance of a teacher, but large scale tuitions from which some teachers earn much more than their salaries. The overtone of this practice is, that in many cases tuition does not result in intensive coaching but in assistance towards disclosing of question papers or in enhancement of marks. This

is a very painful reality, but it is difficult to gather information of this kind from questionnaires. However, the other fact, repeatedly mentioned by parents, students and conscientious teachers, was that many teachers took their duties lightly, did not prepare their lectures, dictated notes which they had themselves made years or decades ago, cut their classes, and paid little attention to the difficulties referred to them by their students. 22 per cent of college students and 18.5 per cent of university students said that teachers did not come prepared with their lectures (in two States the figure was nearer 40 per cent). On an average 25 per cent college and 33 per cent university teachers gave no time to students, and another one-third gave only 1 to 3 hours per week. Community members were asked to indicate their perception regarding how seriously teachers take their work, and in this case also the result was uncomplimentary to the teachers because the answer was either "some" or "a few" for 86 per cent of college teachers and 90 per cent for university teachers. We would like these figures and such perceptions to be appreciated in the light of many other allegations which are widely made against a small minority of "teacher politicians" or "engineers of student agitations"

7.06.04 Teaching load

In this context it would be worthwhile to have some statistical basis to assess the work of teachers, since it may be felt that teachers are unable to pay attention to students or prepare their lectures due to excessive work. The UGC prescribes 40 hours of overall work per week indicating broad norms for teachers of undergraduate, or postgraduate classes and for those undertaking research. Two examples are reproduced here.

Lecturers (hours weeks)

	Undergraduate (non-science)	Postgraduate (science)
1. Teaching	16	10
2. Testing Exam	2	1
3. Tutorials	4	Laboratory 4
4. Preparation for teaching	10	Teaching/Lab preparation 10
5. Supervision of Extracurricular	4	Research 10
6. Administrative work	4	Own reading 5

Our data show that, in the colleges only 10 per cent lecturers had more than 18 hours of teaching work per week, and nearly 50 per cent had less than 12 hours/week. In the universities 5.4 per cent had more than 18 hours/week and 73 per cent had less than 12 hours/week. For tutorials, there is a no-response figure of 51 per cent in colleges 48 per cent in universities; perhaps they are not held at all in half the institutions. Only 17 per cent of college teachers and about 16 per cent of university teachers spent 5 hours/week or more time on tutorials. It is intriguing that in respect of laboratory work even science and engineering teachers in colleges did not respond in 30 per cent and 25.5 per cent cases. In the case of universities too, the non-response figures were nearly as high. (But 46 per cent of college science teachers and 45 per cent of university science teachers had 9 hours or more per week of laboratory work. These figures indicate in general, that not more than 10 or 15 per cent of teachers may be overworked. Detailed analysis of data does identify the types of institutions where this may be happening and the States which allow this. One must mention that it has also been brought to our notice that State Education Departments sometimes interpret the UGC norms in a mechanical way, and often ask for retrenchment of teachers if enrolment falls below a certain level or conversely, they do not provide additional teachers even when enrolment, over the years, grows substantially. We would urge the departments of education to have a consultative group of principals and a few other nominated teachers to advise them in all such matters. Colleges have to have a complement staff for the varied needs of teaching even when enrolment is low, and they must be provided adequate staff when more students are enrolled.

7.06.05 Attitude to reform

It is obvious that no educational reform has a chance to survive if teachers do not support it in adequate measure. A lukewarm, or sometimes cynical approach on the part of teachers often dooms a reform. An initiative for change coming from the rank and file teacher or from his organisation is something unknown in our country. But refusing to take a stand on the minimum number of working days is a non-learning ethic that is being promoted. Institutions of higher learning today are often symbolic of indiscipline. Student indiscipline is followed by karamchari indiscipline and even the teachers have often joined forces with them. Who should then assume the responsibility of setting things right? A sizeable section of the teaching

community does not take its obligation to students seriously. If curricula are out of date, and ineffective teaching methods reduce education to an uninspired routine, or if the learning needs of first-generation learners are given no thought or if standards of judgement of academic quality in education and research become diluted in the spirit of "*sab chalta hai*" (everything goes), who indeed is morally responsible? Again, when in recruitment or promotion organized demands are weighted in favour of mediocrity or even non-performance, the teaching profession, with pursuit of excellence as one of its cherished values, abdicates responsibility.

One of the bane of the higher educational system in our country is the affiliating system where colleges are run by remote control from the universities. Teachers have no control over what they teach, or how the students are examined. Their initiative and innovative urges are completely shut out, yet they have not protested against the undermining of their basic function. In fact organized opinion is often ranged against academic autonomy for the colleges, and inter alia for the teachers on the superious ground of avoiding "elitism" in institutions. Certainly, not all the 5000-odd colleges, whose number is increasing in an uncontrolled manner at the rate of a hundred a year, can, by any stretch of imagination, be at par with each other; and resources being limited, only a fraction of these colleges could be elevated to autonomous level of functioning in a five-year-plan period. We recommend that the UGC, in cooperation with State governments, should identify a few hundred judiciously selected colleges for substantial inputs in order to bestow autonomy on them in their academic activity. The select group should be continuously monitored and studied so that their proper functioning is ensured. The concept of autonomy, in our opinion, should be carried to university departments also whenever they are nationally selected for special assistance. We are informed of numerous cases where researchers, by their sheer merit, have attracted large funds, but unfortunately old-fashioned university registrars and finance officers take hold of the money and apply "normal" controls so that the researchers may not waste resources.

From time to time, an elite section of the academic protest against inroads into the legitimate autonomy of educational institutions to take all decisions, particularly about their internal functioning, through the prescribed university bodies. This is a heartening sign, but at the same time there is a section of teachers who, for petty gains, invite political or bureaucratic intervention—sometimes by allowing

situations to arise where delegations or dharnas specifically seek intervention from ministers, parliamentarians or political parties. Not many in power can resist such temptations. Organized opinion and strength of the teaching profession has not demonstrated conspicuous capacity to take a bold and determined stand against erosion of the autonomy of the university system. We must clarify however that we are not advocating the autonomy of the ivory tower. Today our universities and colleges have to have numerous links with the community, developmental activity in the region, research institutions and industry etc. Hence the university is part of the total system, and it cannot remain aloof from the research educational and developmental activity on the whole. Boards of studies, boards of research and councils for extension activity would naturally have non-teacher professionals, scientists or even relevant government operatives represented on them.

7.06.06 Creativity and Research

Pursuit of excellence, creativity and research are acclaimed to be central to the value system of the teaching profession. With regard to students, it is most important that taking things merely on the basis of authority, without sufficient questioning and examination, is to be discouraged and a positive effort should be made to cultivate an enquiring mind, an exploratory and experimental approach, and an urge to reflect and introspect. This cannot be done if the teacher cannot set an example, or if the teacher himself is dogmatic, opinionated and unimaginative. Only a creative person can excite the often dormant qualities of imagination and speculation among students, and can turn them on for creative activity from the writing of stories or poems to great works of art and science. In regard to creative work by teachers themselves, it may be said that it not only contributes to effective teaching but also enables either academic or social problems to be solved, in both cases spreading the benefit of the research far and wide. Involvement of teachers in researches relevant to regional or national development may in fact raise the prestige of educational institutions and bring them resources from hitherto untapped agencies. Teachers may in turn use students in a carefully planned manner to undertake dissertations in higher classes, or projects and studies in lower classes, to create a data base and an analysis of the same to sharpen their creative talent and at the same time provide the back-up for objective grass-roots planning of social and economic development. There are tremendous opportunities, but what is the reality?

Although, as a whole, research activity in our colleges and universities has expanded very considerably during the last couple of decades, research

enrolment reaching a figure of about 40,000, the facilities are concentrated in university departments. Whereas about 75 per cent of college and university teachers said that their libraries had adequate number of books for preparing lectures, only 27.4 per cent college teachers and 43.8 per cent university teachers said that their libraries were good enough for research. According to responses to our questionnaire, 60 per cent college libraries had less than 3 journals in the teachers' subject of specialisation, the corresponding situation was in 30 per cent of university libraries. Nine per cent college libraries subscribed to more than 10 journals in the teacher's subject, and 37.4 per cent of university libraries did the same. If we had examined laboratory facilities for research, the situation would be more depressing. We realise that it is a question of resources, but we urge the UGC and the State governments to realise the gravity of the situation in its implication for the quality of teaching and to provide as much as they can and as soon as they can for building up the infrastructure of our academic institutions, and to support the running expenses.

To the question about number of hours spent by teacher on research/writing of books, 65.83 per cent of college teachers and 23.46 per cent of university teachers said nil. Only 9 per cent college teachers and 32 per cent university teachers spent more than 10 hours per week on research/writing of books. In respect of university teachers, 30 per cent lecturers, 17 per cent readers and 10 per cent professors spent no time on research, book writing—but 30 per cent, 36 per cent and 36 per cent of lecturers, readers and professors respectively spent more than 10 hours/week on research. 90 per cent of college teachers were guiding no research student or did not respond to the question. The same figure for university teachers was 45 per cent. We also found that 3 per cent lecturers, 15 per cent readers and 38 per cent professors had more than 5 research students working under them.

We would urge the members of the teaching profession to strive to improve the situation with regard to participation in research activity, and the Commission recommends that (a) the basic library and laboratory facilities should be systematically built up by providing adequate funds and guidance, (b) study leave facilities should be enhanced for teachers to improve their qualifications, (c) more summer schools, seminars and conferences on specialised subjects be held annually to provide incentive and opportunity to learn for the teachers, and (d) to increase support for research projects to be taken up by individual teachers. Our data reveal that 70 per cent college teachers and 53 per cent university teachers did not spend a single day on attending seminars or on other

academic activities outside their institutions, and 90 per cent of both categories of teachers attended no orientation course. The few thousand research projects currently supported by the UGC are still too few for the large number of teachers existing and who are qualified to undertake research.

7.07 Self Perception and Regulation

We have discussed the crucial role of the teacher in influencing young minds on the question of values, and we have analysed the values that have to be inculcated if society has to be held together and if it is to progress towards the goals we cherish. We are also aware that it is easy to make idealistic demands from the teachers on the basis of human and social relations which prevailed a thousand or more years ago. But in our view, it cannot be denied that the teacher has a special position because of his mission or his duty or professional responsibility. He cannot afford to get lost in the norms of social behaviour

which happen to prevail—because who then will show us direction or pull us out of the morass? As a man devoted to learning, to the pursuit of truth in his creative endeavours, and hence being in a position to see farther than many others—as a social critic, the teacher has to struggle for the propagation of the right values. Therefore, we believe that teachers should be the first to introspect, and scrutinise their own value system so as to raise it to the highest moral level, and they should not shirk from imposing severe restraints on themselves in order that their word may have effect and their conduct may set an example which others may follow.

Here, again, the data on values which prevail among teachers are of considerable interest and these are presented in Table 1 & 2 below, one for college teachers and other for university teachers. Since this is a perception about teachers by teachers, it is fairly disconcerting; nevertheless, it is remarkable that the responses are so similar.

TABLE 1
Values which Prevail among Teachers
(Percentage Distribution of Responses of University Teachers)

Values	AMOT +	ALNT ++	AOFT +++	Among none	NORSP	Total % age
(i) Personal integrity and devotion	16.04	31.34	45.29	0.89	6.02	99.58
(ii) Pursuit of academic excellence	9.84	29.34	53.36	0.79	6.11	99.35
(iii) Scientific temper	6.34	20.34	61.89	3.36	7.18	99.11
(iv) Commitment to students' welfare	10.82	29.34	49.11	3.26	6.76	99.30
(v) Community service	4.38	13.15	61.19	11.38	9.00	99.11
(vi) Patriotism, love for mankind, peace and international understanding	13.62	25.33	45.85	6.62	7.98	99.39
(vii) Commitment to social justice	11.43	25.33	47.20	6.33	9.19	99.49
(viii) Concern for nature and the eco-system	8.35	18.14	50.61	11.57	10.40	99.07

TABLE 2
Values which Prevail among Teachers
(Percentage Distribution of Responses of College Teachers)

Values	AMOT +	ALNT ++	AOFT +++	Among None	NORSP	Total % age
(i) Personal integrity and devotion	20.20	27.39	44.23	0.62	7.22	99.65
(ii) Pursuit of academic excellence	11.64	27.07	52.09	0.82	8.04	99.67
(iii) Scientific temper	6.50	16.32	61.64	4.44	10.01	98.91
(iv) Commitment to students' welfare	14.49	29.94	43.13	2.58	8.56	98.72
(v) Community service	8.04	15.76	56.28	8.80	10.26	99.14
(vi) Patriotism, love for mankind, peace and international understanding	18.74	25.01	40.77	5.35	9.34	99.25
(vii) Commitment to social justice	16.10	26.20	41.63	5.26	10.09	99.27
(viii) Concern for nature and the eco-system	10.04	18.62	46.40	11.01	12.77	98.83

+AMOT : Among most of the teachers

++ALNT: Among a large number of teachers

+++AOFT: Among only a few teachers

It is shocking that nearly half the teachers think that only a few of their co-professionals have personal integrity and devotion, or pursue for academic excellence or even have commitment to students' welfare or community service. Absence of scientific temper is even more conspicuous for both categories of teachers. Obviously, if teachers are to be the inevitable instrument for dissemination of value-oriented education, they will have to reform themselves by their own effort.

The questionnaire also explored what the teachers, students and the community consider to be unacceptable behaviour on the part of a teacher. Here, a number of questions were asked and people were asked to rank them in the order of repugnance. Partiality in assessment of students was considered to be the worst behaviour by 71.4 per cent of the community in universities, and instigating students against other colleagues was considered as the worst by the college community. Students from both colleges and universities considered outmoded teaching based on notes prepared long ago as the most undesirable behaviour of teachers.

Teachers own responses are indeed very healthy; 80 per cent or more teachers considered it against professional ethics to earn money by publishing "bazaar notes", teaching from notes prepared long ago, dictating notes instead of lecturing, favouritism in grading, skipping classes, instigating students and undertaking tuitions to earn money. In fact instigating students against other teachers had the highest position amongst undesirable activities both for college and university teachers, the second position going to dictating notes instead of teaching. Please see tables 3 and 4.

These healthy opinions could be the basis of spelling out what can be defined as unacceptable behaviour. It would be better if professional associations of teachers took the initiative in giving final shape to such a definition because they should be interested in protecting the honour of their members. But reluctance to do so would naturally lead to such behaviour being defined by the authorities and then we would have only ourselves to blame.

We would like to say unambiguously that no profession and no service can survive without its do's and don't's. Whereas the privileges of teachers ought to be protected and we are in this report making recommendations to ensure proper status and material benefits to teachers, the responsibilities must also be accepted. It would not do to point to politicians, or various other authorities,

TABLE NO. 3
Factors Considered against the Professional ethics of a teacher
(Percentage of respondents saying yes)

Factors	University Teachers	College Teachers
(i) Earning money by publishing bazaar notes	84.79	80.78
(ii) Writing in newspapers criticising educational policy of the country	22.25	22.44
(iii) Teaching on the basis of notes prepared long ago	88.86	85.17
(iv) Publicly protesting that existing Govt. be changed	46.13	46.69
(v) Dictating notes for instead of teaching	84.79	79.10
(vi) Giving higher or lower grade by way of favouritism	87.97	84.35
(vii) Taking part in elections to the assemblies & parliament	34.56	37.58
(viii) Skipping classes without leave	84.89	81.68
(ix) Participating in legal forms of protest by teachers Association	18.52	22.65
(x) Undertaking tuitions to earn money	79.38	74.94
(xi) Instigating students against another colleague or group of colleagues	87.92	83.27

TABLE 4
Factors Repugnant to Professional Ethics
(Percentage Distribution of Responses)

Rank* Order	Factors	**%Pre-ferring the Answer	Rank Order	Factors*	%Pre-ferring the Answer
University			College		
I	(iii)	88.86	I	(iii)	85.17
II	(vi)	87.97	II	(vi)	84.35
III	(xi)	87.92	III	(xi)	83.27
IV	(viii)	84.89	IV	(viii)	81.68
V	(i)	84.79	V	(i)	80.78
VI	(v)	84.79	VI	(v)	79.10
VII	(x)	79.38	VII	(x)	74.94

*On the basis of higher percentage of responses.

**Factors—(I)

Note

- (i) Earning money by publishing bazaar notes,
- (iii) Teaching on the basis of notes prepared long ago,
- (v) Dictating notes instead of teaching.

- (vi) Giving higher or lower grade by way of favouritism,
- (viii) Skipping classes without leave,
- (x) Undertaking tuitions to earn money,
- (xi) Instigating students against another colleague or group of colleagues.

various other authorities, saying that their don'ts are not defined or to give an example of other countries where teachers' responsibilities are alleged not to be defined. We are in favour of the recommendations made by the Central Universities Review Committee of the UGC in respect of code of conduct which basically states that :

- (i) failure to perform academic duties such as preparation|lectures, demonstrations, assessment, guidance, invigilation etc.;
- (ii) partiality in assessment of students ;
- (iii) inciting students against other students or teachers (This does not interfere with the right to express his differences on principles in seminars or other places where students are present);

- (iv) raising questions of caste, creed, religion, race, sex in his relationship with colleagues or students and trying to use the above to gain advantage ;.

- (v) refusal to carry out the decisions of the appropriate administrative and academic bodies and|or functionaries of the university (this will not inhibit his right to express his differences with their policies or decisions) would constitute improper conduct on the part of a teacher. To this must be added participation in disruption, interference, intimidation or use of force in the process of teaching, research and other activities; and violations of the canons of intellectual honesty such as intentional misappropriation of the writings, research and findings of others.

These elements are not novel. The Academic Rights and Responsibilities of the University of California, for example, clearly state them.

We would urge the teaching community to apply worthy criteria of performance to itself so that it earns the most honourable place in our society.

Main Recommendations

8.01 Support to National Policy on Education

On the basis of wide ranging discussions with members of the community, students and teachers, as also with educationists the Commission has had the opportunity of going into practically every aspect of education, the educational system, the working of the institutions, the facilities available, the condition of the teachers, and the perceptions of all connected with the system. The data collected by the study conducted by the Central Technical Unit in the National Institute of Educational Planning and Administration has been of tremendous help to us in establishing a quantitative basis for the formulation of our ideas and recommendations. We find ourselves in complete agreement with paragraph 3 of the National Policy on Education adopted as a resolution by the Parliament in 1968, and which we quote:

“The Government of India is convinced that a radical reconstruction of education on the broad lines recommended by the Education Commission is essential for economic and cultural development of the country, for national integration and for realising the ideal of a socialistic pattern of society. This will involve a transformation of the system to relate it more closely to the life of the people; a continuous effort to expand the educational opportunity; a sustained and intensive effort to raise the quality of education at all stages; an emphasis on the development of science and technology; and the cultivation of moral and social values. The educational system must produce young men and women of character and ability committed to national service and development. Only then will education be able to play its vital role in promoting national progress, creating a sense of common citizenship

and culture, and strengthening national integration. This is necessary if the country is to attain its rightful place in the comity of nations in conformity with its great cultural heritage and its unique potentialities.”

We believe that a programme of action in keeping with this Resolution needs to be worked out so that teachers are seen as a part of the visualized environment. We are, therefore, constrained to make some observations about the educational system in general. In the main body of the Report, and particularly in Chapter II, we have already indicated our general view regarding education which would be related to the life of the people and especially the productive activity of our society. Hence we will avoid arguing out points at length. We may also mention that our suggestions and recommendations are really an integrated whole because we have examined the system as such, therefore while these recommendations are made in a certain order it doesn't mean that the last one is the least important, and that a “transformation” would be possible if only a few convenient ideas are picked up for implementation.

8.02 Pursuit of Excellence and Relevance : Curricula

In our view education as a man making and society making activity cannot be slipshod. The quest for quality must be the focus of attention and whatever distracts from it must be remedied. The basic interaction of students and teachers is around the curriculum which, in the field of higher education, has received great attention and has been the subject of much research. In our conditions, it must be considered from the point of view of modernization, since obsolescence creeps in very fast and of relevance, since we often tend to accept whatever has been developed in other countries for their societies. Relevance is related to the needs of the

individuals, to eventual employment, as well as to the needs of society, for social, cultural and economic development. The curriculum must also take into account modern theories of learning, so as to optimize the outcomes (cognitive, creative, attitudinal and social and physical skills) for each individual. Evaluation is an integral part of it, because it has the potential of shifting the focus from the objectives of learning. The methods of "teaching", or the modes of inter-action between the teacher and the learner must also be appropriate so that the objectives of the curriculum are achieved. Modern technology has opened up new possibilities of learning by one's own effort at one's own pace, and these must be utilized to achieve the best results.

Unfortunately, the situation in our country in this respect is very unsatisfactory. Curricula are not evolved by consideration other than "how to cover a course" or how to put in more material in it. They are executed basically by lecturing, unsupported by active contact with small groups or individuals. The examinations are said to be, (by various committees and commissions) neither reliable nor valid. One can well imagine the poverty of learning—but the prevailing reality is much worse. What is intended, on paper, to be "taught" is not covered since there is not enough working time in a year, lecturing often reduces to teaching from out of date notes, and in some cases, mere dictation of these notes. In examinations, a student can leave out a good part of the course altogether since questions asked in the preceding year are not likely to be repeated, and there is bound to be a 50 per cent choice in answering the questions. We shall not mention other mal-practices, like "copying" which are reported to be on the increase.

8.03 Enforcement of Minimum Standards

This gives us the basis to recommend that (a) centres should be established for research and development in curricula, by grouping subjects facultywise, (b) the UGC and the central and state governments should enforce the minimum standards for the award of at least undergraduate degrees—seeing to it that institutions teach a minimum of 180 days, that teachers discharge their duties in regard to lectures, tutorials, seminars, laboratories etc., and (c) examination reform be undertaken to have continuous internal assessment (by the teacher who takes the class) introduced with proper checks and records, whose weightage in the final result should be rapidly increased, (d) teachers should receive systematic but short courses of training and refreshing of their knowledge every five years or so during

the course of their service. We are particularly in favour of the introduction of foundation courses in undergraduate programmes to acquaint and make our students aware of our tradition, culture, history, freedom struggle, constitution, developmental problems, the necessity of an enlightened set of values which would bring about modernity and unity irrespective of caste, creed, religion, language or region. We recommend that broad based courses and materials on these subjects may be evolved, and the UGC may cause this to be done, by selecting authors|editors and providing funds for the purpose. We recommend that application and job oriented courses should be introduced on a large scale and in greater variety with the UGC undertaking to implement its programme in this field with adequate resources, accompanied by provision of advice to institutions willing to do so, and monitoring and evaluation. The approach ought to be flexible since institutions may need to adopt different strategies for the purpose. We shall be coming back to this aspect in a later section.

8.04 Autonomy and Major Support to Selected Colleges

The institutional set up of higher education has a big role in determining its quality. In our country, 85 per cent of undergraduate and 55 per cent of post-graduate education is given in the affiliated colleges whose teachers control neither the curriculum nor the evaluation of students' performance. Research facilities in these institutions are nominal or non-existent. Thus there is no outlet or occasion for their creative initiative, and they are almost reduced to being puppets under the remote control of the universities. Nevertheless, the number of such colleges keeps growing at the rate of about a hundred every year. According to the UGC's yardstick of eligibility for financial support, nearly 40 per cent are "non-viable" but they continue to carry on teaching with inadequate resources, and highly deficient facilities. We are caught in the dilemma that limited funds do not allow us to improve their working across the board, and selective support is suspect and sometimes condemned as "elitism". The autonomy of the teacher and of the institution has been accepted and advocated as a matter of policy, yet it is prevented from being exercised. In our view it is crucial for implementation of the worthwhile educational programmes that the States, the universities concerned and the UGC should come together immediately to identify a few hundred colleges for consolidated high inputs with shared funding, accompanied by acceptance of reform in the nature

and design of courses, teaching methods, community work, examinations and management of academic activity in cooperation with developmental departments. There may be strong colleges included in the list, there should also be colleges in remote areas, tribal regions and fulfilling other purposes of widely spreading benefits of good education. These may be declared as autonomous colleges in the first phase and their progress should be monitored and evaluated so that in the second phase another few hundred colleges may be added to them. Since these would be colleges striving for excellence, it would be necessary to specially select students for admission to these colleges, or at least 50 to 60 percent students should be from amongst those who are talented as determined by a test. They would have to have hostel facilities to enable non-local students to take advantage of them. If 400 such colleges are selected, within a few years nearly 4 lakh students would be getting high quality education which would raise the average national standard and provide a working model of our young people interacting with the community and environment through creative work.

8.05 Distance Learning and Audio-visual Software in Libraries

We are aware that it is equally important to make higher education accessible more widely, particularly to those sections and regions who are only now arriving to enter this level of education. Many other needs based courses are required to be disseminated, which may not necessarily lead to a degree. **With modern technology and mass communication.** It is possible to reach larger numbers, and to transform correspondence education into high quality and purposive education. The same technology can enrich formal education by providing audio or video cassettes and software to the libraries of universities and selected colleges so that students may benefit from such material. We welcome the intention of the Government of India to set up a national open university and we hope that its activities will be so designed as to take advantage of the existing system of correspondence institutes to have an effective network reaching out to every corner of India. We also recommend that television programmes being broadcast through the satellite should be expanded and a separate channel for education may be provided in future. The UGC should give due encouragement to the setting up of audio and video software libraries in the colleges. Computer aided learning should also be encouraged and eventually software and micro computers should be made available in the higher educational institutions.

8.06 Linkages with Community and Development

In the last few decades, we have accepted in India the concept of education being brought closer to the people, their activities as well their dreams of the future. The National Policy on Education and many other subsequent documents speak of it. The Sixth Five Year Plan document repeatedly stresses the importance of linkages between education, employment and development. In our view it is not a day too soon to give organizational and institutional shape to these linkages. Work experience in the schools, vocational courses at the +2 level, job oriented or applicational courses at the undergraduate level undoubtedly require part time teachers from the community, from the village potter, the banker, the journalist, to the engineer or doctor; advice is needed in the development of need based courses, and sharing of facilities with existing workshops, hospitals and establishments of public or private sector industry should also be brought into the realm of possibility. Students, particularly of postgraduate and undergraduate classes could study various aspects of the environment, resources and local situation and could analyse the data to as to enrich their knowledge from first hand study and to make this material available for planning and developmental needs. Students are required to do extension work and participate in continuing education programmes for the local people, and both these activities would take them out of the four walls of the college and throw them into the field of personal experience. Then there is the area of research, of which the seed is laid by the studies mentioned above, but many problems of interest to local development such as optimum use of resources available, resolution of specific problem come across during agricultural or industrial production, or evolution of suitable technologies, for rural development in particular, can be tackled by exchange of experience and information between the scholars and researchers, and the local administration and development personnel.

In our view the setting up of district level "Education and Development Councils" would be very useful to give shape to the linkage and coordinate activities. District councils could then be summated and coordinated by a state level council. These councils are bound to provide the knowledge base for planning and development, they will prepare the ground and the personnel for the various tasks because of actual involvement in problem solving, and they are likely to generate and adjust employment as well as entrepreneurship, not only in the sense of setting up industry but also in the sense of optimising opportunity for self-employment. We also believe that the logistics

of operation are very important and a working group may be set up at the Centre to work them out. Financing of this activity should not be a burden on education, and it may come out of the resources we are going to discuss next.

8.07 Resources for Education

The range of activities discussed above, all essential if education is to be transformed into an active device for national growth and integration, cannot be undertaken by the present ramshackled system with its awesome deficiencies. In our view, if we accept the challenge of transformation, we must carefully design our targets, implementational phasing and strategy, and we must be prepared to pay the bill. The absence of this will to move forward, it is clear to us, would increase the gap between tasks and the systems' ability to deliver and cause a further crisis. It is wiser to attend to the problems of resources right away. The stark reality seems to be that in spite of our declarations, the allocation for education both as percentage of the Plan and as per capita expenditure at constant value of the rupee has been declining. If the Plan expenditure has come down from 7.5 per cent in the First Plan to 2.6 per cent in the Sixth Plan, ordinary arithmetic will show that a 20 or 30 per cent increase (over 2.6 per cent) during the Seventh Plan will not do.

The key, in our view, lies in the "linkages" we have accepted to forge. The education system can and must serve all developmental activity through manpower preparation and research and development, continuing education and extension. Hence, every expansion and diversification development activity visualized and allocated for in a Plan must visualize corresponding inputs for education. The simplest step would be to set apart, say 5 per cent every allocation, for a development sector in order to cater for its manpower, R&D, and operation of suitable links and interaction with research and education. A major part of this must go to the educational sector in order to strengthen and transform it in the desired direction. We strongly advocate a policy decision to treat education as an investment in development.

We have also to modify the processes by which funds flow into actual activities. It is common knowledge that even though States may be spending "25 per cent" of their budget on education, it is barely enough to pay the salaries of teachers, which are so low indeed. The States must adopt policies to support and consolidate existing institutions (without a tremendous amount of red tape) before having unplanned proliferation. The universities, in turn, will

have to modify their financial rules so that money received by them is not held up in their bank, but it goes to the basic units, (such as the departments) and investigator for whom it is meant. Devolution of financial authority is urgently needed so that people and the basic units can function with greater autonomy and expedition.

8.08 Management of Institutions

All the educational changes and reforms, with all the money at our disposal will prove ineffective, and may be counterproductive, if the system lacks coherence, if afflicted with lack of discipline, and suffers from poor work ethics or plain unwillingness to work conscientiously. The over view which we have been privileged to have and our concern with end results or performance of the system leads to say that a two-fold policy must be pursued: we must give the teacher a place of honour, good salary, prospects of a good career depending on performance, adequate personal and professional facilities, we must set up mechanisms to remove his specific grievances, but we must demand work and responsibility from him. The management have to be strengthened in order that the imbalance which has crept in between democracy and accountability is corrected. This requires modification in Acts and Statutes, and also administration without fear or favour, and accountability on the part of "managers" too. We are generally in favour of the various recommendations in this sphere made by the Review Committee of the Central Universities. We are happy to note that Vice-Chancellor's conferences have also expressed a similar view.

8.09 Living and Working Conditions

The above having been said, we are sure that both in order to attract talent to the teaching profession and to provide it an opportunity to give of its best to our students and scholars, we have to greatly improve the living and working conditions throughout the country. Therefore, we recommend that the salary scales, dearness allowance, promotional opportunities, working conditions as well as service conditions, particularly such as study leave and sabbatical leave must be uniform for the whole country, except for hardship allowances in difficult areas such as, Ladakh, Lahaul Spiti, northeastern region etc.

We recommend enhanced non-practising allowance to teachers in all medical institutions (where private practice is not allowed) so that differential in the earnings is reduced and there is greater satisfaction and mobility. Teachers who are required to do emergency duty or have to do night duties ought to be provided staff car facilities.

We recommend that in view of the late entry of teachers into service (at the age of about 25 for M.Phil. and 28 for Ph.D. entrants), they must be given a higher start when they join the post of Lecturers. In our view one increment for M.Phil. entrants and three for Ph.D. entrants should be adequate. A similar formula for professional faculties may also be adopted.

Since nearly 84 per cent of college teachers and 60 per cent of university teachers are provided no housing; since a good proportion has to share even bathrooms with other families despite spending a third or more of their income on such houses, we recommend that a major programme of faculty housing should be taken up during the Seventh Plan with two conditions, (i) the housing provision may not be according to "entitlement" it should be the minimum functional accommodation with bathrooms and kitchens, perhaps small flats, (ii) 20 per cent of the new housing must be reserved for new appointments of people who do not belong to the place or state where the institutions is situated: this will contribute to mobility and thereby also to national integration. We recommend that at least 25 per cent additional teachers may be provided housing facility of the above kind during the Seventh Plan and a similar percentage during the Plan after that. It is suggested that a fund of Rs. 250 crores may be created for giving loans to institutions at a nominal rate of interest, say 4 per cent or so. This provision will generate a saving on house rent allowances, which may be combined with house rent contribution of teachers to be ploughed back into the revolving fund.

Housing facilities are required not only during service but also on retirement, hence house building loans are required. We suggest that a revolving loan fund for each institutions should also be provided: at the same time 20 to 30 per cent of the money provided by financial institutions may be earmarked for teachers. Land should also be earmarked by State Governments for constructions of private houses by teachers, as has been generally done for other employees.

We also recommend there should be a loan facility for teachers to buy a conveyance. This is a necessity arising from the inadequacy of the public transport system.

It is obvious that the teacher has to study if he has to keep up with growing knowledge and if he has to prepare properly to lecture to his students.

We find that at present a large proportion of teachers can neither study at home due to paucity or congested housing, nor can he study or meet his students (outside the class) in the place of work. In fact, lack of working space in the institutions is cited as an important reason for teachers leaving the colleges soon after their classes. We recommend that lockers should be provided for all teachers to keep their records and student assignments; and cubicles should be constructed for at least 25 per cent undergraduate college teachers who can share them in each college or department. All postgraduate teachers should have a cubicle each. In our view 8 or 9 sq. metres would be sufficient for such a purpose. This required about 1.5 lakh cubicles and about 150 crores should be provided for the purpose, this requirement being the most urgent.

Absence of medical facilities which are available to most other categories of employees, is another distraction and burden on teachers which we have discussed in the relevant chapter. Our recommendation is that, wherever such free facilities are not available in colleges and universities, a medical allowance of Rs. 50 per month may be given to the teachers for spending on minor ailments. For major diseases like cancer or TB, heart ailment, accidents, etc. where hospitalization is required, the full cost must be met by the institutions and leave on full pay should also be given for such period.

We have already made recommendations in the relevant chapter on the necessity of providing retirement benefits like contributory provident fund, gratuity, pension and group insurance to teachers. Leave facilities, particularly study leave, sabbatical leave, maternity leave, and travel facilities such as, home travel concession and leave travel concession have also been recommended to be uniformly available to all teachers, on the lines of the central universities.

The present world depends for its very existence on communications. Yet though they are supposed to be the Class I grade, teachers at home and in the institutions have almost no access to telephones. We recommend that such facilities must be strengthened in the colleges and the universities. Every college should at least have a public call office, and at least all teachers who are Readers or above should have an extension of the city telephone available in their cubicles/rooms so that they can communicate with the outside world and vice versa. We also notice that teachers generally have no access to secretarial service or reprography. We recommend that in every college or a university department a

typist should be available, perhaps for every 10 or 15 teachers who may be working there, and there should be a typewriter and at least a duplicating machine as reprographic support. Within a few years, we are sure, xerox will also be available in the colleges|departments because it is no more a luxury and indeed helps to strengthen teaching.

Amongst the tools of the trade for the teachers are books. Today's teachers are often not broadly read, partly because books are too expensive to buy. A book in a teacher's own shelf is a great source of inspiration and strength to him. We recommend a book subsidy for teachers; if they buy upto Rs. 500 worth of books every year, they could be given 50 per cent of the cost as a subsidy.

There has been a demand from teachers for providing their children schooling facilities. We understand that the Central Government is going to set up central schools in every district. Since in our Interim Report we had recommended the setting up of such schools, in part, to help teachers' children to get educated, since mobility greatly depend on this factor, we again recommend that such schools should give high priority to the admission of teachers' children. We feel this will make the teachers take greater interest in maintaining high standards and in bringing about the school-community linkage.

We have recommended that District Education and Development councils should be set up. These councils are bound to have various committees, on which teachers should be represented, at least on a 50-50 basis, i.e. half the council members may be from amongst teachers, the other half being from industry, agriculture and other developmental institutions or departments and administrators. These councils would not only contribute to development and improvement of education, but they will also give teachers an opportunity to participate in wider socio-economic activities, and the benefit of their knowledge will be available for development|and planning. It is this position of vantage which can lend the much needed "status" to teachers, basically a feeling that society cares for their competence.

8.10 Work Environment

In Chapter V, we have had to combine a discussion of the existing situation with a number of suggestions and recommendations. We see no point in enumerating or briefly mentioning the recommendations here, because, in the process, much of force of argument will be lost. The strengthening of libraries with text books and reference material and also,

in selected cases, with audio instructional tapes and supporting material has been mentioned. The necessity of enlarging the UGC's faculty improvement programme for young teachers, particularly college teachers has been recommended. Great stress has been laid by us on improving research facilities by way of libraries and laboratories, and by creating linkages with District|Regional needs of development of production and establishment of social services; research on curriculum and new teaching methods has been emphasised. In this connection teacher orientation programmes, research seminars|schools|workshops|conferences, are very important; more of them should be instituted and travel of teachers to such programmes should be encouraged. In this connection teachers in far away places and hilly areas should be especially cared for since their geographical position becomes a handicap; we recommend special grants for teachers in such areas to enable them to spend 4 to 6 weeks of their vacation time in more central and developed institutions. We laid great stress on the freedom of the teacher in his research, teaching and extension, and this can come about through autonomous functioning of colleges, which therefore, must be especially encouraged by state governments, universities and the UGC in "development consortium". We have extensively discussed the participation of teachers in running and managing many activities, upon the basic premise that freedom entails responsibility. We have, in fact, advocated both academic and financial autonomy for selected colleges and university departments. We have advocated that governing bodies too should be accountable: they should govern, and they should not be free to be partial or parochial or inefficient or, so to say, to misgovern. We have explained how we see the role of Teachers' Associations, and the necessity of their taking serious interest in the professional performance of their members. The question of code of conduct or norms of behaviour, or what have been called unacceptable conduct has been discussed and we believe that teachers and their associations should readily agree to a clear definition of the role and responsibility of teachers. A mechanism for prompt redressal of grievances has also been suggested. We firmly believe that all these steps will greatly contribute to improvement in the atmosphere of work in our institutions.

8.11 Professional Excellence

We are of the view that it is extremely important to make a rigorous merit-based selection for the entry level into the teaching profession, and we are happy to observe that this corresponds with the

opinion of a vast majority of teachers. It has also been widely advocated that the fragmentation of the educational system on the basis of language, region, caste and religion should be counter-balanced by some selections on the basis of a widely cast net. Hence we have recommended an All India Test and only those who have obtained grade B+ in such a test on a seven point scale, should be eligible for consideration. The other qualifications prescribed by the UGC should continue and the UGC may incorporate the requirement of B+ in the All India Test as minimum qualification prescribed for recruitment. There would be an advertisement and screening in the manner we have described in Chapter VI and the normal selection committees would make the selection. We have recommended, that there should be three external experts, two of whom should form part of the quorum of the selection committee. Other details are given in Chapter VI. Furthermore, we have recommended that at least 25 per cent of appointments should be outside the concerned state. Such a step, in our view, will help in bringing people of different cultures, languages, to work together. We are against prolonged ad hoc and temporary appointments, because they cause both personal and institutional harm and hence they should be kept at the minimum level in numbers and duration, as recommended in detail.

We are aware that the use of the Test will take a couple of years to come about and hence the rule above should be gradually introduced. Since a pre-Ph.D. test is already in vogue, within a few years, M. Phil. and Ph.D.s with the Test record will be available.

We are also of the firm view that all appointments at higher levels, such as those of Readers and Professors, should be by open selection on a genuinely all India basis:—we have indicated that, in case of regional languages, time should be given to teachers to acquire competence. In fact, for the highest grade of professor, we have advocated a national selection.

At the same time, we have recommended that each of the categories, Lecturers, Readers and Professors (or Assistant Professors, Associate Professors, and Professors—which nomenclature we prefer) should have a number of clear grades and a person of average performance (not non-performance) should be brought before a proper selection committee so that, if found fit, the person may enter the next grade. We have called this the average path. Our insistence is that every

such selection must be based on assessment of “professional development”—which should be well-defined in terms of the variety of activities which teachers are expected to have—teacher-student interaction—research and creative activity of a variety of kinds—community|extension activity—committee involvement, attending|organizing professional conferences|workshops and participating in institutional work etc. (a sample proforma is attached). Quite obviously, this requires keeping of careful annual records, self assessment, student and peer assessment and observations of the head of the college|department. This mechanism, if well implemented would make a teacher have several promotions in his service, reaching 75 per cent of the highest salary that anyone can get.

We have also considered those who do very well indeed. Our recommendation is that they can be selected, by the process we have described, two years before they reach the maximum of their grade, to enter grade of the same denomination or title. The process is, in a sense, more strict because there is a tendency in the system to push the ordinary in the place of the extraordinary and to care more about seniority than about merit. We also recommend that the various grades of Lecturer|Assistant Professor should also be available to colleges, and in the case of post-graduate colleges, the grades of Reader should be available in each subject—but there would be an open all-India selection for these posts. In some cases, after due scrutiny, posts of professor may also be made available to postgraduate colleges.

We have advocated mobility of teachers through reservation on new housing, and by recommending that teachers should be able to carry their service benefits from one university|college to another. There is such a provision for teachers in central universities and, in fact, between them and centrally funded autonomous institutions and government. We recommend the States to accept the same liberal view to enable teachers to move to places where they can perform the best.

We have also advocated interrupted careers for women teachers, so that they can come back to full time or part time work, when their family conditions allow. An interruption of upto five years may be tolerated and part time appointments given during that time. The system as it is, in our view, handicaps women from contributing satisfactorily to the profession. In the same spirit, we recommend the setting up of creches for babies|children either by institu-

tions conjointly or by themselves where this is possible.

Once again we would state that we have the dual task of persuading people and their government to provide teachers many necessary and strongly deserved benefits, while their image is not very bright,

and at the same persuading teachers to make greater effort in shouldering many challenging responsibilities, while they have their grouses and a measure of frustration. But only by this, we believe, can we transform education into an instrument of social change and greater personal fulfilment.

APPENDICES

PROFORMA OF APPLICATION FORM

1. Application for the post of :
 - (a) Name in full (In capital letters)
 - (b) Present Address
 - (c) Father's Name
 - (d) Whether belonging to SC/ST
2. Place and Date of birth:
3. Give particulars of all examinations passed and degrees obtained at the University or other places of higher or technical education or instruction commencing with Matriculation or equivalent examinations. Attach true copies (originals to be produced when called for):

University/Board	Examination Passed	Year	Class or Division with percentage of marks and position/rank, if any.	Subjects offered
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4. State membership of Professional Societies, Special distinctions, if any:

5. (a) Details of Research Work and Publications:

- (b) Teaching Experience :

6. Details of employment including present employment.

Office/Institution where employed	Date of joining	Date of leaving	Post held with scale of pay	Basic pay* and allowances
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*State present basic pay and allowances separately.

7. Any other basic pay and allowances separately.

8. Names and address of two references:

1. Name :
Status:
Address:

2. Name:
Status:
Address:

I hereby declare that all the statements made in this application form and enclosures are true to the best of my knowledge and belief.

Place:

Date:

Signature of Applicant

SELF ASSESSMENT OF COLLEGE TEACHERS

There is a widely held feeling particularly among college teachers that the research function performed by teachers is given disproportionately high weightage in the context of vertical mobility and that other functions—particularly that of teaching—are under valued. There is some basis for this grievance. Remedial action is called for in this regard so that career development may reflect and get linked with all sided achievement of teachers. The following steps would have to be taken to achieve this objective :

- (i) **Advance planning of work for the semester|year :** Every teacher may be requested to prepare a semester-wise|annual plan of his academic work and submit it to the Head of the department|institution before the semester|year commences. It should include an LTP` plan in terms of *each* working day, and may be circulated among the students as well.
- (ii) **Maintenance of record of all-sided contribution of teachers :** This can be done most effectively by the teacher himself.

It is suggested that every teacher should maintain a register in which he records his activities for each working day. This is particularly important for the teaching function.

- (iii) **Monitoring :** It is the responsibility and duty of the head of the department|college to monitor progress of work in terms of the time frame provided by the semester|annual plan. Special attention needs to be given to the engagement of classes. Procedures relating to the maintenance of attendance registers need to be strictly observed. It is suggested that registers may be submitted to the Principal's office, preferably at the end of every day, but certainly on every Saturday, and information contained therein may be made use of to remove lacunae and inadequacies during the next week itself.
- (iv) **Assessment :** The contribution of every teacher in terms of all the functions should be assessed at the end of each year. The process should commence with self assessment by the teacher in terms of the proforma that follows.

SELF ASSESSMENT FORM FOR COLLEGE TEACHERS

Period of Assessment Year/Semester from _____ to _____

A. Identification

Name:

Date of Birth:

Designation:

Pay Scale:

Present Pay:

Date of Appointment:

(i) in the teaching profession

(ii) in the institution

(iii) in the present post

B. Teaching

(a) Courses taught

Title of Course

*Periods Per Week

L T P Total

(i)

(ii)

(iii)

*Period _____ minutes

(b) Did you supply the yearly/semester-wise LTP plan to the students for the above courses?

(c) Did you supply synopses of your lectures and reading list to students?

(d) Total periods scheduled (on the basis of 180 teaching days in the year) _____

Total periods actually engaged _____

Reasons for the difference

(i) classes suspended for extra-curricular activities

(ii) classes suspended for other reasons like mourning, union elections, victory in matches

(iii) classes not held due to leave of the teacher

(iv) classes not held due to

—Student strikes

—Teachers strikes

—Karamchari strikes

—Civil commotion and disturbances

(v) classes not held due to

—Admission processes

—Preparation leave

—Examination—annual and supplementary

(e) Steps taken to fill the gap e.g. engaging extra classes

(f) Examination results of the courses taught by you

(g) Preparation of reading material for students

(h) Preparation of text books, lab manuals etc.

(i) Innovations in curriculum

(j) Innovations in teaching methods

(k) Innovations in evaluation methods

C. Research

- (a) Please give a short description of your work related to
- (i) research for a degree
 - (ii) research for a project/projects
 - (iii) action research with or without student participation
 - (iv) consultancy
 - (v) supervision of student research/project work
- (b) Monographs, books and papers published
- (c) Participation in and organisation of seminars, symposia, workshops and training programmes
- (d) Research support received

D. Extension work and National/Social Service

- (a) Please give a short account of your contribution to :
- (i) service of the community in the solution of their problems
 - (ii) Popularisation of the values of national integration, secularism, democracy, socialism, humanism, peace and the scientific temper
 - popular lectures
 - popular writings
 - other ways
 - (iii) adult education, flood relief and similar other activities
- (b) Positions held in organisations linked with extension work and national service

E. Administration

Please give a short account of your contribution to

- (a) administration of the college
- (b) organisation of co-and extra-curricular activities
- (c) residential life of students
- (d) maintenance of student discipline
- (e) decision-making and advisory bodies of your and other academic institutions
- (f) professional organisation of teachers
- (g) developmental administration at various levels

F. Assessment

- (a) Please state the honours conferred on you by
- your students
 - your peers
 - government
 - others
- (b) Did you get the curricular programme evaluated by students. If so please give its findings.

G. General

- (a) What in your judgement was most important contribution
- (b) What were the major difficulties that you faced
- (c) What are your suggestions for the future

H. Remarks of the Head of the Department/Principal

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