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UNIVERSITY GRANTS COMMISSION
BAHADURSHAH ZAFAR MAPG
NEW DELHI-110 002

D.O. No.F.8-1/9^(CPP-II)

January 13, 2000

JAN 2000

Dear Sir/Madam,

Please find enclosed herewith a copy of the report *prepared* by a Committee constituted by the University Grants Commission regarding framing of guidelines to curb the manace of ragging in the Universities/ educational institutes for strict compliance. The action taken in this regard may intimated to the Commission.

Yours sincerely,

R.P. Gangurde

(R.P. GANGURDE)

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All via Chancellor
A i¹ the Universities



**REPORT OF THE COMMITTEE '
TO CURB THE MENACE OF RAGGING
IN UNIVERSITIES/EDUCATIONAL
INSTITUTIONS.**



UNIVERSITY GRANTS COMMISSION
NEW DELHI
1999

| ✦ CONTENTS ✦ | | Page Nos. |
|--------------|---|-----------|
| 1. | Constitution of the Committee | I |
| 2. | Introduction | 2 |
| 3. | Forms of ragging | 3 |
| 4. | Causes for ragging | 3 |
| 5. | Vulnerable locations for ragging | 4 |
| 6. | Causes for the increase in incidence of ragging and ineffectiveness of measures against it. | 4 |
| 7. | Existing Governmental/ institutional efforts in curbing ragging | 4 |
| 8. | Recommendations | 5 |
| | 8.1 Prohibition | |
| | 8.2 Prevention | |
| | 8.3 Punishment | |



REPORT OF THE COMMITTEE CONSTITUTED BY THE UNIVERSITY GRANTS COMMISSION TO FRAME GUIDELINES TO CURB THE MENACE OF RAGGING IN UNIVERSITIES/EDUCATIONAL INSTITUTIONS.

1. Constitution of the Committee

The University Grants Commission was made one of the respondents in a Public Interest Litigation case filed in the Supreme Court of India by the Vishwa Jagriti Mission highlighting the adverse impact of ragging of freshers in educational institutions all over the country. During the hearing of the case held on 16th July 1999, the learned Judges had indicated that it would be appropriate if the UGC takes a more pro-active view in the matter and frame guidelines with regard to combating the menace of ragging in the universities and other educational institutions. Accordingly, the UGC constituted the following Committee to frame the guidelines in the matter:

- I. Prof K P.S.Unny, - Chairman
(Former Registrar, JNU),
Dean, School of Language,
Literature & Culture Studies,
Jawahar! Nehru University,
New Delhi- 110067.
2. Dr. J.L.Gupta, - Member
Principal,
Sri Ram College of Commerce,
Delhi University, Delhi.
3. Prof. R.P.Hooda* - Member
Deptt. of Business Studies,
Kurukshetra University,
Kurukshetra- 1361 19.
4. Dr. R.P. Gangurde, - Member Secretary
Additional secretary,
University Grants Commission,
New Delhi- 110002.

Dr. (Mrs.) Pankaj Mittal, Deputy Secretary, UGC assisted the Committee in its deliberations. The Committee met on 13th September, 1 Ith October and 29th October, 1999

* Attended the meeting on 13th September, 1999 only.

2. Introduction

The word 'ragging' means the acts of teasing, taunting, playing a practical joke upon someone or holding comic parades and other activities during certain period of a college term to raise money for charity

Ragging has therefore, both positive and negative manifestations,

Ragging could be considered positive if it is done within decent limits and if:

- It aims at raising funds for charity;

- 2 it helps ease the pen(~up tensions of modern students without harming anyone,

- it helps freshers to shake themselves out of inhibitions and inferiority complex and to smoothen their angularities;

- it helps dispelling the tendency among newcomers to remain isolated-

- it is fun which is enjoyable by all, including the freshers,

But over the years the word 'ragging' ceased to denote the healthy practice it used to be and has acquired more negative connotations and notoriety. Nowadays 'ragging' may include ;

- Display of noisy, disorderly conduct, teasing, excitement by rough or rude treatment or handling, indulging in rowdy, indisciplined activities which cause or likely to cause annoyance, undue hardship, physical or psychological harm or raise apprehension or fear in a fresher, or asking the students to do any act or perform something which such a student will not do in the ordinary course and which causes him/her shame or embarrassment or danger to his/her life.

The Karnataka Education Act, 1983 (Karnataka Act No. 1 of 1995) Section 2(29) defines ragging as:

"causing, inducing, compelling or forcing a student, whether by way of a practical joke or otherwise, to do any act which detracts from human dignity or violates his person or exposes him to ridicule or forbear from doing any lawful act, by intimidating, wrongfully restraining, wrongfully confining, or injuring him or by using criminal force to him or by holding out to him any threat of such intimidation, wrongful restraint, wrongful confinement, injury or the use of criminal force."

It is generally observed that such perverse forms of ragging is more prevalent in professional colleges and institutes mainly because of large number of students staying in hostels.

3- Forms of ragging

Ragging is found to take the following forms (the list is only indicative and not exhaustive)

Crisp orders

- to address seniors as 'Sir',
- to perform mass drills,
- to copy class notes for the seniors;
- to serve various errands,
- to do menial jobs for the seniors;
- to ask/answer vulgar questions,
- to look at pornographic pictures to 'shock the freshers out of their innocence';
- to force to drink alcohol, scalding tea, etc.,
- to force to do acts with sexual overtones, including homosexual acts;
- to force to do acts which can lead to physical injury/mental torture or death,
- to strip, kiss, etc.;
- to do other obscenities.

It can be seen from the above that most of them, except the first few, constitute perverse forms of ragging.

4. Causes for ragging

The main causes for indulging in ragging are:

- Eagerness of seniors to show off their power, authority, superiority;
- An attitude of backlash: a "do-unto-others what others did to you" (similar to mother-in-law Vs daughter-in-law syndrome);
- Importance the seniors get in the initial stages of admission by helping and guiding the freshers for various things in the absence of or ineffectiveness of institutional mechanism to help the freshers at that point, resulting in the freshers getting indebted to seniors and thereby feeling compelled to do their biddings.

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5. Vulnerable locations for ragging

Ordinarily, places which are most vulnerable for ragging are:

- Hostel blocks and messes,,
- Vacant class rooms.
- Canteen,
- Stadium or playground,
- Student activity centres,
- []
-1 ' Bus stands.

6. Causes for the increase in the incidence of ragging and ineffectiveness of measures against it.

Among the main causes, one can cite the **following**: -

- The powers and moral authority of the Wardens and other functionaries have eroded over the years, as many of them may not be committed to their work, but take up such responsibilities for the sake of perks attached to those offices;
- Lack of interest and involvement in such matters among majority of faculty members;
- , . Fear that the Head of the Departments and others may be pressurised later on for withdrawal of complaints or for revocation of the orders of punishment;
- Fear that they and/or their family members may be harassed and victimised,

It must be admitted that most of these causes are the direct result of politicisation of educational institutions and the resultant erosion of standards of behaviour. If there is no political interference, the concerned authorities will be able to take effective measures to curb ragging.

7. Existing Governmental/institutional efforts in curbing ragging

The Committee came across a reference to a formal Government of India Notification banning ragging in the aftermath of the death of two freshers in a Regional Engineering College in the late 1970's. The Committee also studied the following documents on the subject to enable it to formulate certain guidelines:

- Ordinance regarding prevention of ragging in Colleges and Hostels, University of Mysore, 1982,
- The Karnataka Education Act, 1983 (Karnataka Act No.1 of 1995), Section 116 Penalty for Ragging;
- Order passed by the Hon'ble High Court of Himachal Pradesh in CWP No.153/84 dated 30-V1984;
- Report of the Committee constituted by the Director, IIT, Delhi, to examine and make recommendations on issues related to 'Ragging', 1993;
- The Tamil Nadu Prohibition of Ragging Act, 1997;
- The Kerala Prohibition of Ragging Ordinance, 1997 (Ordinance No. 16 of 1997),
- Ordinance XV-C. Prohibition of and Punishment for Ragging. University of Delhi;
- Booklet entitled "Ragging; Problems and Solutions", Pon Naavarasu Publications, 1998. "S"

8. Recommendations

On the basis of detailed deliberations, the UGC Committee suggests a three-pronged system to curb the menace of ragging in educational institutions, namely;

PROHIBITION - PREVENTION - PUNISHMENT SYSTEM (PPS SYSTEM);

that is, prohibition by Law, prevention by following a set of guidelines and punishment in case ragging takes place in spite of prohibition and prevention. The Committee is of the view that punishment for the offenders should be balanced by some incentives for non-offenders and those who help check the menace of ragging. The details of the PPP System is given below.

8.1, Prohibition

1. The Central Government and the State Governments may be requested to enact a law (where-ever no such law exists) prohibiting ragging in the educational institutions, which, inter-alia, should also contain provisions;

to treat ragging as a cognisable offence. Since ragging in its perverse forms have the effect of dehumanisation of the individual affecting his/her self-esteem, ragging should be treated more or less at par with rape and other atrocities against women, ill-treating persons belonging to reserved categories, etc. Fresh students, like other weaker sections of the society, need and deserve protection,

to identify the perverse forms of ragging under the law (some of them are already mentioned under para 3 above),

to prescribe suitable punishments keeping in mind the gravity of the offence committed, providing for a maximum punishment of rigorous imprisonment upto-three years, or a fine upto Rs.25000/-, or both. The educational institutions may prescribe other punishments such as suspension from classes, from the hostel, rusiication, etc. (A list of possible punishments is given below in para 8,3);

to ensure that the Films Censor Boards and other agencies do not allow films to be screened with scenes which make heroes out of youngsters who indulge in ragging.

- 2 Till such time as the Governments ban ragging by law as above, the universities and other educational institutions which have so far no Ordinance or Rule for banning ragging may make such Ordinnance detailing the guidelines, rules, punishments, etc, They may amend their Statues and/or Ordinances accordingly.

S.2 Prevention

The Committee recommends the following guidelines to prevent ragging in the educational institutions:

1. Anti-ragging movement should be initiated by the institution right from the time of advertisement for admissions. The advertisement must clearly mention that ragging is banned in the institution, and anyone indulging in cagging is liable to be punished appropriately, including expulsion from the institution and/or imprisonment up to 3 years, and/or fine up to Rs.25,000/-.
2. The brochure of admission/instruction booklet for candidates must print in block letters the Prohibition of Ragging Act/Ordinance in full along with other details of punishments for ragging. It also must mention in clear terms that the institution considers ragging a cognisable offence and really means business and will not hesitate to take stern action against the offenders.
3. The application form for admission/enrolment should itself have a printed undenaking to be filled up and signed by the candidate to the effect that he/she is aware of the law regarding ragging as well as the punishments, and that he/she, if found guilty of ragging, is liable to be punished appropriately.
4. The application form must also contain a written undertaking to be signed by the parent/guardian of the applicant stating that he/she is. also aware of the law in this regard and agrees to abide by the punishment meted out to his/her ward in case the latter is found guilty of ragging.
5. Undertakings of similar nature as in 3 and 4 above should be made mandatory in the application forms for admission to the hostels as well.

- 6) A primed leaflet detailing when and to whom one has to turn for information, help and guidance for various purposes, addresses and telephone numbers of such persons, etc. should be given to each fresher at the time of admission, so that the freshers need not look up to the seniors for help in such matters and get indebted to them and **start** doing things, right or wrong, at their behest. This will reduce their dependence on their seniors and the latter will lose the moral authority to command.
7. The leaflet mentioned above can also tell the freshers about their rights as bona fide students of the institution, that they should desist from doing anything against their will even if ordered by the seniors, that they have nothing to fear as the institution cares for them and will not tolerate any atrocities against them.
- S. A letter from the Controller of Exams./Principal/Dean of Students must be sent at the end of the academic year to the parents/guardians of the students who are getting promoted to the 2nd/3rd year informing them about the law regarding ragging and the punishments, and appealing to them to impress upon their wards to desist from indulging in ragging when the new academic session starts.
9. A similar appeal from the Dean of Students/Principal should be sent to all 2nd and 3rd year students (to be handed over to them when they come to pay the fees) at the commencement of the academic session. ;
10. Undertakings as in 3 and 'A' above should be mandatory also at the commencement of academic session each year, that is, such undertakings should
- be given even by the students of 2nd and 3rd years as well as their parents/guardians. If there is no provision for filling application forms for registration at that stage (unlike for the first year admissions), the receipt for the fees paid for 2nd/3rd year should be issued only after receiving such undertakings.
11. At the commencement of the academic session the Head of the Institution (Vice-Chancellor/Director/Principal, etc.) may address a meeting of various agencies like Wardens, representatives of students, parents/guardians, faculty, police and other law and order machinery with an appeal to help eradicate the menace of ragging in the institution completely.
12. At the commencement of the academic session, the institution should constitute a Vigilance Committee consisting of senior faculty members, some hostel authorities like Wardens and a few responsible senior students to have an in-built mechanism for checking the incidence of ragging. The Committee should monitor the events involving ragging, enquire into them and make recommendations in this regard to the institution authorities. The Committee can draw up its modalities of functioning, frequency of visits/meetings, etc.

13. The community at large and the students in particular must be made aware of the dehumanising effect of ragging inherent in its perverse forms. For this, big posters (preferably multicoloured, in different colours for the provisions of Law, punishments, etc.) should be prominently displayed on all Notice Boards of all departments, buildings/hostels as well as at all vulnerable places. A few of them may be of permanent nature (like the anti-drug use posters in some campuses, bus-stops, etc.) These posters can also be used to send the message across that ragging is a cognisable offence and the institution means business and shall not fail to take strict action against the offenders. The posters may also (optionally) include the names of those punished for ragging during the previous year and the nature of punishments.
14. The media may be requested to give adequate publicity to the negative aspects of ragging mainly during the months of July and August every year so that public awareness and aversion can be built up against ragging.
15. All vulnerable locations have to be identified (for a list of a few of them, please see para 5 above), properly illuminated and manned, posters as mentioned in para 13 above put up prominently. The members of the Vigilance Committee should visit such locations frequently during the first two-three months of the academic session.
16. Security may be tightened in the premises of the institution, especially at the vulnerable places. If necessary, intense policing should be resorted to at these points at odd hours during the first two-three months of the academic session.
17. The powers of Wardens and other authorities should be suitably enhanced. Some of them may be vested with a kind of magisterial powers, so that they can take immediate action in certain situations.
18. The security personnel posted in hostels must be under the direct control of the Wardens and assessed by them.
19. A Disciplinary Committee may be set up at the institution level to consider the recommendations of the Vigilance Committee and spell out the punishments. If considered necessary, this Committee can further investigate the events, recommendations for which were brought before it.
20. The Head of the institution (Vice-Chancellor/Director/Principal, etc.) should take immediate action on receipt of the recommendation of the Disciplinary Committee. He can also take action suo motto if the circumstances so demand.
21. Freshers should be encouraged to report incidents of ragging. Those who do not do so even when being witnesses or victims, should also be punished suitably.

22. When the persons committing or abetting the crime of ragging are not identified, collective punishment could be resorted to as a possible deterrent measure, as it would ensure community pressure on the potential raggers not to indulge in ragging
23. For speedy disposal of cases involving ragging, the institution should continue with the disciplinary proceedings, even if a FIR has been filed and a case is pending before a court of law.
24. The Migration Certificate issued by an institution should have an entry, apart from those of general conduct and behaviour, whether the student had participated in and/or punished for the offence of ragging, or not.
25. If an institution fails to curb ragging, the UGC funding agency should stop financial assistance to such an institution till such time as it achieves the same.
26. A university may disaffiliate a college or institution for failing to curb ragging.

Apart from the above, the institutions may think up and formulate certain positive actions and a system of incentives broadly on the following lines:

Positive actions

27. Appropriate committees may be set up including the course-in-charge, student advisor, Warden and some senior students to actively monitor, promote and regulate healthy interaction between freshers and senior students..
28. The student-faculty interaction may be increased to involve the students in all matters of the institution, except in actual processes of evaluation and in faculty appointments. Such involvement will make the students feel that they are responsible partners in managing the affairs of the institution, and the credit due to the institution for good work performance is due to them as well.
29. Freshers' welcome parties may be organised soon after admissions by senior students and the faculty together, where they can be properly introduced to one another. Such parties can bring out the talents in the freshers without the elements of indecency normally occurring during ragging. Mass participation has its own built-in checks, as an over zealous person could often be prevailed upon by sober elements. In the presence of the faculty, even the miniscule of misguided students, who are otherwise compulsive raggers, will be forced to behave properly and not cross the limits of decency. Exhibiting their talents in the open will help the freshers to shed their inferiority complex, remove their inhibitions and bring out the best in them.

Incentives

Incentives and rewards for those who actively participate in measures for curbing the menace of ragging may include the following :

- 30 The institution should give due weightage to the contribution made by Wardens and other functionaries to the institution's administration when assessing them for higher posts. The perks for the Warden's and all such functionaries should be suitably enhanced to attract committed persons for these posts. The perks may include providing accommodation in the campus, telephone rental charges and suitable honorarium. Raised to the status that is their due and with increased powers and perks their ability and commitment to the cause of curbing ragging can be expected to be enhanced.
- 31 The Institution may work out allocating some marks or grade for those students who actively helped the institutions in curbing ragging. This may be added to the total at the end of the programme, which might change the final division to be recorded in the certificate.
- 32 "Good conduct" and, "Not found indulging in any form of ragging" during the semester must also be one of the elements to be graded for sessional evaluation during the third and fifth semesters (i.e. during the first half of second and third years)

8.3. Punishments

The following could be the possible punishments for those who are found guilty of participation in or abetment of ragging. The quantum of punishment shall, naturally, depend upon the nature and gravity of the offence as established by the Disciplinary Committee or the court of law.

- 1 Cancellation of admission.
- 2 Suspension from attending classes.
- 3 Withholding/withdrawing scholarship/fellowship and other benefits.
- 4 Debarring from appearing in any test/examination or other evaluation process.
- 5 Withholding results
- 6 Debarring from representing the institution in any national or international meet, tournament, youth festival, etc.

y.^pcns'iOii'expulsion from ihc hostel

> - r\,jsuc?.tion from the institution for periods varying ;rom 1 to -1 semesters

Expulsion from the institution and consequent debarring from admission to any other institution.

10 Fine up to Rs 25,000/-.

11. Rigorous imprisonment up to three years.

While the first 10 types of punishment can be awarded by the appropriate authority of the institution itself, the last punishment can be awarded only by a court of law.

XXXXX

K. P. Sankaran
9/11/99
(K. P. Sankaran)