



# PARLIAMENT OF INDIA RAJYA SABHA

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**DEPARTMENT-RELATED PARLIAMENTARY STANDING  
COMMITTEE ON HUMAN RESOURCE DEVELOPMENT**

**TWO HUNDRED TWENTY SECOND REPORT**

**ON**

**DEMANDS FOR GRANTS 2010-2011 (DEMAND NO. 58) OF  
THE DEPARTMENT OF HIGHER EDUCATION  
(MINISTRY OF HUMAN RESOURCE DEVELOPMENT)**

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**(PRESENTED TO THE RAJYA SABHA ON 29<sup>TH</sup> APRIL, 2010)  
(LAID ON THE TABLE OF LOK SABHA ON 29<sup>TH</sup> APRIL, 2010)**

**RAJYA SABHA SECRETARIAT  
NEW DELHI  
APRIL, 2010/VAISAKHA, 1932 (SAKA)**

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**COMPOSITION OF THE COMMITTEE ON HRD  
(2010-11)**

1. Shri Oscar Fernandes — *Chairman*

**RAJYA SABHA**

2. Dr. E.M. Sudarsana Natchiappan  
3. Shrimati Mohsina Kidwai  
4. Shri Vijaykumar Rupani  
5. Shri M. Rama Jois  
6. Shri Penumalli Madhu  
7. Shri Brij Bhushan Tiwari  
8. Shri T.T.V. Dhinakaran  
9. Shri N.K. Singh  
10. Dr. Janardhan Waghmare

**LOK SABHA**

11. Shri Suresh Angadi  
12. Shri Kirti Azad  
13. Shri P.K. Biju  
14. Shri Jitendrasingh Bundela  
15. Shrimati J. Helen Davidson  
16. Shri P.C. Gaddigoudar  
17. Shri Rahul Gandhi  
18. Shri Deepender Singh Hooda  
19. Shri Prataprao Ganpatrao Jadhav  
20. Shri Suresh Kalmadi  
21. Shri P. Kumar  
22. Shri Prasanta Kumar Majumdar  
23. Capt. Jai Narain Prasad Nishad  
24. Shri Sis Ram Ola  
25. Dr. Vinay Kumar Pandey  
26. Shri Tapas Paul  
27. Shri Brijbhushan Sharan Singh  
28. Shri Ashok Tanwar  
29. Shri Joseph Toppo  
30. Shri P. Viswanathan  
31. Shri Madhu Goud Yaskhi

## **SECRETARIAT**

Shri N.C. Joshi, Secretary  
Smt. Vandana Garg, Additional Secretary  
Shri J. Sundriyal, Director  
Shri Arun Sharma, Joint Director  
Shri Sanjay Singh, Assistant Director  
Smt. Himanshi Arya, Committee Officer  
Smt. Harshita Shankar, Committee Officer

## **PREFACE**

I, the Chairman of the Department-related Parliamentary Standing Committee on Human Resource Development, having been authorised by the Committee to present the Report on its behalf, do hereby present this Two Hundred Twenty Second Report of the Committee on the Demands for Grants (Demand No.58) of the Department of Higher Education, Ministry of Human Resource Development for the year 2010-2011.

2. The Committee considered the various documents and relevant papers received from the Department of Higher Education, Ministry of Human Resource Development and also heard the Secretary and other Officials of that Department on the said Demands for Grants in its meeting held on 25<sup>th</sup> March, 2010.

3. The Committee considered the Draft Report and adopted the same in its meeting held on 28<sup>th</sup> April, 2010.

## **I                    INTRODUCTION**

1.1                The Department of Higher Education is entrusted with the task of policy formulation, programme implementation, co-ordination with other sectors, data management, training and capacity building, development of disadvantaged sections, women, minorities etc in the backdrop of Government's vision to expand opportunities in higher education and improve the quality of education. In short, the Department is responsible for major policies relating to higher education and research in the country. The Department discharges substantial part of its functions through autonomous organizations such as IITs, IIMs, NITs, Central Universities etc.

1.2                As the Department aims to provide access to relevant and good quality higher education in an equitable manner, it has taken various initiatives like setting up of new IITs, IIMs, NITs, IIITs, Central Universities, model degree colleges and polytechnics. In order to improve the quality of higher education, the Department has initiated major reforms viz setting up of a National Council for Higher Education and Research (NCHER) as an overarching body to regulate higher education and research in India; establishment of Innovation Universities, to be world class centres of learning, Very Personal Network and broadband connectivity to various colleges across the country under the National Mission on Education through ICT, amendment of various existing Acts etc. Emphasis has been laid on educationally backward areas like J&K, NER States with a view to achieve the goal of inclusive education. The Department has established women hostels, women polytechnics, Equal Opportunities Cells (EOCs) to promote women education. The Department has been committed to provide quality and affordable higher education to all.

## REPORT

### II. BUDGETARY ALLOCATION

2.1 The budgetary allocations of the Department of Higher Education during the last three years, ie., 2007-2008, 2008-2009 and 2009-2010 has been as under:-

*(Rs in crores)*

Year	Plan	Non-Plan	Total
2007-2008	6483.00	2729.00	9212.00
2008-2009	7600.00	3259.00	10855.00
2009-2010	9600.00	5833.00	15433.00

In 2010-11, the Department has received a total outlay of Rs. 16,994 crores including Rs. 11,000 crore plan and Rs. 5,994 crore non-plan allocation. The Committee notes that while there was 17.32 per cent increase in plan outlay in 2008-09 in comparison to 2007-08, the plan allocation increased by 26.32 per cent in 2009-10 in comparison to previous year. A hike of 14.58 per cent in allocation for 2010-11 is comparatively low.

2.2 The Sector-wise allocations during 2009-10 and 2010-2011 are as under:-

*(Rs. in crores)*

Sector		BE (2009-10)	RE (2009-10)	BE 2010-2011
1.	University and Higher Education	4419.00	3630.00	4976.90
2.	Technical Education	3902.00	3687.00	4706.00
3.	Distance Learning, Scholarships and ICT	1100.00	460.00	1120.00
4.	Languages Development	145.00	142.00	157.00
5.	Others (including Book Promotion, copyright and planning, etc.).	34.00	33.00	40.10
	<b>TOTAL</b>	<b>9600.00</b>	<b>7952.00</b>	<b>11000.00</b>



2.3 It was brought to the notice of the Committee that the Department of Higher Education had submitted a proposal to the Planning Commission for a plan allocation of Rs.20,947 crores for the financial year 2010-11 but finally an allocation of Rs.11,000 crores has been approved. The Department of Higher Education had, therefore, to re-work all the schemes. No Plan-Scheme of the Department has, however, been dropped.

2.4 **The Committee notes that of 3.78 per cent of the GDP, flowing to the Education Sector in 2008-09, the share of the State Governments and the share of the Central Government seem to be going for a change while Chapeau clause of the Eleventh Plan on education, as a whole, enjoins upon the Government to give six per cent of the GDP to the education sector. The Committee is of the view that the allocation for Department is definitely lower than the vision statement of the Government.**

### III UTILISATION OF FUNDS

3.1 The budgetary allocation of the Department, on the other hand, also needs to be appropriated in the context of utilization of funds. The Committee notes a grim picture of fund utilization in the Department so much so that plan allocation had to be reduced at the RE stage every year and even that reduced allocation remained under-utilised. Plan allocation for Higher Education during the first three years of the Eleventh Plan indicate a poor pace of utilization as indicated below:-

*(Rs.in crores)*

2007-2008			2008-2009			2009-2010		
BE	RE	Actuals	BE	RE	Actuals	BE	RE	Actuals upto to 31.12.2009
6479.48	3261.32	<b>3139.26</b>	7593.50	6800.00	<b>6711.96</b>	9596.00	7952.00	<b>5500.00</b>

A perusal of the above mentioned figures indicates that during all the first three years of Eleventh Plan, the allocation was revised downwards at RE stage and even that reduced allocation remained underutilized. The fund utilizations has particularly been utterly poor

in 2009-10 as only Rs. 5500 crore could be spent up to the end of third quarter i.e. 31<sup>st</sup> December, 2009 against the plan allocation of Rs. 9596 crore.

3.2 The Department has clarified that out of the provision of Rs. 4375.94 crore for UGC in 2009-10, a sum of Rs. 827 crore was meant for establishment of new Central Universities and Rs. 1033 crore was earmarked for implementation of Oversight Committee recommendations in Central Educational Institutions. However, due to issues of site selection and the transfer of land for Central Universities by State Governments, construction activities could not be initiated, leading to allocation remaining unspent. Similarly, due to delay in recruitment of faculty, shortfall of Rs. 213 crore was envisaged under Oversight Committee at RE stage. Delayed approval of the Scheme of National Knowledge Network under the National Mission on Education was the other main factor leading to reduction in allocation.

3.3 The Committee can presume that but for failure in achievement of physical projects, the plan allocations were accordingly reduced at RE stage after the pre-budget review. There has been shortfall in non-plan expenditure due to delay in finalisation of the pay scales, corresponding to the Sixth Pay Commission recommendations, for faculty of the centrally funded Technical Institutions and the consequent delay in pay fixation and payment of arrears of salary. A sum of Rs. 250 crore provided for the scheme of “Improvement in Salary Scales of University & College Teachers” remained unutilized in the absence of required proposals/ details from the States. The Committee was informed that pace of expenditure was being reviewed in the Bureau Heads meeting twice a month and necessary steps were being taken to overcome the identified problems.

**3.4 The Committee agrees that the infrastructure development for recently approved 12 Central Universities may be a time consuming affair and for that matter the achievement of financial targets would entirely depend on physical targets. Similarly, the shortfall in non plan outlay of 2009-10 due to delay in finalization of pay and salaries on account of Sixth Pay Commission recommendation is also acceptable. The Committee, however, impresses upon the Department to strictly monitor the progress of infrastructure development for new Central Universities so that at least the plan outlay now available for the purpose is optimally utilized. Nobody can deny the fact that functioning of any educational institution from**

temporary site for a prolonged time cannot be considered an ideal proposition. Our Central Universities, envisaged to be role model of higher education functioning from temporary campuses is bound to adversely affect both the quality of education as well as the performance of the students. A time bound completion schedule should, therefore, be drawn out to ensure that infrastructure of these universities is in place without cost and time overruns.

3.5 The Committee observes that not only under University Education, but also under two other major components of Higher Education, i.e. Distance Learning and Technical Education, the trend of allocated funds being brought down drastically in the middle of the year and that too remaining under-utilised by the end of the year is evident. Following details are self-explanatory:-

*(Rs. in crores)*

Scheme	2007-08			2008-09			2009-10		
	BE	RE	Actuals	BE	RE	Actuals	BE	RE	Actuals up to 1.12.2009
Distance Learning	610.00	108.00	67.66	622.00	511.08	447.79	990.00	390.00	38.26
Technical Education	324.00	1103.20	1066.79	3205.00	285.22	2833.34	3902.00	3687.00	2557.22

Not only this, the Committee views with serious concern the low level of utilisation by the end of first three quarters during 2009-10. The Committee is surprised to note that smaller schemes like Scholarships, Book Promotion also do not seem to have been functioning as envisaged. Scheme of Scholarships, very crucial for both the meritorious and poor students continues to remain almost non-functional. Funds allocated for 2007-08 under this Scheme remained unspent. Position was the same upto third quarter of 2009-10. Similarly, Scheme of Book Promotion which needs to be propagated extensively seems to be the most neglected as year after year negligible allocation under this scheme somehow remained grossly under-utilised. The Committee would like to point out that in the process of massive expansion of higher/technical education, schemes like Book Promotion and Scholarships should not be allowed to be implemented in a routine manner. Their role though smaller is equally crucial for our young students.

3.6 Availability of unspent balances and outstanding utilisation certificates are the two basic indicators of achievement level of both physical and financial targets of any scheme. The Committee has been monitoring the status of these two components. The Committee is happy to note that considerable progress has been made in both bringing down the number of pending UCs and the quantum of unspent balances. From 2914 UCs amounting to Rs. 7493.61 crore as on 1<sup>st</sup> April, 2009, 2115 UCs amounting to Rs. 834.41 crore are outstanding as on 31<sup>st</sup> December, 2009. Similarly Unspent Balances amounting to Rs. 353.91 crore as on 1<sup>st</sup> April, 2009 have been brought down to Rs. 35.44 crore by 30<sup>th</sup> September, 2009. The Committee would, however, like to point out that number of UCs (2115 as on 31<sup>st</sup> December, 2009) is still considerably high. The Committee also notes that unspent balances are available with autonomous bodies / other implementing agencies. As per the latest details furnished by the Department, unspent balances, both under plan and non-plan are available with 12 institutions, out of which maximum availability is with the following 5 institutions:

*(Rs. in crores)*

<b>Institutions</b>	<b>Plan</b>	<b>Non-Plan</b>
ISM University, Dhanbad	1.24	-
NERIST, Itanagar	3.15	1.37
ICSSR, New Delhi	2.19	-
Central Hindi Directorate	2.98	5.13
CIIL, Mysore	20.53	3.81

**The Committee is not convinced by the Department's clarification that unspent balances in itself do not adversely affect the working of institutions as all such institutions have also corresponding liabilities / commitments which are taken into account while deciding further releases. The Committee would like to point out that the very fact that small institutions have unspent balances and corresponding liabilities also, indicates that not only financial norms are not being adhered to but they are also not functioning as per their mandate. The Committee would, therefore, appreciate if corrective measures are initiated by the Department at the earliest. Committee's apprehensions are confirmed by pendency of audit paras against ICSSR, New Delhi, Central Hindi Directorate and CIIL, Mysore.**

**3.7** The Committee is of the view that the pace of fund utilization both under Plan and Non-Plan during 2009-10 has failed to meet the targets. By the end of the third quarter (upto December, 2009) only 57.32% of plan and 70.25% of non plan funds could be utilised. The Department's assertion that some schemes needed to be reworked because of lower allocation is indicative of its failure to utilize the allocated funds. How can the Department claim higher allocation when the fund utilization has been so poor.

**3.8** The Committee is surprised to find that shortfall is noticed even in the projections approved by the Planning Commission for the Eleventh Plan. Out of projected outlay of Rs. 89,943 crore, only Rs. 35,504 crore could be spent in the first three years of the plan period. The Committee can only conclude that given the poor utilization trend, the Department would not be able to meet the shortfall between the projected outlay and the budget allocation. The Department shall have to blame itself in case there is an overall cut by the Planning Commission in the projected outlay for Twelfth Plan. Obviously the annual budgetary allocations are also likely to be affected adversely. There appears to be deficiencies in the financial management as well. The Department has got money but it has not been able to utilize the same imaginatively and skillfully. Though the Department is claiming about a number of interventions introduced for access, excellence and inclusiveness and also building a knowledge society, but the pace of expanding higher education is not commensurate to the projected outlay approved by the Planning Commission. In such a scenario, Department's vision for investing 6 per cent of GDP for the Education Sector, seems to be a distant dream. Given the level of utilization of allocated funds, the Committee is apprehensive about the outcome of Departments' efforts for increasing Gross Enrolment Ratio from 12.4 per cent to 15 per cent by 2010-11. The Committee hopes the Department would adopt better fiscal management techniques supported by strong monitoring mechanism to ensure that the outlays are utilized optimally and the demand for higher allocation could be a justifiable preposition. The Committee recommends that the Department should undertake quarterly review of allocation and pace of expenditure as well as identifying deficiencies and shortfalls with a view to achieving the target of 15 per cent GER at the end of Eleventh Plan.

## **IV TARGETS FOR ELEVENTH PLAN**

4.1 The Committee has noted that during the first three years of Eleventh Plan, Higher Education System of the country has seen a major expansion. Various new initiatives have been taken by opening new institutions and upgrading the existing ones. Many reform measures have also been taken to improve the quality of higher education. 'Inclusiveness' is also one of the major concerns during the Eleventh Plan. Many new schemes such as Women's Hostel; Model Colleges in Educationally Backward Districts, Education Loan Interest Subsidy, etc. have been initiated to ensure inclusiveness apart from making special provisions for reservation of seats for the disadvantaged sections.

4.2 Furthermore, the Government has initiated a process of academic reforms which includes the introduction of the semester system, regular upgradation and updating of syllabi, introduction of the choice-based credit system, which allows students to pick and choose courses to earn credit, etc. Apart from encouraging the State Governments to make investments for new institutions of higher learning, the Department is also expecting them to improve the infrastructure of the existing institutions as part of educational reforms.

4.3 Besides, a number of new laws for bringing major reforms like establishment of an overarching authority for Higher Education and Research, mandatory accreditation mechanism for higher educational institutions, prevention and prohibition of unfair practices and for setting up Educational Tribunals are proposed to be introduced in the near future.

4.4 One of the important targets for Eleventh Plan is to achieve 15 per cent of Gross Enrolment Ratio. While it was expected that State Government would also allocate more funds for education, the Central Government has taken the following measures to achieve the goal of 15 per cent GER:-

- (i) Setting up 16 new Central Universities.
- (ii) Setting up of 7 IIMs
- (iii) Setting up of 8 IITs
- (iv) 10 new NITs
- (v) Setting up of 374 Model colleges in Educationally Backward Districts.
- (vi) Setting up of Hostels for women.

- (vii) 1000 new polytechnics
- (viii) National Mission of Education through ICT
- (ix) Capacity expansion in Central Educational Institutions

4.5 To ensure the growth of GER, number of initiatives for the participation of private sector in the higher education sector particularly relating to governance issues are being taken so that while on the one hand, private participation is encouraged on the other hand, quality is also maintained by making accreditation and assessment mandatory for all institutions instead of the present system of voluntary accreditation. Scheme of scholarships and interest subsidy on educational loans, have also been launched so that talented students are not denied opportunity to pursue higher education because of financial constraints.

4.6 **Closely related with the Gross Enrolment Ratio (GER) is the issue of access to education. In spite of massive expansion in higher and technical education both in the Government and private sector in the recent years, the fact remains that even meritorious students do not get the opportunity to join course of their liking. Every year, students both talented and average students compete for admission in IITs and IIMs and other premier educational institutions. However, very few get admission in institutions of their choice. For example, during 2009, out of 3,84,977 students who sat for IIT entrance test, 3,74,942 failed to qualify. Such a trend is visible in other Entrance Tests also. Not only this, state-wise details indicate that success rate of students from N-E states like Arunachal Pradesh, Assam, Manipur, Maghalaya and Sikkim in such exams is virtually nil. Thus, issue of access to higher education, in spite of a large number of significant initiatives taken by the Government continues to remain the major challenge. The Committee can only say that more vigorous efforts with focus on weak areas are required to be continued for quite some time. Though, the exact figures of students not able to get admissions in different universities in Delhi was not made available to the Committee, gap between demand and supply is very wide there also. The Committee would like the Department to consider this issue and devise a mechanism by which such category of aspiring students get opportunities for higher education. One straight answer to this issue could be to open more colleges and universities in the country but at the same time the Department should also focus on diversifying the curriculum to**

**include other things that will be of help to students' growth. The focus should be on developing students' entrepreneur skills or providing vocational education to them. Committee feels that it is crucial to improve the supply side response.**

## **V. UNIVERSITY GRANTS COMMISSION**

5.1 The UGC was set up under an Act of Parliament in 1956 for the purpose of co-ordination, determination and maintenance of standards in universities. Apart from providing assistance grants to all eligible Universities and colleges, the Commission also advises the Central and State Governments to take measures which are necessary for the development of Higher Education.

5.2 Plan Allocation for UGC and utilisation thereof during the first three years of the Eleventh Plan is as follows:-

*(Rs. in crores)*

<b>2007-08</b>			<b>2008-09</b>			<b>BE 2009-10</b>		
<b>BE</b>	<b>RE</b>	<b>Actuals</b>	<b>BE</b>	<b>RE</b>	<b>Actuals</b>	<b>BE</b>	<b>RE</b>	<b>Actuals</b>
2374.00	1805.10	1805.10	3439.95	3105.95	3165.95	4374.95	3584.85	2773.50

Although there has been steady increase in the plan allocation for UGC during the first three years of the Eleventh Plan, the same cannot be said about the utilisation. Every year, plan allocation had to be brought down at the RE stage. What is more worrisome is that percentage of increase in 2009-10 when compared with 2008-09 has been matched with the reduction at the RE stage.

5.3 Explaining the reasons for skewed variations in BE and RE outlay, the Department has clarified that in the BE for 2009-10, a sum of Rs. 827 crore was earmarked for the establishment of new Central Universities and Rs. 1033 crore were set aside for implementation of the Oversight Committee recommendations. However, due to delay in the issue of site selection and the transfer of possession of land identified by the State Governments for the Central Universities, the initiation of construction activities has to be staggered as a result of which the said sum could not be utilised. At the RE stage, while carrying out an assessment of the expected expenditures in 2009-10, the allocation of this component was revised to Rs. 277 crore which was further reduced to Rs. 200 crore after re-appropriation. Secondly, under Oversight Committee



recommendations, recruitment of faculty did not progress sufficiently as a result of which a shortfall of Rs. 213 crores was envisaged at RE stage. The actual expenditure up to 31<sup>st</sup> December, 2009 against the RE allocation of RE 3589 crore was Rs. 2773.50 crore and as on 28<sup>th</sup> February, 2010, expenditure figures stood at Rs. 3233.45 crore. **The Committee appreciates the initial bottlenecks coming across in developing the infrastructure for new Central Universities but delay can certainly be checked through better coordination with the state authorities. The Committee also expects the desired level of cooperation from the states as it is on their initiatives the decision to open the Central Universities was taken by the Central Government. The Committee is, however, not satisfied with slow pace of faculty recruitment in accordance with the implementation of Oversight Committees' recommendations. The Committee recommends that urgent corrective measures needed to be taken up for addressing the requirement of additional faculty lest the very purpose of legal framework for reservation for OBC category might be seriously jeopardized.**

5.4 The Committee is not aware about the exact proposed outlay for UGC in Eleventh Plan, but from the trend of allocation and pace of utilisation, it can be concluded that it would be difficult to match the plan outlay, with only two years of the plan period remaining. The Committee notes that there is only marginal increase in the plan allocation for UGC from Rs. 4374.95 crore in 2009-10 to Rs. 4390.00 crore in 2010-11. Enhanced funds in 2010-11 when compared with RE provision in 2009-10 are meant for establishing 374 model degree colleges, one-time support for colleges and state universities and for new Central Universities. The Committee would appreciate if with constant monitoring during 2010-11 reduction at the RE stage is avoided and allocated funds are utilised as envisaged.

## **VI. HIGHER EDUCATION-QUALITY AND NEED FOR REFORMS**

6.1 The Committee was informed that even though there is no official ranking of institutions according to the Time Higher Education Supplement, the Jawaharlal Nehru University has been ranked 183<sup>rd</sup> amongst world's top 200 universities list and ranks 47<sup>th</sup> amongst top 50 universities outside the US and Britain. The University of Delhi figures is ranked 75<sup>th</sup> in the world's top universities in arts and humanities. All the Central Universities have been striving to disseminate and advance knowledge by providing

instructional and research facilities, thereby improving the quality of education imparted therein vis-a-vis the international standards. In order that the requisite infrastructure in terms of faculty and research facilities could be provided to the Central Universities, the Eleventh Plan outlay for the Central Universities has been enhanced to Rs.15,268 crore compared to Rs.789.75 crore during the Tenth Plan.

6.2 Research is an important component to ensure quality of higher education in the country. The Committee has noted that in order to promote basic scientific research in the Central Universities, greater emphasis is being laid on upgradation of infrastructural facilities, creation of networking centres in leading departments of Universities for collaborative research with national level institutions, including CSIR laboratories. The University Grants Commission has been advised that while releasing grants-in-aid to the institutes of higher learning, 20% of the grant may be earmarked exclusively for research related activities. The Central universities have also been given freedom to enter into Memorandum of Understanding with foreign universities for joint research collaborations.

6.3 The following additional measures have been taken to promote research in universities.

- (i) Enhancing rates of Junior and Senior Research Fellowships by about 50%;
- (ii) Strengthening science based education and research in Universities;
- (iii) Disbursement of grant for presentation of research papers in international fora/conferences;
- (iv) Enhancing the quantum of research grant to Universities aimed at encouraging research;
- (v) Permitting the Universities to engage adjunct/guest faculty to meet the shortfall;
- (vi) Allowing contractual appointments for Faculty;
- (vii) Introducing Bose Fellowship aimed at strengthening research background of the distinguished faculty serving in India;
- (viii) Allowing consultancy charges to be shared by the faculty;
- (ix) Revamping Academic Staff Colleges; and
- (x) Organizing summer schools to train teachers; etc.

6.4 It was informed to the Committee that to achieve excellence in teaching and research activities, UGC identifies universities for granting the status of “Universities with Potential for Excellence”. In the first phase during the Ninth Plan, five universities viz. Jawaharlal Nehru University, University of Hyderabad, University of Madras,

Jadavpur University and University of Pune were identified in 2000 for granting the status of Universities with Potential for Excellence. During the Tenth Plan, four universities, viz., Madurai Kamraj University, North Eastern Hill University, University of Mumbai and University of Calcutta were selected. Under the scheme, each university is to be provided Rs.30 crore during a Plan period. Out of this, 30% (Rs.9 crore) is to be spent on the focused area identified for the university. The remaining 70% (Rs.21 crore) is to be spent on holistic development of the university.

6.5 **The Committee observes that higher education in our country is in a flux. It does not give a coherent picture because we have various institutions, quality institutions and institutions which do not have any quality at all. We have the institutions which give best of education and also the institutions which provide substandard quality of education. With the number of institutions continue to grow, a seemingly absence of quality is felt. We have poor infrastructure in most of the universities and colleges. Our courses are irrelevant and there are very less number of quality teachers in the institutions. One of the important reasons for poor quality of education is that our libraries in the colleges and universities are not properly equipped. The Committee is of the firm view that development of work culture in our educational system is the need of time. We need to develop the talent who could infuse the quality aspect. Our institutions require a visionary management, enlightened minds of faculty and inspired students to produce quality education.**

6.6 Closely related with quality is the aspect of accreditation of the institution. The National Assessment and Accreditation Council has the mandate to assess the standards of higher education institutions. The Committee has been given to understand that important institution, like Kumaon University, University of Roorkee and IIT are running though their validation expired long back. The Secretary during her oral evidence before the Committee clarified that since accreditation is not mandatory, it is not incumbent on the university to apply for revalidation. Once the mandatory nature of validation is in force, then the universities will be duty bound to come back for revalidation. She informed the Committee that 80 universities have valid accreditation so far. Fifty eight universities have not applied for revalidation of their accreditation.

Fourteen universities are under the process of revalidation. Of the 80 universities which have valid accreditation, 35 are in the first cycle of validation and they are yet to be ripe of validation. The remaining are in the second cycle.

**6.7 The Committee finds such system of validation quite intriguing. It feels that either the system of validation be done away with or it be made mandatory for all institutions. Such slipshod approach with regard to the validation provision does more harm than good to those institutions whose existence and credibility becomes questionable with the expiry of validation. The Committee hopes that Department would rectify this situation so that the air of confusion could be eliminated in the interest of both the students as well as the institutions. It further expects that the Department would take care of this revalidation aspect in the legislature framework concerning accreditation proposes to be brought before the Parliament in near future.**

**6.8 The Committee appreciates the initiatives the Department has taken for the much awaited reforms in the field of higher education. While examining the Demands for Grants of the Department of Higher Education, the Committee also took opportunity to deliberate on the impending educational reforms particularly with regard to the opening and recognition of different sets of universities. In this context, the existing provisions of UGC Act and the Regulations came under close scanner of the Committee. The Committee has noticed that our university education is confronted with lot of practical difficulties in implementation of those provisions. Monitoring of fees and quality of education in private universities being not fully under control of the Government, both students as well as parents are facing a lot of problems. The issue of indiscriminate recognition of institutions as Deemed to be Universities has become quite controversial and the Apex Court is seized of the matter. Recently one more controversy has generated in the conversion of Central Universities into State Universities and the glaring example is Delhi Technical University, formerly known as Delhi College of Engineering (DCE). The students of this University are up in arms against the granting of State University status to DCE which before such conversion was part of Delhi University i.e. a Central University. The matter is now sub-judice. There are other sets of university education in the**

**name of foreign universities and also fake universities which have opened campuses across the country. In a nutshell, a host of teething problems have cropped up due to complexities of provisions under UGC Act and Regulations. Needless to mention these infirmities have occurred because the existing policy for opening universities is not clearly laid down and the regulations are open to different interpretations. The Committee hopes that the Department will take into consideration all these issues and formulate a comprehensive policy / regulation while finalising the proposed legislation for National Commission for Higher Education and Research.**

**6.9 The Committee also takes this opportunity to urge upon the Government to include the aspects of character building and physical fitness as important components in the educational reforms so as to ensure holistic growth of our students. In this connection the Committee desires to draw the attention of the Department to its recommendations / observations contained in its 86<sup>th</sup> Report on value based education.**

## **VII. NEW CENTRAL UNIVERSITIES**

7.1 The Committee understands that the Department of Higher Education has made efforts to have at least one Central University in each State of the Union. At present, there are 40 Central Universities including 17 new Central Universities created with effect from 15<sup>th</sup> January, 2009. Out of the 17 new Central Universities, three State Universities have been converted into Central Universities in Madhya Pradesh, Chhatisgarh and Uttarakhand. For each of the 14 Central Universities, the concerned State Government is to provide about 500 acres of land free of cost. Sites for 5 new Central Universities have been identified, land has been allotted to 5 such Universities out of the remaining 4 universities. Most of these Universities have started their academic activities from temporary premises during the year 2009-10 pending finalization of sites, allotment of lands and development of their permanent campuses . Government decision on recommendation of the Site Selection Committee for location of University in Himachal Pradesh was expected by 15<sup>th</sup> April, 2010. Site Selection Committee was to shortly visit the sites for University in Jharkhand. However, State Governments of Bihar and Kerala have been requested to suggest alternate sites. The Committee also notes that while land has been acquired for Central Universities in

Karnataka, Orissa, Punjab, Rajasthan and Tamil Nadu, identified land in Gujarat, Haryana and Jammu & Kashmir is yet to be acquired and handed over. All the Universities except those in Himachal Pradesh and Jammu & Kashmir are functioning from temporary campuses. Universities in Himachal Pradesh and Jammu & Kashmir were yet to start academic programmes. The Committee was also given to understand that requisite faculty positions for all the Central Universities have been sanctioned by UGC which were expected to be filled up before the academic session 2010-11. The Committee observes that all the New Central Universities created in January, 2009 are in the process of identification / allotment of land and thus are operating from temporary campuses.

7.2 Most of these Universities are in the process of framing their Statutes/Ordinances on establishment of Schools of Studies and teaching Departments and on appointment of faculty. The action for appointment of the required faculty will be initiated by the respective Universities after the requisite Statutes/Ordinances are in place. Meanwhile, these Universities are running their academic programmes by appointment of contract/guest teachers.

7.3 As things stand today, the Committee can only conclude that it would be a long drawn affair for the Central Universities to become fully operational, functioning from their permanent campuses with the required faculty and infrastructure in place. It has taken more than a year to identify and get allotted the sites for these universities and the process is still not complete in respect of some universities. As a result, funds amounting to Rs. 827 crore earmarked for their establishment in 2009-10 remained unspent. **The Committee strongly feels that process of construction should commence in respect of all the Central Universities in 2010-11 and got completed in a time bound manner. The Committee is unhappy that despite the preparatory exercise done by the Department and the UGC with regard to arrangements of faculty in newly created universities, the vacancies could not be filled up due to delay in finalization of statutes by respective universities. Given the seriousness of the issue, the Department should have fixed a time frame for finalizing these statutes. The Committee desires that the framing of statutes may be done without further delay so that the process of recruitment for the vacant posts of faculty could**

**be started at the earliest. It would be better if a Central Committee with representation from concerned State Government is assigned the task of monitoring both the required faculty and infrastructure of these Universities. This action is required to be taken if cost and time overruns are to be avoided.**

#### **VIII. VACANCIES IN FACULTIES OF CENTRAL UNIVERSITIES.**

8.1 The Committee notes that about 3761 posts as against 9825 sanctioned posts are lying vacant in 15 Central Universities as on 1<sup>st</sup> January, 2010. Delhi University alone accounts for – 965 vacancies against 1702 sanctioned posts followed by Banaras Hindu University (BHU) having 905 vacant posts against 2395 sanctioned posts.

8.2 On a specific query in this regard it was clarified by the Department that so far as BHU is concerned, though the number of reported vacancy is 905, filling up of 277 vacancies in the Institute of Technology have been kept in abeyance due to the proposal for upgradation of the Institute as an IIT being at an advanced stage of consideration of the Government. Besides, 492 posts, recently sanctioned for implementation of OBC recommendations are to be filled up in a phased manner. The number of effective vacancies in the University at present is, therefore, much lower than that of the reported vacancies. The University has completed scrutiny and short-listing of applications for 296 vacancies at the level of Lecturer and interviews in different Faculties are being scheduled one by one. The University has also recently advertised 55 vacancies at the level of Reader and 23 at the level of Professor in the Institute of Medical Sciences and is also in the process of advertising the vacancies at these levels in the remaining faculties. These vacancies are planned to be filled up in the next six months.

8.3 As regards the University of Delhi, out of the 965 vacancies, 646 posts have been sanctioned only recently for implementation of OBC recommendations. The posts are to be filled up in a phased manner, over a period of three years. 202 of these posts would become available for filling up only w.e.f. 2010-11. The number of vacancies to be actually filled up during the current year is, therefore, 763. The University has already advertised 729 posts. It was informed that the interviews for several Departments under the Faculties of Arts, Social Sciences, Commerce & Business

and Mathematical Sciences have been scheduled to be conducted in the coming three months.

8.4 The Department while mentioning the reasons for vacancies clarified that the process for selection of faculty in Central Universities is quite lengthy and time consuming. These applicants are listed post-wise and category-wise for the Screening Committee constituted by the Executive Council to shortlist the candidates to be called for the interview. Sometimes it becomes difficult for the Visitor's nominees, particularly in multi-department Faculties, to give dates frequently for holding Selection Committee meetings which also causes delay in filling up of the vacancies. As a possible solution, the feasibility of having more than one nominee for each faculty was proposed but the same has not been found acceptable by the Visitor.

8.5 According to the Department, besides other administrative problems like non-availability of reserved candidates, litigation related to appointments etc., the major delay in the filling up of vacancies is the non-finalization of the UGC Notification for appointment of teachers. UGC has on 18 February, 2010 issued instructions to all State/ Central/ Deemed Universities informing them that the regulations on service conditions of teachers based on Pay Review Committee for Teachers are likely to be finalized shortly.

8.6 The Secretary of the Department during her presentation before the Committee conceded that the quality of faculty remains a very severe and significant challenge. She added that with the kind of expansion of higher education and increase in the number of institutions, the Department is faced with a problem of very serious dimension. Still they are making very conscious and concerted efforts to address the issue. She assured the Committee that they would not make any compromise in the quality and in the qualification framework prescribed for faculty. For that matter, a large number of teachers are being put through the winter schools and summer schools for training exposures. She also accepted that there are problems in finding the right kind of faculty. The Committee was informed that regular faculty in new Central Universities would be appointed only after the requisite statutes and establishment of schools/Departments are framed and the school wise Selection Committees are constituted in accordance with the relevant statutes. A total under of 70 teachers have so



far been appointed on ad-hoc/contract/deputation basis. Besides, teachers/retired teachers of other universities are invited by these universities from time to time as guest/visiting faculty.

8.7 It has come to the notice of the Committee that earlier the Federation of Central Universities Teachers Association (FEDCUTA) had demanded that for promotion of Assistant Professors to Associate Professors in colleges, the requirement of publication of three articles should be done away with. The Association had further demanded that the process of selection and promotion should be different for direct recruitment of Assistant Professors, Associate Professors and Professors from that of promotion from Associate Professor and Professor, and that weightage should be given for “teaching” activities in the matter of promotions, higher AGP of Rs.12000/- to all Professors, and increased retirement age of 65 for Librarians.

8.8 Moreover the Federation of Central Universities Teachers Association (FEDCUTA) does not favour introduction of Academic Performance Indicator (API) system, particularly in relation to research and academic contributions on the ground that sufficient research facilities are not available in colleges. Representatives of FEDCUTA had raised strong objections to the proposed UGC regulations on 30.1.2010 particularly against the Academic Performance Indicator (API), Weightage Points (WP) and Performance Based Appraisal System (PBAS) and point system for promotion of teachers. The Committee was given to understand that a final decision was to be taken after consultation with UGC and others based on the inputs received from FEDCUTA. The Committee would appreciate if this issue is resolved at the earliest so that studies are allowed to continue in a healthy atmosphere at Delhi University.

8.9 The Committee observes that UGC was advised by the Department to notify qualifications for Assistant Professor at the entry level in the first instance, so that Universities and colleges which were in the process of recruiting fresh talent into teaching in these positions could do so without any delay. However, the UGC issued a letter to all universities permitting them to go ahead with the recruitment and promotion of teachers under the Career Advancement Scheme (CAS) as per UGC Regulations of 2000 in the interim till the finalization of Regulations on service conditions for teachers based on the recommendations of the Pay Review Committee. The Committee was given

to understand that the two letters appeared to have crossed each other. The latest position was that the Department was in consultation with UGC to resolve the matter. **The Committee is not happy with this state of affairs. Both the UGC and the Department are mandated to work in coordination so that all the Central Universities continue to function smoothly.**

8.10           **The Committee notes that an operation of Faculty Recharge is being launched, under which 1000 faculty positions are being created and to be filled at national level through global advertisement. Despite seeking details in that regard, the feedback was not received from the Department. The Committee would like to know the status of the scheme.**

#### **IX.    STRENGTHENING OF 6000 COLLEGES IN 150 STATE UNIVERSITIES.**

The Eleventh Plan envisages a scheme to extend one-time support for strengthening 6000 colleges in 150 State Universities which are not presently declared fit to receive grants under Section 12B of the UGC Act. The Committee was informed that the UGC (Fitness of Certain Universities for Grants) Rules, 1974 and the UGC (Fitness of Institutions for Grants) Rules, 1975 require certain conditions to be met before grants could be provided by UGC which prevented the UGC from implementing the envisaged scheme. **The Committee is happy to note that in order to operationalise the scheme, amendments to the aforesaid Rules have been notified on 8<sup>th</sup> August, 2009. At present the process of formulation of guidelines for the implementation of the scheme by the UGC is going on. The Committee would like to point out that already considerable time has been taken since the notification of the Rules in August, 2009. In fact, the guidelines should have been circulated to the concerned State Universities by now. The Committee would appreciate if the process is expedited and the scheme is implemented from 2010-11 itself.**

#### **X.           DEEMED TO BE UNIVERSITIES**

10.1           Deemed to be Universities are the institutions of higher education other than universities that are so declared, on the advice of UGC, by the Central Government under Section 3 of UGC Act, 1956.

10.2 There are 130 Deemed Universities in the country out of which 58 institutions were declared as deemed to be universities during the last five years only. The Committee is aware of the recent developments with regard to de-recognition of Deemed University status in respect of 44 institutions, a decision which was later stayed by the Apex Court. When the Committee desired to know the exact policy with regard to awarding status of deemed university, the Department clarified that a Task Force has been constituted by the Government to prepare an action plan for implementation of the recommendations of the Review Committee which has given its part-final report only, i.e., on only one of the two terms of references – protecting the interest of students on revoking declaration of the concerned deemed to be university. The Task Force is yet to give its report on regulation of deemed universities, the draft of which was forwarded by UGC to the Central Government and had been referred to the Task Force by the Government. The proposed regulations would replace the UGC guidelines, 2000, which are currently in force. **The Committee would like the Department to keep the interests of students uppermost while revising the regulations. It desires that the much awaited UGC regulations may be formulated after due consultations with all stakeholders. It would also urge upon the Department to expedite the notification of regulations without any further delay.**

## **XI. PRIVATE UNIVERSITIES IN THE COUNTRY**

11.1 As on 18.03.2010, there are 59 Universities established by State Legislatures without public funding (i.e. Private Universities). Under the UGC (Establishment of and Maintenance of Standards in Private Universities) Regulations, 2003, UGC is supposed to call for information in prescribed proforma for ascertaining the norms and standards of Private Universities and constitute Expert Committees for their inspection to ascertain the physical and infrastructural facilities provided by Universities and also to call for their compliance on the deficiencies, if any.

11.2 The Committee was informed the UGC has inspected 23 private universities so far. Status of inspected universities has been posted on the UGC website for information of public at large and the student community in particular. UGC has also issued a public notice with regard to the jurisdiction of State Private Universities in which

the UGC has categorically stated that such Universities cannot operate beyond their jurisdiction i.e. the State in which their main campus is situated. As a result a number of many off-campus, which were being operated by these Universities earlier, have been closed.

11.3 The Committee is aware about the role of private investment in the field of higher education given the existing constraints, the country is confronted with so far as needs of higher education are concerned. However, the experience of private universities has been a mixed one. We have got some world class universities set up in private sector. In contrast, there are private institutions operating at the cost of quality education. In either case these institutions are blamed for exorbitant fees being charged from students. **The quality of education in some cases has also been found questionable. There being no firm regulation the students have been the victims and the education the casualty. In such a scenario, less than half of the private universities being inspected by UGC so far cannot be considered a very satisfactory situation. Secondly, it is also not known whether serious shortcomings were noticed in the functioning of the inspected private universities. Details of follow-up action are also not known. The Committee would appreciate if information about private universities found wanting is given wide publicity through print and electronic media. The Committee would like to have a status note in this regard along with the private universities to be inspected and by when.**

## **XII. STATUS OF WOMEN IN HIGHER EDUCATION**

12.1 The Committee was informed that the UGC has five schemes for Women i.e. (i) 'Development of Women's Studies in Indian Universities and Colleges' and (ii) Capacity Building for Women Managers in Higher Education (iii) Construction of Women Hostel for Colleges (iv) Indira Gandhi Scholarship for Single Girl Child pursuing higher education and (v) Post Doctoral Fellowship for Women. The University Grants Commission had promoted, strengthened and given direction to the Women's Studies Programme in the country since the VII Plan period. Women's Studies Centres have been established in the University System in the VIII, IX, X and XI Plan periods. They have contributed significantly to the expansion of Women's Studies teaching, research and field action. Now, the thrust is to develop field action projects for action, research,

evaluation and enhancement of knowledge and partnership across boundaries of caste / class / religion, community and occupations and to involve many more people and many more organizations in the network as well as to ensure the focus and the quality of newly emerging disciplines are maintained.

**(i) Development of Women's Studies in Universities and Colleges**

12.2 The scheme envisages assistance to Universities for setting up new women study centres as well as to strengthen and sustain the university study centres set up in Tenth Plan by establishing them as statutory departments in the university system, as also to facilitate their capacity to network with other constituents so that they are mutually reinforcing as well as synergizing one and another. The primary role of these centres is to make knowledge stimulation and knowledge transmission through teaching and research. It was informed that prior to Eleventh Plan, 67 Women Studies Centres were in existence. During Eleventh Plan, 64 new centres have been established in various Universities / Colleges. At present, there are 131 Women Studies Centres (72 in universities and 59 in Colleges). Universities/Colleges with deficient proposals have been requested to send their revised proposals for establishment of Women Studies Centres. As per Eleventh Plan Guidelines, the UGC provides annual financial assistance to Women's Studies Centres in Universities @ Rs. 5 lakh in Phase -I, Rs. 8 lakh in Phase-II and Rs. 12 lakh in phase-III. For the Centres set up in colleges, annual assistance is given @ Rs. 3 lakh in phase-I, Rs. 5 lakh in Phase-II and Rs. 8 lakh in Phase-III. During the Eleventh Plan so far grants amounting to Rs. 11.53 crore have been released to the Universities/Colleges for Women Studies Centres.

**12.3 The women study centres have played a prominent role in achieving the objective of increasing women's enrolment in higher education. The present number of 131 centres, in the opinion of the Committee, is not commensurate to the number of universities which is at present 504. That means only 22 per cent universities have women study centres while remaining 78 per cent are yet to set up these centres. The Committee would like the Department to devise a time bound action plan to cover all the universities and even expand the scheme to all institutions of technical education in view of increasing enrolment of women in these institutions as well.**

**(ii) Capacity Building for Women Managers in Higher Education**

12.4 The scheme for the Capacity Building of Women Managers in Higher Education is focused on women in higher education in the academic and administrative streams to sensitise and motivate them and, subsequently, equip them for decision-making positions in the higher education system where currently they occupy very few such positions. The purpose of this scheme is to develop a critical mass of gender sensitised women administrators to create a gender friendly environment and to remove the glass ceiling. Capacity building is through activities like Sensitization Awareness Motivation Workshops, developments and distribution of resource material, research stimulation workshops, management skill workshop etc.

12.5 During Eleventh Plan, 15 Training of Trainers Workshops, 4 Refresher and 109 Sensitisation Awareness Motivation Workshops have been organized by various universities and colleges. During Eleventh Plan, the grants released to the Universities / Colleges for this scheme are Rs. 0.54 crore in 2007-08, Rs. 3.00 crore in 2008-09 and Rs. 1.63 crore in 2009-10.

12.6 **The Committee would like to have an idea about the level of participation, university-wise during Eleventh Plan. The Committee would appreciate if an evaluation of scheme is also undertaken so that an assessment about its impact can be made and necessary corrective measures initiated, wherever required.**

**(iii) Construction of Women Hostels for Colleges**

12.7 The main objective of the scheme is to support all the eligible colleges for construction of hostels for women in order to provide accommodation for women students / researchers / teachers and other staff. Preference is given to women colleges located in rural areas, followed by colleges located in urban areas, co-education colleges in rural areas, co-education colleges located in urban areas and women colleges and co-education colleges located in metro cities. Rate of assistance is from Rs. 40 lakh to Rs.

80 lakh in non-metro cities and from Rs. 80 lakh to 120 lakhs in metro cities, depending on the size of women enrolment in the colleges.

12.8 The Committee notes that out of 2208 colleges assisted for women hostels during the Eleventh Plan, maximum number of such hostels getting grant is in Maharashtra (607), Karnataka (238), Andhra Pradesh (207), Tamil Nadu (174), Assam (164) and U.P. (107). **The Committee would like to be apprised about the break-up of women hostels set up in urban / rural areas and metro / non-metro city-wise. The Committee would also appreciate if an assessment is made about the functioning of these women hostels so as to have an idea about the problem areas and corrective measures required therefor.**

**(iv) Indira Gandhi Scholarship for Single Girl Child for Pursuing Higher and Technical Education.**

12.9 There is an important scheme namely Indira Gandhi Scholarship for Single Girl Child for Pursuing Higher and Technical Education under which the girl students upto the age of 30 years at the time of admission to Postgraduate courses are eligible for a scholarship of Rs.2000/- per month for 20 months. Under this scheme 1200 scholarships can be awarded every year.

12.10 The selection of the candidates for the scholarship is made on the basis of the recommendations of an Expert Committee appointed by the UGC as per the basis of the following criteria:

- (i) The applicant-girl should be the only child in the family.
- (ii) The applicant-girl should have been admitted to a non-professional Master's Degree course.
- (iii) The applicant-girl should be less than 30 years of age at the time of admission.

According to information made available to the Committee, 1538 scholarships were awarded during 2009-10 under the Scheme. The Committee notes that the students from West Bengal (496), Kerala (287), Tamil Nadu (262), Andhra Pradesh (102) and Karnataka (89) have dominated in the number of scholarships awarded under the Scheme. This is the position when wide publicity to the Scheme was given by the UGC by publishing advertisements in all National Dailies (Hindi & English) along with

regional publications, the Employment News/Rojgar Samachar. The Scheme has also been publicised through the website of UGC. During the current year, UGC has received over 2500 applications for the award of scholarships under the Scheme.

**12.11 The Committee appreciates the initiatives with regard to scholarship for single girl child. However, uneven spread of this scheme needs to be looked into. A fixed number of scholarships per State on the pattern of Scheme of Scholarship for College and University Student can be included. The scheme also needs more publicity to educate the masses particularly in our rural and remote areas about the benefits of the scheme so that they get motivated to send girl child for higher education. The Committee hopes that Department would adopt a focused approach towards this scheme to ensure equal opportunity to women and increasing the overall GER in higher education.**

**(v). Post Doctoral Fellowships for Women**

12.12 This scheme is meant for the unemployed women candidates holding Ph. D Degree in their respective subject area. The number of slots available under the scheme is 100 per year. The tenure of the award is five years @ Rs. 6000 per month and Rs. 8000 per month. The Committee notes that an amount of Rs. 9.98 lakhs has been released during 2009-10 upto 31-12-2009.

12.13 On a specific query the Committee was informed that the applications for 2008-09 have been invited by the UGC and the meeting of the Screening Committee for short listing of applications was fixed for 5-7 April, 2010. **The Committee fails to understand the reasons for undue delay in the award of fellowships. Action needs to be taken on an urgent basis so that the selection process does not become a protracted exercise. The Committee would like to have a status report along with the details of monitoring mechanism, if any, for the scheme.**

**XIII. INCLUSIVENESS IN HIGHER EDUCATION**

13.1 The Committee is happy to note that UGC is implementing a number of schemes as listed below keeping in view the needs and constraints of students belonging to disadvantaged social groups:



- *Establishment of Equal Opportunity Cells for SC / ST / OBCs / Minorities.*
- *Establishment of Residential Coaching Academy for SC / ST / Minorities and Women in Universities and Colleges.*
- *Post Doctoral Fellowship for SC / ST.*
- *Post Graduate Scholarships for SC / ST students in professional courses.*
- *Rajiv Gandhi National Fellowship for SC / ST*

**13.2**            **The Committee has noted that the special component plan allocation for these disadvantaged social groups has decreased from 16.2 per cent in 2009-10 to 13.2 per cent 2010-11. In terms of amount Rs. 330 crores was denied to the SCP. Similarly the allocation for TSP comes out to only 4.5 per cent against 8.1 per cent last year which means an amount of Rs. 392 crores has been denied to the TSP. Given this declining trend of allocation the Committee is of the opinion that the objectives of inclusive education would remain elusive. No replies to the query of Committee seeking details of Equal Opportunity Cells and the monitoring mechanism with regard thereto was received from the Department. The Department has also preferred to remain silent on the status of Residential Coaching Academies and the details about post doctoral fellowship given to SC, ST. The Committee, therefore, feels constrained to make any recommendations on these two important interventions in the absence of all these details. It would like the Department to furnish the requisite information within one month of the presentation of this Report. The Committee also feels that wide publicity at regular intervals through print and electronic media and also at university / college level needs to be given to such schemes. Only then the targeted beneficiaries would be covered optimally.**

#### **XIV.            SCHOLARSHIP FOR COLLEGE AND UNIVERSITY STUDENTS**

**14.1**            **Under this scheme financial assistance is given to cover 82 thousand meritorious students not belonging to the creamy layer for pursuing higher studies every year. Student getting 80 per cent marks in Class –XII Board exam identified by the State Boards are eligible for the assistance. Scholarship of Rs. 1000 p.m. is paid for the first three years of graduation level and Rs. 2000 p.m. for next two years of post-graduate level in general courses and for graduation level in professional courses.**

14.2 The Committee notes 26,552 students in 2008-09 and 34,172 students in 2009-10 were granted scholarship under the scheme. State-wise details indicate an uneven spread of the scheme. While in 2008-09 maximum beneficiaries were from Gujrat, Madhya Pradesh, Rajasthan, Karnataka and the students recommended by CBSE, in 2009-10 majority of the students were from Gujrat, Madhya Pradesh, Tamil Nadu, Andhra Pradesh and Karnatka along with the students sponsored by CBSE. The Committee notes that the scholarship allocation to the States has been in the ratio of population for the States in 18-25 years age group. **The Committee is not prepared to believe that States like U.P. and Bihar having a big concentration of youth in the 18-25 years age group do not have students securing 80% marks. While not even a single student from Bihar was covered during 2008-09, only 2 students from the State could get the benefit in 2009-10. Similarly, while 1477 students from U.P. were covered in 2008-09, only 39 students from the State could be covered during 2009-10. Chhatishgarh is another peculiar case. While the State failed to submit the eligibility list during 2008-09, no student could be covered during 2009-10, reason being that UCs were not furnished in spite of funds sanctioned for 1387 scholarships in 2008-09. It seems that there is no monitoring mechanism under the scheme and even if it is there the same cannot be treated effective enough. The Committee wonders as to why both the State Boards and also the students seem so disinclined to get the benefit of the scheme. The Committee recommends that an effective monitoring mechanism needs to be put in place to ensure maximum coverage as per the prescribed criteria. In this age of IT advancement when results are available on Internet, it is not a complicated job to get the data of eligible students from the state boards which can be then pursued to approach the selected students for getting the formalities completed.**

## **XV. EDUCATIONAL LOAN INTEREST SUBSIDY**

15.1 The Scheme for providing interest subsidy on educational loans obtained by students belonging to economically weaker sections of the society for pursuit of professional education was approved by the Government in August, 2009. The objective of the scheme is that talented students are not deprived opportunity to pursue higher education because of financial constraints. The scheme is applicable from the academic

year 2009-10. The Ministry has written to the Indian Banks' Association (IBA) on 8.9.2009 to inform all the Scheduled Banks, who are its members, of the Scheme and to give wide publicity to it. Under this scheme, it is proposed to provide subsidy on the interest on loan borrowed from the banks for pursuing professional education. Canara Bank is the nodal bank for the Department for the implementation of the scheme. The entire amount of interest on loans during the moratorium period (course duration + 1 year or date of employment whichever is earlier) will be met by Central Government for eligible students. The benefits under the Scheme would be available to those students belonging to economically weaker sections, with an upper limit of annual parental income of Rs. 4.5 lakh per year.

15.2 The Committee was informed that a sum of Rs, 500 crore has been earmarked in 2010-11 for the scheme. A sum of Rs. 10 lakh earmarked for 2009-10 could not be utilized as no advise/claim was received in that regard.

15.3 **While the Committee appreciates the noble objectives behind the scheme, it is of the opinion that the cut off point of Rs. 4.5 lakh parental income is too restrictive and would benefit very few families given the poor income level of majority of our countrymen. Higher education being costlier is getting beyond the reach of middle class leave alone the poor masses of the country. Therefore, the ceiling of Rs. 4.5 lakh per annum needs to be raised appropriately in view of increasing financial burden due to general inflationary trend. The Committee would like the Department to explore the feasibility of raising the parental income ceiling to Rs. 10 lakh per annum considering the increased cost and fee structure in these institutions so that more and more students get benefit of the scheme.**

## **XVI. INDIRA GANDHI NATIONAL OPEN UNIVERSITY**

16.1 IGNOU was established under an Act of Parliament in 1985 to provide access to higher education to all sections of the population, especially the disadvantaged groups, to impart continuing education to upgrade knowledge and skill, and to initiate special programmes of higher education for specific target groups like women, people living in backward regions, hilly areas, etc.

16.2 Under the existing pattern of funding, IGNOU is supported by Ministry of Human Resource Development (Department of Higher Education) only by way of Plan funding. No non-Plan funds are released to the University which mobilises its own resources through academic receipts, income from investments, royalty, publications, interest earned and other income, etc. The details of the receipts (including Budgetary allocation by Ministry of Human Resource Development) and expenditure of IGNOU during the last three years are indicated below:

**(Rs in crores )**

<b>2006-07</b>		<b>2007-08</b>		<b>2008-09</b>	
<b>Receipts (*including GIA released by MHRD)</b>	<b>Expenditure</b>	<b>Receipts (** including GIA released by MHRD )</b>	<b>Expenditure</b>	<b>Receipts (***)including, GIA released by MHRD)</b>	<b>Expenditure</b>
280.67	236.24	307.00	261.64	432.20	428.56

\* **2006-07**  
Rs.95.05

\*\* **2007-08**  
Rs.67.66

\*\*\***2008-09**  
Rs.86.78

16.3 The Annual Plan Outlay for 2010-11 in respect of IGNOU is Rs.91 crore which includes Rs. 90 crore as plan allocation of which IGNOU had submitted its new Plan Proposals for Eleventh Plan period, which were examined in the Department and placed before the EFC on 24.11.2009 wherein IGNOU was asked to modify their new schemes viz Skill Development and Community College scheme. No document/proposal form was received from IGNOU. The Budget outlay as approved in respect of IGNOU for 2010-11 will be sufficient for the existing scheme of IGNOU and new schemes shall be started only after the approval by EFC during the remaining period of XIth Plan.

16.4 **The Committee is quite satisfied to know that more than 2.5 million students are enrolled in IGNOU. It has been possible because of good quality and affordable education available to the common people through this renowned institution. The Committee, however, notes that though there is a marginal increase of Rs. 10 crores in the outlay for 2010-11, with the surplus receipts the University should be in a position to take care of the investment for its diverse activities particularly those aimed to improve the quality of educational facilities. In fact more similar institutions should be set up to address the growing needs of education**

**in the country particularly to help the poor people. The Committee would, therefore, recommend higher allocation for expansion of open universities and institutions in the country. At the same time, the Committee would advise IGNOU to monitor its activities in North Eastern Sector where funds are not being utilized. IGNOU should also review both its reach as well as the quality of education offered for ensuring both deeper access and improved quality.**

**XVII. NATIONAL MISSION IN EDUCATION THROUGH I.C.T.**

17.1 The objective of this scheme is to develop system of identification and nurture the talent of human resources of the country and providing learning modules to address the personalised needs of the learners. The scheme also envisages effective utilisation of intellectual resources, certification of knowledge acquired by the learners either through formal or informal system, as also building database of capabilities, capacities and talent of country's human resources.

17.2 The Committee notes that out of Rs. 900 crores plan allocation for 2009-10, only Rs. 78 crore could be utilised upto 29<sup>th</sup> March, 2010. The budgetary allocation of Rs. 810 crore in BE 2009-10 was revised to 280 crore at RE stage and now Rs. 810 crores again have been earmarked for year 2010-11. The Committee finds that even during 2008-09, out of Rs. 502 crores, the Department could manage to utilise only Rs. 361 crore. The Department has clarified that the shortfall was because the scheme was approved by the Government in January, 2009 only. As regards the underutilisation in 2009-10, the Ministry has clarified that the universities which were to be provided connectivity with the POP of National Knowledge Network could not be connected because the scheme of National Knowledge Network has been recently approved by the Government. **The Committee fails to understand the inordinate delay in such administrative and procedural issues. The Committee is of firm view that corrective measures should be taken to ensure optimum utilisation of fund under this scheme during the current financial year.**

## **XVIII. TECHNICAL EDUCATION**

18.1 Technical education plays a vital role in human resource development of the country by creating skilled manpower, enhancing industrial productivity and improving the quality of life. It covers courses and programmes in engineering, technology, management, architecture town planning, pharmacy and applied arts and crafts, hotel management and catering technology. Technical education in India can be broadly classified into three categories viz: (i) Central Government funded institutions, (ii) State Government / State funded institutions and (iii) Self-financed institutions. As per the information made available to the Committee there are 65 Centrally funded institutions of technical and science education as per the following details :

<b>Centrally Funded Institutions</b>	<b>Number of Institutions</b>
Indian Institutes of Technology (IITs)	<b>15</b>
Indian Institutes of Management (IIMs)	<b>7</b>
Indian Institute of Science (IISc.)	<b>1</b>
Indian Institute of Science Education & Research (IISERs)	<b>5</b>
National Institutes of Technology (NITs)	<b>20</b>
National Institutes of Technical Teachers Training & Research (NITTTRs)	<b>4</b>
Others	<b>4</b>
School of Planning & Architecture (SPAs)-3, Indian School of Mines (ISM), North-East Regional Institute of Science & Technology (NERIST), National Institute of Industrial Engineering (NITIE), National Institute of Foundry & Forge Technology (NIFFT), Sant Longowal Institute of Engineering & Technology (SLIET), Central Institute of Technology (CIT).	<b>9</b>

In 2009-10 several measures were taken to implement the Government's vision of providing increased access with the quality and excellence. Setting up of new Indian Institutes of Technology (IITs), Indian Institutes of Management (IIMs), Indian Institutes of Science Education and Research (IISERs), assisting the State Government in setting up new Polytechniques and the initiation of process for setting up of Indian Institutes of Information Technology (IIITs) and National Institutes of Technology (NIT) are the new steps in this direction. Besides the Central Government is also implementing two schemes/programmes viz. (i) Technical Education Quality Improvement Programme

(TEQIP) assisted by the World Bank; and (ii) Indian National Digital Library for Science and Technology (INDLST).

18.2 The total allocations for technical education during 2010-11 is Rs. 6011.55 crore which includes Rs. 4266.03 crore as plan and Rs. 1745.52 non plan outlay. **The Committee notes that the plan allocation for 2010-11 has increased by 20 per cent in comparison of 2009-10. However, the non plan outlay has gone down from Rs. 1890 crore to Rs. 1745. 52 crore.**

18.3 The Committee while deliberating upon the budgetary allocations of technical education has focused its attention on two issues namely (i) the infrastructure in the Indian institutions and (ii) the shortage of faculty. Vacancy position in IITs and IIMs is as follows:

<b>Name of Institute</b>	<b>Faculty sanctioned strength</b>	<b>Faculty in position</b>	<b>Vacant positions</b>	<b>Vacancy as % of sanctioned strength</b>
IITs	4367	2982	1345	30%
IIMs	468	387	81	17%

The Department has informed that the following steps have been taken with regard to faculty recruitment, inculcation and retention in Government and Centrally funded technical institutes:

- (i) The age of retirement has been increased from 62 to 65 years and can go upto 70 years with the approval of the Visitor.
- (ii) The Sixth Central Pay Commission has substantially increased the salary of faculty and staff, which is proving to be effective in attracting and retaining good faculty.
- (iii) The Directors of IITs have been conducting special interviews abroad for outstanding faculty.
- (iv) The leave rules in these premier institutions have been relaxed in order to encourage the faculty to take research and consultancy work within and outside the country.
- (v) Attractive start-up grants are provided by the institutes for research.
- (vi) For attracting outstanding young faculty members, fellowships are offered in addition to salary. Similarly, for senior faculty, chairs have been instituted which are attractive add-ons to the salary.

- (vii) The Institutes strive to provide good facilities such as good residential accommodation as also medical and educational facilities for the family of the faculty.
- (viii) The IITs have increased the intake in PhD programmes so that there is an increase in the number of eligible persons to take up faculty positions in future.
- (ix) The faculty can attend national and international seminars / workshops during a block period of 3 years for which a grant of Rs. 3.00 lakhs is made available.

18.4 The Department has shared the following status of faculty recruitment in respect of the newly established IITs:

Institute	Number of faculty posts	
	Sanctioned intake	Joined
IIT Hyderabad	60	35
IIT Patna	60	32
IIT Jodhpur	60	12
IIT Bhubaneswar	60	34
IIT Gandhinagar	60	24
IIT Indore	30	24
IIT Mandi	30	
IIT Ropar	60	12

The Committee finds that in most of these newly established IITs the faculty in position is very low. Surprisingly no recruitment has taken place against the 30 sanctioned posts in IIT, Mandi. **The Committee is deeply concerned about the 30 to 80 per cent vacancies of faculty existing in our IITs. These institutions are pioneer institutions of our country and showcase our intellectual property to the world at large. Therefore, vacancies to that extent cannot be allowed to continue. The Committee calls upon the Department to ensure filling up all such positions within the first quarter of the academic session 2010-11. The Committee would like these institutions to constitute a strategic group to monitor every quarter, the progress made in filling the existing vacancies and place it before their respective Board for guidance on steps needed to substantially bring down the existing vacancies.**

18.5 The Department has furnished the following schedule for completion of infrastructure with regard to 8 IITs:



Indicators	2009-10	2010-11	2011-12	2012-13
Fixing of location	Done	--	--	--
Acquisition of Land	Done	--	--	--
Civil Construction	Started in 3 out of 8 IITs	Start construction in all 8 IITs	Continue in all 8 IITs.	Will be completed in all IITs.

It transpires from the above chart that while fixing of location and acquisition of land in respect all eight IIT's has been done, the civil construction in respect thereof would be completed by 2012-13. Elaborating further, the Department apprised that civil construction including construction of boundary walls has started in IITs at Bhubaneshwar, Ropar and Hyderabad. In rest of the IITs, the work will start during 2010-11. **The Committee would like the Department to strictly adhere to the schedule which they have shared with the Committee. Any delay in completion should not only amount to cost overrun but also deprive the students of the precious opportunities to be made available through these premier institutes.**

**18.6 The Committee observes that out of new six IIMs, four IIMs at Raipur (Chhatisgarh), Rohtak (Haryana), Ranchi (Jharkhand) and Tiruchirappalli (Tamil Nadu) would become functional from the academic session 2010-11. The Committee hopes that there would be no hurdles in this regard. There should be no undue delay in finalisation of temporary campuses for the remaining two new IIMs proposed for Kashipur (Uttaranchal) and Udaipur (Rajasthan). The Committee would also appreciate if process for creation and selection of faculty for all the IIMs also starts at the earliest. Similarly, since land has already been allotted for all the IIMs, preparatory exercise for commencement of construction work must have started by now. If not, it should start without further delay followed by construction in a time bound manner. The Committee calls upon the Department to prepare a status report at the end of four months in the fiscal year and furnish the same for its consideration.**

## **XIX. ALL INDIA COUNCIL FOR TECHNICAL EDUCATION**

19.1 All Indian Council for Technical Education (AICTE) grants approval for starting new technical institutions and for introduction of new courses. It also lays down norms and standards for such institutions. It further ensures quality development of technical education through accreditation of technical programmes. In addition to its regulatory role, the AICTE has also a promotional role which it implements through schemes for promoting technical education for women, handicapped and weaker sections of the society, promoting innovations, faculty development and research giving grants to technical institutions. Technical institutions under the AICTE include Post-Graduate, Under-Graduate and Diploma in whole spectrum of technical education, covering engineering / technology, pharmacy, architecture, hotel management and catering technology, management studies, computer applications and applied arts and crafts.

19.2 According to the Department, a provision of Rs. 200 crore has been allocated for AICTE during 2009-10 and an allocation of Rs. 220 crore has been made for AICTE in BE 2010-11. Elaborating the achievements of AICTE the Department has mentioned that AICTE has introduced e-governance in its approval process through a web portal which was placed in the public domain on 10<sup>th</sup> January, 2010. The Council has also revised the norms and standards for granting various kinds of approvals to the technical institutions. These revised norms have already been notified on 6<sup>th</sup> February, 2010 and uploaded on the AICTE's portal *www.aicte.india.org* along with the "Approval Process Handbook -2010". AICTE has launched another portal *www.nba.india.org* The Department has claimed that both the portals have been very effective in terms of their use to the stakeholders. In two months since launching of AICTE portals over 20 lakh users have visited the same. The entire approval process for establishing new institutions has been made online. 2206 applications have been received for setting up new institutions in the country which is more than the applications received last year in paper mode. The Department claims that students' interest was constantly before the Government to ensure that the AICTE adheres to the deadlines for granting approvals to institutions and address the grievances of students.

19.3 The Committee had extensively deliberated upon the functioning of AICTE including the amendments to the AICTE Act in its 211<sup>th</sup> Report and gave a

number of suggestions for improvement in the approval / inspections mechanism, fee structure, the issues relating to unapproved institutions, the faculty etc. The Action Taken Notes received from the Department were not found satisfactory and the Committee had to take oral evidence of the representatives of the Department along with AICTE officials twice. The Committee intends to continue its study on those Action Taken Notes received from the Department. The new portals of AICTE have been the matter of interest for the Committee during recent deliberations on the Demand for Grants. The Committee pointed out that there are complaints from the applicants that although they have been able to upload their registration but failed to make the payment. There are instances where payment was made but the uploading of the application failed. Then there are doubts prevailing about the loans applied online. The Chairman of AICTE informed that they have issued 17954 passwords and IDs for people who have applied for extension of approval. He conceded that there are several problems in the operation of portal. It was mentioned that the bandwidth that is required at the user end is 2 mbps and 1:1, not shared line. The institutions were expected to follow these minimum specifications. He further conceded that there is problem both at user end as well as at AICTE end. As regard the procedure for approvals, he mentioned that the entire information about the institutions applied online will be made available in public domain. On scrutiny by Screening Committee the applicants through an appeal mechanism will be allowed to upload the data subsequently. Each bank has its own scheme and then make application to the portal. As regards students loan AICTE has provided 41 bank links. Students can go to these portals, chose their link, go through the entire conditions, and accept them depending on their requirement. He added that the portal has come up only on 10<sup>th</sup> January, 2010 and all the data with an interface with the bank will be provided probably in three months.

**19.4            Whatever changes may occur in the status of AICTE after National Council for Higher Education and Research coming into the picture the Committee opines that system of approvals and facilities to the students needs to be streamlined in the interest of the technical education in its entirety. The Committee hopes that the new system of online applications and information about institutions in public domain would bring forth the much desired transparency under the new regulatory system.**

## **RECOMMENDATIONS/OBSERVATIONS AT A GLANCE**

### **II. BUDGETARY ALLOCATION**

The Committee notes that of 3.78 per cent of the GDP, flowing to the Education Sector in 2008-09, the share of the State Governments and the share of the Central Government seem to be going for a change while Chapeau clause of the Eleventh Plan on education, as a whole, enjoins upon the Government to give six per cent of the GDP to the education sector. The Committee is of the view that the allocation for Department is definitely lower than the vision statement of the Government. (Para 2.4)

### **III UTILISATION OF FUNDS**

The Committee agrees that the infrastructure development for recently approved 12 Central Universities may be a time consuming affair and for that matter the achievement of financial targets would entirely depend on physical targets. Similarly, the shortfall in non plan outlay of 2009-10 due to delay in finalization of pay and salaries on account of Sixth Pay Commission recommendation is also acceptable. The Committee, however, impresses upon the Department to strictly monitor the progress of infrastructure development for new Central Universities so that at least the plan outlay now available for the purpose is optimally utilized. Nobody can deny the fact that functioning of any educational institution from temporary site for a prolonged time cannot be considered an ideal proposition. Our Central Universities, envisaged to be role model of higher education functioning from temporary campuses is bound to adversely affect both the quality of education as well as the performance of the students. A time bound completion schedule should, therefore, be drawn out to ensure that infrastructure of these universities is in place without cost and time overruns. (Para 3.4)

Not only this, the Committee views with serious concern the low level of utilisation by the end of first three quarters during 2009-10. The Committee is

surprised to note that smaller schemes like Scholarships, Book Promotion also do not seem to have been functioning as envisaged. Scheme of Scholarships, very crucial for both the meritorious and poor students continues to remain almost non-functional. Funds allocated for 2007-08 under this Scheme remained unspent. Position was the same upto third quarter of 2009-10. Similarly, Scheme of Book Promotion which needs to be propagated extensively seems to be the most neglected as year after year negligible allocation under this scheme somehow remained grossly under-utilised. The Committee would like to point out that in the process of massive expansion of higher/technical education, schemes like Book Promotion and Scholarships should not be allowed to be implemented in a routine manner. Their role though smaller is equally crucial for our young students. (Para 3.5)

The Committee is not convinced by the Department's clarification that unspent balances in itself do not adversely affect the working of institutions as all such institutions have also corresponding liabilities / commitments which are taken into account while deciding further releases. The Committee would like to point out that the very fact that small institutions have unspent balances and corresponding liabilities also, indicates that not only financial norms are not being adhered to but they are also not functioning as per their mandate. The Committee would, therefore, appreciate if corrective measures are initiated by the Department at the earliest. Committee's apprehensions are confirmed by pendency of audit paras against ICSSR, New Delhi, Central Hindi Directorate and CIIL, Mysore. (Para 3.6)

The Committee is of the view that the pace of fund utilization both under Plan and Non-Plan during 2009-10 has failed to meet the targets. By the end of the third quarter (upto December, 2009) only 57.32% of plan and 70.25% of non plan funds could be utilised. The Department's assertion that some schemes needed to be reworked because of lower allocation is indicative of its failure to utilize the allocated funds. How can the Department claim higher allocation when the fund utilization has been so poor. (Para 3.7)

The Committee is surprised to find that shortfall is noticed even in the projections approved by the Planning Commission for the Eleventh Plan. Out of

projected outlay of Rs. 89,943 crore, only Rs. 35,504 crore could be spent in the first three years of the plan period. The Committee can only conclude that given the poor utilization trend, the Department would not be able to meet the shortfall between the projected outlay and the budget allocation. The Department shall have to blame itself in case there is an overall cut by the Planning Commission in the projected outlay for Twelfth Plan. Obviously the annual budgetary allocations are also likely to be affected adversely. There appears to be deficiencies in the financial management as well. The Department has got money but it has not been able to utilize the same imaginatively and skillfully. Though the Department is claiming about a number of interventions introduced for access, excellence and inclusiveness and also building a knowledge society, but the pace of expanding higher education is not commensurate to the projected outlay approved by the Planning Commission. In such a scenario, Department's vision for investing 6 per cent of GDP for the Education Sector, seems to be a distant dream. Given the level of utilization of allocated funds, the Committee is apprehensive about the outcome of Departments' efforts for increasing Gross Enrolment Ratio from 12.4 per cent to 15 per cent by 2010-11. The Committee hopes the Department would adopt better fiscal management techniques supported by strong monitoring mechanism to ensure that the outlays are utilized optimally and the demand for higher allocation could be a justifiable preposition. The Committee recommends that the Department should undertake quarterly review of allocation and pace of expenditure as well as identifying deficiencies and shortfalls with a view to achieving the target of 15 per cent GER at the end of Eleventh Plan. (Para 3.8)

#### **IV TARGETS FOR ELEVENTH PLAN**

Closely related with the Gross Enrolment Ratio (GER) is the issue of access to education. In spite of massive expansion in higher and technical education both in the Government and private sector in the recent years, the fact remains that even meritorious students do not get the opportunity to join course of their liking. Every year, students both talented and average students compete for admission in IITs and IIMs and other premier educational institutions. However, very few get admission in institutions of their choice. For example, during 2009, out of 3,84,977 students

who sat for IIT entrance test, 3,74,942 failed to qualify. Such a trend is visible in other Entrance Tests also. Not only this, state-wise details indicate that success rate of students from N-E states like Arunachal Pradesh, Assam, Manipur, Maghalaya and Sikkim in such exams is virtually nil. Thus, issue of access to higher education, in spite of a large number of significant initiatives taken by the Government continues to remain the major challenge. The Committee can only say that more vigorous efforts with focus on weak areas are required to be continued for quite some time. Though, the exact figures of students not able to get admissions in different universities in Delhi was not made available to the Committee, gap between demand and supply is very wide there also. The Committee would like the Department to consider this issue and devise a mechanism by which such category of aspiring students get opportunities for higher education. One straight answer to this issue could be to open more colleges and universities in the country but at the same time the Department should also focus on diversifying the curriculum to include other things that will be of help to students' growth. The focus should be on developing students' entrepreneur skills or providing vocational education to them. Committee feels that it is crucial to improve the supply side response. (Para 4.6)

## V. UNIVERSITY GRANTS COMMISSION

The Committee appreciates the initial bottlenecks coming across in developing the infrastructure for new Central Universities but delay can certainly be checked through better coordination with the state authorities. The Committee also expects the desired level of cooperation from the states as it is on their initiatives the decision to open the Central Universities was taken by the Central Government. The Committee is, however, not satisfied with slow pace of faculty recruitment in accordance with the implementation of Oversight Committees' recommendations. The Committee recommends that urgent corrective measures needed to be taken up for addressing the requirement of additional faculty lest the very purpose of legal framework for reservation for OBC category might be seriously jeopardized. (Para 5.3)

## **VI. HIGHER EDUCATION-QUALITY AND NEED FOR REFORMS**

The Committee observes that higher education in our country is in a flux. It does not give a coherent picture because we have various institutions, quality institutions and institutions which do not have any quality at all. We have the institutions which give best of education and also the institutions which provide substandard quality of education. With the number of institutions continue to grow, a seemingly absence of quality is felt. We have poor infrastructure in most of the universities and colleges. Our courses are irrelevant and there are very less number of quality teachers in the institutions. One of the important reasons for poor quality of education is that our libraries in the colleges and universities are not properly equipped. The Committee is of the firm view that development of work culture in our educational system is the need of time. We need to develop the talent who could infuse the quality aspect. Our institutions require a visionary management, enlightened minds of faculty and inspired students to produce quality education. (Para 6.5)

The Committee finds such system of validation quite intriguing. It feels that either the system of validation be done away with or it be made mandatory for all institutions. Such slipshod approach with regard to the validation provision does more harm than good to those institutions whose existence and credibility becomes questionable with the expiry of validation. The Committee hopes that Department would rectify this situation so that the air of confusion could be eliminated in the interest of both the students as well as the institutions. It further expects that the Department would take care of this revalidation aspect in the legislature framework concerning accreditation proposes to be brought before the Parliament in near future. (Para 6.7)

The Committee appreciates the initiatives the Department has taken for the much awaited reforms in the field of higher education. While examining the Demands for Grants of the Department of Higher Education, the Committee also took opportunity to deliberate on the impending educational reforms particularly with



regard to the opening and recognition of different sets of universities. In this context, the existing provisions of UGC Act and the Regulations came under close scanner of the Committee. The Committee has noticed that our university education is confronted with lot of practical difficulties in implementation of those provisions. Monitoring of fees and quality of education in private universities being not fully under control of the Government, both students as well as parents are facing a lot of problems. The issue of indiscriminate recognition of institutions as Deemed to be Universities has become quite controversial and the Apex Court is seized of the matter. Recently one more controversy has generated in the conversion of Central Universities into State Universities and the glaring example is Delhi Technical University, formerly known as Delhi College of Engineering (DCE). The students of this University are up in arms against the granting of State University status to DCE which before such conversion was part of Delhi University i.e. a Central University. The matter is now sub-judice. There are other sets of university education in the name of foreign universities and also fake universities which have opened campuses across the country. In a nutshell, a host of teething problems have cropped up due to complexities of provisions under UGC Act and Regulations. Needless to mention these infirmities have occurred because the existing policy for opening universities is not clearly laid down and the regulations are open to different interpretations. The Committee hopes that the Department will take into consideration all these issues and formulate a comprehensive policy / regulation while finalising the proposed legislation for National Commission for Higher Education and Research. (Para 6.8)

The Committee also takes this opportunity to urge upon the Government to include the aspects of character building and physical fitness as important components in the educational reforms so as to ensure holistic growth of our students. In this connection the Committee desires to draw the attention of the Department to its recommendations / observations contained in its 86<sup>th</sup> Report on value based education. (Para 6.9)

## **VIII. NEW CENTRAL UNIVERSITIES**

The Committee strongly feels that process of construction should commence in respect of all the Central Universities in 2010-11 and got completed in a time bound manner. The Committee is unhappy that despite the preparatory exercise done by the Department and the UGC with regard to arrangements of faculty in newly created universities, the vacancies could not be filled up due to delay in finalization of statutes by respective universities. Given the seriousness of the issue, the Department should have fixed a time frame for finalizing these statutes. The Committee desires that the framing of statutes may be done without further delay so that the process of recruitment for the vacant posts of faculty could be started at the earliest. It would be better if a Central Committee with representation from concerned State Government is assigned the task of monitoring both the required faculty and infrastructure of these Universities. This action is required to be taken if cost and time overruns are to be avoided. (Para 7.3)

## **VIII. VACANCIES IN FACULTIES OF CENTRAL UNIVERSITIES.**

The Committee is not happy with this state of affairs. Both the UGC and the Department are mandated to work in coordination so that all the Central Universities continue to function smoothly. (Para 8.9)

The Committee notes that an operation of Faculty Recharge is being launched, under which 1000 faculty positions are being created and to be filled at national level through global advertisement. Despite seeking details in that regard, the feedback was not received from the Department. The Committee would like to know the status of the scheme. (Para 8.10)

## **IX. STRENGTHENING OF 6000 COLLEGES IN 150 STATE UNIVERSITIES.**

The Committee is happy to note that in order to operationalise the scheme, amendments to the aforesaid Rules have been notified on 8<sup>th</sup> August, 2009. At

present the process of formulation of guidelines for the implementation of the scheme by the UGC is going on. The Committee would like to point out that already considerable time has been taken since the notification of the Rules in August, 2009. In fact, the guidelines should have been circulated to the concerned State Universities by now. The Committee would appreciate if the process is expedited and the scheme is implemented from 2010-11 itself.

#### **X. DEEMED TO BE UNIVERSITIES**

The Committee would like the Department to keep the interests of students uppermost while revising the regulations. It desires that the much awaited UGC regulations may be formulated after due consultations with all stakeholders. It would also urge upon the Department to expedite the notification of regulations without any further delay. (Para 10.2)

#### **XI. PRIVATE UNIVERSITIES IN THE COUNTRY**

The quality of education in some cases has also been found questionable. There being no firm regulation the students have been the victims and the education the casualty. In such a scenario, less than half of the private universities being inspected by UGC so far cannot be considered a very satisfactory situation. Secondly, it is also not known whether serious shortcomings were noticed in the functioning of the inspected private universities. Details of follow-up action are also not known. The Committee would appreciate if information about private universities found wanting is given wide publicity through print and electronic media. The Committee would like to have a status note in this regard along with the private universities to be inspected and by when. (Para 11.3)

## **XII. STATUS OF WOMEN IN HIGHER EDUCATION**

**The women study centres have played a prominent role in achieving the objective of increasing women's enrolment in higher education. The present number of 131 centres, in the opinion of the Committee, is not commensurate to the number of universities which is at present 504. That means only 22 per cent universities have women study centres while remaining 78 per cent are yet to set up these centres. The Committee would like the Department to devise a time bound action plan to cover all the universities and even expand the scheme to all institutions of technical education in view of increasing enrolment of women in these institutions as well.**

**(Para 12.3)**

**The Committee would like to have an idea about the level of participation, university-wise during Eleventh Plan. The Committee would appreciate if an evaluation of scheme is also undertaken so that an assessment about its impact can be made and necessary corrective measures initiated, wherever required.**

**(Para 12.6)**

**The Committee would like to be apprised about the break-up of women hostels set up in urban / rural areas and metro / non-metro city-wise. The Committee would also appreciate if an assessment is made about the functioning of these women hostels so as to have an idea about the problem areas and corrective measures required therefor.**

**(Para 12.8)**

**The Committee appreciates the initiatives with regard to scholarship for single girl child. However, uneven spread of this scheme needs to be looked into. A fixed number of scholarships per State on the pattern of Scheme of Scholarship for College and University Student can be included. The scheme also needs more publicity to educate the masses particularly in our rural and remote areas about the benefits of the scheme so that they get motivated to send girl child for higher education. The Committee hopes that Department would adopt a focused approach towards this scheme to ensure equal opportunity to women and increasing the overall GER in higher education.**

**(Para 12.11)**

The Committee fails to understand the reasons for undue delay in the award of fellowships. Action needs to be taken on an urgent basis so that the selection process does not become a protracted exercise. The Committee would like to have a status report along with the details of monitoring mechanism, if any, for the scheme.

(Para 12.13)

### **XIII. INCLUSIVENESS IN HIGHER EDUCATION**

The Committee has noted that the special component plan allocation for these disadvantaged social groups has decreased from 16.2 per cent in 2009-10 to 13.2 per cent 2010-11. In terms of amount Rs. 330 crores was denied to the SCP. Similarly the allocation for TSP comes out to only 4.5 per cent against 8.1 per cent last year which means an amount of Rs. 392 crores has been denied to the TSP. Given this declining trend of allocation the Committee is of the opinion that the objectives of inclusive education would remain elusive. No replies to the query of Committee seeking details of Equal Opportunity Cells and the monitoring mechanism with regard thereto was received from the Department. The Department has also preferred to remain silent on the status of Residential Coaching Academies and the details about post doctoral fellowship given to SC, ST. The Committee, therefore, feels constrained to make any recommendations on these two important interventions in the absence of all these details. It would like the Department to furnish the requisite information within one month of the presentation of this Report. The Committee also feels that wide publicity at regular intervals through print and electronic media and also at university / college level needs to be given to such schemes. Only then the targeted beneficiaries would be covered optimally.

(Para 13.2)

### **XIV. SCHOLARSHIP FOR COLLEGE AND UNIVERSITY STUDENTS**

The Committee is not prepared to believe that States like U.P. and Bihar having a big concentration of youth in the 18-25 years age group do not have

students securing 80% marks. While not even a single student from Bihar was covered during 2008-09, only 2 students from the State could get the benefit in 2009-10. Similarly, while 1477 students from U.P. were covered in 2008-09, only 39 students from the State could be covered during 2009-10. Chhatishgarh is another peculiar case. While the State failed to submit the eligibility list during 2008-09, no student could be covered during 2009-10, reason being that UCs were not furnished in spite of funds sanctioned for 1387 scholarships in 2008-09. It seems that there is no monitoring mechanism under the scheme and even if it is there the same cannot be treated effective enough. The Committee wonders as to why both the State Boards and also the students seem so disinclined to get the benefit of the scheme. The Committee recommends that an effective monitoring mechanism needs to be put in place to ensure maximum coverage as per the prescribed criteria. In this age of IT advancement when results are available on Internet, it is not a complicated job to get the data of eligible students from the state boards which can be then pursued to approach the selected students for getting the formalities completed.

(Para 14.2)

#### **XV. EDUCATIONAL LOAN INTEREST SUBSIDY**

While the Committee appreciates the noble objectives behind the scheme, it is of the opinion that the cut off point of Rs. 4.5 lakh parental income is too restrictive and would benefit very few families given the poor income level of majority of our countrymen. Higher education being costlier is getting beyond the reach of middle class leave alone the poor masses of the country. Therefore, the ceiling of Rs. 4.5 lakh per annum needs to be raised appropriately in view of increasing financial burden due to general inflationary trend. The Committee would like the Department to explore the feasibility of raising the parental income ceiling to Rs. 10 lakh per annum considering the increased cost and fee structure in these institutions so that more and more students get benefit of the scheme.

(Para 15.3)

**XVI.           INDIRA GANDHI NATIONAL OPEN UNIVERSITY**

The Committee is quite satisfied to know that more than 2.5 million students are enrolled in IGNOU. It has been possible because of good quality and affordable education available to the common people through this renowned institution. The Committee, however, notes that though there is a marginal increase of Rs. 10 crores in the outlay for 2010-11, with the surplus receipts the University should be in a position to take care of the investment for its diverse activities particularly those aimed to improve the quality of educational facilities. In fact more similar institutions should be set up to address the growing needs of education in the country particularly to help the poor people. The Committee would, therefore, recommend higher allocation for expansion of open universities and institutions in the country. At the same time, the Committee would advise IGNOU to monitor its activities in North Eastern Sector where funds are not being utilized. IGNOU should also review both its reach as well as the quality of education offered for ensuring both deeper access and improved quality. (Para 16.4)

**XVII.           NATIONAL MISSION IN EDUCATION THROUGH I.C.T.**

The Committee fails to understand the inordinate delay in such administrative and procedural issues. The Committee is of firm view that corrective measures should be taken to ensure optimum utilisation of fund under this scheme during the current financial year. (Para 17.2)

**XVIII.           TECHNICAL EDUCATION**

The Committee notes that the plan allocation for 2010-11 has increased by 20 per cent in comparison of 2009-10. However, the non plan outlay has gone down from Rs. 1890 crore to Rs. 1745. 52 crore. (Para 18.2)

The Committee is deeply concerned about the 30 to 80 per cent vacancies of faculty existing in our IITs. These institutions are pioneer institutions of our country and showcase our intellectual property to the world at large. Therefore, vacancies to that extent cannot be allowed to continue. The Committee calls upon

the Department to ensure filling up all such positions within the first quarter of the academic session 2010-11. The Committee would like these institutions to constitute a strategic group to monitor every quarter, the progress made in filling the existing vacancies and place it before their respective Board for guidance on steps needed to substantially bring down the existing vacancies. (Para 18.4)

The Committee would like the Department to strictly adhere to the schedule which they have shared with the Committee. Any delay in completion should not only amount to cost overrun but also deprive the students of the precious opportunities to be made available through these premier institutes. (Para 18.5)

The Committee observes that out of new six IIMs, four IIMs at Raipur (Chhatisgarh), Rohtak (Haryana), Ranchi (Jharkhand) and Tiruchirappalli (Tamil Nadu) would become functional from the academic session 2010-11. The Committee hopes that there would be no hurdles in this regard. There should be no undue delay in finalisation of temporary campuses for the remaining two new IIMs proposed for Kashipur (Uttaranchal) and Udaipur (Rajasthan). The Committee would also appreciate if process for creation and selection of faculty for all the IIMs also starts at the earliest. Similarly, since land has already been allotted for all the IIMs, preparatory exercise for commencement of construction work must have started by now. If not, it should start without further delay followed by construction in a time bound manner. The Committee calls upon the Department to prepare a status report at the end of four months in the fiscal year and furnish the same for its consideration. (Para 18.6)

#### **XIX. ALL INDIA COUNCIL FOR TECHNICAL EDUCATION**

Whatever changes may occur in the status of AICTE after National Council for Higher Education and Research coming into the picture the Committee opines that system of approvals and facilities to the students needs to be streamlined in the interest of the technical education in its entirety. The Committee hopes that the new system of online applications and information about institutions in public domain would bring forth the much desired transparency under the new regulatory system.

(Para 19.4)



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# MINUTES

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**XI**  
**ELEVENTH MEETING**

The Committee on Human Resource Development met at 11.30 A.M. on Thursday, the 25<sup>th</sup> March, 2010 in Room No. 139, First Floor, Parliament House Annexe, New Delhi.

**MEMBERS PRESENT**  
**RAJYA SABHA**

1. Shri Oscar Fernandes — *Chairman*
2. Shri Vijaykumar Rupani
3. Shri Penumalli Madhu
4. Shri N.K. Singh
5. Dr. Janardhan Waghmare

**LOK SABHA**

6. Shri Kirti Azad
7. Shri P.K. Biju
8. Shri Jitendrasingh Bundela
9. Shrimati J. Helen Davidson
10. Shri Prataprao Ganpatrao Jadhav
11. Shri P. Kumar
12. Shri Prasanta Kumar Majumdar
13. Capt. Jai Narain Prasad Nishad
14. Dr. Vinay Kumar Pandey
15. Shri Tapas Paul
16. Shri Ashok Tanwar
17. Shri Joseph Toppo
18. Shri Madhu Goud Yaskhi

**LIST OF WITNESSES**

I.       \*\*\*                   \*\*\*                   \*\*\*                   \*\*\*                   \*\*\*

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**\*\*\* Relates to other matter.**

**II MINISTRY OF HUMAN RESOURCE DEVELOPMENT  
DEPARTMENT OF HIGHER EDUCATION**

1. Smt. Vibha Puri Das	-	Secretary
2. Sh. Ashok Thakur	-	Additional Secretary
3. Sh. S.K. Ray	-	Additional Secretary & FA
4. Sh. Sunil Kumar	-	Joint Secretary
5. Sh. N.K. Sinha	-	Joint Secretary
6. Sh. Amit Khare	-	Joint Secretary
7. Dr. Anita Bhatnagar Jain	-	Joint Secretary
8. Dr. Vijay P. Goel	-	DDG
9. Sh. R.C. Meema	-	Economic Advisor
10. Sh. A. N. Bokshi	-	CCA
11. Sh. Ved Prakash	-	VC, UGC
12. Dr. (Mrs.) Niloufer Adikazmi	-	Secretary, UGC
13. Prof. S.S. Mantha	-	Acting Chairman, AICTE
14. Prof. R. Govinda	-	VC, NUEPA
15. Prof. V.N. Rajasekharan Pillai	-	VC, IGNOU
16. Dr. K. Gunasekaran	-	A.S. UGC
17. Dr. K.P. Singh	-	JS, UGC

**SECRETARIAT**

Smt. Vandana Garg, Additional Secretary  
Shri J. Sundriyal, Director  
Shri Arun Sharma, Joint Director  
Shri Sanjay Singh, Assistant Director  
Smt. Himanshi Arya, Committee Officer  
Smt. Harshita Shankar, Committee Officer

2. At the outset, the Chairman welcomed the members to the first meeting in connection with the examination of Demands for Grants for the year 2010-11 pertaining to the Ministries/Departments under the purview of the Committee. He mentioned that the budgetary documents and the replies to questionnaire were circulated to the members and sought their cooperation for detailed examination of the Demands.

3. \*\*\* \*\*

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\*\*\* Relates to other matter.

4. The Committee reassembled at 3.30 p.m. to hear the Secretary, Department of Higher Education on the Demands for Grants 2010-11 of the Department. The Secretary apprised the Committee on the budgetary allocation as also performance of various schemes, the problem areas in higher educations and the initiatives of the Ministry in that regard. The Members then sought clarifications based on the replies to Committee's questionnaire and also the presentation made by the Department during the meeting. As number of issues were large and needed elaborate feedback, the Committee directed the Secretary to send written replies on all the queries within a week for its consideration.

5. A verbatim record of the proceedings was kept.

6. The Committee then adjourned at 5.44 p.m. to meet again at 11.30 a.m. on Friday, the 26<sup>th</sup> March, 2010.

**XV**  
**FIFTEENTH MEETING**

The Committee on Human Resource Development met at 4.00 P.M. on Wednesday, the 28<sup>th</sup> April, 2010 in Committee Room 'A', Ground Floor, Parliament House Annexe, and New Delhi.

**MEMBERS PRESENT**  
**RAJYA SABHA**

1. Shri Oscar Fernandes — *in the Chairman*
2. Dr. E.M. Sudarsana Natchaippan
3. Shrimati Mohsina Kidwai
4. Shri Penumalli Madhu
5. Shri N.K. Singh
6. Shri M. Rama Jois
7. Shri Brij Bhushan Tiwari

**LOK SABHA**

8. Shri Suresh Angadi
9. Shri P.K. Biju
10. Shrimati J. Helen Davidson
11. Shri P.C. Gaddigoudar
12. Shri Rahul Gandhi
13. Shri Prataprao Ganpatrao Jadhav
14. Shri Prasanta Kumar Majumdar
15. Capt. Jai Narain Prasad Nishad
16. Dr. Vinay Kumar Pandey
17. Shri Tapas Paul
18. Shri Madhu Goud Yaskhi

**SECRETARIAT**

Smt. Vandana Garg, Additional Secretary  
Shri J. Sundriyal, Director  
Shri Arun Sharma, Joint Director  
Shri Sanjay Singh, Assistant Director  
Smt. Himanshi Arya, Committee Officer  
Smt. Harshita Shankar, Committee Officer

1. The Committee first took up for consideration the draft 222<sup>nd</sup> Report on Demands for Grants 2010-11 of Department of Higher Education, Ministry of Human Resource Development and after some discussion, adopted the Report with some minor modifications.

2. The Committee then decided to present this Report to both Houses of Parliament on 29<sup>th</sup> April, 2010. It was decided that while Shri Oscar Fernandes, Chairman, of the Committee and in his absence, Shri M. Rama Jois will present the Report in Rajya Sabha, Shri P.K. Biju, and in his absence, Shri P.C. Gaddigoudar will lay the Report in Lok Sabha.

3. \*\*\*                      \*\*\*                      \*\*\*                      \*\*\*                      \*\*\*

4. The Committee then adjourned at 4.30 p.m.