

REPORT NO.

246



सत्यमेव जयते

**PARLIAMENT OF INDIA
RAJYA SABHA**

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

TWO HUNDRED FORTY-SIXTH REPORT

**Demands for Grants 2012-2013 (Demand No. 58)
of Department of Higher Education**

*(Presented to the Rajya Sabha on 9th May, 2012)
(Laid on the Table of Lok Sabha on 9th May, 2012)*



**Rajya Sabha Secretariat, New Delhi
May, 2012/Vaisakha, 1934 (Saka)**

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Hindi version of this publication is also available

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COMPOSITION OF THE COMMITTEE
(2011-12)

1. Shri Oscar Fernandes — *Chairman*

RAJYA SABHA

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5. Shri M. Rama Jois
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LOK SABHA

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27. Shri Joseph Toppo
28. Dr. Vinay Kumar Pandey 'Vinnu'
29. Shri P. Viswanathan
30. Shri Madhu Goud Yaskhi
- ¹31. Shri Rathod Ramesh

® Ceased to be a Member of the Committee *w.e.f.* 2.4.2012.

§ Ceased to be a Member of the Committee *w.e.f.* 2.4.2012.

¹ Nominated as a Member of the Committee *w.e.f.* 25.11.2011.

(ii)

SECRETARIAT

Shrimati Vandana Garg, *Additional Secretary*

Shri N.S. Walia, *Director*

Shri Arun Sharma, *Joint Director*

Shrimati Himanshi Arya, *Assistant Director*

Shrimati Harshita Shankar, *Committee Officer*

PREFACE

I, the Chairman of the Department-related Parliamentary Standing Committee on Human Resource Development, having been authorized by the Committee to present the Report on its behalf, do hereby present this Two Hundred Forty-sixth Report of the Committee on the Demands for Grants (Demand No. 58) of the Department of Higher Education for the year 2012-2013.

2. The Committee considered the various documents and relevant papers received from the Department of Higher Education and also heard the Secretary and other Officials of that Department on the said Demands for Grants in its meeting held on 10th April, 2012.

3. The Committee considered the Draft Report and adopted the same in its meeting held on 7th May, 2012.

NEW DELHI;
May 7, 2012
Vaisakha 17, 1934 (Saka)

OSCAR FERNANDES
Chairman,
Department-related Parliamentary
Standing Committee on Human Resource Development.

REPORT

I. INTRODUCTION

1.1 The functions of the Department of Higher Education are to evolve educational policy in all its aspects and to coordinate and determine standards in higher education including research. The Department is also entrusted with the responsibility to expand and develop technical education, to administer scholarships, to foster and encourage studies and research in Sanskrit and other classical languages and to co-ordinate its functions with activities of UNESCO. The main objectives of the Department are laying down of National Policy on Education and overseeing its implementation, planned development, including expansion of access and qualitative improvement in University and Higher Education and Technical Education with special attention to disadvantaged groups *e.g.* Scheduled Castes, Scheduled Tribes, Other Backward Classes, Girls, Minorities and Disabled, Development of all Indian languages, scholarship to deserving students and promotion of books and administration of Copyright Act.

1.2 The Secretary in her presentation before the Committee on 10th April, 2010 dwelt upon its key strategies for the Twelfth Plan. The first strategy was to increase access through expansion which was proposed to be achieved by strengthening and consolidation of New Central Institutions, *i.e.* IITs, IIMs, CUs, NITs, IIITs, ITSERs, Polytechnics set up during the Eleventh Plan. An umbrella scheme with substantial supports by Centre was to take care of expansion and consolidation of State institutions. The second strategy was to ensure additional enrolment by addressing critical access gaps, demand side management and special equity schemes. The third objective was to ensure greater social inclusion and equity and reduce gender gaps by continuation and strengthening of existing schemes of inclusion such as Scholarships, Girls Hostel, Opening of new Degree Colleges in educationally backward districts and focus on socially and economically backward sections, women and minorities. The last objective of the Twelfth Plan was quality enhancement mainly through focus on Faculty Development for which a National Mission on Teachers and Teaching was proposed to be launched. Strengthening of research in Basic Sciences and Social Sciences and enhanced usage of technology were also high priority areas for this purpose.

1.3 The Secretary then drew the attention of the Committee towards major achievements made in the following areas during the Eleventh Plan period:

- setting up of new Central Universities
- establishment of 374 new degree colleges
- setting up of new technical institutions
- sub-mission on polytechnics
- National Mission on Education through ICT
- financial support to students

The Secretary also made a mention of major educational reforms proposed by the Department during the Eleventh Plan Period.

II. BUDGETARY ALLOCATION

2.1 The total projected outlay of the Department of Higher Education for the Twelfth Plan is

fact that State Governments have to play a very vital role in this regard. They are not only the beneficiaries but also the designated authorities for implementation of the schemes at the ground level. The Committee strongly feels that beginning of a plan period is the most appropriate time to sensitize the concerned authorities for successful implementation of various centrally sponsored schemes. The Committee, accordingly, recommends that the Department take necessary action in this regard.

2.3 Committee's attention has been drawn by the Twelfth Plan Approach Paper which mentions that about 18 per cent of all Government education spending or 1.12 per cent of GDP be spent on higher education. This funding should be raised to 25 per cent and 1.5 per cent respectively. State universities and their affiliated colleges that account for more than 90 per cent of enrolment, suffer from severe fund constraints and poor governance leading to poor quality. There should be some mechanism to check the shortfall for adequately funding the State Universities so as to increase the GER and quality of education imparted in the Universities. The Department should also ensure that the spending on R&D should be increased from 0.8 per cent of GDP to at least 1.5 per cent of GDP and this could be achieved through a careful monitoring of the investments made by Central Government agencies, State Governments and private sector. Every educational institution should set apart 3 per cent of its budget for research and also industry academia collaboration should be encouraged. Higher Education being an important sector for the development of the nation, the Committee feels that focused attention in terms of resources and funds should be made available for development and quality research and innovation in this sector.

III. UTILIZATION OF FUNDS

3.1 Pendency of utilization certificates and availability of unspent balances have remained two areas of serious concern for the Committee for the last few years. As per the latest details made available to the Committee, as on 1.04.2011, utilization certificates for an amount of ₹12194.57 crore were pending. Due to persistent efforts at the Department level and through CCA's office, 785 utilization certificates worth ₹2823.47 crore were obtained and utilization certificates for an amount of ₹9371.10 crore were still pending as on 31.12.2011. Similarly, as on 30.09.2011, unspent balances amounting to ₹1739.43 crore were lying with Implementing Agencies/Autonomous Bodies. The Committee has been given to understand that no fresh grants are released to the institutions against when utilization certificates for the past grants were pending. Unspent balances were invariably taken into consideration while releasing further grants.

3.2 The Committee does not find the clarification given by the Department very convincing. The Committee would like to point out that funds are allocated for specific schemes to be utilized as per the Annual Action Plan indicating physical targets to be achieved every quarter. The very fact that allocated funds remained to be utilized as envisaged is an indication that there are certain problem-areas either in the formulation of the scheme itself or inability of the implementing agencies to take benefit of the funds as mandated under the Action Plan. Either way such a situation confirms the non-implementation of the scheme in a time-bound manner. Similarly, non-submission of utilization certificates by the implementing agencies is an indicator of their failure to adhere to the prescribed accounting norms. Even the smallest fraction of Government funds is has to be dully accounted for. Nobody can escape this primary responsibility. The Committee, accordingly, recommends that the Department should initiate a review exercise with all concerned so that the problem areas wherever identified are resolved and optimum and judicious utilization of allocated funds is ensured.

3.3 In the context of unspent balances, Committee attention has been drawn towards substantive amount of funds lying with both Central and State Universities. Out of ₹1838.72 crore allocated to 23 Central Universities from 2009-10 to 2011-12, there was utilization of ₹1535.75 crore, leaving an unspent balance of ₹554.09 crore, with the maximum availability with the following Central Universities:-

(₹ in crores)

Central University	Funds released 2009-10 to 2011-12	Expenditure	Unspent Balance Total Eleventh Plan release
AMU	89.00	70.08	48.73
Delhi University	83.00	61.28	65.93
JNU	101.27	71.98	43.42
BBAU	100.00	60.48	51.67
N-E Hill University	61.86	54.74	26.81
Nagaland University	63.00	40.49	26.58
Sikkim University	50.00	46.26	22.80

The Committee observes that for the sixteen new Central Universities, although funds have been duly released during the Eleventh Plan Period, as on 01.02.2012, huge amount of unspent balances, i.e. ₹653.57 crore is lying with them. What is more intriguing is that out of ₹727.50 crore released to the new universities, expenditure figures are ₹503.47 crore but unspent balance is ₹653.57 crore which clearly indicates that quantum of released funds to different universities is much more. Following figures are self-revealing:-

(₹ in crores)

Central University	Grant Released 2009-10 – 2011-12	Expenditure	Unspent Balance as on 01.02.2012
CU of Gujarat	31.00	17.62	29.58
CU of Haryana	44.00	24.68	50.51
CU of Himachal Pradesh	18.00	06.03	19.73
CU of Jharkhand	51.25	35.37	34.64
CU of Karnataka	115.00	69.36	83.97
CU of Kerala	16.50	10.59	23.91
CU of Odisha	44.75	30.62	43.34
CU of Punjab	40.00	28.50	31.92
CU of Rajasthan	84.00	70.60	63.92
CU of Tamil Nadu	100.00	76.49	89.53
Dr. Harisingh Gaur University	25.00	28.23	58.04
Guru Ghasidas Universities	65.00	47.21	43.39
HNB Garhwal University	60.00	46.28	52.39

The Committee observes that funds released to various Central Universities are meant for their maintenance as well as further development. The Committee fails to understand the factors behind the failure of almost all the Central Universities to make good use of funds released to them.

3.4 The Committee finds that utilization status of Central funds for State Universities meant for their special development and also for rejuvenation of very old State Universities is equally discouraging. Rather it depicts a more dismal scenario when compared with Central Universities. Following figures confirm Committee's observations:

(₹ in crore)

State Universities	Grant Released	Expenditure	Pending UC's
Andhra Pradesh (11 Universities)	46.28	06.28	39.99
Goa (1 University)	05.06	00.41	04.64
Gujarat (7 Universities)	33.07	03.57	29.49
Karnataka (9 Universities)	32.59	04.47	28.12
Kerala (6 Universities)	26.04	04.75	21.29
Madhya Pradesh (10 Universities)	31.18	04.57	26.60
Maharashtra (10 Universities)	41.04	03.95	37.08
Tamil Nadu (12 Universities)	52.77	06.95	47.07
Assam (2 Universities)	10.12	0.40	09.72
Bihar (9 Universities)	29.88	01.99	27.88
Delhi (University)	02.81	00.45	02.36
Haryana (6 Universities)	20.17	01.55	18.62
Himachal Pradesh (1 University)	05.06	00.34	04.72
Jammu & Kashmir (2 Universities)	10.06	02.00	08.05
Jharkhand (3 Universities)	09.70	00.62	08.57
Orissa (3 Universities)	24.83	00.77	24.05
Punjab (3 Universities)	11.98	01.63	10.34
Rajasthan (4 Universities)	17.21	00.49	16.71
Uttar Pradesh 12 Universities)	33.85	02.34	31.50
Uttarakhand (2 Universities)	07.23	01.03	06.19
West Bengal (9 Universities)	45.39	05.97	39.42
Chhattisgarh (4 Universities)	09.74	01.33	08.41

3.5 **The Committee is constrained to note that out of Eleventh Plan allocation of ₹1029.70 crore for 131 State Universities, funds released were less than half, i.e. ₹506.13 crore and total expenditure was mere ₹54.96 crore. As many as 26 State Universities failed to spend even a single paisa. It seems that State Universities are not simply inclined to take benefit from the Central Funds. The Committee is not aware whether this matter has been taken up with the State Universities so far. If not, it is high time with the Twelfth Plan**

Period commencing that the Department ascertains the actual requirements of State Universities and only then make the funds available to them. At the same time, the Department should ensure that funds available with the State Universities are put to good use and pending works are completed at the earliest.

3.6 The Committee takes note of the following observation made in the Approach Paper to the Twelfth Plan

“UGC is the main vehicle of routing funds to Central and State Universities and Colleges for funding. UGC has been administering around 75 schemes. The process of approval and sanction is not only time-consuming, it also suffers from opaqueness and prolixity. Several schemes are delayed and never achieve intended results. The process of approval is not norm based. It is proposed to adopt norm-based funding approach as far as general development grants are concerned.”

The Committee hopes that with this kind of initiative both Central and State Universities would be better placed so far as utilization of Central funds is concerned during the Twelfth Plan Period.

IV. SETTING UP OF DEGREE COLLEGES IN EDUCATIONALLY BACKWARD DISTRICTS

4.1 The Committee observed that an Expert Committee was appointed by UGC under the Chairmanship of Prof. S.R. Thyagarajan, former Vice-Chancellor, University of Madras. The Expert Committee had identified 374 educationally backward districts with GER less than the national GER (12.4 per cent). Under the scheme, the Central Government shall provide financial assistance to the extent of one-third of the capital cost for establishment of each college limited to ₹2.67 crore. For special category States, Central share shall be 50 per cent of the capital cost limited to ₹4 crore for each college. The balance amount of the capital cost and the recurring cost of running these colleges shall be met by the State Government concerned. Land is also to be provided free of cost by the State Government.

4.2 The Committee was informed that the scheme was launched in February, 2010. The Committee finds that although almost two years have elapsed since the launching of the scheme, proposal for setting up of colleges in 143 districts out of the identified 374 educationally backward districts only have been received so far. There are some States/UTs like Meghalaya, Mizoram, Nagaland, Uttarakhand, Andaman and Nicobar Islands, Daman and Diu and Puducherry from whom any proposal is yet to be received. Not only this, out of the 143 proposals, in majority of the cases either the documents have been called for or proposal is under process or approval has been conveyed. 32 proposals have been rejected. There are very few cases when grants have been released. This clearly shows that the scheme is yet to take off. The pace of progress made so far indicates that perhaps it would take the entire Twelfth Plan Period for setting up of colleges that too in the educationally backward districts. The Committee is of the view that a very effective monitoring mechanism will have to be put in place for the timely implementation of the scheme. The Committee feels that public representatives like the local M.P. and MLA can be easily involved in this process.

V. IMPROVEMENT IN SALARY SCALE OF UNIVERSITY AND COLLEGE TEACHERS

5.1 The Committee observes that pay scale of teachers in Central Universities and Colleges thereunder were revised in order to attract and retain talent in the teaching profession. Accordingly, financial assistance is to be provided to the State Governments who wish to adopt and implement the scheme of Revision of pay scale, together with all the conditions laid down in this regard by the UGC including enhancement of the age of superannuation from 62 to 65 years to be adopted by the State Governments as a composite scheme.

5.2 The Committee notes that an amount of ₹2250 crore was provided in 2011-12 to enable release of central share of 80 per cent of the additional expenditure in the implementation of the pay revision scheme. The Committee is, however, surprised to find that allocated funds of ₹2250 crore had to be reduced to ₹50 crore at RE 2011-12. The Committee had been informed that several States Governments in the meeting of the State Education Ministers held in 2010 had requested the Minister to delink the condition of enhancement of age of superannuation and disbursement by States of arrears before seeking reimbursement of 80 per cent of Central assistance. Since then, the matter continues to be under consideration of the Committee of Secretaries.

5.3 **The Committee views with serious concern the inordinate delay in resolving an issue which relates to better prospects for universities/college teachers. The Committee has been given to understand that upon full implementation of the scheme, about 4.5 lakh teachers in State Universities and colleges will be benefited. The improved pay package will undoubtedly help in attracting and retaining talented teachers, resulting ultimately in improvement in the quality of higher education. The Committee is of the firm view that this matter needs to be resolved without any further delay.**

VI. VACANCY POSITION IN UNIVERSITIES

6.1 Problem of acute shortage of teaching faculty in universities across the country has been engaging the attention of the Committee for considerable time. It is a wellknown fact that with the massive expansion in the higher education sector, requirement of teachers would also increase. Mere opening of more and more educational institutions is not going to make any impact if these institutions do not have the faculty to impart education to student.

6.2 **The Committee observes that situation is quite discouraging at present. In Central Universities, as per the data available upto 31 March, 2010 in respect of 24 Universities across 16 States, on an average 35 per cent faculty positions are lying vacant. As regards State Universities, data provided by UGC indicates that in 77 State Universities as on 1.5.2007, 19 Universities have more than 50 per cent vacancies where in other 14 Universities, 40 per cent posts were lying vacant. In technical education also, there was a faculty deficit of around a lakh.**

6.3 The Committee notes with serious concern that in the 39 Central Universities, out of 16,141 sanctioned faculty posts, 6374 posts are lying vacant. Maximum number of vacancies are in the post of Professor. Out total number of 2314 sanctioned posts of Professors, 1193 posts are to be filled. In the case of the following universities, position is quite grim:-

University	Sanctioned Posts	Vacant Posts
M.A.N. Urdu University	284	148
Guru Ghasidas University	329	246
Delhi University	1701	919
Dr. Hari Singh Gaur Vishwavidayalya	329	173
BHU	2395	848
Allahabad University	630	285
Nagaland University	240	100
Tripura University	216	118

In the 16 new Central Universities, Position is more disappointing as indicated below:-

Universities	Sanctioned Posts	Vacant Posts
Central University of Bihar	140	121
Central University of Gujarat	140	112
Central University of Haryana	140	125
Central University of Himachal Pradesh	140	123
Central University of Jammu		No post sanctioned
Central University of Kashmir	140	127
Central University of Karnataka	140	108
Central University of Kerala	140	132
Indira Gandhi National Tribal University	228	198
Central University of Orissa	140	126
Central University of Punjab	140	117
Central University of Rajasthan	140	112
Sikkim University	201	151
Central University of Tamil Nadu	140	129

6.4 **The Committee would like to point out that it may be justified to some extent large number of vacancies in the Central Universities set up in the past 3-4 years. But the shortage of teachers in old universities, some of them established many decades back clearly indicates that this issue has not engaged the attention of the concerned authorities in the right perspective. In any organization, there is a prescribed procedure for filling up the vacancies as and when they arise. The same is applicable in the case of Central Universities. Posts are duly sanctioned, prescribed norms/procedure for recruitment is there, service conditions a teachers are also well specified. There can be only two possibilities, either our young students are not attracted towards the teaching profession or the recruitment process is a prolonged one and involves too many procedural formalities. In either case, the Department being the nodal authority for the entire country so far as higher education sector is concerned has to take proactive role so as to expedite the filling up a sanctioned posts.**

6.5 The Committee apprehends that apart from the Central and State Universities, higher educational institutions, specially those imparting professional education, both in the Government and private sector would also be facing the shortage of required faculty. The Committee is not aware whether any kind of monitoring is being done by the Department.

6.6 **The Committee notes that a National Mission on Teachers and Training is proposed to be launched during the Twelfth Plan Period and a token provision of ₹90 Lakh has been made for 2012-13. The proposed Mission is to address among other issues relating to teachers, teacher education and quality teaching such as teacher/faculty shortages and**

vacancies, recruitment policies. The Committee feels that although quite delayed, this is a step in the right direction. The Committee would appreciate if on a priority basis, an assessment of vacancies of teachers is made across the country in all categories of higher educational institutions. Similarly, a critical review of recruitment procedure along with eligibility criteria being followed by different university authorities is also made in consultation with all the stakeholders. This should be followed by corrective measures as and where required by the concerned authorities. The Committee also feels that teacher training is one important area which should be given due priority if quality education is to be imparted to the students. The Committee hopes that the Department would take immediate steps in this regard.

6.7 The Committee also wishes to draw the attention of the Department towards the increasing contribution of private sector so far as professional education is concerned. The Committee is well aware of the fact that Government alone cannot be involved in the running of higher educational institutions. Both Government and private sector have to compliment and provide substantive support to each other. The Committee, however, has a word of caution. In the name of expansion and autonomy, private educational institutions should not be given a free hand. The Committee feels that problem of shortage of faculty is there in private institutions also. At present, there is no clear picture in this regard. But the feedback available from the students as well as few visits made by UGC inspection authorities clearly indicates that status of faculty would be more disappointing in the private sector. There are reports that fresh pass outs from the same institution are given teaching assignment. In Government institutions, number of faculty members would be below the sanctioned strength but those in position would be both qualified and experienced. There is no such guarantee in private institutions. Main support in such institutions is coming from visiting faculty. The Committee, therefore, strongly feels that there is an urgent need for having an assessment about the faculty position in private institutions. Wherever gaps are identified, corrective measures taken accordingly.

VII. SCHOLARSHIP

7.1 There are three categories of scholarships which the students can avail of. The first is the scheme of scholarship for college and university students. This scholarship is meant for providing financial assistance to meritorious students from poor families to meet their day-to-day expenses while pursuing higher studies. As per the information made available to the Committee so far 82000 students have been benefited from this scheme.

7.2 The second scheme is scholarship to students from non-Hindi Speaking States for Post-Metric studies in Hindi. So far scholarships could be paid to 1319 students at various level of studies on the basis of the proposals received from States/UTs.

7.3 The third scheme is meant for facilitating sending of scholars abroad to enable them to best utilize better research facilities there. Details about number scholars benefited from this scheme are not available with the Committee.

7.4 The Committee observes that funds allocated for the three scholarship schemes have remained under utilized as indicated below:–

(₹ in crore)

Scheme	2009-10			2010-11			2011-12		
	BE	RE	Act	BE	RE	Act	BE	RE	Act
Scholarship to College and Univ. students	110.00	70.00	58.85	120.00	120.00	107.41	180.00	180.00	121.27
Scholarship for students from non-Hindi Speaking States/UTs	1.50	1.50	00.25	1.50	1.50	00.00	1.50	1.50	00.00
Indian Scholars going abroad	00.70	00.89	00.00	00.80	00.80	00.33	00.80	00.80	00.32

7.5 From the pace of utilization of a allocated funds, it is clear that the scholarship schemes for students from non-Hindi speaking States and for scholars going abroad have failed to take off so far. Not only this, the negligible amount of assistance has remained virtually unutilized for the last three years so far as scheme of scholarship for college and university students is concerned, State-wise details indicate its uneven spread. While States of Andhra Pradesh, Gujarat, Karnataka and West Bengal have the maximum number of beneficiaries, States like Bihar, Jammu and Kashmir, Mizoram, Nagaland show negligible coverage. Not only this, CBSE students taking benefit of this scheme also show not a satisfactory coverage.

7.6 The Committee is of the view that the eligibility criteria of 80 percentile and having family income below ₹4.5 lakh per annum if applied will make a very large number of students entitled for the scholarship. It seems that there is lack of awareness about such a scheme across the country. It would be appropriate if all the State Boards are sensitized in this regard well in time. Initiative can be taken to focus on the educationally backward districts and districts having concentration of SC/ST/Minority students.

VIII. POLYTECHNICS

8.1 There are four major schemes being run under this head. Under the Scheme of Community Development through Polytechnics, short term non-formal skill development courses are provided by utilizing the infrastructure available in polytechnics to create skilled manpower. Each polytechnic is mandated on an average to train upto 600 persons. Under the scheme of upgradation of Existing/setting up and new polytechnics, new polytechnics are to be set up in unserved and underserved districts and facilities in existing polytechnics are to be up-graded. The objective of the scheme of Polytechnics for Disabled Persons is mainstreaming of persons with disabilities in technical vocational education. To enhance women participation in polytechnics education, financial assistance is preceded for construction of women hostels in Government/Government aided polytechnics.

8.2 The Committee notes that 500 polytechnics have been selected for upgradation. 300 districts having no polytechnics have been identified for setting up of new Government polytechnics. The Committee observes that performance level of all these schemes during the Eleventh Plan Period has not been very satisfactory as indicated below:-

Scheme	Physical Targets	Physical Targets achieved	Financial Targets	Achieved
Community Development through polytechnics upgradation of existing/setting up of new polytechnics	To train 600 persons per polytechnic in the non formal short term skill development course	3,66,593 persons trained	738.00	128.33
	To upgrade 500 existing polytechnic and establish new Govt. polytechnics	500 existing polytechnics have been provided 1 st /2 nd instalment of grant to upgrade their infrastructure. 279 new Government polytechnics out of 300 are in various stages of construction/land procurement in identified unserved/underserved districts	5590.00	1589.00
Women's Hostel Scheme	To construct women's hostel in 500 polytechnics	487 polytechnics have been provided 1 st /2 nd instalment of grant to construct women's hostels	500.00	217.80
Integration persons with disabilities in the mainstream of technical and vocational education in polytechnics	Formal Training Programme 6250 students non-formal training programme 25,000	Formal - 2792 Non-formal – 7145 (till September, 2011)	20.99	14.17

8.3 The above details about the achievement level during the Eleventh Plan Period compel the Committee to conclude that inspite of required funds being available, the schemes handling different components meant for expansion polytechnics education have failed to move further. The Committee also finds that the Department has also restricted its role to mere release of funds. It seems that no monitoring mechanism is in place. This is borne out by the fact that not even one polytechnic has been upgraded or any new polytechnics or women hostel constructed so far. The Committee would appreciate if upgradation/construction of polytechnics/hostels is carried out in a time-bound manner with continuous monitoring by the concerned authorities. The Committee views with serious concern the integration of persons with disabilities under the polytechnics. Both formal and non-formal training programmes have failed to take off. The Committee can only say that special efforts have to be made to attract this vulnerable section of the society so as to make their life normal to the extent possible. Here also the Department can very well play a pro-active role.

IX. SETTING UP OF NEW TECHNICAL INSTITUTIONS

9.1 Eleventh Plan Period witnessed a major expansion so far as professional education is concerned. A very large number of new IITs, NITs, IIITs and IIMs were set up in unserved/underserved States of the country. The Committee welcomes this initiative on the part of the Government.

9.2 The Committee observes that out of eight new IITs set up, six IITs in Andhra Pradesh (Hyderabad), Bihar (Patna), Rajasthan (Jodhpur), Orissa (Bhubaneswar), Punjab (Ropar) and Gujarat (Gandhi Nagar) have started functioning from the temporary premises from the academic year 2008-09 and remaining two at Mandi (Himachal Pradesh) and Indore (Madhya Pradesh) started from 2009-10. Each of the new IITs is being mentored by an existing IIT.

9.3 The Committee has been informed that each IIT has been sanctioned 30 faculty posts every year for the first three years. IIT-wise details about faculty status indicate that the sanctioned faculty is not yet in place. IIT, Hyderabad has the support of 74 faculty, IIT, Jodhpur 32 faculty, IIT, Patna is having 55 faculty members, IIT, Gandhi Nagar has 46 faculty members, IIT Bhubaneswar has 50 faculty members, IIT, Mandi is having the support of 35 faculty members and IIT, Indore has 38 faculty members. This clearly shows a gap between 90 sanctioned faculty posts and posts filled up. The Committee is of the view that only qualified and experienced faculty can make the functioning of any institution, specially premier institutions like IIT, meaningful and effective. Accordingly, concerted efforts have to be made in this direction.

9.4 Another area of concern for the Committee is the running of all the new IITs from temporary campuses inspite of their being set up in 2008-09/ 2009-10. The first batch of students will be passing out this year in the case of IITs, set up in 2008-09. From the details made available to the Committee, it is quite clear that time when all these new IITs would start functioning from their well-structured and well-equipped campuses is still far. Either the location of the permanent campus is being finalized, or if land is allotted, construction work is yet to be started. The Committee would like to quote one or two examples. In the case of IIT, Bhubaneswar, foundation stone was laid on 12 February, 2009. Similarly, foundation stone of IIT, Mandi was laid on 24 February, 2009. But no information about the progress made so far in construction of the campus is available. The Committee can only presume that it is yet to commence. The Committee is not very happy with this slow pace of progress. The Committee would appreciate if a team having Department officers, IIT management representatives and State Government officials, is mandated to pursue the construction work in a time-bound manner. It should not happen that the second batch of students is also made to pursue its studies from a make shift campus.

9.5 Committee's attention has been drawn by five new Indian Institutes of Science Education and Research set up during the Eleventh Plan Period. Of the five IISERs, Pune and Kolkata started their academic activities in 2006 and Mohali in 2007. Two more IISERs in Bhopal and Trivandrum began their session in 2008.

9.6 The Committee notes that all the five IISERs continue to function from temporary campuses. These institutions are envisaged to carry out research in frontier areas of science and to provide quality science education at undergraduate and post graduate level. The Committee understands that for advanced studies and research that too in frontier areas of science, IISERs have to have State-of-the art buildings, fully equipped labs and rich library so as to enable the students in pursuing various advanced courses of higher learning. The Committee, accordingly, recommends that IISERs need to be made fully functional in the real sense. Required funds should be provided as and when there is a need. All these

IISERs were set up in the initial year of the Eleventh Plan. Eleventh Plan has come to an end and Twelfth Plan has commenced from 2012-13. It is high time that the IISERs move in their campus at the earliest so that the objective for setting up such institutions is accomplished in the real sense.

9.7 The Committee also takes note of ten new NITs which have commenced academic operations from the academic session of 2010-11. Four NITs are functioning in the campus of their respective mentor NITs and six NITs are operating from temporary campuses. The Committee hopes that efforts would be made in the right earnest for making their functioning at par with other NITs as early as possible.

9.8 The Committee observes that major initiatives for bringing reforms in the higher education sector have been brought forward during the Eleventh Plan Period. A number of legislations were formulated as indicated below:

- Bill to prevent, prohibit and punish educational malpractices
- Bill for mandatory assessment and accreditation in higher education through an independent regulatory authority
- Bill to regulate entry and operation of Foreign Educational providers
- Bill to establish a Tribunal for fast-track adjudication of disputes concerning stakeholders
- Bill for setting National Academic Depository

Parliamentary scrutiny of all these proposed legislations have been completed. Considerable time has elapsed since then. However, these legislations duly revised based on the recommendations made by the Committee after an extensive exercise are yet to come before the Parliament. The Committee observes that enactment of all these legislations will bring about major transmission in the higher education sector and thus restructure and reorient our higher education system to meet the requirements of a knowledge economy in a globalized world. The Committee is of the firm view that passing of these legislative proposals need not be delayed any further.

9.9 The Committee takes this opportunity to observe that for quite some time, increasing number of students have been opting for technical and professional courses for future employability thus leaving the fields of social sciences and humanities neglected. The Committee would appreciate if steps are initiated to attract students to the fields of social sciences and humanities also as these subjects address vital social issues and public policies. Further, the Committee would like the Department to give more focus to the three language formula in the education system as it would also strengthen the concept of national integration in our society.

OBSERVATIONS/RECOMMENDATIONS OF THE COMMITTEE — AT A GLANCE

II. BUDGETARY ALLOCATION

The Committee takes note of the fact that allocation of ₹1772.30 crore for 2012-13, the first year of the Twelfth Plan shows only a marginal decrease when compared with total allocation of ₹84943.00 crore for the entire Eleventh Plan Period. This makes it clear beyond doubt that there are no fund constraints so far as allocation for Higher Education Sector is concerned. What is required is a well-structured and co-ordinated approach for optimum and judicious utilization of allocated funds. The Committee is well aware of the fact that State Governments have to play a very vital role in this regard. They are not only the beneficiaries but also the designated authorities for implementation of the schemes at the ground level. The Committee strongly feels that beginning of a plan period is the most appropriate time to sensitize the concerned authorities for successful implementation of various Centrally-sponsored schemes. The Committee, accordingly, recommends that the Department take necessary action in this regard. (Para 9.9)

Committee's attention has been drawn by the Twelfth Plan Approach Paper which mentions that about 18 per cent of all Government education spending or 1.12 per cent of GDP be spent on higher education. This funding should be raised to 25 per cent and 1.5 per cent respectively. State universities and their affiliated colleges that account for more than 90 per cent of enrolment, suffer from severe fund constraints and poor governance leading to poor quality. There should be some mechanism to check the shortfall for adequately funding the State Universities so as to increase the GER and quality of education imparted in the Universities. The Department should also ensure that the spending on R&D should be increased from 0.8 per cent of GDP to at least 1.5 per cent of GDP and this could be achieved through a careful monitoring of the investments made by Central Government agencies, State Governments and private sector. Every educational institution should set apart 3 per cent of its budget for research and also industry academia collaboration should be encouraged. Higher Education being an important sector for the development of the nation, the Committee feels that focused attention in terms of resources and funds should be made available for development and quality research and innovation in this sector. (Para 2.3)

III. UTILIZATION OF FUNDS

The Committee does not find the clarification given by the Department very convincing. The Committee would like to point out that funds are allocated for specific schemes to be utilized as per the Annual Action Plan indicating physical targets to be achieved every quarter. The very fact that allocated funds remained to be utilized as envisaged is an indication that there are certain problem-areas either in the formulation of the scheme itself or inability of the implementing agencies to take benefit of the funds as mandated under the Action Plan. Either way such a situation confirms the non-implementation of the scheme in a time-bound manner. Similarly, non-submission of utilization certificates by the implementing agencies is an indicator of their failure to adhere to the prescribed accounting norms. Even the smallest fraction of Government funds is has to be dully accounted for. Nobody can escape this primary responsibility. The

Committee, accordingly, recommends that the Department should initiate a review exercise with all concerned so that the problem areas wherever identified are resolved and optimum and judicious utilization of allocated funds is ensured. (Para 3.2)

The Committee is constrained to note that out of Eleventh Plan allocation of ₹1029.70 crore for 131 State Universities, funds released were less than half, *i.e.* ₹506.13 crore and total expenditure was mere ₹54.96 crore. As many as 26 State Universities failed to spend even a single paisa. It seems that State Universities are not simply inclined to take benefit from the Central Funds. The Committee is not aware whether this matter has been taken up with the State Universities so far. If not, it is high time with the Twelfth Plan Period commencing that the Department ascertains the actual requirements of State Universities and only then make the funds available to them. At the same time, the Department should ensure that funds available with the State Universities are put to good use and pending works are completed at the earliest. (Para 3.5)

The Committee takes note of the following observation made in the Approach Paper to the Twelfth Plan

“UGC is the main vehicle of routing funds to Central and State Universities and Colleges for funding. UGC has been administering around 75 schemes. The process of approval and sanction is not only time-consuming, it also suffers from opaqueness and prolixity. Several schemes are delayed and never achieve intended results. The process of approval is not norm based. It is proposed to adopt norm-based funding approach as far as general development grants are concerned.”

The Committee hopes that with this kind of initiative both Central and State Universities would be better placed so far as utilization of Central funds is concerned during the Twelfth Plan Period. (Para 3.6)

IV. SETTING UP OF DEGREE COLLEGES IN EDUCATIONALLY BACKWARD DISTRICTS

The Committee was informed that the scheme was launched in February, 2010. The Committee finds that although almost two years have elapsed since the launching of the scheme, proposal for setting up of colleges in 143 districts out of the identified 374 educationally backward districts only have been received so far. There are some States/UTs like Meghalaya, Mizoram, Nagaland, Uttarakhand, Andaman and Nicobar Islands, Daman and Diu and Puducherry from whom any proposal is yet to be received. Not only this, out of the 143 proposals, in majority of the cases either the documents have been called for or proposal is under process or approval has been conveyed. 32 proposals have been rejected. There are very few cases when grants have been released. This clearly shows that the scheme is yet to take off. The pace of progress made so far indicates that perhaps it would take the entire Twelfth Plan Period for setting up of colleges that too in the educationally backward districts. The Committee is of the view that a very effective monitoring mechanism will have to be put in place for the timely implementation the scheme. The Committee feels that public representatives like the local M.P. and MLA can be easily involved in this process. (Para 4.2)

V. IMPROVEMENT IN SALARY SCALE OF UNIVERSITY AND COLLEGE TEACHERS

The Committee views with serious concern the inordinate delay in resolving an issue which relates to better prospects for universities/college teachers. The Committee has been given to understand that upon full implementation of the scheme, about 4.5 lakh teachers in State Universities and colleges will be benefited. The improved pay package will

undoubtedly help in attracting and retaining talented teachers, resulting ultimately in improvement in the quality of higher education. The Committee is of the firm view that this matter needs to be resolved without any further delay. (Para 5.3)

VI. VACANCY POSITION IN UNIVERSITIES

The Committee observes that situation is quite discouraging at present. In Central Universities, as per the data available upto 31 March, 2010 in respect of 24 Universities across 16 States, on an average 35 per cent faculty positions are lying vacant. As regards State Universities, data provided by UGC indicates that in 77 State Universities as on 1.5.2007, 19 universities have more than 50 per cent vacancies wherein other 14 universities, 40 per cent posts were lying vacant. In technical education also, there was a faculty deficit of around a lakh. (Para 6.2)

The Committee would like to point out that it may be justified to some extent large number of vacancies in the Central Universities set up in the past 3-4 years. But the shortage of teachers in old universities, some of them established many decades back clearly indicates that this issue has not engaged the attention of the concerned authorities in the right perspective. In any organization, there is a prescribed procedure for filling-up the vacancies as and when they arise. The same is applicable in the case of Central Universities. Posts are duly sanctioned, prescribed norms/procedure for recruitment is there, service conditions of teachers are also well specified. There can be only two possibilities, either our young students are not attracted towards the teaching profession or the recruitment process is a prolonged one and involves too many procedural formalities. In either case, the Department being the nodal authority for the entire country so far as higher education sector is concerned has to take proactive role so as to expedite the filling up a sanctioned posts. (Para 6.4)

The Committee notes that a National Mission on Teachers and Training is proposed to be launched during the Twelfth Plan Period and a token provision of ₹90 Lakh has been made for 2012-13. The proposed Mission is to address among other issues relating to teachers, teacher education and quality teaching such as teacher/faculty shortages and vacancies, recruitment policies. The Committee feels that although quite delayed, this is a step in the right direction. The Committee would appreciate if on a priority basis, an assessment of vacancies of teachers is made across the country in all categories of higher educational institutions. Similarly, a critical review of recruitment procedure along with eligibility criteria being followed by different university authorities is also made in consultation with all the stakeholders. This should be followed by corrective measures as and where required by the concerned authorities. The Committee also feels that teacher training is one important area which should be given due priority if quality education is to be imparted to the students. The Committee hopes that the Department would take immediate steps in this regard. (Para 6.6)

The Committee also wishes to draw the attention of the Department towards the increasing contribution of private sector so far as professional education is concerned. The Committee is well aware of the fact that Government alone cannot be involved in the running of higher educational institutions. Both Government and private sector have to compliment and provide substantive support to each other. The Committee, however, has a word of caution. In the name of expansion and autonomy, private educational institutions should not be given a free hand. The Committee feels that problem of shortage of faculty is there in private institutions also. At present, there is no clear picture in this regard. But the feedback available from the students as well as few visits made by UGC inspection

authorities clearly indicates that status of faculty would be more disappointing in the private sector. There are reports that fresh pass outs from the same institution are given teaching assignment. In Government institutions, number of faculty members would be below the sanctioned strength but those in position would be both qualified and experienced. There is no such guarantee in private institutions. Main support in such institutions is coming from visiting faculty. The Committee, therefore, strongly feels that there is an urgent need for having an assessment about the faculty position in private institutions. Wherever gaps are identified, corrective measures taken accordingly. (Para 6.7)

VII. SCHOLARSHIP

From the pace of utilization of allocated funds, it is clear that the scholarship schemes for students from non-Hindi speaking States and for scholars going abroad have failed to take off so far. Not only this, the negligible amount of assistance has remained virtually unutilized for the last three years so far as scheme of scholarship for college and university students is concerned, State-wise details indicate its uneven spread. While States of Andhra Pradesh, Gujarat, Karnataka and West Bengal have the maximum number of beneficiaries, States like Bihar, Jammu and Kashmir, Mizoram, Nagaland show negligible coverage. Not only this, CBSE students taking benefit of this scheme also show not a satisfactory coverage. (Para 7.5)

The Committee is of the view that the eligibility criteria of 80 percentile and having family income below ₹4.5 lakh per annum if applied will make a very large number of students entitled for the scholarship. It seems that there is lack of awareness about such a scheme across the country. It would be appropriate if all the State Boards are sensitized in this regard well in time. Initiative can be taken to focus on the educationally backward districts and districts having concentration of SC/ST/Minority students. (Para 7.6)

VIII. POLYTECHNICS

The above details about the achievement level during the Eleventh Plan Period compel the Committee to conclude that inspite of required funds being available, the schemes handling different components meant for expansion polytechnics education have failed to move further. The Committee also finds that the Department has also restricted its role to mere release of funds. It seems that no monitoring mechanism is in place. This is borne out by the fact that not even one polytechnic has been upgraded or any new polytechnics or women hostel constructed so far. The Committee would appreciate if upgradation/construction of polytechnics/hostels is carried out in a time-bound manner with continuous monitoring by the concerned authorities. The Committee views with serious concern the integration of persons with disabilities under the polytechnics. Both formal and non-formal training programmes have failed to take off. The Committee can only say that special efforts have to be made to attract this vulnerable section of the society so as to make their life normal to the extent possible. Here also the Department can very well play a pro-active role. (Para 8.3)

IX. SETTING UP OF NEW TECHNICAL INSTITUTIONS

Eleventh Plan Period witnessed a major expansion so far as professional education is concerned. A very large number of new IITs, NITs, IIITs and IIMs were set up in unserved/underserved States of the country. The Committee welcomes this initiative on the part of the Government. (Para 9.1)

The Committee has been informed that each IIT has been sanctioned 30 faculty posts every year for the first three years. IIT-wise details about faculty status indicate that the sanctioned faculty is not yet in place. IIT, Hyderabad has the support of 74 faculty, IIT, Jodhpur 32 faculty, IIT, Patna is having 55 faculty members, IIT, Gandhi Nagar has 46 faculty members, IIT Bhubaneshwar has 50 faculty members, IIT, Mandi is having the support of 35 faculty members and IIT, Indore has 38 faculty members. This clearly shows a gap between 90 sanctioned faculty posts and posts filled up. The Committee is of the view that only qualified and experienced faculty can make the functioning of any institution, specially premier institutions like IIT, meaningful and effective. Accordingly, concerted efforts have to be made in this direction. (Para 9.3)

Another area of concern for the Committee is the running of all the new IITs from temporary campuses inspite of their being set up in 2008-09/2009-10. The first batch of students will be passing out this year in the case of IITs, set up in 2008-09. From the details made available to the Committee, it is quite clear that time when all these new IITs would start functioning from their well-structured and well-equipped campuses is still far. Either the location of the permanent campus is being finalized, or if land is allotted, construction work is yet to be started. The Committee would like to quote one or two examples. In the case of IIT, Bhubaneshwar, foundation stone was laid on 12 February, 2009. Similarly, foundation stone of IIT, Mandi was laid on 24 February, 2009. But no information about the progress made so far in construction of the campus is available. The Committee can only presume that it is yet to commence. The Committee is not very happy with this slow pace of progress. The Committee would appreciate if a team having Department officers, IIT management representatives and State Government officials, is mandated to pursue the construction work in a time-bound manner. It should not happen that the second batch of students is also made to pursue its studies from a make shift campus. (Para 9.4)

The Committee notes that all the five IISERs continue to function from temporary campuses. These institutions are envisaged to carry out research in frontier areas of science and to provide quality science education at undergraduate and post graduate level. The Committee understands that for advanced studies and research that too in frontier areas of science, IISERs have to have State-of-the art buildings, fully equipped labs and rich library so as to enable the students in pursuing various advanced courses of higher learning. The Committee, accordingly, recommends that IISERs need to be made fully functional in the rear sense. Required funds should be provided as and when there is a need. All these IISERs were set up in the initial year of the Eleventh Plan. Eleventh Plan has come to an end and Twelfth Plan has commenced from 2012-13. It is high time that the IISERs move in their campus at the earliest so that the objective for setting up such institutions is accomplished in the real sense. (Para 9.6)

The Committee also takes note of ten new NITs which have commenced academic operations from the academic session of 2010-11. Four NITs are functioning in the campus of their respective mentor NITs and six NITs are operating from temporary campuses. The Committee hopes that efforts would be made in the right earnest for making their functioning at par with other NITs as early as possible. (Para 9.7)

The Committee observes that major initiatives for bringing reforms in the higher education sector have been brought forward during the Eleventh Plan Period. A number of legislations were formulated as indicated below:

- Bill to prevent, prohibit and punish educational malpractices
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- **Bill to regulate entry and operation of Foreign Educational providers**
- **Bill to establish a Tribunal for fast-track adjudication of disputes concerning stakeholders**
- **Bill for setting National Academic Depository**

Parliamentary scrutiny of all these proposed legislations have been completed. Considerable time has elapsed since then. However, these legislations duly revised based on the recommendations made by the Committee after an extensive exercise are yet to come before the Parliament. The Committee observes that enactment of all these legislations will bring about major transmission in the higher education sector and thus restructure and reorient our higher education system to meet the requirements of a knowledge economy in a globalized world. The Committee is of the firm view that passing of these legislative proposals need not be delayed any further. (Para 9.8)

The Committee takes this opportunity to observe that for quite some time, increasing number of students have been opting for technical and professional courses for future employability thus leaving the fields of social sciences and humanities neglected. The Committee would appreciate if steps are initiated to attract students to the fields of social sciences and humanities also as these subjects address vital social issues and public policies. Further, the Committee would like the Department to give more focus to the three language formula in the education system as it would also strengthen the concept of national integration in our society. (Para 9.9)

MINUTES

XX
TWENTIETH MEETING

The Committee on Human Resource Development met at 4.00 P.M. on Monday, the 7th May, 2012 in Committee Room 'C', Ground Floor, Parliament House Annexe, New Delhi.

MEMBERS PRESENT

1. Shri Oscar Fernandes — *Chairman*

RAJYA SABHA

2. Shri Mahendra Singh Mahra
3. Dr. Janardhan Waghmare
4. Shri N. Balaganga

LOK SABHA

5. Shri Kuvarjibhai Mohanbhai Bavalia
6. Shri P.K. Biju
7. Shri Suresh Chanbassappa Angadi
8. Shri P.C. Gaddigoudar
9. Capt. Jai Narain Prasad Nishad
10. Shri Balakrishna Khanderao Shukla
11. Shri Joseph Toppo
12. Shri Madhu Goud Yaskhi
13. Shri Ramesh Rathod

SECRETARIAT

Shrimati Vandana Garg, *Additional Secretary*

Shri N.S. Walia, *Director*

Shri Arun Sharma, *Joint Director*

Shrimati Himanshi Arya, *Assistant Director*

Shrimati Harshita Shankar, *Committee Officer*

2. At the outset, the Chairman welcomed the Members to the meeting of the Committee convened to consider and adopt the draft 246th Report on the Demands for Grants 2012-13 of the Department of Higher Education. The Chairman also welcomed the newly nominated member Shri Mahendra Singh Mahra to the meeting of the Committee.
3. The Committee therefore, then considered and adopted the draft 246th Report with some modifications.
4. The Committee then adjourned at 4.30 P.M.

