



**PARLIAMENT OF INDIA
RAJYA SABHA**

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

**TWENTY SECOND REPORT
ON
DEMANDS FOR GRANTS 1995-96
(DEMAND NO. 46)
OF
THE DEPARTMENT OF EDUCATION
(MINISTRY OF HUMAN RESOURCE DEVELOPMENT)**

**(Presented to the Rajya Sabha on 28.4.95)
(Laid on the Table of Lok Sabha on 28.4.95)**



सत्यमेव जयते

**RAJYA SABHA SECRETARIAT
NEW DELHI**

April, 1995/Vaisakha, 1917 (Saka)

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Errata to the Twenty-Second Report of the Committee on
Demands for Grants 1995-96 (Demand No. 46) of the Depart-
ment of Education, Ministry of Human Resource Development

- On page 1 para 1.4 line 4 for Anthing read 'Anything'.
- On page 1 para 2.1 line 2 for 'indicator' read 'indicators'.
- On page 2 para 2.3 line 4 for 'fined' read 'find'.
- On page 2 para 2.6 line 1 for 'drop-out' read 'drop-outs'.
- On page 4 para 2.17 line 6 for 'tack' read 'lack'.
- On page 7 para 3.10 line 1 for 'Navodya' read 'Navodaya'.
- On Page 7 para 3.15 line 11 for 'woks' read 'make'.
- On page 11 para 4.2 line 3 for 'take' read 'taken'.
- On page 12 para 4.10 line 1 for 'as' read 'a'.
- On page 12 para 5.1 line 6 for 'has' read 'was'.
- On page 15 para 8.1 line 2 for 'somes' read 'some'.
- On page 16 at Serial No. 16 read the name of the Member as -
Shri Mahadeepak Singh Shakya.

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COMPOSITION OF THE COMMITTEE

1. Shri P. Upendra—*Chairman*

RAJYA SABHA

2. Dr. M. Aram
3. Smt. Renuka Chowdhury
4. Miss Saroj Khaparde
5. Shri O.P. Kohli
6. Shri M.P. Abdussamad Samadani
7. Shri V. Hanumantha Rao
8. Shri Md. Salim
9. Shri Pravat Kumar Samantaray
10. Prof. I.G. Sanadi
11. Shri Ashoke Kumar Sen
12. Shri Vishnu Kant Shastri
13. Prof. Ram Bakhsh Singh Varma
14. Shri Ranjan Prasad Yadav
15. Maulana Habibur Rahman Nomani

LOK SABHA

16. Dr. Viswanatham Kanithi
17. Dr. V. Rajeshwaran
18. Prof. (Smt.) Savithri Lakshmanan
19. Shri Mani Shankar Aiyar
20. Dr. Vasant Pawar
21. Prof. P.J. Kurien
22. Shri Subash Chandra Nayak
23. Shri Bapu Hari Chaure
24. Shri Z.M. Kahandole
25. Shri Datta Raghobaji Meghe
26. Shri Ishwarbhai Khodabhai Chavda
27. Shri K.T. Vandayar
28. Shri Aslam Sher Khan
29. Shri Inder Jit
30. Shri Anna Joshi
31. Dr. Ramesh Chand Tomar
32. Shri Chinmaya Nand Swami
33. Shri Dau Dayal Joshi
34. Prof. K. Venkatagiri Gowda
35. Dr. K.D. Jeswani
36. Shri Mahadeepak Singh Shakya
37. Dr. G.L. Kanaujia
38. Shri Rambadan
39. Shri Braja Kishore Tripathy
40. Prof. Malini Bhattacharya
41. Shri Ramchandra Dome
42. Shri Ramashray Prasad Singh
43. Shri Venkateswarlu Ummareddy
44. Shri Suraj Mandal
45. Shri Kanshi Ram

SECRETARIAT

1. Shri Satish Kumar, Joint Secretary
2. Shri Nand Lal, Deputy Secretary
3. Shri Nagendra Kumar Singh, Deputy Director
4. Shri P.P.K. Ramacharyulu, 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 Twenty Second Report of the Committee on the Demands for Grants (Demand No. 46) of the Department of Education, Ministry of Human Resource Development for the year 1995-96.

2. The Committee considered the various documents and relevant papers received from the Deptt. of Education, Ministry of Human Resource Development and also heard the Secretary and other Officials of that Deptt. on the said Demands for Grants in its meeting held on 7th April, 1995.

3. The Committee considered the Draft Report and adopted the same on 25th April, 1995.

NEW DELHI;
April 25, 1995
5 Vaisakha, 1917 (Saka)

P. UPENDRA,
Chairman,
Department-related Parliamentary
Standing Committee on Human
Resource Development.

REPORT

1.1 The main function of the Department of Education is to evolve educational policy and also to coordinate and determine standards in higher education, including research. The Department also looks after the expansion and development of technical education to improve the quality of text books, administrative scholarships and various other schemes/programmes. The Department coordinates the programmes of assistance and other activities with UNESCO. The Department mainly undertakes the Programmes relating to elementary education, school and physical education, university and higher education, adult education and technical education.

General Budget Allocations

1.2 The overall allocation made to the Department during 1994-95 was Rs. 1549 crores, which was increased to Rs. 1574 crores in the revised estimates on plan side. The total budgetary allocation for the Department for 1995-96 is Rs. 2704.07 crores, which comes to around 1.57% of the total central budget. The Committee is distressed to note that our country, which is having more than 90 crore population (1991 census), 47.8 percent of which are illiterate, is sounding only such meagre portion of Central Budget on Education. Another disturbing factor is that whereas the States contribute nearly 91% of the total expenditure on education in the country, the Centre spends just 9%. Similarly, while the States spend about 20% of their budget on education, on an average, the Centre spends just 1.57%.

1.3 The Committee, while welcoming the commitment made by the Prime Minister about achieving the norm of 6% of GDP as public expenditure on education, feels that it should not remain a distant dream. Unless the objective is reflected in budgetary allocations, the target is unlikely to be achieved. The Department's constant endeavour should be to reach the goal. Towards this end, the Committee suggests that the Department should prepare a projection paper to indicate the phased increase in allocations to achieve the set target.

1.4 The Committee notes with concern that 94% of the budget on education is spent on salaries and only 6% is left for teaching, learning, equipment, text books, teacher training, etc. The Secretary, Education, conceding this fact, stated that while nothing could be done to alter the salary component. Anything that could be added to the other components would improve the quality of education. The Committee, however, feels that no sincere efforts have been made in this regard. Radical steps are required to alter the scenario.

ELEMENTARY EDUCATION

2.1 Education, as a qualitative attribute of the population, is one of the most important indicator of the socio-economic development of the country. It is a major component of the human resource development and is thus basic to any programme of social and economic development. There is a close relationship between literacy and other indicators of the quality of life. The Committee notes that while the percentage of illiteracy has declined in the country, the number of illiterates continues to grow. The Committee feels that the root cause for illiteracy in our country is the lack of universal elementary education, which has not been achieved, and also a very high drop out rate at the primary stage. The Committee is happy that, on its recommendation made last year, a substantial increase has been made in the allocation for elementary education this year. However, there should not be any scope for complacency. The Directive Principle of State Policy providing free and compulsory education until the age of 14 years is yet to be achieved. Looking at the scenario of elementary education and the efforts required to be made for

improving the situation, the Committee feels that the allocation needs to be further increased.

2.2 The percentage of expenditure by the Centre on Elementary Education has varied from 18.66 percent in 1951-52 to 0.00 percent in 1971-72 and 20.76 percent in 1993-94. This downward trend during the sixties seventies and early eighties has severely affected elementary education. The Committee feels that priority to elementary education needs to be ensured.

2.3 The Committee notes, from the information supplied by the Department, that while the over all rate of progress in Gross Enrolment Ratio (GER) for the country as a whole has been improving, the regional imbalances are a cause for concern. The Committee is grieved to find that in 9 States i.e. Bihar, Meghalaya, J&K, U.P., Goa, Manipur, Orissa, Punjab and Rajasthan and 3 UTs, i.e. Chandigarh, Delhi, Andaman & Nicobar Islands the ratio is considerably lower. The gross enrolment ratio at the primary stage in 1993-94 was less than 100 in many States. The position at upper primary stage is still worse. The national average is 67.7. Except Kerala, Mizoram, Himachal Pradesh, Tamil Nadu, Lakshadweep and Pondicherry, all other States and UTs have gross enrolment ratio of less than 100.

2.4 The Committee notes that on one side we have States such as Kerala which have achieved universal literacy as well as Universal Elementary Education (UEE) in terms of school participation and on the other side, we have States like Uttar Pradesh, Bihar, Orissa and Madhya Pradesh where the situation is highly unsatisfactory. The Committee feels that the efforts made so far are not sufficient to bring about the required change and to achieve targets of universal enrolment, incorporated in the 8th Five Year Plan. The Committee desires that steps need to be taken to increase enrolment.

Drop-outs

2.5 Drop out is one of the factors which contributes to the derailment of the Education Policy. The Committee expresses its deep concern over the statistics relating to drop-out rate, which was 36.32% in Classes I-V and 52.8% in Classes I-VIII in 1993-94. While Manipur had the highest drop-out rate at primary stage (68.26%); Sikkim had the highest rate at the upper primary stage (82.65%). Drop-out rate in Classes I-VIII was more than 70% in the States of Bihar, Manipur and Sikkim. It was between 60 to 70% in 7 States, namely Andhra Pradesh, Arunachal Pradesh, Assam, Karnataka, Orissa, Rajasthan and Tripura.

2.6 The Committee feels that the issue of drop-out is a very serious problem. The Committee observes with disappointment that the efforts made so far, particularly after the announcement of the New Education Policy, have not yielded the desired results. In this regard, the Committee suggests that a multi-pronged strategy be adopted and efforts should be made for integration of various schemes with those under implementation by the Department of Women and Child Development and the Ministry of Rural Development.

Resources

2.7 The Committee feels that mobilisation of alternative resources in the elementary education sector needs to be further strengthened. This would not only reduce the burden on Government resources but also create an environment of responsibility and accountability within the educational system.

Gender Disparities

2.8 The gender disparities are also conspicuous in respect of enrolment and retention. The girls' enrolment has grown at the primary stage from 5.4 million in 1950-51 to 46.4 million

in 1993-94 and at the upper primary stage from 0.5 million to 15.7 million. The Committee is however, constrained to note that girls still account for only 42.9 per cent of the enrolment at the primary stage. The drop-out rates of girls at the primary, as well as the upper primary stage are higher than those of boys. The Committee feels that the programmes implemented so far have not yielded satisfactory results and desires that effective steps be taken in this regard. The Committee feels that voluntary organisations would be able to play a better role and the Department should very well explore this potential.

Operation Black Board

2.9 The Department has stated that in order to operationalise the revised policy of the Government regarding schools facilities, the scheme of Operation Black Board has been expanded to provide third room/third teacher to primary schools, where enrolment exceeds 100. and to extend it to upper primary schools from March, 1994.

2.10 When the Department was asked to explain the steps taken for improving the monitoring mechanism the Committee was informed that from 1995-96, a system of concurrent evaluation, with the help of external agencies, would be introduced. The Department further stated that around 40 agencies in the country were addressed to submit the evaluation design. The Committee feels that evaluation by external agencies should be used as an additional source of information on the working of the Operation Black Board and that the monitoring, presently being done through field officers, needs to be further strengthened.

2.11 The Committee, in its Fifth Report, recommended steps to lessen the weight of school bags at the primary level. The Department, while explaining the action taken on the recommendation, stated that wide-ranging discussions had taken place with Governments of States/Union Territories on the recommendations of the Yashpal Committee. The Department also stated that a consensus had already been reached. The Committee desires that suitable steps be taken for an early implementation of the recommendations of the Yashpal Committee.

2.12 The Committee is also unhappy to note that only 55 percent of the school rooms targeted to be built have been completed with major backlog in Tamil Nadu, Kerala, Assam, Gujarat, Orissa, Meghalaya and Maharashtra. The Committee recommends that the Department should take up the matter with the States concerned for early completion of the target.

2.13 The Committee is of the opinion that the problem of poor enrolment and high drop-out rates in schools can be overcome by improving the calibre of teachers and the quality of their teaching. Universalisation of primary education is a process which calls for right planning, with right priorities, with special inputs to attract children. The school atmosphere should be made more interesting and stimulating by introducing new and innovative methods, both for children and teachers. Operation Black board, to be truly successful, should address to these issues also.

Non-Formal Education

2.14 The Committee regrets to observe that the funds released for the scheme during 1992-93 and 1993-94 were not fully utilised. The Committee, however, finds that there is a 20% increase in allocation for this year, as compared to 1994-95. The Committee desires that the full utilisation of funds needs to be ensured.

2.15 The Committee, in its Fifth Report, recommended review of the scheme so as to increase the access of students from the non-formal to the formal stream. The Department informed the Committee that a National Workshop was organised in NCERT to review the Position of implementation of the Non-Formal Education (NFE) Programme. The

Committee is of the view that organising workshops would not be of any use unless these are translated into action. The Committee desires that an action plan may be prepared on the basis of the observations made in the workshop.

2.16 The Committee also desires that an assessment of the scheme should be made as to whether the child's quality of life is improving as a result of the scheme whether access to the formal system, through multipoint entry is ensured and whether vocational openings are being facilitated. The Committee also desires that closer connection and coordination between the formal and the non-formal systems should be established.

Strengthening of Teacher Training Institutes

2.17 This is one of the schemes suffering from the malady of under-utilisation of funds. During 1992-93 out of the total allocation of Rs. 64.5 crores on plan side, only Rs. 1.16 crores could be utilised. Similarly, during 1994-95 out of Rs. 90 crores allocated, Rs. 83.75 crores was utilised. The Committee feels that this trend needs to be arrested. Explaining the shortfall in the sanction of District Institutes of Education and Training (DIETs) during 1994-95, the Department informed the Committee that the shortfall was due to lack of sufficient response from the State Governments of Arunachal Pradesh, Maharashtra and West Bengal, which were the only major States yet to be fully covered under DIETs. The Committee, in this regard recommends that the Department should pursue the matter vigorously with these three State Governments.

2.18 The Committee feels that the allocation made for the expansion of the scheme would not be sufficient and needs to be further increased.

District Primary Education Programme

2.19 The District Primary Education Programme (DPEP) is a new Centrally Sponsored Scheme which the Government of India provides 85% of the approved outlay of the District and State Plans to the State DPEP Societies. The allocation made for 1995-96 is Rs. 25 crores, as compared to Rs. 40 crores in 1994-95. Explaining the reasons for such a steep fall in the allocation, the Department informed that the requirement of plan funds for DPEP in 1995-96 was estimated at Rs. 230.94 crores, out of which Rs. 25 crores, representing domestic sources, had been provided in the Department's Plan outlay and the rest of Rs. 205.94 crores was expected to flow from external sources and as such it was to be provided as additionality to the Department's plan outlay. The Committee, however, desires that in the event of non-availability of external funds, alternative sources of funding should be explored by the Department.

2.20 The Committee has noted that DPEP takes a holistic view of elementary education. It is a major and multi-faceted programme seeking to overhaul the primary education system. The Committee, therefore, desires that it should be provided with adequate funds.

Externally aided projects

2.21 Six externally aided projects are presently being implemented in selected districts of certain States. The Committee feels that some evaluation machinery should be set up through which the results of these projects could be communicated to other States and districts for their benefit.

2.22 The Committee is also of the opinion that so far as the externally aided projects are concerned, the agreements should provide flexibility in utilising the funds and a scope for decentralised planning. The Committee desires that the structure should be worked out through coordination responsive to local needs. There should also be a provision for maintaining the infrastructure and continuing the programme even after external aid is stopped.

Mahila Samakhya

2.23 While appreciating the efforts being made under the project, the Committee is of the view that non-fixing of targets would not give real assessment of the performance of the project. The Committee recommends that the department should consider fixing targets.

2.24 The Committee has also noted that in the evaluation report on the M. Venkatarangaiya Foundation, Secunderabad, Andhra Pradesh; it has been observed "Although collectives were formed around issues of common concern, efforts need to be made to sustain the Sanghas." The Committee feels that suitable action needs to be taken in this regard.

Lok Jumbish

2.25 The Committee agrees that it is an innovative project with the objective of achieving education for all by 2000 A.D. through people's participation and mobilisation. The first phase was completed in June, 1994 and the second phase has been started. The Committee is however, constrained to note that out of the total allocation of Rs. 9.33 crores in RE in 1993-94 only Rs. 6.26 crores was utilised. The Committee desires that full utilisation of the allocated amount should be ensured.

Rajasthan Shiksha Karmi Project

2.26 The allocation for the project has been increased to Rs. 8 crores for this year from Rs. 5 crores last year. The Committee has been informed that the proposal for second phase of the project has been processed and was awaiting approval of the Cabinet. It was further stated that Swedish International Agency has agreed to provide Rs. 24 crores for the years 1994—97. The Committee is unhappy to note that out of the target of 2506 Prehar Pathashalas, only 2115 have been set up. The Committee desires that the targets fixed under the increased allocation for 1995-96 should be achieved.

Panchayati Raj Institutions and Elementary Education

2.27 The Committee has noted that some of the State Acts provide for selection and appointment of elementary school teachers, instructors, etc. by the village panchayats. However, many States do not provide for this. The Committee feels that atleast at the elementary education level, the role of Panchayats needs to be increased. Explaining the steps taken in this direction, the Secretary informed the Committee that the Central Advisory Board of Education had constituted a Sub-Committee to suggest to the States to develop possible models at village and taluk levels, and its report was forwarded to the States. The Department should make all-out efforts, including extending fiscal support, to persuade the States to see that necessary changes are incorporated.

2.28 The Committee feels that education needs to be more and more decentralised. The steps taken so far are not sufficient. The system of Village Education Committees needs to be further strengthened and sources and funds are required to be directly channelled to them.

2.29 The Committee has also noted that the 10th Finance Commission has worked out certain allocation for Panchayati Raj Institutions which would be given to them through State Governments. The Committee desires that 50% of that allocation may be earmarked to elementary education.

Mid-Day Meals

2.30 When the Committee drew the attention of the Secretary Education, to the Mid-Day Meals Scheme, the Secretary informed the Committee that in pursuance of the

announcement made by the Finance Minister in his Budget Speech a Committee was proposed to be set up. He further stated that modalities would be worked out in consultation with various agencies for early operationalisation. The Committee takes note of the fact that Tamil Nadu has successfully implemented this scheme. Earlier, in some other states this scheme used to be handled by teachers with the result that education suffered. The Committee feels that the scheme would better be handed over to Voluntary Organisations/Local Mahila Mandals and Parent Teacher Associations for successful implementation.

SECONDARY EDUCATION

Kendriya Vidyalaya Sangathan:

3.1 The Committee, in its Fifth Report, took a serious note of the non-evaluation of the functioning of Kendriya Vidyalayas. The Department, informing the Committee of the steps taken, stated that they had set up a Committee under the chairmanship of the Deputy Minister (Education & Culture) to undertake an in-depth and exhaustive review of the Kendriya Vidyalayas and their management.

3.2 The Committee, in this regard, recommends that an Action Plan may be prepared for implementation of the recommendations to be made by the Committee.

3.3 The Committee expresses its serious concern that out of the total 818 KVs. only 293 schools are presently in their permanent buildings.

3.4 The Committee desires that the construction of pucca buildings for the schools for which land has been allotted may be started expeditiously. For those schools, for which land has not yet been allotted by the sponsoring agencies, the Department should make vigorous and sincere efforts for early transfer of land. The Committee also suggests that infrastructure, including playgrounds should be provided commensurate with the number of students.

3.5 The Committee is happy to note that the Planning Commission has approved allocation of Rs. 10.50 crores for the Kendriya Vidyalaya Sangathan under plan budget for 1995-96 to meet the expenditure towards teacher training and creation of additional facilities in Kendriya Vidyalayas. This amount is meagre as compared to the number of schools, and, therefore, needs to be suitably increased.

Navodaya Vidyalaya Samiti:

3.6 As on 1.3.1995, 373 schools have been sanctioned and about 71 districts in the country are yet to be covered (excluding Tamil Nadu and West Bengal which have not yet opted for the scheme).

3.7 The Department informed the Committee that it was planned to open 250 Vidyalayas in the country during the first three years of 8th Plan period to cover the remaining districts. The Committee is unhappy to note that this target, however, could not be achieved due to non-receipt of suitable proposals from the concerned State Governments and also because of financial constraints. The Committee is of the view that putting onus on State Governments would not solve the problem. The Committee finds some slackness on the part of the Department and desires that the Department should vigorously pursue the matter with the State Governments. As regards the financial constraint the Committee recommends that the allocations may be increased suitably at RE stage.

3.8 As far as migration is concerned the Committee was informed that there was some reluctance among the students as well as their parents for migration to the schools in some States having law and order problems. Another problem had arisen due to the domiciliary

requirement stipulated for admission in professional institutions, mainly in some Southern States. The Committee was informed that a Committee had been set up to review the present scheme of migration. The Committee desires that the Review Committee should complete its deliberations at the earliest and give its findings.

3.9 The pass percentage of students of Navodaya Vidyalaya Samiti at the CBSE examination for the last two years is as given below:

Year	Class X	Class XII
1993	93.70%	66.80%
1994	93.80%	78.37%

3.10 The Committee notes that even though the Navodaya Vidyalayas were set up with much fanfare and high ideals, the pass percentage in class XII has not yet crossed even 80% while ordinary schools are registering 90% to 95% results. The Committee feels that effective steps need to be taken to improve the performance in this regard.

3.11 The Committee has also been informed that of the 373 Vidyalayas sanctioned so far, 202 Vidyalayas are now functioning in permanent buildings and the others are running in temporary buildings provided by the State Governments. The Department should initiate action expeditiously for construction of permanent buildings for the remaining schools. The Committee recommends that the construction works, which are in progress, should be completed early.

3.12 The Committee has also noted that the States of Tamil Nadu and West Bengal have not yet accepted the scheme. The Committee desires that since it is a good scheme, the Department should pursue the matter with the concerned States with some flexibility and open mind.

3.13 The Committee is not convinced by the reasons given for the savings made in the funds for the years 1991-92, 1992-93 and 1993-94. The Committee desires that this trend should not repeat in future.

3.14 The Committee is also disturbed to note that there is consistent shortfall in admission in certain Navodaya Vidyalayas, particularly those located in the North-Eastern Region, as the candidates are not qualifying upto the minimum cut-off level set by the NCERT. The Committee desires that some remedial measures need to be taken in this regard.

National Open School:

3.15 This is another scheme suffering from under-utilisation of funds. The Committee is constrained to note that during 1994-95, out of Rs. 306 lakhs, only Rs. 251.46 lakhs could be spent and during 1993-94 out of Rs. 230 lakhs allocated, only about 50% could be utilised. Notwithstanding this, the Plan allocation for 1995-96 has been increased to Rs. 5 crores from Rs. 3.06 crores in 1994-95. The Department supporting the increase in the funds, stated that although, an increase of Rs. 194 lakhs above the previous year budget would appear to be significant, this was totally inadequate for the charter before National Open School. It was also stated that the Finance Committee of the National Open School approved the budget of Rs. 933.82 lakhs on the basis of the recommendations of the Expert Committee. The Ministry of Human Resource Development proposed Rs. 700 lakhs of which only Rs. 500 lakhs have been approved. The Committee feels that the NOs appears to wake tall claims and ultimately is not in a position to utilise the fund fully. The Committee, thus, concludes that the Department is making allocations without looking at the past performance. The Committee desires that the amount allocated should be fully utilised.

3.16 The Committee has also noted that the National Open School charges fees from the students. The Committee feels that the coaching from NOS needs to be made free of charge to encourage more students.

3.17 The Committee agrees that in order to reach out to the remote corners of the country, it would be necessary to set up State Open Schools. The Department informed that during 1994-95 financial support of Rs. 40 lakhs has been provided to two State Open Schools, and provision has been made to provide a token support of Rs. 80 lakhs to four more State Open Schools to be set up during 1995-96. The Committee, however, feels that in the process of setting up State Open Schools, the NOS should not lose its identity.

Educational Technology

3.18 The Committee is of the view that the growing number of scientific advancements are not being utilised sufficiently in the educational arena. The educational programmes made and telecast/broadcast are not reaching out to schools and children, particularly in the remote and rural areas. All the States are also not covered under the satellite programmes. The Committee feels that television is not being sufficiently utilised for educational purposes. When the country is having/going to have a plethora of channels on TV, provision of a separate channel for education should not be a problem. This step would go a long way in taking technology to the children/schools with more innovative programmes. The Committee recommends that the Department should take up the matter with the Ministry of Information & Broadcasting.

3.19 The Committee is happy to note that the production of school TV programmes has been taken over by the Central Institute of Educational Technology (CIET) and States Institutes of Educational Technology (SIET), SIETs are there only in six States and the Committee feels that they should be set up in each and every State.

3.20 The Committee feels that the schools could be supplied TVs, VCPs and Video Cassettes with quality programmes on education. Such schemes may be implemented in other parts of the country on the pattern of the one implemented by Andhra Pradesh. The Committee agrees that provision of TVs, VCPs and VCRs would involve additional expenditure. The Committee recommends that the Department may work out the scheme and seek suitable additional funds at RE stage.

3.21 The Committee is distressed to note that States/UTs are not able to utilise the grants in time due to procedural difficulties. This is a very serious problem. The Department should try to find a solution to this and simplify the procedures.

National Awards to Teachers

3.22 The Committee is happy to note that the award amount has been increased from Rs. 5,000 to Rs. 10,000. However, the number of awards has been increased only by 6 and needs to be further increased.

Scheme of Assistance for Strengthening culture and values in Education

3.23 The Committee is of the view that there has been a steady and serious deterioration in the value system in our society during the last few decades. Several of the ethical principles of yesteryears, such as adherence to truth and non-violence, temperance in speech and conduct, tolerance and a spirit of charity are losing their importance.

3.24 Value or moral education in schools will certainly do much to tone up the system but it has to be imparted with a sense of mission by dedicated people with a clear vision. In this connection the Committee desires that the recommendations of the Sriprakash Committee on moral education should be considered afresh and action taken thereon.

3.25 The Committee is surprised to find that even though it is such a vital subject, the Department has allocated just rupees one crore. The Committee desires that the allocation needs to be suitably increased.

3.26 Since the question of cultural education is a sensitive one and does not consist simply in imparting information or a didactic approach, the scheme has to be worked out much more concretely and with a great deal of imagination to make it a success. The Department should take up the scheme with great vigour.

Scheme for Strengthening of Boarding/Hostel Facilities for Girl Students of Secondary/Higher Secondary Schools

3.27 The Committee desires that an evaluation of the functioning of the voluntary organisations being assisted under this scheme, needs to be undertaken.

National Council of Educational Research & Training (NCERT)

3.28 This institute also falls under the category of institutions who have not made full use of allocated funds. The allocation made for 1994-95 was Rs. 8.12 crores, whereas the actual amount spent was Rs. 7.4 crores. The Committee feels that the Department should ensure full utilisation of the money allocated to them.

3.29 The Committee also desires that the final report of the Sixth All India Educational Survey should be completed at the earliest.

Computer Education in Schools

3.30 The Committee noted that a number of schools have not been provided with computer facilities. When the Department was asked to explain the reasons, it was stated that the State Governments had to provide pucca rooms with electricity connections. The Committee is of the opinion that the computer education is one of the areas which needs to be given a major thrust. The Committee recommends that the Centre should assist the State Governments in providing the necessary infrastructure in this regard.

Vocationalisation of Secondary Education

3.31 Explaining the funding procedure, the Department stated that under the centrally sponsored scheme of vocational education, funds are released to States/UTs on the basis of proposals received from them, along with details of utilisation of funds released in the earlier years.

3.32 However, the Committee regrets that several States/UTs have large sums of unspent balance with them. Many of the posts sanctioned at different levels have not been filled up. The Committee desires that suitable measures be taken to ensure full utilisation of money allocated and filling up of vacant posts at the earliest.

3.33 The Committee feels that for making the scheme more effective it needs to be linked up with the industries/factories in a suitable manner. This is also necessary because this linkage would solve, to some extent, the employment problem of the students who come out of these schools. Linkage between school stage and university stage is also required to be strengthened.

3.34 The Committee is also of the opinion that while selecting schemes, attention should be paid to the needs of the region and the predominance of any specific occupation of the area. The students trained in a particular stream of vocational education may be provided with opportunities for work in projects entrusted to panchayati raj institutions.

3.35 The Committee is also of the view that availability of syllabus and other material in the regional languages would help students understand the subjects well in their own mother-

tongue. The Committee, therefore, desires that these materials should be provided in the regional languages as early as possible.

Integrated Education for the Disabled Children

3.36 This is one of the schemes suffering from resource crunch. The Committee is dismayed that the plan outlay allocated for 1994-95 was Rs. 470.00 lakhs as against Rs. 550.00 lakhs requested for. The Committee also noted that an additional coverage of 5000 disabled children over the previous year was expected during 1994-95. Again, Rs. 470.00 lakhs has been approved for 1995-96 against Rs. 600.00 lakhs requested for. Considering the fact that the number of children to be covered is 40,000, the Committee feels that the amount is wholly inadequate and needs to be suitably increased.

3.37 The Committee is also of the view that this scheme has not made much headway and it needs to be further expanded and popularised.

Physical Education

3.38 The Committee deeply regrets that not much is being done in the field of physical education in the schools. In fact, the Committee is surprised to learn that many States are considering as to whether physical education should be made compulsory component of Secondary Education or not. The Committee has noted that the Central Advisory Board of Education appointed a sub-committee, presided over by Shri K.P. Singh Deo, Minister of Information & Broadcasting, and its report has been accepted by the CABE. The important recommendations of the Sub-Committee are:

“Every student and teacher should be subjected to a nationally determined physical fitness test and it should be a compulsory requirement that every student / teacher does indeed pass the fitness test every year; physical education and sports should be assigned atleast 40 minutes every day preferably, as the first period daily, under supervision of a trained teacher; every school should have facilities for a number of sports so that students can participate regularly in one or the other; and yoga practice should be given a great deal of emphasis in pre-service and in-service teacher training courses.”

The Committee desires that these recommendations of the Sub-Committee be conveyed to the States for early implementation.

3.39 The Committee feels that many schools do not have the basic facilities for physical education at all and this is the main reason for the failure of the scheme. The Committee recommends that the Department should make all-out efforts to provide the necessary facilities. The Committee also feels that the allocation of Rs. 60 Lakhs would in no way be sufficient for the purpose and needs to be suitably increased.

3.40 The Committee, is also of the view that yoga is a system, which promotes an integrated development of body and mind, and should be made a compulsory subject in the schools.

University and Higher Education

4.1 The Committee, in its Fifth Report, recommended developing ways and means to make higher education self-reliant, as far as possible. The Committee has noted that the UGC appointed a high-power Committee, under the Chairmanship of Justice Punnayya, to recommend suitable norms for determining maintenance grants to Central Universities, Deemed Universities and Colleges, as well as to suggest ways and means for augmenting resources.

4.2 When the Department was asked to explain the measures taken on the recommendations of Punnayya Committee, the Committee was informed that in pursuance

of the recommendations thereof, the UGC had constituted another Committee to develop a specific formula in this regard. The Committee is of the opinion that there should be a wider discussion on Punnayya Committee's recommendations and an early decision be taken on the norms to be adopted.

4.3 The Committee desires that Universities and Colleges should find ways of generating funds through financing of research projects by industry and opening of more vocational courses. The Committee agrees with the view expressed by the Department of Education that higher education cannot be totally self-reliant. However, any effort made in the direction of raising resources by mobilising donations, etc. would not only reduce the burden on the resources of the States but also create a greater sense of responsibility within the educational system. But, Government must continue to assist institutions of higher education adequately so that they fulfil their primary purpose i.e. generation and dissemination of knowledge. The Committee, however, strongly feels that private investors should be firmly discouraged from running educational institutions with a purely profit motive. The Committee suggests that UGC should evolve norms for regulating, fee structure and to prevent exploitation.

Rural University

4.4 When the Department was asked about the progress of the implementation of the scheme of Rural Universities/Institutes, the Committee was informed that the government has taken the decision to implement the scheme and Rs. 3 crores has been provided in the Budget for 1995-96. The Committee welcomes the decision and expresses the hope that this long pending programme will become operational without any further delay.

University Grants Commission

4.5 The Committee finds that there is a vast difference between the grants allocated and grants utilised during the year 1994-95. In the Plan, the amount allocated was Rs. 169.5 crores whereas the grants released totalled Rs. 216.00 crores.

4.6 In the case of non-Plan the allocated amount was Rs. 232.00 crores and the grant, released was 345.59 crores. Explaining this variation, the Committee was informed that because of essential requirements, which had not been provided in the Budget Estimates, including the requirements of New Central Universities the grants had to be increased. As regards non-plan, it was stated that even Rs. 345.00 crores was not sufficient to meet the actual requirement. The Committee is of the view that the resource crunch has assumed alarming proportions and additional grants are mostly allotted to New Central Universities, as a result of which State Universities and Colleges are starved of funds.

4.7 The Chairman, UGC, when asked to comment as to whether the allocation was sufficient, informed the Committee that the grants released were short of requirement. It was also stated that as against the projection of Rs. 403.50 crores for the year 1995-96, the Ministry of Finance approved only Rs. 341.82 crores under non-Plan, in view of the ever-increasing responsibilities of the UGC, particularly in the context of opening New Central Universities, the Committee feels that the amount allocated is not sufficient and needs to be suitably increased.

4.8 The Committee has noted that on its recommendations made in its Fifth Report, the UGC had engaged the services of Educational Consultants India Limited to verify the civil works undertaken by non-grant colleges during the Seventh Plan period. The Committee desires that the study be completed expeditiously and after receiving the observation thereof, suitable action should be taken against such colleges as may have violated the norms.

Indian Institute of Advanced Study

4.9 The Plan allocation for this institute has been increased from Rs. 35 lakhs to Rs. 93

lakhs in RE in 1994-95. The Plan allocation for BE for 1995-96 is Rs. 4 crores. When asked to explain this quantum jump in the allocation, the Department stated that the Institute was housed in the erstwhile Viceregal Lodge (now Rashtrapati Niwas) at Shimla and the building developed cracks and was generally in need of special repairs. A programme for such repairs has been drawn up in consultation with the Intech and the CPWD, and an amount of Rs. 3 crores was likely to be spent for the purpose during 1995-96, the Department added. The renovation work should be completed as early as possible to prevent further damage to the historic building.

4.10 The Committee has noted that on its recommendation made last year, as performance Audit Committee, under the Chairmanship of Prof. V.C. Anantha Murthy, has been appointed for proper evaluation of the Institute. The Committee desires that the evaluation may be completed expeditiously.

Indian Council of Social Science Research

4.11 The Committee in its 5th report, recommended increase in the allocation. The Committee has noted that in the revised estimates, even though it was increased to Rs. 3.25 crores from the BE of Rs. 2.5 crores, finally the amount released was only Rs. 2.5 crores. The Committee is obliged to observe that the Department is not making a rational allocation. The Committee does not consider the Ministry's explanation that the total amount could not be released due to resource crunch, as plausible. The Committee is also given to understand that the actual requirement of the Council for 1995-96 is estimated to be around Rs. 6 crores. The Committee is of the opinion that the ICSSR was set up for the purposes of promoting and coordinating social sciences research in the country. The Secretary, Education and the Chairman, ICSSR admitted during the evidence that the functioning of the Council left much to be desired. They pleaded for more funds to revamp and streamline the activities of the ICSSR and its regional centres. The Committee, therefore, recommends a suitable increase in the grants to achieve the desired results.

Dravidian University

4.12 When the Secretary was asked to explain the latest position regarding the proposal for setting up of a Dravidian University, he informed the Committee that it was a joint proposal of all the four Southern States. As there was no consensus, there had been no progress in the matter, he added. The Committee feels that the Department should bring the concerned States together and put forward some solution acceptable to them. The Committee suggests that the Department may put a condition that the University should be located in that State which provides land and other infrastructure free of cost and other States could have Sub-centres.

TECHNICAL EDUCATION

Indian Institutes of Technology

5.1 The Plan allocation for the IITs has been reduced to Rs. 26 crores for 1995-96 from Rs. 31.88 crores in 1994-95. The non-Plan allocation has also been reduced to Rs. 120.16 crores for 1995-96 from Rs. 134 crores in 1994-95. On being asked to comment on reduction in allocations, the Department informed the Committee that the plan allocation was reduced due to the financial crunch. As regards the non-Plan allocation, the Committee was informed that from the year 1993-94, a revised pattern of funding has introduced. The Committee feels that the institutes should not be starved of funds as it would ultimately affect the standards of the institutes and recommends that suitable increase may be made in the allocation at the RE stage.

Indian Institutes of Management

5.2 The Committee has noted that there is not much increase in Plan allocation for 1995-96

which is Rs. 12 crores, as compared to Rs. 11.87 crores for 1994-95. When the Department was asked to explain this, the Committee was informed that from the Financial year 1993-94 the revised pattern of funding scheme was introduced in the IIMs. Under this scheme, the Institutes were given functional autonomy and financial flexibility. At RE 1995-96 stage their matching grant requirement, force majeure etc. would be considered and appropriate RE will be fixed.

5.3 The Department has also informed that the proposals for establishing two more IIMs—one at Calicut and the other at Indore—were under consideration. The Committee feels that there is an urgent need to open more such institutions in view of the buoyancy in the economy and also to counter the proliferation of substandard private institutions. The Committee recommends that an early decision be taken to establish new IIMs. Location, selection and other related works may be done expeditiously.

Regional Engineering Colleges

5.4 The Committee was informed that during the last three years, emphasis for development had been laid on the expansion and diversification of academic programmes and modernisation of laboratories. When the Department was asked about the steps taken to bring RECs at par with IITs, the Committee was informed that a decision had been taken to convert RECs into centres of excellence on par with IITs. The Committee feels that serious efforts should be made in this direction. The Committee recommends that the allocation may be suitably increased for achieving the target.

5.5. The Committee also desires that UGC may consider granting the Status of deemed University to such colleges that have become centres of excellence.

Scheme of Community Polytechnics

5.6 The Plan allocation has been increased to Rs. 30 crores for 1995-96 from Rs. 10.65 crores in 1994-95. When the Department was asked to explain, the Committee was informed that the increase in the plan outlay for 1995-96 was mainly due to the revision of the financial norms with modification in the scope and extended coverage. The Committee feels that full and proper utilisation of the funds needs to be ensured.

5.7 When the Department was asked about the steps taken to strengthen the scheme, it was stated that a National Appraisal Committee had been constituted to review the implementation of the scheme and to suggest for strengthening it. The Committee was also informed that the Appraisal Committee would look into the various aspects of strengthening the scheme, including extension to other areas, as well as for development of linkages with schemes of other departments having identical objectives. The Committee desires that NAC may complete its work and submit the report without much delay. The Committee is of the view that this is a sensitive area where planning requires a special kind of expertise and grass-root experience which is quite different from what is needed in IITs. The Committee, therefore, recommends that the Appraisal Committee should include experts in indigenous technology, social activists, especially women, teachers and academicians with the desired orientation. There should also be similarly equipped mechanism for monitoring the achievements and difficulties. The Department should prepare a programme of action for the extension of the scheme to more areas and for developing linkages with schemes of other departments.

ADULT EDUCATION

National Literacy Mission

6.1 The National Literacy Mission (NLM) was launched in 1988 and the Total Literacy Campaign in 1990. In the Committee's opinion, the NLM needs to be given a further impetus. Even as the government is seized of the Arun Ghosh Committee Report on NLM, the Committee feels it desirable to undertake a mid-decade appraisal through National Sample Survey, so as to assess the impact of NLM on literacy rate.

Special Projects for Eradication or Illiteracy

6.2 The allocation made for the scheme has been reduced to Rs. 120 crores for 1995-96, as compared to Rs. 155.75 crores spent last year. The Committee is not happy with the pace of the coverage of the Total Literacy Campaigns (TLC) in the States which have low literacy rates. The Committee has noted that in Rajasthan TLCs have been extended to 18 out of 30 districts and in UP 45 out of 65, and there is not much progress in regard to the coverage in Bihar. The Committee is happy to note that all the districts in MP have been covered. The Committee, however, feels that vigorous efforts are required to be made to bring all the districts in the country, and particularly low-literacy States, under the TLC campaigns.

6.3 The Committee feels that the grants allocated may not be sufficient to increase the pace of the literacy campaign and hence require to be increased suitably. In those States where the Post Literacy Campaigns have been started, sufficient allocations should be made for the campaigns.

6.4 The Committee also desires that TLC and PLC should be implemented through a multi-pronged strategy. The PLC could be linked up with teaching of skills for self-employment such as the one at Community Polytechnics and special allocations be made for the same.

6.5 The Committee feels that the programme should be linked to income-oriented programmes and greater stress should be laid on the role of media in creating a demand for literacy.

Scheme of Assistance to Voluntary Organisations

6.6 The Committee is surprised to find that allocation under this head for this year has been reduced to Rs. 10 crores from Rs. 11.5 crores in RE last year, inspite of concern expressed by the Committee in its fifth report over the reduction in allocation. The Committee reiterates its recommendation made earlier for further increase in the allocation.

6.7 The Committee, in its fifth report, had also recommended evaluation of the working of the Voluntary Agencies. Explaining the action taken, the Department informed the Committee that it had been getting the external evaluation of the projects of Voluntary Associations done in various states. The Committee has also noted that the Centre for Media Studies has submitted its evaluation report on the Voluntary Organisations in UP. The Committee observes that suitable action may be taken on the findings of the CMS and the evaluation being undertaken in the other places may be expedited.

Directorate of Adult Education

6.8 Plan allocation for the Directorate of Adult Education for 1995-96 has been increased from Rs. 4.93 crores for 1994-95 to Rs. 10.37 crores. The bulk of the amount is allocated for media promotion activities. In the BE for 1994-95 an amount of Rs. 4.18 crores was allotted for this purpose. The Committee has been informed that this was expected to go upto Rs. 9.42 crores due to spurt in media efforts to build up environment but as sufficient funds were not available, this liability has to be met from the budget provision of 1995-96. The Committee also notes that the increase in the allocation is due to the fact the agencies do not carry the advertisements free of cost. Whereas the Doordarshan charges 1/4th the normal tariff for National Network Programmes, it charges full rates for the Metro Channel.

6.9 The Committee in this regard, feels that the matter needs to be discussed between the Department of Education and the Ministry of Information and Broadcasting and desires that all advertisements of National Literacy Mission be broadcast/telecast free of charge.

LANGUAGES

Modern Indian Languages

7.1 The Committee is anguished to note that allocations for various schemes under the Modern Indian Languages Division are not being fully utilised. Tarique-e-Board could not utilise the plan allocation fully during the last three years. Sindhi Vikas Board is languishing under gross under-utilisation. During last year out of Rs. 60 lakhs allocated on plan side only Rs. 5 lakhs were spent. The schemes for grants to Voluntary Organisation for development of regional languages and that for appointment of teachers are also no exception to this malady. The Department does not appear to make a rational allocation on the basis of assessment of the requirement of each scheme. The Committee suggests that the Department should undertake a review of each scheme.

7.2 The Committee regrets that there is no plan allocation for the scheme of production of University level books and recommends that such allocation may be restored in consultation with State Book Boards.

GENERAL OBSERVATIONS & RECOMMENDATIONS

8.1 The Committee has noted from the information supplied by the Department that some of its wings have not been able to fully utilise the funds allocated. The Department is still making higher allocations without a rational basis. There must be either something wrong with the system or there is some slackness in implementing the schemes. The Department should strengthen its monitoring mechanism to ensure proper and full utilisation of funds.

8.2 On the other hand, there are certain wings which are facing resource crunch and are starved of funds. These include UGC, a premier agency for promoting higher education, NLM and AICTE. The Department should take steps to increase the allocations suitably for all those wings which are in need of funds. The Department would be in a stronger wicket in this respect if the disease of under-utilisation of funds in some schemes is arrested.

8.3 The Village Panchayats and Nagarpalikas are coming into existence everywhere. With this, their role and responsibility are being increasingly felt in every field and education is a precious area. Particularly in elementary education, local bodies should be encouraged to play a major role. The Committee, therefore, reiterates its recommendation, made in its Fifth Report, for greater utilisation of village panchayats and nagarpalikas in spreading literacy and promoting education.

8.4 The Committee feels that the importance of private funding/investment in education at various levels is being felt more and more. Inadequacy of resources is a main drawback in our endeavour for removing illiteracy. The Committee notes with concern that more and more organisations are entering the field of education with a profit motive. The Committee recommends that such commercialisation of education must be curbed. On the other hand, private initiative, as a social service on a non-profit basis, should be encouraged at all levels to supplement Governmental efforts.

MINUTES OF THE MEETINGS OF THE DEPARTMENT-
RELATED PARLIAMENTARY STANDING COMMITTEE ON
HUMAN RESOURCE DEVELOPMENT

XXXV

"THIRTY FIFTH MEETING

The Committee met at 10.00 A.M. on Friday, the 7th April, 1995 in Committee Room 'A', Parliament House Annexe, New Delhi.

PRESENT MEMBERS

1. Shri P. Upendra—*Chairman*

RAJYA SABHA

2. Dr. M. Aram
3. Shri O.P. Kohli
4. Shri V. Hanumantha Rao
5. Shri Pravat Kumar Samantaray *
6. Prof. Ram Bakhsh Singh Varma
7. Maulana Habibur Rahimian Nomani

LOK SABHA

8. Dr. Viswanatham Kanithi
9. Dr. V. Rajeshwaran
10. Dr. Vasant Pawar
11. Shri Subash Chandra Nayak
12. Shri Ishwarbhai Khodabhai Chavda
13. Shri Rambadan
14. Dr. Ramch Chand Tomar
15. Shri Dau Dayal Joshi
16. Shri Maadeepak Singh Shakya
17. Shri Braja Kishore Tripathy
18. Prof. Malini Bhattacharya

WITNESSES

1. Shri S.V. Giri, Secretary, Dept. of Education
2. Dr. Y.N. Chaturvedi, Addl. Secretary
3. Dr. R.V. Vaidyanatha Ayyar, Joint Secretary
4. Shri P. Thakur, Joint Secretary
5. Shri D.S. Mukhyopadhyaya, Joint Secretary
6. Shri K.J.S. Chatrath, Joint Secretary
7. Shri S.D. Awale, Jt. Education Advisor
8. Shri D.P. Agarwal, Jt. Education Advisor
9. Smt. Lizzy Jacob, Commissioner, Kendriya Vidyalaya Sanghatan
10. Smt. Neeru Nanda, Director, Navodaya Vidyalaya
11. Smt. Sujata Chauhan, Finance Advisor
12. Prof. Amrita Desai, Chairperson, UGC
13. Prof. G. Ram Reddy, Chairman, ICSSR
14. Prof. J.P. Gupta, Secretary, All India Institute of Technical Education.

*Minutes of I to XXXIV meetings relate to matters not included in this Report.

SECRETARIAT

Shri Satish Kumar, Joint Secretary
Shri Nand Lal, Deputy Secretary
Shri N.K. Singh, Deputy Director
Shri P.P.K. Ramacharyulu, Committee Officer

2. The Committee heard the oral evidence of the Secretary and other officials of the Department of Education in connection with the examination of Demands for Grants 1995-96.

3. A verbatim record of the proceedings was kept.

4. The Committee then adjourned at 3.00 P.M.

V

***FIFTH MEETING**

The Committee met at 9.00 A.M. and again at 3.00 P.M. on Tuesday, the 25th April, 1995 in Committee Room No. 67, Parliament House, New Delhi.

MEMBERS PRESENT

1. Shri P. Upendra—*Chairman*

RAJYA SABHA

2. Dr. M. Aram
3. Shri O.P. Kohli
4. Maulana Habibur Rahman Nomani
5. Prof. I.G. Sanadi
6. Shri Ashoke Kumar Sen
7. Prof. Ram Bakhsh Singh Varma

LOK SABHA

8. Prof. (Smt.) Savithri Lakshmanan
9. Shri Datta Raghobaji Meghe
10. Shri Inder Jit
11. Shri Dau Dayal Joshi
12. Dr. K.D. Jeswani
13. Prof. Malini Bhattacharya
14. Shri Braja Kishore Tripathy
15. Shri Venkateswarlu Ummareddy

SECRETARIAT

Shri Nand Lal, Deputy Secretary
Shri N.K. Singh, Deputy Director
Shri P.P.K. Ramacharyulu, Committee Officer

2. The Committee considered the Draft Twenty-Second Report on the Demands for Grants, 1995-96, of the Department of Education and adopted the same with some modifications.

3. The Committee then authorised the Chairman and in his absence Dr. M. Aram and Shri Pravat Kumar Samantaray to present the Report in the Rajya Sabha and Shri Inder Jit and in his absence Prof. Malini Bhattacharya to lay the Report in Lok Sabha on 28th April, 1995.

4. * * *

5. The Committee then adjourned at 5.00 P.M.

*Minutes of I to IVth meetings relate to matters not included in this Report.

***Relate to other matters.