

## RAJYA SABHA

*Friday, the 11th December, 2009/20 Agarhayana, 1931*

The House met at eleven of the clock,  
[MR. CHAIRMAN in the Chair.]

### REFERENCE BY THE CHAIR

#### **Eighth anniversary of terrorist attack on Parliament building on 13th December, 2001**

MR. CHAIRMAN: Honourable Members, 13th December, 2009 marks the Eighth Anniversary of the dastardly attack on the Parliament House by terrorists.

On this occasion, we recall the supreme sacrifices made by our security personnel including two staff of the Parliament Security Service from the Rajya Sabha Secretariat; five Delhi Police personnel and a woman Constable of the Central Reserve Police Force, who laid down their lives while preventing entry of terrorists inside the Parliament House Building. A gardener of the CPWD also lost his life in the incident.

I am sure, the whole House will join me in condemning this incident in unequivocal terms. We once again reiterate our firm resolve to fight terrorism with determination and re-dedicate ourselves to protect the sovereignty and integrity of our nation.

I request Members to rise in their places and observe silence as a mark of respect to the memory of those who lost their lives in that tragedy.

*(Hon. Members then stood in silence for one minute)*

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### ORAL ANSWERS TO QUESTIONS

\*321. \* [The questioner(s) (Shrimati Kusum Rai) was absent. For answer *vide* page 30 *infra*.]

#### **Accreditation and grants to universities and colleges**

\*322. SHRI NARESH GUJRAL:††

SHRI N.K. SINGH:

Will the Minister of HUMAN RESOURCE DEVELOPMENT be pleased to state:

(a) whether in a bid to assess the quality of higher education, Government has linked accreditation of universities and colleges to the grants provided by the University Grants Commission (UGC);

(b) if so, the details of universities and colleges which are not accredited by the National Assessment and Accreditation Council (NAAC) and are getting grants from UGC;

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††The question was actually asked on the floor of the House by Shri Naresh Gujral.

- (c) the criteria of granting accreditation to universities/colleges by NAAC;
- (d) whether the criteria of granting grants to various universities/colleges by UGC have been revised; and
- (e) if so, the details thereof?

THE MINISTER OF HUMAN RESOURCE DEVELOPMENT (SHRI KAPIL SIBAL): (a) to (e) A Statement is laid on the Table of the House.

***Statement***

(a) The University Grants Commission(UGC) in its meeting held on 10th September, 2009 considered and approved a proposal for mandatory assessment and accreditation of higher educational institutions. The said proposal provides, *inter-alia*, for withholding of grants allocated to a higher educational institution or declaring it ineligible for any assistance till it is accredited. The UGC is in consultation with the National Accreditation and Assessment Council (NAAC) and the National Board of Accreditation(NBA) before notifying the Regulations and as such the Regulations have not come into force.

(b) Does not arise in view of reply to part (a).

(c) The National Accreditation and Assessment Council (NAAC) has identified the following criteria as the basis for its assessment and accreditation procedures:

- (i) Curricular aspects,
- (ii) Teaching-learning and evaluation,
- (iii) Research, Consultancy and extension,
- (iv) Infrastructure and learning resources,
- (v) Student support and progression,
- (vi) Governance and leadership, and
- (vii) Innovative practices.

The above criteria have been further differentiated into criterion-wise Key Aspects. Each Key Aspect is further differentiated into Assessment Indicators to be used as guidelines/probes by assessors to capture the ' quality pointers'. The summated score for all the Key Aspects under a criterion is then calculated with the appropriate weightage applied to it and the Grade Point Average (GPA) is worked out for the criterion. The Cumulative GPA (CGPA), which gives the final assessment outcome, is then calculated from the criterion-wise GPAs, after applying the prescribed weightage to each criterion.

(d) and (e) Yes, Sir. The amendments to the UGC (Fitness of Certain Universities for Grants) Rules, 1974, and the UGC (Fitness of Certain Institutions for Grants) Rules, 1975, notified on 5th August, 2009, would enable funding of the Eleventh Plan Schemes of:

- i. establishment of colleges in educationally backward districts,
- ii. incentivizing State Governments for expansion, and
- iii. one-time support to institutions that are not satisfying conditions for receipt of grants from UGC under section 12B of the UGC Act, 1956.

SHRI NARESH GUJRAL: Sir, in the last decade or so, there has been an awareness amongst all sections of our society including our villagers that exposure to higher education would improve the career prospects of their children. As a result, the demand for such institutions has gone up dramatically. Unfortunately, seats which institutions of higher learning offer are limited. So, a lot of small institutions have come up all over the country. They do not offer quality education and charge exorbitant fees. Sir, at present, we know that it is voluntary on the part of institutions to have itself assessed by NAAC. My specific question is: Will the hon. Minister make it mandatory for every higher education institution to have itself assessed and graded by NAAC? This should be irrespective of whether they get UGC grant or not because only then would the students know the intrinsic strength of an organisation. Sir, I know that this is the primary responsibility of the university to whom they are affiliated, but, unfortunately, they have abdicated this responsibility by and large.

SHRI KAPIL SIBAL: Mr. Chairman, Sir, the hon. Member is absolutely right. I entirely agree with him that unless we have quality education in this country, we will not be able to serve our future national needs. The UGC, in fact, has already formulated regulations in this regard that every institution must be mandatorily accredited and those regulations hopefully will come into force soon.

SHRI NARESH GUJRAL: Sir, from the reply of the Minister, I have seen that this is only related to those who are seeking your economic help. Would you make it absolutely mandatory? Whether they seek your help or not, they should be graded so that the consumer knows what he is going to get from the institution.

SHRI KAPIL SIBAL: Sir, I might inform the hon. Member that we are in the process of, actually, formulating an entirely new legislation; that legislation is ready; it is under inter-Ministerial discussion. Hopefully, we will be taking it to the Cabinet very soon. My purpose is to have a law that all institutions in this country-- not only institutions which grant degrees but institutions which grants diplomas, certificates; any such kind of institution--must be compulsorily and mandatorily accredited for quality.

MR. CHAIRMAN: Thank you. Shri N.K. Singh.

SHRI N.K. SINGH: Sir, in the reply furnished by the hon. Minister, the criteria which this Body is going to follow have been detailed at great length. Two of the critical features of the criteria are adequacy of the provision of infrastructure and adequacy in the inculcation of faculty training. These are critical, the Minister will agree, for ensuring the quality of higher education. For enabling the States and Universities to reach, particularly, the faculty training, what steps is the Ministry contemplating to see that these criteria which are very sanguine are really met?

SHRI KAPIL SIBAL: This is a much larger question, Mr. Chairman. This does not deal with the accreditation process. This deals with another issue altogether as to what the Government of India is doing for the purpose of enhancing the quality of faculty in those institutions. This is a much broader issue. I don't think, it is fair for me to answer it in the context of the narrow question that has been asked. But I may say, through you, Sir to the hon. Member that there are a lot of schemes that we have in place. In fact, we have set up a Task Force under Shri M.M. Sharma which has given various recommendations as to improve quality. UGC has launched a scheme for the purposes of a thousand fellowships. We are also increasing the salaries and grades of University teachers and other faculty. There are schemes under the Science and Technology Ministry called "FIST" and "Assist". So, there are a lot of schemes in the Government of India, in the UGC, in the Ministry of Human Resource, Development, under the AICTE as well as in Science and Technology to cater to future faculty needs, but I don't think that the problem will be easily resolved. I think, we need to actually build our post-doc and doc-base, invest in research to get quality faculty for the future needs of the country.

MR. CHAIRMAN.: Prof. P. J. Kurien.

PROF. P. J. KURIEN: Thank you, Sir. My concern and, therefore, my question is about the inadequacy in emphasis given to research. The hon. Minister has, in his answer, given seven criteria for accreditation by NAAC. Out of those seven criteria, I find, not even one, only a fraction is research. But it is in higher education where, it is most important, that emphasis should be given to research, and that is what we are lacking today. When we take into consideration our GDP fraction which is invested in research that, is also less. In UGC also, inadequate importance is given to research. Therefore, I want to know from the hon. Minister that, at least, when NAAC is giving accreditation, whether you will give a higher weightage to research and whether you will also take steps to ensure that more teachers go in for research and are given more assistance to teachers and whether you will direct the UGC in this regard.

SHRI KAPIL SIBAL: Mr. Chairman, Sir, again, this criterion is for the purposes of accreditation. This has nothing to do with the emphasis Government of India will give to research or what emphasis the UGC will give to research. There are several kinds of institutions which have to be accredited, *e.g.* autonomous colleges, other institutions which grant diplomas, and universities. Now, let's look at the status of a University. What is the difference between a college and a university? Why should a college become a university? A university is a conglomeration of faculties which caters to research; otherwise, the institution should not be a university. Now, if you are a University and, then, you have to be accredited then research is a relevant criterion in that context. If you are not a university then, obviously, you are not research-oriented. So, research is not a very important criterion.

Research is a criterion for the purposes accreditation. The emphasis on research in the overall higher education structure is exceptionally important and the Government of India is aware of that, and we are taking steps in that regard.

DR. ASHOK S. GANGULY: Thank you, Mr. Chairman. May I request the hon. Minister-to kindly give a time-frame for the responses to various, recommendations made by the *erstwhile* National Knowledge Commission with regard to primary, secondary and higher education, especially, with an organisation, an overall regulatory body.

SHRI KAPIL SIBAL: Mr. Chairman, Sir, first of all, the recommendations of the National 'Knowledge' Commission are mostly in respect of higher education, not at the primary level and the secondary level. Secondly, the Yashpal Committee and the National Knowledge Commission have both given recommendations on how our higher education needs to be restructured. Thirdly, the Government is in the process of actually getting inputs from various stakeholders to find out what exactly should be done keeping in mind the recommendations of the National Knowledge Commission and the Yashpal Committee. The fact that the National Knowledge Commission has given its recommendations does not mean that the Government has *in toto* accepted each of the recommendations that have been given by the National Knowledge Commission. Keeping all these recommendations in mind and keeping in mind the fact that the higher education structure needs to be relooked at the context of the needs of India in the 21st century, we are, in fact, in the process of formulating a legislation. We are in the process of further consultations. Hopefully, the entire consultation process will be over before the Budget session so that by the time the Budget session comes we will have received Cabinet approval for restructuring and introducing it in the Budget session. That is our hope and that is our desire.

DR. KARAN SINGH: Mr. Chairman, Sir, apart from the broader question of our Educational Policy, the accreditation also involved equivalence with the institutions outside India. Therefore, while we do our accreditation, are we keeping in mind also the equivalence problem with other countries?

The second part of my question is this. You have said that everything is going to be regulated. But our experience is that the regulatory body has not been uniformly happy with the UGC and the NCERT. So, are you quite sure, Mr. Minister, that by regulating everything we are not going to bureaucratised education? Are we going to allow a certain amount of viability or a certain autonomy to these institutions rather than jakdo them in some regulatory authority?

SHRI KAPIL SIBAL: There are two separate questions, Mr. Chairman.

MR. CHAIRMAN: You can answer one.

SHRI KAPIL SIBAL: I will answer both because of my great respect for my learned friend.

The first is, what we are doing about the Washington Accord which is the one that deals with equivalence. Now, as far as that is concerned, we were actually to finish the process by June, 2009. We could not do it. Now, we have an extension till 2011 and we are in the process of setting up a framework through which the assessment will be done. It will not be input-based, but outcome-based. That is what the authorities have told us. So, we are in the process of formulating that. We had a meeting in Kyoto in Japan recently. We have been, in fact, asked that we can file our application for equivalence, to be part of the Accord, by 2010, even though the process is open till 2011. We should have everything in place by 2010 so that we file the application to ensure that there is equivalence.

Sir, on the other issue, when I talked about regulation, I meant it in an entirely different context. The regulation that has been existing till now has been regulation under Government. All the regulatory authorities are Government authorities or Government controlled authorities or Government funded authorities. What is going to happen in the new structure of education is that this process of regulation will not be under the Government at all or in the Government domain at all. It will be outside the Government and it will be manned by experts in the field.

SHRI PENUMALLI MADHU: Private experts!

SHRI KAPIL SIBAL: If you are an expert, let me know, Sir. We will also consider you.

Now, the point is that no education system anywhere in the world is unregulated.

We have seen what happens in the stock market when it is entirely unregulated. So, we do not want scams. There are enough scams already in the educational sector. So, let us all sit together, as Members of Parliament, set up a structure which is transparent, which is disclosure-based, not based on regulation by an agency. Sir, in this regard, we have already started the process. For example, under the UGC guidelines, we want all Deemed to be Universities and educational institutions of higher learning to actually tell us, through a website, which they set up on their own, as to how many faculty they have, how many departments they have, what infrastructure is available, etc., so that there is no need for inspection. Each institution will have to set up a website, which means no bureaucracy and no regulation. Then, it will be based on their own disclosures. And, once it is based on their own disclosures, we do not have to regulate it. But there has to be a regulatory agency to oversee the educational sector. That was my understanding of regulation.

\*323. \* [The questioner Shri Jai Prakash Narayan Singh was absent. For answer *vide* page 31 *infra*.]

#### **'दोपहर के भोजन' की योजना में अनियमितताएं**

\*324. श्री सत्यव्रत चतुर्वेदी :

श्री मोती लाल वोरा :††

क्या मानव संसाधन विकास मंत्री यह बताने की कृपा करेंगे कि:

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††सभा में यह प्रश्न श्री मोती लाल वोरा द्वारा पूछा गया।