

INCLUSIVE AND QUALITATIVE EXPANSION OF HIGHER EDUCATION

12th Five-Year Plan, 2012-17



ज्ञान-विज्ञान विमुक्तये

University Grants Commission

Bahadur Shah Zafar Marg

New Delhi-110002

INCLUSIVE AND QUALITATIVE EXPANSION OF HIGHER EDUCATION

*Compilation Based on the
Deliberations of the Working Group for
Higher Education in the 12th Five-Year Plan (2012-17)*



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PREFACE

This document contains the core of ideas towards reform initiatives in higher education. Since the reforms have to take roots at the university level, the university leadership has contributed to this document significantly in shaping the policy planning processes at the macro level and in recommending strategies for achieving the targets set. The document draws upon all the existing reports, papers and data bases on higher education and provides a synoptic view of the state of higher education. It has attempted to synthesize the data from the latest round of National Sample Survey (NSS) with the existing enrolment figures and marks a step forward in our understanding of the progress and difficulties faced by higher education. It acknowledges the challenge of rising numbers, social inequalities and the real issue of quality of teaching-learning in Indian higher education. It has reflected on the ambitious challenge of describing, analyzing and suggesting remedies for the higher education sector, and seeks to keep up the momentum of higher education through upscaling the reforms that began in the 11th Five-Year Plan (FYP).

This compilation of significant ideas about possible strategies for 12th FYP proposals has been possible because of the insightful contributions made by all the members of the Working Group whose names are listed in Annexure 1.

I would like to express my sincere thanks and gratitude to Mrs. Vibha Puri Das, Education Secretary, Department of Higher Education, Ministry of Human Resource Development, Government of India for entrusting this responsibility to the UGC and also for her constant guidance and encouragement in accomplishing this task.

I would like to place on record my appreciation to Prof. S.P. Thyagarajan, Prof. Furqan Qamar, Prof. Ravi Srivastava and Prof. A.K. Sharma for their contribution in bringing this document in its present shape.



My special thanks to Prof. Yogendra Yadav for preparing a Summary Paper, based on the ideas reflected in this document, which was circulated in the Steering Committee on Higher and Technical Education for the 12th FYP held on 24th October, 2011.

I also wish to place on record the insightful participation in the deliberations on the 12th FYP by the Members of the University Grants Commission (UGC).

I hope that both the Union Ministry of Human Resource Development and the Planning Commission, Government of India will take due cognizance of the recommendations made in this document and provide necessary financial allocations for their effective implementation during the 12th FYP.

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Basic Reference Documents used for the Preparation of the Report of the Working Group

1. Report of the National Knowledge Commission (NKC), 2006-2009
2. Report of the Committee to Advise on Renovation and Rejuvenation of Higher Education, 2008
3. Report of NSS 61st and 64th Rounds, 2007-08
4. Higher Education in India, UGC, 2008
5. Annual Report of the UGC, 2009-10
6. Report of the Task force on ACCESS, EQUITY & QUALITY, 2011, Ministry of Human Resource Development (MHRD), Government of India (GOI)
7. Report of the UGC-Affiliation Reforms Committee, 2011
8. Approach to the 12th FYP - Policy Document of the Planning Commission, Government of India
9. Approach Paper on Higher Education for the 12th FYP, UGC, 2011.
10. Proceedings of the Conference of the Vice-Chancellors of Central and State Universities, 2011
11. Report of the UGC Committee to Review the Existing Schemes for Enhancing Participation of the Scheduled Castes (SCs) in Higher Education, 2011
12. Report of the UGC Committee to Review the Existing Schemes for Enhancing the Participation of the Scheduled Tribes (STs) in Higher Education, 2011
13. Report of the UGC committee to Review the Existing Schemes for Enhancing the Participation of Minorities in Higher education, 2011



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LIST OF ABBREVIATIONS

AC & EC	Academic Council and Executive Council
AICTE	All India Council for Technical Education
API	Academic Performance Indicator
ASC	Academic Staff College
ASIST	Assistance for Strengthening Infrastructure in Science and Technology
ASIHSS	Assistance for Strengthening Infrastructure in Humanities and Social Sciences
CAS	Centres for Advanced Studies
CBCS	Choice-based Credit System
CDC	College Development Council
CEC	Consortium for Educational Communication
CEDC	Community Education Development Cell
CPE	Colleges with Potential for Excellence
CTE	College of Teacher Education
DEC	Distance Education Council
DHEI	Diversity in Higher Education Index
DIET	District Institute of Education and Training
DISE	District Information System for Education
EBD	Educationally Backward District
EER	Eligible Enrolment Rate
EHEI	Equity in Higher Education Index



ENCORE	Enhance Scholarly Faculty Resources
EOC	Establishment of Equal Opportunity Cell
FDC	Faculty Development Centre
FDP	Faculty Development Programme
FYP	Five-Year Plan
GER	Gross Enrolment Ratio
GoI	Government of India
IASE	Institute of Advanced Study in Education
ICT	Information and Communication Technology
IIIT	Indian Institute of Information Technology
IL&FS	Infrastructure Leasing and Financial Services Ltd.
IISER	Indian Institute of Science Education and Research
IIM	Indian Institute of Management
IIT	Indian Institute of Technology
IMF	Instrumentation Maintenance Facility
IQAC	Internal Quality Assurance Cell
IPR	Intellectual Property Rights
ISEC	International Standards for Educational Classification
IT	Information Technology
ITI	Industrial Training Institute
IUC	Inter-University Centre
JIPMER	Jawaharlal Nehru Institute of Post-Graduate Medical Education and Research



JRF	Junior Research Fellowship
MIS	Management Information System
MHRD	Ministry of Human Resource Development
MoU	Memoranda of Understanding
MRP	Major Research Project
NAAC	National Assessment and Accreditation Council
NCHER	National Commission on Higher Education and Research
NCTE	National Council for Teacher Education
NE	North-Eastern
NET	National Eligibility Test
NGO	Non-Government Organization
NIFT	National Institute of Fashion Technology
NIT	National Institute of Technology
NKC	National Knowledge Commission
NKN	National Knowledge Network
NMC	National Monitoring Cell
NMEICT	National Mission in Education through Information and Communication Technology
NPE	National Policy on Education
NSS	National Sample Survey
NSSO	National Sample Survey Organisation
NUEPA	National University of Educational Planning and Administration
NVEQF	National Vocational Education Qualification Framework



OBC	Other Backward Classes
ODL	Open and Distance Learning
PBAS	Performance Based Appraisal System
PIHEAD	Promotion of Indian Higher Education Abroad
PPP	Public Private Partnership
RA	Research Associateship
RGIPT	Rajiv Gandhi Institute of Petroleum Technology
RUSA	Rashtriya Uchch Shiksha Abhiyan
SAM	Sensitization / Awareness / Motivation
SAP	Special Assistance Programme
SC	Scheduled Caste
SCERT	State Council of Educational Research and Training
SPA	School of Planning and Architecture
SSA	Sarva Shiksha Abhiyan
ST	Scheduled Tribe
UG/PG	Undergraduate / Postgraduate
UGC	University Grants Commission
UGC-NRC	UGC Network Resource Centre
USA	United States of America



EXECUTIVE SUMMARY

Principal Objectives, Goals and Strategies of the 12th FYP

Higher education in India is passing through a phase of unprecedented expansion, marked by an explosion in the volume of students, a substantial expansion in the number of institutions and a quantum jump in the level of public funding. The enormity of the challenge of providing equal opportunities for quality higher education to ever-growing number of students is also a historic opportunity for correcting sectoral and social imbalances, reinvigorating institutions, crossing international benchmarks of excellence and extending the frontiers of knowledge. The 12th FYP shall focus on utilizing this historic opportunity of expansion for deepening excellence and achieving equal access to quality higher education.

11th FYP Achievements: India has made enormous strides in achieving these goals in more than six decades since independence, and the success milestones of its higher education system are recognized globally. Yet, considerable challenges remain. To meet these challenges, the University Grants Commission (UGC) called for a major thrust for expansion of higher education and promotion of greater regional and social equity in the 11th FYP. During this Plan, provision was made for setting up of 16 new Central Universities and 374 Model Colleges in low Gross Enrolment Ratio (GER) districts. The Government of India (GoI) provided for concomitant expansion with equity through implementation of the recommendations of the Oversight Committee. There was also a continued focus on achieving quality and supporting reforms in higher education and promoting excellence.

But considerable challenges remain: All adopted measures yielded results with a significant increase in enrolments and reduction in overall social group disparities. However, as this 12th FYP document states, considerable challenges still remain. Access to higher education is still less than the minimum international threshold levels, distribution of institutions is skewed, enrolment in public universities is largely



concentrated in the conventional disciplines whereas in the private self-financed institutions, the student enrolment is overwhelmingly in the market-driven disciplines.

Much greater challenges continue to exist with respect to quality and the provision of relevant education. Curricular reforms leading to regular revision and upgrading of curricula, introduction of semester system, choice-based credit system, examination reforms are yet to take place in all higher educational institutions across the country. Exceptions apart, majority of our higher education institutions perform poorly in the area of quality on a relative global scale.

To materialize a "quantum jump" in achieving the triple objectives of access and expansion, equity and inclusion, and quality and excellence, with an emphasis on consolidation and optimal use of infrastructure already created during the 11th FYP, it is proposed to focus on the following strategies during the 12th FYP:

1. The focus will be towards *achieving higher access* through expansion by consolidation and better utilization of the existing infrastructure, upgradation of the infrastructure as and where necessary, and creation of new institutions primarily to meet the objective of regional equity.
2. *Increasing and enhancing access* through a mission mode national programme, "*Rashtriya Uchch Shiksha Abhiyan (RUSA)*" aimed to achieve 25% national level GER which will include (a) upgrading of Autonomous Colleges, Colleges with Potential for Excellence, and A grade-accredited Colleges by the National Assessment and Accreditation Council (NAAC), as university-level institutions; (b) promoting evening universities/evening colleges; (c) introduction of undergraduate programmes in the universities as integrated undergraduate/postgraduate (UG/PG) programmes; (d) enhancing the intake capacity of the existing institutions of higher education; (e) developing the 'College Cluster Universities' regionally; and (f) establishing "Meta University Complexes" in association with public/private sector undertakings as a part of their corporate-social responsibility, on an industry-academia mode.



3. The strategy for *promoting equity at all levels* and all branches of higher education, from enrolment to pass-out stage, shall be through new schemes for financial support of socially deprived groups, minorities and women, along with significant remedial support for such students and faculty.
4. Schemes for *reducing regional/disciplinary/gender imbalances* will include (a) setting up of large number of Polytechnics (1,000); (b) completing the establishment of 374 Model Colleges in the identified Educationally Backward Areas of low GER districts; (c) establishment of 800 Constituent Colleges in the already existing 40 Central universities; and (d) establishment of 20 exclusive universities for women;
5. The system of *financial support to girl students and students from SC/ST, Minorities and Other Backward Category (OBC) category* is proposed to be considerably enhanced at all levels of higher education and for all branches, including professional and technical education. Financial support will be expanded in the form of scholarships, transport/rent allowance, book banks, and fee-plus-scholarship system for professional students.
6. In order to *retain students from deprived social groups* in the higher education system, post-doctoral scholarships will be enhanced and a fast-track methodology implemented.
7. There will be *strengthening of infrastructure* to provide access, and retention of women students, differently-abled students and students from socially deprived backgrounds.
8. A major emphasis in will be the *strengthening of the remedial system* for students from socially deprived backgrounds in order to enable their retention and better performance.
9. *Equal Opportunity Cells*, which were initiated in the 11th FYP, will be set up in all institutions, including institutions covered under Section 2(f) of the UGC



Act. These will monitor and oversee the implementation of policies and programmes for the weaker sections and their progress in their respective institutions in achieving social inclusion.

10. *Promotion of quality* would be through a greater focus on performance, curricular reforms, better human resource management, schemes to promote high quality research, and technology-assisted monitoring mechanism. National science experimentation facilities, particularly in the cutting edge areas will be set up as Inter-University Centres and University-housed Networking Centres to provide international quality resource support to all the researchers and PG students.
11. *Faculty being the single most critical factor responsible for the overall quality and excellence in higher education*, it is a matter of grave concern that a large number of faculty positions remain perennially vacant due to either non-availability of suitably qualified persons or due to procedural restrictions/fund constraints in State universities/colleges. In order to ensure that expansion drive in higher education is sustained, initiatives shall be taken to attract and retain the best talents as faculty resources by creating conducive working ambience and by making teaching and research as a lucrative career destination through continuous central assistance.
12. The *capacity building and capability enhancement*, keeping in tune with modern-day requirement of the faculty resources through the Faculty Talent Promotion scheme by upgrading the Academic Staff Colleges (ASCs) as Faculty Development Centres (FDCs) with redefined roles and responsibilities, would be another priority.
13. Equally important shall be the initiative for Leadership Development and Institutional Management programmes at all levels from top to bottom, for those who may be currently holding the leadership, management and administrative



- positions. For those in the leadership tiers who need to be readied to take over such leadership positions in colleges and universities in future, a separate Leadership Mentoring Programme is envisaged through dedicated/competent centres.
14. Support for *curricular and academic reforms* to improve student choices, technology-assisted participatory teaching-learning processes and increasing the provision of relevant education, with an emphasis on feed-back-based holistic examination/evaluation system. A fine balance between the market oriented professional and liberal higher education shall be the hallmark of such initiatives.
 15. *Minimizing the affiliating burden of the existing universities* by implementing the "Affiliation Reforms Package" developed by the UGC during the 11th FYP in a multipronged approach would be another added dimension of promoting access with quality and relevance.
 16. *For promoting private sector participation* in higher education, newer models based on quality shall be explored, supported and incentivized by well-defined policies, norms, and monitoring mechanisms. The initiative would also include maximizing the potential of Public Private Partnership (PPP) in higher education not only for setting up new universities and colleges but also for creating/sharing quality infrastructure and physical facilities in the existing colleges and universities.
 17. *For promoting skill-based education* and to improve competence, a fresh impetus to vocational education shall be given with due regards to National Vocational Education Qualification Framework (NVEQF) and the initiative is to be supported and incentivized through well-defined policies and monitoring mechanisms.
 18. *Reforming the financing system* of higher educational institutions by the UGC



such as to promote the culture of accountability, improved performance and better resource use efficiency and at the same time respecting the academic autonomy. A norm-based funding mechanism based on the justified requirements submitted by the universities and colleges with due approval of their decision-making bodies, (Academic Council and Executive Council) and moderated by the availability of resources with the UGC shall replace the existing conventional approach.

19. For better coordination and *speedy implementation of the 12th FYP priorities*, the UGC, as an organisation, shall have to be restructured and modernised, and rejuvenated as a vibrant academic, administrative and fund providing/monitoring body by the introduction of new management system of good governance which is a layer above e-governance, with transparency and accountability on the one hand and by roping in eminent academics on full-time basis as advisers on the other, besides lateral entry/deputation- mediated administrative talent infusion. This shall enable the UGC to design the schemes better, execute them effectively and monitor the outcomes/outputs in a time-bound manner.
20. State Councils of Higher Education have so far been established only in a few states as an interface bodies between the state governments, the universities of the State and the national bodies/councils like the UGC/All India Council for Technical Education (AICTE), etc. In order to facilitate *national level coordination of the higher education schemes/policies* and their speedy implementation, all states shall be encouraged and incentivized to establish and activate these Councils. Similarly, the College Development Councils (CDCs) of the universities will be made more effective in channelizing the UGC schemes to Colleges through the CDCs, supported appropriately by the UGC.
21. Universities and Colleges being the end-users of the public funds, provided by either the central or the state governments, shall have to be made accountable for the funds, provided by *introducing a New Educational Management System*



whereby their accountability would be assessed more in terms of their performance and outcomes and less in terms of insistence on adherence to elaborate processes and procedures. Such initiatives shall have to go beyond e-governance, management information system and enterprise-wide resource planning. They must seek to bring about changes in the systems, processes, culture, and structure of the university Act/Statutes.

22. State Universities and Colleges affiliated thereto account for an overwhelmingly large number of enrolments in higher education and it is this sector that has been least attended to in terms of resource support and subjected to external influences and pressures in the name of accountability. Enhanced resource support to this sector based on the commitment of the state governments to provide these institutions *greater autonomy and operational flexibility* shall be a priority during 12th FYP.
23. A large number of new *Central Universities and Model Colleges* that were established during the 11th FYP would require continued and accelerated support because during this Plan they are likely to fast pace their development and operational work and any resource constraints at this juncture would be detrimental to their growth and development.

This 12th FYP document provides the details of the present trends, prevailing issues and challenges, projected goals and the planned strategies for the 12th FYP with schemes and programmes under the three major heads of Access, Equity and Quality with interlaced components of relevance, value-education and creativity. The overall budget requirement projected to achieve the proposed initiatives is **₹ 1,84,740 crore**.



CHAPTER 1

OVERVIEW: PRESENT SCENARIO

1.1 Preamble

Higher Education is a very important sector for the growth and development of human resource which can take responsibility for social, economic and scientific development of the country. The University Education Commission (1948-49), under the Chairmanship of Dr. S. Radhakrishnan, gave the foundations of the future of Indian Higher Education. The report of the Education Commission (1964-66) under the Chairmanship of Dr. D.S. Kothari symbolized the symbiotic relationship between education and national development. A lot of thought has since been generated towards the emerging concerns of higher education. The vision of higher education in India is to realize the country's human resource potential to its fullest with equity and inclusion. This essentially means the need to provide greater opportunities of access to higher education with equity to all eligible, and in particular, to the vulnerable sections of the society. Expansion of access by supporting existing institutions, establishing new institutions, supporting State Governments and Non-Government Organizations (NGOs) / Civil Society to supplement public efforts are needed to aim at removing regional and other imbalances that exists at present. Policies and programmes for strengthening research and innovations have to be initiated and institutions, public or private, will have to be encouraged, to engage in stretching the frontiers of knowledge.

In recent years, the nation has embarked upon initiating a number of development-linked strategies for promotion of higher education. The latest of these include the Report of the 'National Knowledge Commission' (NKC), the Report of 'The Committee to Advise on Renovation and Rejuvenation of Higher Education' and the Conclave of Vice-Chancellors and other Forums of Educationists. The 11th FYP evolved as a move towards a quantum leap in expanding and strengthening the higher education system. The 12th FYP is projected to maximize the output/outcome of access, equity and quality,



meeting the international benchmarks. It is expected to offer an opportunity to build upon the progress made during the 11th FYP, undertake effective course corrections where necessary and initiate newer and innovative measures to provide the much-needed vibrancy to the system so as to enhance access, make higher education fully inclusive and promote international quality and excellence to fulfill the objectives of the core of Indian economic and social development planning.

1.2 Trends in the Growth of Higher Education

1.2.1 Institutions

Indian higher education system is one of the largest in the world. There were only 20 universities and 500 colleges with 0.1 million students at the time India attained independence. This has increased to 611 universities and university-level institutions and 31,324 colleges as on August 2011 (Table 1).

Table 1: Number, Nature and Category of Institutions
(As on August, 2011)

Type of institution	Number
Central Universities	43
State Universities	289
State Private Universities	94
Deemed to be Universities	130 ^s
Institutes of National Importance plus *Other Institutes	50
Institutions established under State Legislature Acts	5
Total	611
Total Colleges	31,324
Grand Total	31,935

**Other Institutes include Indian Institutes of Science Education and Research (IISERs) (5), National Institute of Fashion Technology (NIFT), Rajiv Gandhi Institute of Petroleum Technology (RGIPT) and Jawaharlal Nehru Institute of Post-Graduate Medical Education and Research (JIPMER).*

^s Now 129, as Deemed to be University status of one university has been withdrawn.



The concern that merely increasing the number of higher educational institutions and their enrollment capacity will not achieve the national developmental goals without concurrent attention to quality and its access to all those who desire it, is addressed in the 12th FYP. Also special efforts need to be made to ensure fair and impartial treatment to the disadvantaged sections of the society in making available to them the benefits of higher education.

While Table 1 gives the national picture at the macro level, it is equally important to mention the spread of the different category of such institutions among the states of the Indian Union as given in Table 2.

**Table 2: State-wise Number of Universities listed by the UGC
(As on August, 2011)**

S. No.	State	Central Universities	State Universities	Private Universities	Deemed Universities	Institutes Established under State Legislature Act.	Institutes of National Importance	Other Institutions	Total
1	2	3	4	5	6	7	8	9	10
1	Andhra Pradesh	3	31	0	7	2	2	0	45
2	Arunachal Pradesh	1	0	0	1	0	0	0	2
3	Assam	2	4	1	0	0	2	0	9
4	Bihar	1	15	0	2	1	2	0	21
5	Chattisgarh	1	10	3	0	0	1	0	15
6	Delhi	5	5	0	12	0	2	1	25
7	Goa	0	1	0	0	0	0	0	1
8	Gujarat	1	20	9	2	0	2	0	34
9	Haryana	1	10	5	5	0	1	0	22



10	Himachal Pradesh	1	4	11	0	0	2	0	18
11	Jammu & Kashmir	2	7	0	0	1	1	0	11
12	Jharkhand	1	7	1	2	0	1	0	12
13	Karnataka	1	22	2	15	0	1	0	41
14	Kerala	1	10	0	2	0	2	1	16
15	Madhya Pradesh	2	16	3	3	0	2	1	27
16	Maharashtra	1	19	0	21	0	2	1	44
17	Manipur	2	0	0	0	0	0	0	2
18	Meghalaya	1	0	7	0	0	0	0	8
19	Mizoram	1	0	1	0	0	0	0	2
20	Nagaland	1	0	2	0	0	0	0	3
21	Orissa	1	12	1	2	0	2	0	18
22	Punjab	1	7	3	2	0	3	1	17
23	Rajasthan	1	15	18	8	0	2	0	44
24	Sikkim	1	0	4	0	0	0	0	5
25	Tamil Nadu	2	24	0	29	0	4	0	59
26	Tripura	1	0	1	0	0	1	0	3
27	Uttar Pradesh	4	24	16	10	1	2	1	58
28	Uttrakhand	1	5	6	4	0	1	0	17
29	West Bengal	1	20	0	1	0	3	1	26
30	Chandigarh	0	1	0	1	0	1	0	3
31	Punducherry	1	0	0	1	0	0	1	3
	Grand Total*	43	289	94	130	5	42	8	611

* Excludes A & N Islands, Lakshadweep, Daman & Diu and Dadra & Nagar Haveli as these Union territories have no universities

Source: UGC, MHRD



The UGC provides financial support to colleges under Sections 2(f) and 12(B) of the UGC Act., the number of such Institutions is given in Table 3.

Table 3: Colleges Recognized by the UGC for Financial Assistance

As on	Total No. of Colleges	No. of Colleges under Section 2(f)	No. of Colleges under Sections 2(f) & 12(B)
31-09-2009	25,951	7,176	5,936
31-03-2010	31,324	7,450	6,028

Source : UGC

1.2.2 Regional Distribution of Colleges

The region-wise distribution of colleges vis-a-vis the population in the age group 18-23, from 2000-01 to 2004-05 has revealed that one-third of the colleges (33%) are located in the southern, followed by central (22%), western (19%) eastern (11.5%) and northern (10.5%) regions. The north-eastern region accounts for only 3.5% of the colleges in India (Table 4).

Table 4: Region-wise Distribution of Colleges

Region	% of Colleges	Population in the age group 18-23 (in crore)
Southern	33	2.90
Central	22	4.70
Western	19	4.26
Eastern	11.5	3.56
Northern	10.5	*
North-East	3.5	0.60

Source: Higher Education in India, UGC, 2008

* Separate data not available.



The data in Table 4 cover public, aided and private unaided colleges and reveals a skewed pattern of distribution of institutions of higher education in India. In addition to such a regional imbalance, there is also a skewed development of professional disciplines compared to humanities, social sciences and basic sciences. Expansion efforts seem to have been largely concentrated in the private sector leading to non-affordability of higher education by large sections of the society thus making higher education as an enterprise rather than long term social and economic good. This aspect is elaborated in a subsequent chapter.

1.2.3 Enrolment

Another parameter of the size of the Indian higher education system is reflected in the current enrolment of students in the institutions of higher learning. The number of students enrolled in the universities and colleges (formal system) has increased since independence to 13,642 million in the beginning of the academic year 2009-10, with 1,669 million (12.24%) in the university departments and 11.973 million (87.76%) in the affiliated colleges (Source: MHRD, Annual Report, 2009-10). This does not include enrolment in higher education offered through Open and Distance Learning (ODL). The trends in enrolment from the year 1984-85 to 2009-10 as given in Table 5 reflect the size in absolute terms as well as percentage increase on year to year basis. A diagrammatic representation of the trend is given in Fig.1.

Table 5: All India Growth of Student Enrolment: 1984-85 to 2009-10

Year	Total enrolment	Increase over the preceding year	Percentage
1984-85	34,04,096	96,447	2.9
1985-86	36,05,029	2,00,933	5.9
1986-87	37,57,158	1,52,129	4.2
1987-88	40,20,159	2,63,001	7.0



1988-89	42,85,489	2,65,330	6.6
1989-90	46,02,680	3,17,191	7.4
1990-91	49,24,868	3,22,188	7.0
1991-92	52,65,886	3,41,018	6.9
1992-93	55,34,966	2,69,080	5.1
1993-94	58,17,249	2,82,283	5.1
1994-95	61,13,929	2,96,680	5.1
1995-96	65,74,005	4,60,076	7.5
1996-97	68,42,598	2,68,593	4.1
1997-98	72,60,418	4,17,820	6.1
1998-99	77,05,520	4,45,102	6.1
1999-2000	80,50,607	3,45,087	4.5
2000-2001	83,99,443	3,48,836	4.3
2001-2002	89,64,680	5,65,237	6.7
2002-2003	95,16,773	5,52,093	6.2
2003-2004	1,00,49,712	5,32,939	5.6
2004-2005	1,06,62,744	6,13,032	6.1
2005-2006	1,13,38,253	6,75,509	6.3
2006-2007	1,21,02,521	7,64,268	6.7
2007-2008	1,29,81,179	8,78,658	7.3
2008-2009	1,37,82,837	8,01,658	6.2
2009-2010*	1,46,24,990	8,42,153	6.1

*Provisional

Source: UGC Annual Report, 2009-10

Fig. 1: Year-wise Growth of Students Enrolment: Universities and College : 1984-85 to 2009-10



Table 6 indicates state-wise student enrolment in universities and colleges as on 2009-10.

Table 6: Statewise Student Enrolment in Universities & Colleges: 2009-10

S. No.	State/UT	Total Enrolment	Women Enrolment	% of Women
1.	Andhra Pradesh	15,36,501	6,14,600	40
2.	Arunachal Pradesh	15,864	6,504	41
3.	Assam	3,10,011	1,33,305	43
4.	Bihar	6,30,463	1,89,139	30
5.	Chhattisgarh	2,44,328	85,515	35
6.	Delhi	2,60,334	1,24,960	48
7.	Goa	25,795	15,219	59
8.	Gujarat	7,22,676	3,10,751	43



9.	Haryana	3,79,666	1,63,256	43
10.	Himachal Pradesh	1,28,488	61,674	48
11.	Jammu & Kashmir	1,22,785	55,253	45
12.	Jharkhand	2,25,142	76,548	34
13.	Karnataka	9,48,222	4,07,735	43
14.	Kerala	3,78,078	2,15,504	57
15.	Madhya Pradesh	7,73,854	2,86,326	37
16.	Maharashtra	18,28,341	7,86,187	43
17.	Manipur	34,204	15,392	45
18.	Meghalaya	39,536	20,163	51
19.	Mizoram	13,223	6,215	47
20.	Nagaland	23,185	10,897	47
21.	Orissa	4,25,841	1,78,853	42
22.	Punjab	3,88,184	1,97,974	51
23.	Rajasthan	6,48,068	2,46,266	38
24.	Sikkim	7,778	3,033	39
25.	Tamil Nadu	10,60,543	5,19,666	49
26.	Tripura	27,691	12,184	44
27.	Uttar Pradesh	22,18,243	8,42,934	38
28.	Uttarakhand	1,93,217	86,948	45
29.	West Bengal	9,13,722	3,56,352	39
30.	A & N Islands	2,979	1,549	52
31.	Chandigarh	59,697	30,445	51
32.	Lakshdweep	350	123	35
33.	Daman & Diu	810	381	47
34.	D&N Haveli	2,101	987	47
35.	Puducherry	35,070	17,535	50
	Total	1,46,24,990	60,80,373	41.6

**Provisional*

Source: UGC Annual Report, 2009-10



The involvement of the university system is, by and large, at the level of post-graduate teaching and research while the affiliated colleges bear the maximum obligation of teaching at the undergraduate level. The affiliated colleges in our university system have affected the academic character of the universities and the issue is discussed in a subsequent Chapter. The relative enrolment pattern of students in the university teaching departments and the affiliated colleges in respect of the states of the Indian Union is given in Table 7.

Table 7: Statewise Student Enrolment in University Teaching Department & Affiliated Colleges* Enrolment in 2009-10

S. No.	State/UT	University Departments	Affiliated Colleges	Total Enrolment
1.	Andhra Pradesh	94,640 (6.16)	14,41,861 (93.84)	15,36,501
2.	Arunachal Pradesh	2,363 (14.9)	13,501 (85.1)	15,864
3.	Assam	15,719 (5.07)	2,94,292 (94.93)	3,10,011
4.	Bihar	3,32,761 (52.78)	2,97,702 (47.2)	6,30,463
5.	Chhattisgarh	27,349 (11.23)	2,16,979 (88.8)	2,44,328
6.	Delhi	71,359 (27.4)	1,88,975 (72.59)	2,60,334
7.	Goa	1,092 (4.23)	24,703 (95.77)	25,795
8.	Gujarat	94,599 (13.09)	6,28,077 (86.91)	7,22,676
9.	Haryana	40,721 (10.73)	3,38,945 (89.27)	3,79,666

10.	Himachal Pradesh	16,691 (12.99)	1,11,797 (87.01)	1,28,488
11.	Jammu & Kashmir	23,954 (19.5)	98,831 (80.5)	1,22,785
12.	Jharkhand	1,02,958 (45.73)	1,22,184 (54.27)	2,25,142
13.	Karnataka	1,04,783 (11)	8,43,439 (89)	9,48,222
14.	Kerala	49,010 (12.96)	3,29,068 (87.04)	3,78,078
15.	Madhya Pradesh	70,499 (9.11)	7,03,355 (90.89)	7,73,854
16.	Maharashtra	1,22,882 (6.7)	17,05,459 (93.3)	18,28,341
17.	Manipur	4,232 (12.37)	29,972 (87.63)	34,204
18.	Meghalaya	3,515 (8.9)	36,021 (91.1)	39,536
19.	Mizoram	2,471 (18.7)	10,752 (81.3)	13,223
20.	Nagaland	1,495 (6.5)	21,690 (93.5)	23,185
21.	Orissa	28,242 (6.6)	3,97,599 (93.4)	4,25,841
22.	Punjab	40,326 (10.4)	3,47,858 (89.6)	3,88,184
23.	Rajasthan	78,299 (12)	5,69,769 (88)	6,48,068



24.	Sikkim	3,185 (40.9)	4,593 (59.1)	7,778
25.	Tamil Nadu	2,10,791 (19.88)	8,49,769 (80.12)	10,60,543
26.	Tripura	3,393 (12.25)	24,298 (87.75)	27,691
27.	Uttar Pradesh	1,73,436 (7.8)	20,44,807 (92.2)	22,18,243
28.	Uttarakhand	43,295 (22.4)	1,49,922 (77.6)	1,93,217
29.	West Bengal	95,427 (10.5)	8,18,295 (89.5)	9,13,722
30.	A & N Islands		2,979 (100)	2,979
31.	Chandigarh	57,290 (96)	2,407 (4)	59,697
32.	Lakshdweep		350 (100)	350
33.	Daman & Diu		810 (100)	810
34.	D&N Haveli		2,101 (100)	2,101
35.	Puducherry	2,056 (5.9)	33,014 (94.1)	35,070
	Total	19,18,833 (13.12)	1,27,06,157 (86.88)	1,46,24,990

**Provisional*

Note: figures in parentheses indicate percentages

Source: UGC Annual Report, 2009-10



As mentioned earlier, the affiliated colleges are largely responsible for undergraduate education though some of them are also sharing the responsibility of providing postgraduate education in certain disciplines where the expertise of the affiliated colleges warrants so. The level-wise enrolment of students from this perspective is given in Table 8.

Table 8: Student Enrolment*: Level-wise: 2009-10

S. No.	Level	University Departments	Affiliated Colleges	Total	(% to Percentage in Affiliated Colleges)
1.	Graduate	12,35,537	1,14,22,835	1,26,58,372 (86.55)	90.24
2.	Post-Graduate	4,90,261	11,90,567	16,80,828 (11.49)	70.83
3.	Research	97,669	20,330	1,17,999 (0.81)	17.23
4.	Diploma/Certificate	95,366	72,425	1,67,791 (1.15)	43.16
	Grand Total	19,18,833	1,27,06,157	1,46,24,990 (100.00)	86.88

**Provisional*

Source: UGC Annual Report, 2009-10

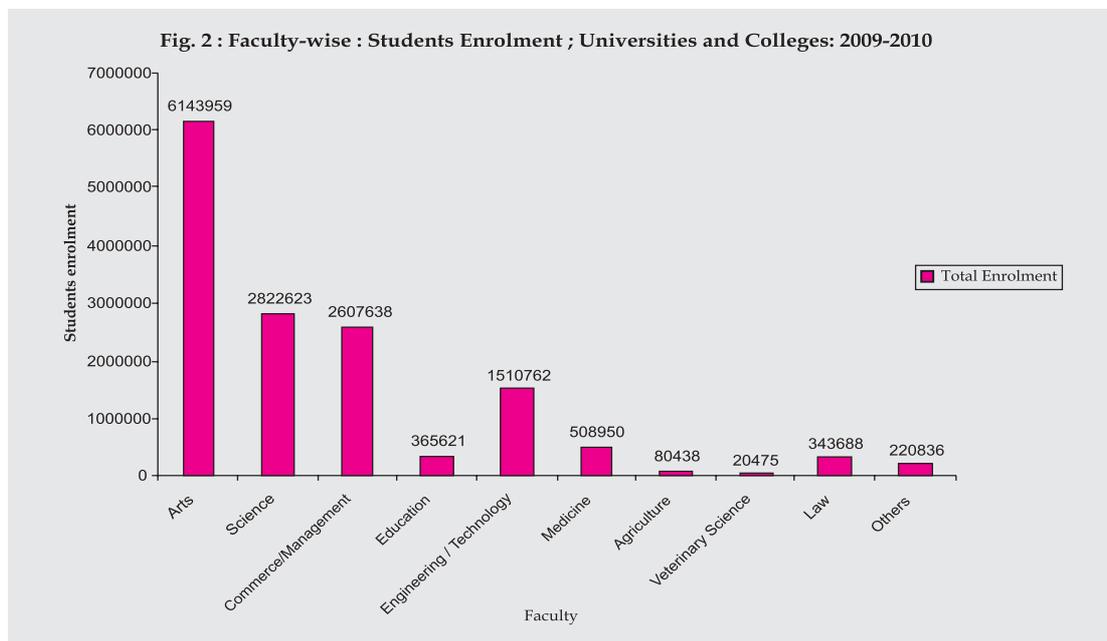
It is an interesting observation to see the relative pattern of enrolment across knowledge disciplines engaged by the university. An analysis of this data shows a skew in the offerings of certain disciplines which offer broad-based education. The data given in Table 9 needs to be further analysed to bring appropriate changes in meeting the requirement of human resource in certain specified areas of knowledge disciplines for a more sound and equitable development of higher education. A diagrammatic representation of the trend is given in Fig.2.

Table 9: Student Enrolment: Faculty-wise*: 2009-10

S. No.	Faculty	Total Enrolment	Percentage to Total
1.	Arts	61,43,959	42.01
2.	Science	28,22,623	19.30
3.	Commerce/Management	26,07,638	17.83
4.	Education	3,65,621	2.50
5.	Engineering/Technology	15,10,762	10.33
6.	Medicine	5,08,950	3.48
7.	Agriculture	80,438	0.55
8.	Veterinary Sciences	20,475	0.14
9.	Law	3,43,688	2.35
10.	Others	2,20,836	1.51
	Total	1,46,24,990	100.00

*Provisional

Source: UGC Annual Report, 2009-10





A state-wise trend in the number of colleges from the year 2005-06 to 2009-10 is summarized in Table 10.

**Table 10: State-wise Number of University Colleges and
Affiliated Colleges: 2009-10**

S. No.	State/Union Territory	2005-06	2006-07*	2007-08*	2008-09*	2009-10*	Increase during 2005-06 to 2009-10
1.	Andhra Pradesh	2,534	3,026	3,264	3,648	3,777	1,243
2.	Arunachal Pradesh	10	12	16	16	16	6
3.	Assam	430	440	455	481	481	51
4.	Bihar	630	638	655	671	683	53
5.	Chhattisgarh	416	474	483	508	603	187
6.	Goa	47	46	46	46	56	9
7.	Gujarat	899	1,059	192	1,420	1,736	837
8.	Haryana	320	376	634	851	852	532
9.	Himachal Pradesh	169	209	241	270	325	156
10.	Jammu & Kashmir	210	253	253	260	327	117
11.	Jharkhand	172	181	181	188	209	37
12.	Karnataka	2,096	2,224	2,436	2,765	2,907	811
13.	Kerala	808	825	873	947	976	168
14.	Madhya Pradesh	1,116	1,322	1,524	1,871	1,922	806
15.	Maharashtra	2,826	3,052	3,363	3,849	4,249	1,423
16.	Manipur	72	74	74	75	78	6
17.	Meghalaya	59	60	62	64	70	11
18.	Mizoram	31	31	31	28	32	1



19.	Nagaland	49	49	51	51	52	3
20.	Orissa	835	838	841	840	1,064	229
21.	Punjab	440	472	502	569	940	500
22.	Rajasthan	703	878	1,177	1,456	2,289	1,586
23.	Sikkim	11	11	1	13	13	2
24.	Tamil Nadu	1,242	1,254	1,297	1,337	2,234	992
25.	Tripura	25	25	29	32	32	7
26.	Uttar Pradesh	2,037	2,047	2,137	2,181	3,786	1,749
27.	Uttarakhand	247	248	260	279	375	128
28.	West Bengal	621	774	805	889	891	270
29.	A & N Islands	4	4	4	4	8	4
30.	Chandigarh	23	23	23	21	25	2
31.	Lakshdweep	1	1	1	1	1	0
32.	Daman & Diu	3	3	3	4	4	1
33.	Delhi	201	202	209	234	234	32
34.	D & N Haveli	0	0	0	0	1	1
35.	Puducherry	39	39	73	82	76	37
	Total	19,327	21,170	23,206	25,951	31,324	11,997

**Provisional:*

Source: UGC Annual Report, 2009-10

1.2.4 Enrolment Profile in Colleges and Universities

The figures of enrolment in universities and colleges available for the year 2009-10 and projected for 2010-11 are approximately two million in universities and \approx 13 million in colleges. These data provide a simple average of 3,220 students per



university and less than 400 students per college. Both these figures are dismally low. The following could be the possible reasons for such a situation:

(a) *Low enrolment in colleges*

- (i) Colleges have higher enrolment capacity which is underutilized for want of students!
- (ii) Colleges have enormous pressure for admission but have constraints of space, infrastructure and teachers.
- (iii) The underserved geographical locations for institutions of higher education and amenities such as hostels, particularly for girls.
- (iv) Some of the programmes offered are losing relevance in the changing requirement of the society, Industry and employers, resulting in poor employability of the graduates.
- (v) A large number of drop-outs at the +2 level are creating the paucity of students from the feeding channels of higher secondary schools/junior colleges.

(b) *Low enrolment in universities*

- (i) Under-utilization of the existing capacities of the universities because of conservative attitude to restrict the student- intake.
- (ii) Lack of initiatives to increase intake capacity and expansion through newer programmes of contemporary relevance because of resistance offered by the academic bodies of the universities and procedural and bureaucratic delays including Governmental interference at different levels.
- (iii) Inadequate importance to and lack of initiatives in higher education sector and lack of drive from the State Governments to take proactive measures for expansion and reforms.
- (iv) Lack of sufficient autonomy to universities to bring major structural changes



in the Acts/Statutes/Ordinances and in matters of increasing intake capacity, introduction of new/novel programmes, recruitment of faculty, developing and adding new infrastructure and amenities.

1.2.5 Faculty

The universities designate teachers in categories of Professors, Associate Professors (Readers) and Assistant Professors (Lecturers). Their number and distribution in the University Departments and Colleges is indicated in Table 12.

Table 11: Distribution of the Teaching Staff by Designation: 2009-10

Year	Professors*	Readers	Senior Lecturers	Lecturers	Tutor/ Demonstrators	Total
(a) University Departments and University Colleges**						
2009-10	21,006 (20.85)	25,308 (25.13)	10,293 (10.22)	38,983 (38.69)	5,151 (5.11)	1,00,741 (100.00)
(b) in Affiliated Colleges						
2009-10	40,538 (6.77)	1,35,532 (22.64)	84,707 (14.15)	3,22,820 (53.91)	15,126 (2.53)	5,98,723 (100.00)

* Includes Principals and Senior Teachers who are equivalent to Professors; Figures in parentheses indicate the percentage of the cadres to the total staff; Part-time teachers/Physical Training Instructors are in the category of Lecturers

** Provisional

Source: UGC Annual Report, 2009-10

A University's contribution to knowledge is reflected in the publications it has made in the field of research and the number of Research Degrees awarded by the university. The number of M. Phil and Ph.D. degrees awarded in the year 2008-09 by the universities in India is given in Table 12.



Table 12: M. Phil & Ph.D. Degrees Awarded in 2008-09

S.No.	Faculty	M.Phil	Ph.D.
1	Arts	3,524	3,496
2	Oriental Learning	14	48
3	Science	2,374	3,317
4	Home Science	70	149
5	Computer Applications	3	15
6	Computer Science	327	122
7	Commerce	723	394
8	Management	186	330
9	Education	547	403
10	Engineering/Technology	0	1,141
11	Medicine	62	298
12	Agriculture	9	427
13	Veterinary Sciences	16	93
14	Law	16	152
15	Others*	654	396
	Total	8,525	10,781

* Others include Music/Fine Arts, Library Science, Physical Education, Journalism, Social Work, and Travel & Tourisms, etc.

Source: UGC Annual Report, 2009-10

1.3 GER in Higher Education

Even though there is a significant growth in student enrolment in higher education system, especially in the last two decades, the GER in higher education in India is



still about half the world's average GER (24%) and about two thirds that of the developing countries (18%) and much lower than that of developed nations (58%) (Source: Mid-Term Appraisal of the 11th FYP). There is a considerable debate in the country about the precise level of GER and the actual position may become clear after the findings of the All India Higher Education Survey being conducted by the National University of Educational Planning and Administration (NUEPA) become available. In the mean time, the 12th FYP may consider the level of incremental expansion in GER by 10%.

The targeted GER in higher education was fixed at 15% by the end of the 11th FYP and was accordingly required to grow by 8.9% annually. In technical education, the enrolment growth was targeted at 15% per annum. The expansion objectives were to be achieved through a multipronged strategy, namely (a) targeted increase in the intake capacity of the existing universities and colleges, strengthening of 200 state engineering institutions, upgrading 7 technical institutions, and (b) establishment of new universities and colleges, including setting up of 16 new Central Universities, 14 Innovation Universities, 374 Model Colleges, 8 Indian Institutes of Technology (IITs), 7 Indian Institutes of Management (IIMs), 10 National Institutes of Technology (NITs), 3 Indian Institutes of Science Education and Research (IISERs), 20 Indian Institutes of Information Technology (IIITs), 2 Schools of Planning and Architecture (SPAs) and 50 Centres for Training and Research in frontier areas. These new institutions were planned to be established through government funding and also under the PPP mode.

The sample household survey conducted by the National Sample Survey Organisation (NSSO) during 2007-08 does point to the achievement; it indicated exceeding the target GER of 15% during the 11th FYP as is evident from the data presented in Table 13.

Table 13: Enrolment and GER (18-22 Years)

	NSS 61 st round (2004-05)		NSS 64 th round (2007-08)	
	Enrolment (000)	GER %	Enrolment (000)	GER %
(a) General and Reserved Categories				
SC	1,898.5	8.72	2,485.5	11.54
ST	767	8.44	652	7.67
OBC	5,027.4	11.48	6,599.6	14.72
Others	7,787.2	22.52	8,886.6	26.64
Total	15,480.1	14.19	18,623.7	17.21
(b) General and Minorities				
Muslims	1,308.8	8.5	1,521.4	9.51
Non-Muslims	14,170.9	15.1	17,102.4	18.54
Total	15,479.7	14.19	18,623.8	17.21

Source: NSS 61st and 64th Rounds

Table 14: GER (18-22 Years) in Rural and Urban Areas

	Rural	Urban
NSS 61 st round (2004-05)	8.42	16.18
NSS 64 th round (2007-08)	11.06	19.03

Source: NSS 61st and 64th Rounds

It may be noted that the GER in Tables 13, 14 has been estimated on a five-year higher education cycle (18-22 years). The NSS data refer to only attendance and not



enrolment data and there is always a small difference between attendance and enrolment, with the former being on the lower side. It may also be pertinent to mention that attendance in higher education here includes both Degree and Diploma programmes equivalent to graduation and above as well as attendance of students who have completed higher secondary education and are enrolled in Diploma and Certificate programmes below the graduation level. This corresponds to UNESCO's broadest measure of enrolment in tertiary education as per International Standards for Educational Classification (ISEC 5 & 6).



CHAPTER 2

VISION, GOALS AND OBJECTIVES OF HIGHER EDUCATION IN THE 12th FYP

2.1 Vision

The vision of the 12th FYP for Indian higher education is to achieve further access to higher education through a mission mode national programme of creating new universities and increasing the intake capacity of the existing universities and colleges. Access will be coupled with equity and inclusion by bridging regional imbalances and disparities across disciplines and shall address spatial, economic, social and technological needs of the country. The initiatives will be capped with enhancing inputs for quality and excellence in all spheres of higher education - student intake, faculty enrichment, curricular and evaluation reform, revamping governance structures, greater emphasis on research and innovation by creating efficient regulatory framework.

2.2 Goals and Objectives

2.2.1 *In relation to Access*

Expansion of higher education shall continue to remain an important objective during the 12th FYP. Since estimates of the GER achieved already vary from 13.5 per cent (*Source: Selected Educational Statistics*) to over 17 per cent (*NSSO data*), it seems desirable that the targeted GER be fixed in terms of net increase over and above the level already achieved by the end of the 11th FYP. However, it needs a mention that GER alone cannot be a measure of policies. It needs to be specified by year, by disciplinary system and by level so that we have authentic information in terms of the parameter stated. This calls for efforts to generate data and can be noted as a concern for the 12th FYP.

(a) *Innovative Approaches to Access*: The 12th FYP shall continue with innovative



approaches to provide access to higher education so as to increase the GER by 10% during the 12th FYP from the current GER of the 11th FYP (based on the MHRD initiated All India Higher Education Survey). Thus, with this approach to planning, the GER in higher education, by the end of the 12th FYP, may be expected to be either 23.5% or 27%.

- (b) *Correcting Regional, Disciplinary and Gender Imbalances:* The growth of the higher education institutions is not uniform across the country in regional, disciplinary and gender perspectives. The 12th FYP shall aim at correcting such imbalances in tune with the national move of providing equal opportunities in higher education to the eligible population.
- (c) *Lessening the Burden of Affiliation:* The issue of burden of colleges on the universities affiliating them was discussed at different levels by the Government through the NKC and the Yashpal Committee. The UGC has also evolved "Affiliation Reform Norms" through an Expert Committee, in the year 2011. It is proposed in the 12th FYP to lessen the burden of affiliation on the universities and facilitate greater autonomy and freedom of growth to the colleges by establishment of "*College Cluster Universities*" by clustering a minimum of 50 colleges in the vicinity of the city or district to make a university of its own independent establishment and relevance.
- (d) *Working New Models of PPP:* In order to achieve the goal of increased access to higher education by all sections of the society and in view of the limited financial resources with central/state governments, newer models of private sector participation may need to be evolved with well defined policies, facilitative norms and monitoring mechanisms. Appropriate merit-cum-means of incentivizing the private service providers will have to be thought of and put into practice during the 12th FYP. Models of PPP in higher education are spelt out in a subsequent chapter.



2.2.2 In Relation to Equity and Inclusion

The objective of the 12th FYP in the sphere of equity should be to eliminate gender disparities and to significantly reduce urban-rural, inter-regional and inter-social group disparities. This will call for a much larger facilitative and promotional role for the central and state governments as well as the private sector in higher education towards the hitherto marginalised sections of the society. Thus the major emphasis of the 12th FYP should be on promoting inclusiveness so as to accommodate more students from the marginalized sections into the ambit of higher education in respect of the following goals.

- (a) *Elimination of Gender Inequalities:* The gap between men and women in access to higher education has been eliminated in a few states and is lower in urban areas. The 12th FYP shall aim at complete elimination of this gap, at least at the overall level.
- (b) *Promotion of Inclusion:* This will call for much greater effort and greater number of programmes which can help in reducing the barriers to access to higher education by socially deprived groups which spring from different sources.
- (c) *Improving Access for Differently-abled Students:* This will require improvement in basic infrastructure facilities to enable access by the differently-abled students in all institutions of higher education; extension of support facilities to such students; and increased support to teacher preparation to handle their educational needs.
- (d) *Promoting Equity in all Disciplines of General and Technical/Professional Education:* The 12th FYP shall aim at correcting the skewed growth of higher education towards technical and professional education in recent years due to large scale private sector participation. The Plan shall also focus on improving



the accessibility of marginalized groups to courses in the emerging/employment-oriented areas, including technical and professional education.

- (e) *Reducing Regional/Disciplinary Imbalances:* The growth of the higher education institutions is not uniform across the country. The 12th FYP shall aim at correcting the imbalances in the distribution of institutions and also the courses.

2.2.3 In Relation to Quality and Excellence

Concurrent with the national attention towards expansion in higher education and providing for equity, it is also necessary to ensure that quality and excellence are sustained and upgraded in all the institutions of higher education to match upto international levels. In this context, the possibility of mandatory accreditation along with supplementary measures would generate pressure on the higher education system to evolve adequate norms and standards and approaches to assessment. Quality enhancing measures and support along with accreditation need to be intensified during the 12th FYP, as indicated below:

- (a) *Reform Agenda:* Continuance of the reforms agenda in higher education will have to be pursued in the arena of academic, administration, curricula, pedagogy, programme offerings, research, etc. as initiated during the 11th FYP so as to ensure excellence in (i) teaching and learning; (ii) discovery and innovation and; (iii) engagement with social concerns.
- (b) *Structural and Systemic Reforms:* The 12th FYP shall emphasize on structural and systemic reforms on a massive scale with robust policies and pragmatic programmes to facilitate all the measures required for enhancing quality and to promote excellence in higher education, including good governance.
- (c) *Academic Reforms:* Providing incentives through funding for academic reforms like introduction of semester system, grading, choice-based credit system, examination reforms, accreditation, etc. can go a long way towards enhancing



quality. Emphasis shall also be placed on higher education institutions so that they are facilitated and empowered to address the challenges of economic and social development planning.

- (d) *Generating a Knowledge Society:* Focus in the 12th FYP will be on generation of a new knowledge society from the learners' perspective, satisfying the national and international demands of the society.
- (e) *Preserving the Character of a University:* Defragmentation of the university system as uni-disciplinary universities shall be checked by encouraging development of comprehensive university system with multi-disciplinary institutional framework. Development of new models of accreditation and systems for implementation with the twin objectives of national level coverage and mandatory accreditation of all higher education institutions shall be undertaken in a time bound manner.
- (f) *Centres for Advanced Studies:* Quality programmes like the Centres for Advanced Studies (CAS) should be supported by the UGC for a longer period and not for a specific Plan period of five years to make bigger impact. The Centre / UGC should have a greater stake in quality advancement in all aspects of higher education as maintenance of standards in higher education should be their major responsibility.
- (g) *Internal Quality Assurance Cells:* In order to internalise quality inputs, all universities, government and government-aided colleges are to be strengthened with full-fledged Internal Quality Assurance Cells (IQAC) as a UGC-supported scheme, on recurrent basis with the required Information Technology (IT) infrastructure and supportive manpower. It should be made imperative that all private sector universities and colleges (including deemed to be universities) should establish and make functional IQACs through their own resources.



- (h) *Challenge of Expansion Beyond Brick and Mortar:* The challenge of how to expand educational infrastructure beyond buildings and the focus of expansion through self-financing colleges/universities in the absence of legislative frames for regulations are pertinent issues for further deliberation during the 12th FYP.



CHAPTER 3

11th FYP INITIATIVES AND ACHIEVEMENTS

3.1 Promoting Access in the 11th FYP

The 11th FYP witnessed a major thrust for expansion of higher education and promotion of greater regional and social equity, with continued focus on achieving quality, promoting excellence and supporting academic and institutional reforms. This led to a quantum nine-fold jump in the funding for higher education that enabled framing of many bold schemes for expansion with attention to equity and quality. This was a factor in an impressive overall growth in intake measured by the GER during this period. Targets other than GER proved tougher to achieve, partly because of the release of plan allocations and partly because of the unpreparedness of the system to utilize the new level of support. Yet the 11th Plan laid the foundations for a new framework and vision for higher education based on the challenges and opportunities enumerated above. The 12th Plan therefore needs to build on this foundation and learn from the lessons of the 11th Plan. Specifically, it would mean consolidating and qualitative and quantitative strengthening of the many new initiatives of the previous Plan, fine-tuning many of the existing schemes in the light of the experience, formulating some new and bold initiatives and revamping the modalities for framing new schemes and funding them.

3.1.1 Initiatives

During the 11th FYP, several initiatives were taken to promote access through the existing schemes of the UGC, as listed below:



Schemes for Promoting Access

1. Development Grant for Central Universities
2. 16 Central Universities in uncovered (Non 12 B) States (including Engineering & Medical Colleges)
3. Development Grant for Deemed Universities
4. Development Grant for State Universities
5. Commemorating 150 years of Bombay, Calcutta and Madras Universities
6. State Technological Universities
7. Supporting 150 uncovered (Non 12 B) State Universities
8. Schemes Relating to Inclusiveness and Excellence
9. Grant to Management Departments/Faculties/Centres
10. Grant to Central Universities in North Eastern (NE) Region
11. General Development Grant to Colleges
12. 374 Colleges in uncovered areas/disadvantaged groups
13. Supporting 6,000 uncovered State Colleges (Non-12B)
14. Additional Assistance to 160 already covered Universities and 5,500 covered Colleges.
15. Jubilee Centenary Grant to Colleges
16. Grant to State Universities and Colleges in NE Region

3.1.2 Achievements

- (a) *Financial Allocation and Expenditure:* The total allocation for higher and technical education in the 11th FYP recorded a nine-fold increase over the 10th FYP allocation. In relative terms, the share of education in total plan outlay was increased from a mere 7.7% in the 10th Plan to 19.4% in the

11th Plan, of which nearly 30% was allocated for higher and technical education. Thus, the allocation for higher and technical education during the 11th FYP was raised to an unprecedented level of ₹ 84,943 crore (as compared to ₹ 9,600 crore during the 10th Plan) or nearly 30% of the total plan outlay in the education sector. The allocation for the higher education sector alone was ₹ 46,449 crore. However, much of the resources allocated for higher education could not be utilised fully and to the best of the advantages that could accrue for a variety of reasons. As on March 31, 2011, the amount sanctioned and utilised for higher education worked out to be ₹ 12,963.78 crore. With the massive increase in Plan investment in higher education, the 11th FYP aimed to triple the ambitious targets of expansion, inclusion and excellence.

Table 15: Fund Allocation during the 11th FYP and the Corresponding Expenditure

(₹ In lakh)

Year	Fund Received from MHRD	Actual Expenditure by UGC	% of Expenditure
2007-08	1,80,510.00	1,88,495.28	104.42*
2008-09	3,16,595.00	3,15,768.35	99.74
2009-10	3,67,693.00	3,73,086.60	101.47
2010-11 (Provisional)	4,31,580.00	4,20,369.84	97.40
Total	12,96,378.00	12,97,720.07	100.10

*Excess expenditure met out of the funds received back from the grantee Institutions / interest earned.



- (b) *Targets of GER:* The targeted GER in higher education was fixed at 15% by the end of the 11th FYP, and accordingly, the enrolment was required to grow by 8.9% annually. In technical education, enrolment growth was targeted at 15% per annum. The expansion objectives were to be achieved through: (a) targeted increase in the in-take capacity of the existing universities and colleges, including strengthening of 200 State Engineering institutions and upgrading 7 Technical institutions (b) establishment of new universities and colleges, including setting up of 16 Central Universities, 14 World Class Universities, 370 Colleges, 8 IITs, 7 IIMs, 10 NITs, 3 IISERs, 20 IIITs, 2 SPAs and 50 Centres for training and research in frontier areas. These new institutions were planned to be established through government funding and also under PPP mode.
- (c) *Implementation of Schemes:* The UGC has implemented several schemes for universities/colleges and individual teachers and students during the 11th FYP. In view of the manifold enhancement in the funding, the UGC has set and achieved a proportionately higher target during the last four years as mentioned below:
- *Central Universities:* At present, there are 43 central universities of which, 38 are being given maintenance and development grant by the UGC.
 - *State Universities:* At present, there are 383 State Universities including-private self-financed universities, of which the UGC has been making budgetary plan allocation for only 133 State Universities, excluding Medical and Agricultural Universities which are funded by the Ministry of Health and the Ministry of Agriculture respectively.
 - *Deemed to be Universities:* At present, there are 130 institutions deemed to be universities, of which, 10 are being allocated both maintenance (*Non-plan*) and development grant (*Plan*) and 25 are being allocated only development grant (*Plan*).



- (d) *General Development Grant to Colleges:* As on date, 6,395 colleges are recognized by the UGC under Section 12B of the UGC Act and are eligible to receive central assistance. However, the UGC is giving grant to 6,285 colleges only, as the remaining colleges, even though recognized under Section 12B, do not receive the UGC assistance as they are unaided/self-financed colleges. The UGC at present is not extending general development grant to self-financing colleges. However, self-financing colleges are now being provided financial support for schemes related to teachers and students.
- (e) *Establishment of New Model Degree Colleges in Educationally Backward Districts:* As on date, 40 Model Degree Colleges have been set up by 22 universities in 12 states and 26 more proposals are under consideration.
- (f) *One Time Catch-up Grant to Uncovered (Non 12(B)) State Universities funded by the State Governments:* As on date, 17 State Universities have been selected under this scheme and an amount of ₹ 34.75 crore has been released so far.
- (g) *One Time Catch-up Grant to Uncovered (Non 12(B)) State Colleges:* A total of 300 proposals were received under the scheme out of which 63 proposals were approved by the Expert Committee. A total of ₹ 57.06 crore has been allocated and an amount of ₹ 6.255 crore has been released till date.

3.2 Promoting Equity and Inclusion in the 11th FYP

3.2.1 Initiatives

During the 11th FYP, a number of initiatives were undertaken with a view to reducing regional and social imbalances in providing inclusive access. These included initiatives such as:



Schemes for Promotion of Equity and Inclusion

1. Women's Hostels (*Merged Scheme*)
2. Department of Women Studies
3. Capacity Building for Women Managers in Higher Education
4. PG Scholarships for Students belonging to SC/ST/Minorities
5. Schemes for Promotion of Higher Education for Students Belonging to Minorities
6. Establishment of Equal Opportunity Cells (EOCs) for SC/ST/OBC/Minorities (*Merged Scheme*)
7. Reduction in Regional imbalances, Social Gaps and Promotion of inclusiveness in Higher Education
8. Establishment of Residential Coaching Academies
9. Day Care Centres (*Merged Scheme*)
10. Special Development Grant for Universities and Backwards Areas (*Merged*)
11. Special Development Grant for young Universities and Colleges and Rejuvenation of Old institutions (*Merged Scheme*)
12. Coaching Schemes for SC/ST/OBC/Minorities (*Merged Scheme*)
13. Facilities for Differently-abled Persons (*Merged Scheme*)
14. Establishment of UGC Network Resource Centres (*Merged Scheme*)

3.2.2 Additional Initiatives

- (1) Implementing the recommendations of the Over Sight Committee (OSC) for the OBCs in respect of admissions
- (2) Implementing the recommendations of the Sachar Committee
- (3) Merit scholarships to 2% of total enrolled students
- (4) Setting up a Higher Education Loan Guarantee Authority for students loan programme
- (5) Setting up of Equal Opportunity Cells (EOCs) in all universities



- (6) Reduction in regional imbalances by setting up 374 new Model Colleges in the backward districts
- (7) Supporting the universities and colleges located in border, hilly, remote, small towns and educationally backward areas
- (8) Supporting the institutions with larger student population of SC/ST/OBC/Minority/Physically challenged and girl students
- (9) Construction of 2,000 girls' hostels.

3.2.3 Achievements

- (a) *Progress of the Current Schemes:* The initiatives in the 11th FYP period by the Government of India for expansion, quality improvement and promotion of higher education in different socio-economic groups have yielded positive results. We have nearly crossed the target level for GER that now stands around 17. However, if this growth has to be apportioned to different locations and groups, it is found that the rural sector, women, SC/ST/OBC/Muslim students show much lower than average performance, as also the educationally deprived groups. These gaps are larger if the focus is on high return segments of education and high quality institutions.

Table 16: Progress with regard to UGC Schemes during the 11th FYP

S. No.	UGC Scheme	Progress of Implementation
1	Capacity Building for Women Managers in Higher Education	68 universities and 76 colleges under residential (Sensitization/Awareness/Motivation) (SAM) and 15 universities and 25 colleges under non-residential SAM Centres were approved



2	Establishment of EOCs for SC/ST/OBC/Minorities	At present, as many as 128 EOCs are functioning in various universities and 1,598 colleges.
3	Post-Doctoral Fellowships for Women	85 candidates were selected for the year 2008-09; for the years 2009-10 and 2010-11, proposals are under consideration.
4	Post-Doctoral Fellowships for SC/ST	291 candidates were selected under this scheme.
5	Indira Gandhi Scholarship for Single Girl Child for Pursuing Higher and Technical Education	A total of 3,938 single girl child category have benefited so far.
6	Rajiv Gandhi National Fellowships for SC/ST :	A total of 4,041 and 2,036 candidates were selected under SC and ST categories respectively.
7	Post-Graduate Scholarships for SC/ST Students in Professional Courses.	1,363 candidates were selected under this scheme.
8	Maulana Azad National Fellowship for Minorities	A total of 2,266 candidates were selected under this scheme since 2009.
9	Centres for Studies in Social Exclusion & Inclusive Policy	35 Universities have set up these Centres.



- (b) *Equity Considerations and Gaps Beyond:* India will not be able to achieve its sectoral and overall targets in equity and inclusion unless the following gaps in access to higher education are further bridged:
- (i) *Rural-Urban Divide:* Historically, rural population constitutes a large section of farmers as the largest section of our population survives on occupations related to agriculture. But in the 21st century, knowledge-based system should serve as an equalizer and include people of all geographical areas. An NSS Survey (2003) shows a very disappointing distribution in GER: Rural 7.8 and Urban 27.2 in a total GER of 13.2. This points to a dismal picture of nearly four times GER in urban areas compared to the rural areas. Table 17 shows an improvement in the years 2004-05 and 2007-08.

Table 17: GER (18-22 Years) in Rural and Urban Areas

	Rural	Urban
NSS 61 st round (2004-05)	8.42	16.18
NSS 64 st round (2007-08)	11.06	19.03

Source: Approach paper on Higher Education for 12th FYP, UGC (April 2011)

- (ii) *Gender Disparity:* Despite the fact that demographically the number of men and women are nearly the same, the GER for males is 19.0 whereas it is 15.2 for females in 2007-08 (Table 18). An analysis of the state-wise picture shows that gender disparities have ceased to exist at the overall level in some states, more so in the urban areas of several states. This would imply that a focused effort is now required which is geographically targeted towards states where significant gender disparities continue to exist in respect of girls from rural areas.

Table 18: GER by Sex and Sector, 2007-08

Sector	Males	Females	All
Rural	13.7	8.3	11.1
Urban	29.6	30.5	30.0
All	19.0	15.2	17.2

(iii) *Inter-State Variations:* The gap in inter-state variation in access is the largest for some of the states in the central, eastern and NE region. The estimated GER in 2007-08 was the lowest for Bihar (7.5%) and the highest for Kerala (37.2%). The tribal dominated states such as Chhattisgarh, Orissa, Tripura, Manipur and Arunachal Pradesh have very low GER. This is borne out by the fact that the number of colleges in the eastern region is one-third that of southern and half of those in the western or central region, although the number of students in the age group 18-23 years in these regions is almost the same (Table 4). This indicates the need for more higher educational institutions in the backward states and the need for launching programmes which can increase effective demand for higher education.

Table 19: Enrolment and GER (18-22 Years)

	NSS 64 th round (2007-08)	
	Enrolment	GER %
ST	652	7.67
SC	2,485.5	11.54
OBC	6,599.6	14.72
Others	8,886.6	26.64
Total	18,623.8	17.21

Source: Approach paper on Higher Education for 12th FYP, UGC (April 2011)



- (iv) *Differential Enrolment among Different Social Groups:* An acute problem that still persists and pulls the country backward is the low percentage of students from the SC/ST/OBC categories in higher education. Despite a large number of remedial measures taken in the different Plan periods, there exists a staggering difference in enrolment among different groups. It is notable that the GER in the ST category is one-fourth that of the general category students. It is less than half for the SC and more than half for the OBC students. When compared with the 2004-05 data, there is improvement in the situation for the SC and the OBC groups, but a lowering of the figures for the ST group. This is a serious situation and needs immediate attention. Unless there is already some improvement during the 11th FYP period, the issue needs to be analyzed for correctives in the 12th FYP. Compared to the NSS data 2003, however, there is improvement with GER for the ST category (Table 19).
- (v) *Enrolment of Muslim Minorities:* This is also a serious problem as the enrolment and GER for the Muslim population is much lower than that for non-Muslim students. The GER for Muslim students is half that of the total GER as is evident in Table 20. This problem also needs special attention during the 12th FYP.

Table 20: Enrolment and GER (18-22 Years)

	NSS 64 th round (2007-08)	
	Enrolment	GER %
Muslims	15,21.4	9.51
Non-Muslims	17,102.4	18.54
Total	18,623.8	17.21

Source: Approach paper on Higher Education for 12th FYP, UGC (April 2011)



- (vi) *Economic Divide*: The poorer sections of the society have much lower GER compared to others; also the same kind of division exists among rural and urban groups. The other notable feature is that the GER is much higher among the children of the business and self-employed communities as well as salaried people. The worst condition is faced by the casual wage labour which is a socio-economic problem which has serious implications.
- (vii) *Differently-abled Persons*: For this category of persons, there is not much data available about enrolment. But they need special care and separate interventions to provide them education in the mainstream general degree colleges.

3.3 Promoting Quality and Excellence in the 11th FYP

No amount of expansion drive towards improved access, including strategies for inclusion, shall be sufficient unless we make our higher education relevant to the contemporary and future economic and societal needs and requirements. Focus on quality and promotion of excellence is, therefore, of utmost significance. Convinced of the fact that the quality and excellence in higher education are not activities, but are products of an environment which has to be built bit by bit at all the levels, the quality in higher education hinges on (a) physical infrastructure (b) adequate number of quality teachers (c) effectiveness of the teaching-learning processes (d) sustained efforts for promoting research and (e) efficient academic governance in universities and colleges.

The initiatives in the area of Quality and Excellence in higher education have been summarized in the following statement which covers generic programmes in Quality and Excellence, Research Projects, Relevance and Value-Based Education, ICT Integration, Governance and Efficiency Improvement, Faculty Development.



3.3.1 Initiatives

A.	Schemes for Promotion of Quality and Excellence
	<ol style="list-style-type: none">1. Autonomous Colleges2. Universities with Potential for Excellence3. Colleges with Potential for Excellence4. Special Assistance Programme (SAP)<ol style="list-style-type: none">(i) Science(ii) Humanities & Social Sciences5. Assistance for Strengthening Infrastructure in Science and Technology (ASIST) + Assistance for Strengthening Infrastructure in Humanities and Social Sciences (ASIHSS)6. <i>Raj Bhasha</i>7. Travel Grant8. Cultural Exchange Programme9. Post-doctoral Fellowships10. Inter-University Centres (including NAAC & Consortium for Educational Communication (CEC))11. Innovative Programmes12. Centres with Potential for Excellence13. National Facilities14. Promotion of Indian Higher Education Abroad (PIHEAD)15. Research Fellowships for<ol style="list-style-type: none">(i) NET qualified(ii) Non-NET qualified Ph.D students.16. Internal Quality Assurance Cell (IQAC)17. Special Honorarium to the Fellows of at least two of the Academies identified by the UGC18. Instrumentation Maintenance Facility (IMF) (<i>Merged Scheme</i>)



	<p>19. New Schemes</p> <p>20. Sports infrastructure & Equipment (<i>Merged Scheme</i>)</p>
B.	Research Projects
	<p>21. Major Research Projects</p> <p>(i) Science</p> <p>(ii) Humanities & Social Sciences</p> <p>22. Minor Research Projects</p> <p>23. Research Awards to Teachers</p> <p>24. Workshops/Seminars/Conferences (<i>Merged Scheme</i>)</p> <p>25. Emeritus Fellowships</p> <p>26. Strengthening of Social Sciences and Humanities Teaching and Research Activities</p> <p>27. Operation 'Faculty Recharge' Initiative for Augmenting Research and Teaching Resources of Universities.</p>
C.	Relevance and Value-Based Education
	<p>28. Career Orientation to Education including Career Counselling Cells (<i>Merged Scheme</i>)</p> <p>29. Area Studies</p> <p>30. Centres for Studies in Social Exclusion & Inclusive Policy (including new Centres)</p> <p>31. Non-Formal Education, including</p> <p>(i) Special Studies</p> <p>(ii) Adult Education</p> <p>(iii) Population Education, Value Education and Human Rights</p> <p>(iv) Promotion of Yoga Education & Practice & Positive Health (<i>Merged Scheme</i>)</p>



D.	ICT Integration
	32. Digital Repository in Universities & Colleges 33. Internet Connectivity in Universities and Colleges 34. ICT for Universities 35. e-Content Development 36. Digitization of Doctoral Theses
E.	Governance & Efficiency Improvement
	37. e-Governance of Higher Education & UGC 38. Training for Academic Administrators of Universities, Colleges, UGC Officers 39. Incentives for Resource Mobilization 40. UGC Campus 41. Reimbursement to Non-University Institutions
F.	Faculty Development
	42. Academic Staff Colleges (ASCs) 43. Faculty Development Programme (<i>Merged Scheme</i>) 44. Enhance Scholarly Faculty Resources (ENCORE) 45. Appointment of Visiting Professors/Fellows (<i>Merged Scheme</i>)

3.3.2 Additional Initiatives

Besides continuing all the existing schemes with significantly enhanced allocation, various new initiatives were launched during the 11th FYP to promote quality and excellence in higher education which include:

- (1) Higher education reforms



- (2) Support to 150 universities and 6,000 colleges, hitherto uncovered by central assistance, for upgrading their infrastructure
- (3) Recruitment of adequate and good quality teachers by filling up faculty positions by NET qualified faculty and for the purpose of increasing the number and amount of Research Fellowships
- (4) Launching the National Mission on Education through ICT (NMEICT) for digitization and networking of all educational institutions
- (5) National Knowledge Network (NKN) and Connected Digital Campuses
- (6) Establishment of an Inter-University Centre (IUC) for research in Higher Education Policy and Programme Implementation.

3.3.3 Some Quality Interventions

- (a) *Accreditation of Institutions:* The rapid expansion in the number of institutions of higher education and their intake capacity has not been able to ensure simultaneous sustenance of quality. As per the data available with the NAAC, by June 2010, not even 25% of the total higher education institutions were accredited, and among those accredited, only 30% of the universities and 45% of the colleges were found to be of quality to be ranked at 'A' level. There is a severe shortage of well-qualified faculty, teaching facilities and proper infrastructure. Quality parameters cut across teaching and research and associated systems need sustained attention and policy focus. The UGC has been urging the institutions of higher learning in the country for their periodical assessment and accreditation, and linking the development grant contingent upon their being assessed and accredited. The UGC's support has been effected through (a) general development grants with a substantial allocation for improving the infrastructure in universities and colleges (b) incentivizing new initiatives, and (c) strengthening of the state universities and the college sector. Besides making assessment and



accreditation of institutions of higher education, the UGC has been supporting and encouraging universities and colleges to establish IQACs so as to continually focus on strategies and programmes for promotion of quality in each university and college.

- (b) *Significant Parameters for Quality:* The quality of academic institutions is linked to the governance structure and the incentive structure under which there is virtually no premium on high quality performance. Further, analysis of both the general and the technical/professional higher education systems indicates that there is a significant quality mismatch between supply and demand, and between curriculum content and societal needs. Although the emergence of the private sector has helped expand capacity, this is mostly in a few selected market-related disciplines such as engineering, management, medicine, Information Technology (IT), etc.

The massive expansion of higher education sector in the country both by public funded colleges, universities and private funded institutions has rightly drawn the attention and concern of the MHRD and the UGC for not only maintaining high standards but to progressively enhance the quality. Contrary to this, it may also be argued that increase in quantity could dilute quality. But there is also an argument that enhancement of quality is also dependent on a number of other inter-related factors such as a critical mass requirement, major structural changes to bring in financial autonomy and academic freedom, decentralization, discouraging in-breeding, plurality and demographic diversity of Institution's faculty and students, rightful identification of potential areas for funding, incentives for excellence and innovation, rigorous implementation of other norms of accountability, performance-based rewards and a host of other measures.

Aware of the fact that quality and excellence shall have to be promoted across all institutions of higher education - colleges or universities, central or state



universities, public or self-financed private and deemed universities, the UGC has been attempting to (a) enhance funding support to state universities and their colleges; (b) reform and regulate the deemed universities; and (c) regulate admission and fees in self-financed institutions to prevent malpractices.

- (c) *The Affiliation System:* Appreciating the concerns that large number of colleges affiliated to a university adversely affect the quality of the university, there has been felt the need for reducing the number of colleges affiliated to a university to a manageable size.
- (d) *Curriculum Reform:* The UGC has also taken steps to come up with model curricula to guide universities in ensuring periodic revision of their syllabi and courses, undertaking academic reforms such as introduction of semester system, grading system, choice-based credit-system, keeping curriculum updated, transparent admission procedures, inter-university student mobility, reform of examination system with switch over to continuous internal evaluation and improving the quality of external examination component, credit transfer, and credit accumulation. This has been welcomed by the universities, and many of them have initiated changes in such aspects of academic reform.
- (e) *Enriched Faculty Resource:* Most efforts to promote quality and excellence shall go in vain but for the availability of suitably qualified and quality faculty. Since the faculty for higher education are prepared through the process of research degrees, the UGC has come up with regulations to address variations in admission processes and output of M.Phil. and Ph.D. programmes in the universities. It has been urging the universities and colleges and their funding agencies to remove ban on creation and filling up faculty positions besides allowing the universities to get the services of academicians, scientists and researchers employed outside the university system so as to address the problem of paucity of quality teachers, to the extent possible.



It has been supporting the Academic Staff Colleges (ASCs) for continuous up-grading of knowledge and skills of in-service teachers in higher education through orientation and refresher programmes. It has extended the scheme of offering orientation and refresher courses to reputed research institutes to strengthen the initiatives. Since the NET has become a mandatory eligibility requirement to become teachers at the entry level in higher education, the UGC has taken initiatives to reform and improve the quality of this test. Besides, to encourage bright and brilliant postgraduate students to pursue teaching and research as a career, the service conditions of teachers have not only been improved but also the promotion system has been linked to their performance.

To augment faculty resources, the UGC also evolved, under the 11th FYP, two specific schemes (a) Faculty Re-Charge Scheme, and (b) Scheme for Enhancing Faculty Resources of Universities with a view to enlarging and deepening the learning process in the universities by enlisting the help and cooperation of professionals and experts from outside the university and college mainstream. Their help and cooperation is to be enlisted in instructional work and research as (a) Adjunct Faculty, and (b) Scholars-in-Residence.

- (f) *Multifaceted UGC Interventions:* The UGC has been supporting quality and excellence through a number of schemes such as (a) Strengthening Social Science & Humanities Teaching and Research; (b) Strengthening the existing Management Departments; (c) ASSIST and (ASIHSS; (d) SAP in Sciences, Humanities and Social Sciences. The UGC has also been supporting universities and colleges for promotion of excellence through such schemes as (a) Universities with Potential for Excellence; (b) Departments/Centres with Potential for Excellence; and (c) Colleges with Potential for Excellence. For achieving and sustaining quality and excellence in higher education, involvement of university and college faculty in study, research and co-curricular activities is critically important. For faculty-members, the UGC has been having, for long, schemes



for supporting minor and major research projects and for conducting workshops, seminars and conferences. Additionally, under the 11th FYP, two specific schemes, namely, Research Award and Emeritus Fellowship, are in place for senior faculty-members to facilitate their engagement in study and research. This apart, the UGC has continued to support several schemes which, directly or indirectly, contribute to higher education and research. These include (a) Promotion of IPR awareness and facilitation for patents, and (b) PIHEAD; likewise, it has a programme to support, (c) National facilities, (d) inter-university facilities which meet research and professional needs on country-wide basis; these include IUCAA, Pune; IUAC, New Delhi; UGC-DAE CSR, Indore; INFLIBNET, Ahmedabad; NAAC, Bangalore; and CEC, New Delhi.

3.3.4 Achievements

Given below is a progress of implementation of various quality and excellence related schemes launched by the UGC during the 11th FYP:

S. No.	UGC Scheme	Progress of Implementation
1	One-time Catch-up grant to uncovered (Non 12B) State Universities funded by the State Governments	17 State Universities have been selected under this scheme and an amount of ₹ 34.75 crore has been released so far.
2	Operation Faculty Recharge: Initiative for augmenting the research and teaching resources of the universities	2,518 departments, 1,031 colleges and 61 faculties are beneficiaries under the scheme and a total of ₹ 625 crore has been released.
3	Enhancing Faculty Resources of Universities (ENCORE)	One Fellowship each has been given to State University and Central



		University and ₹ 18 lakh has been released to a State University and ₹ 20 lakh to a Central University.
4	Establishment of Rajiv Gandhi Chairs in Universities	7 State Universities and 3 Central Universities have established Rajiv Gandhi Chairs. ₹ 212.21 lakh has been released to State Universities and ₹ 60.00 lakh to Central Universities.
5	Academic Staff Colleges (ASCs)	Around 71,000 teachers have benefited under this scheme through faculty development programmes.
6	Special Assistance Programme (SAP)	799 departments have been approved under the programme (DRS-571, DSA-100, CAS-128), upto 31 st December, 2010
7	Centres with Potential for Excellence in particular areas (envisaged to identify 25 universities during the 11 th FYP)	12 Universities have been identified under the scheme.
8	Area Study Centres in Universities	45 Area Study Centres are existing in different Indian Universities.
9	Universities with Potential for Excellence	Six more such Universities are to be identified; 9 Universities were selected under the scheme during the previous plan period.



10	Establishment or Up-grading of Computer Centres in Universities	To keep pace with the developments in ICT, 32 universities have been benefited; of them, 20 Centres have been upgraded and 12 new Centres have been established.
11	UGC-Infonet Digital Library Consortium	374 Institutions have been provided with 12 Mbps connectivity to access approximately 7,500 e-journals in various disciplines of higher education
12	UGC-Infonet Internet Connectivity	
13	Development Assistance for Up-grading of Existing and New Management Departments in the Universities	9 Universities were assisted under the scheme.
14	One-Time Catch-up grant to uncovered (Non 12B) State Colleges	A total of 300 proposals were received under the scheme out of which 63 proposals were approved by the Expert Committee. A total of ₹ 57.06 crore has been allocated and an amount of ₹ 14.97 crore has been released till date.
15	Development Assistance to Colleges for the Construction of Buildings	762 Colleges are beneficiaries under the scheme and ₹ 30.14 crore has been released.
16	Faculty Development Programme (FDP)	2,619 Colleges and 187 Universities have participated under this scheme.

17	Organising Conferences, Workshops, Seminars in Colleges	Number of beneficiaries under the scheme are ₹ 1,699 and ₹ 1,157 crore has been released.
18	Autonomous Colleges	As on date, 364 Autonomous Colleges are in existence.
19	Colleges with Potential for Excellence	246 Colleges have been selected under the scheme.
20	Instrumentation Maintenance Facility (IMF) in Colleges	194 Colleges have IMF facility and ₹ 9.38 crore has been released.
21	UGC Network Resource Centre (UGC-NRC) in Colleges	Number of beneficiaries are 4,084 and ₹ 66.32 crore has been released.
22	Jubilee Centenary Grants to Colleges	101 Colleges have been given Jubilee Centenary Grants and ₹ 1.21 crore has been released.
23	Providing Additional assistance to Universities and 5,500 Colleges already covered under Section 12B of the UGC Act, 1956	62 State Universities and 2,583 Colleges have been given additional assistance. ₹ 28.518 crore has been released to State Universities and ₹ 234.54 crore to the Colleges.
24	Teaching and Research in Innovative / Emerging Areas	At present there are 124 departments and 119 Universities.
25	Setting up Media Centres/ Affiliated Media Centres	17 Media Centres have been established all over the country.



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26	Career-Oriented Education in Universities and Colleges	26 Universities and 1,690 Colleges have been benefited under this scheme.
27	Establishment and Monitoring of the IQACs in Higher Education Institutions	42 Central Universities, 15 State Universities and 15 Deemed Universities are beneficiaries and ₹ 5.00 lakh has been released to each Central and State university.
28	E-content Development	650 Universities/Colleges are availing the facility of E-content.
29	Strengthening Social Science and Humanities Teaching and Research	Departments having SAP programmes in Social Sciences and Humanities teaching and research are 293 and an amount of ₹ 50.26 crore has been released till date.
30	Research Fellowships in Humanities and Social Sciences	121 departments and 185 students are beneficiaries.
31	Research Fellowships in Humanities and Social Sciences for Meritorious Students	44 Research Fellowships have been awarded.
32	Development of Sports Infrastructure and Equipment in Universities and Colleges	As on date, 629 Colleges have benefited under this scheme.
33	Special Studies on Epoch Making Social Thinkers and Leaders	443 Study Centres have been established in the university system on 24 personalities; 47 Universities and 396 Colleges have been benefited under the scheme.



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34	Post-Graduate Merit Scholarships for University Rank Holders	537 first-rank holders have been benefited under this scheme.
35	Junior Research Fellowships in Sciences for Meritorious Students	4,846 JRFs have been granted to the Science Departments under SAP/ Non-SAP and 2,699 are in position.
36	Junior Research Fellowship (JRFs) in Science, Humanities and Social Sciences	15,872 JRFs have been selected and 13,800 JRFs have joined
37	Junior Research Fellowships in Engineering and Technology	50 JRFs have been awarded under the scheme.
38	Junior Research Fellowship and Research Associateships (RAs) for Foreign Nationals	60 JRFs and 7 RAs have been awarded the Fellowship.
39	Fellowship to MPhil/PhD Students in Central Universities	42 Central Universities have given Fellowships to M. Phil/Ph.D. students and an amount of ₹ 215.41 crore has been released.
40	Dr. S. Radhakrishnan Post-Doctoral Fellowship in Humanities and Social Sciences	Selection under process.
41	Dr. D.S. Kothari Post-Doctoral Fellowships	366 candidates have been awarded and 237 Post-Doctoral Fellows are in position



42	Post-Doctoral Fellowships for Women	85 candidates were selected for the year 2008-09. For the years 2009-10 and 2010-11 the proposals are under consideration.
43	Emeritus Fellowships	Total number of beneficiaries is 300.
44	Special Honorarium to Teachers who are Fellows of at least 2 of the 4 Science Academies identified by the UGC	8 Professors have been given a grant of ₹ 27 lakh under State University and an amount of ₹ 4.05 lakh has been released under Central University.
45	Research Awards to Teachers	300 teachers have been given the Research Awards.
46	Major and Minor Research Projects	A total of 13,922 college teachers have been benefited under this scheme.
47	Incentivisation of Teachers, Subject and Discipline-Based Associations for organization of various Academic and Research Activities	14 Universities have been benefitted under the scheme and ₹ 66.73 lakh has been released.
48	Travel Grant	2,500 college/university teachers have been benefited under this scheme.
49	Inter-University Centres (IUCs)	Six IUCs are functioning within the university system.



50	Centres of National Facilities	Four Centres of National Facilities namely, Western Regional Instrumentation Centre, Mumbai (Maharashtra), MST Radar Centre, Tirupati (AP), IUC for Social Sciences & Humanities, Indian Institute of Advanced Studies, Shimla (H.P.) and Crystal Growth Centre, Anna University, Chennai are functioning at present.
51	National Eligibility Test (NET) for Teaching and Research	Number of slots has been increased from 600 to 1,200 for Humanities & Social Sciences and from 1,000 to 2,000 for Sciences for each NET test, which is conducted twice (June/December) in a year.
52	Research Workshops, Seminars and Conferences	36 Universities and 5,973 Colleges have been assisted so far
53	Post-Graduate Scholarships to ME/M. Tech. Students	5,500 students were benefited under this scheme.
54	Digital Repository in Universities and Colleges (e-Journals Scheme)	182 universities have been provided with 12 Mbps connectivity to access approximately 7,500 e-journals in various disciplines of higher education.



CHAPTER 4

CURRENT ISSUES AND CHALLENGES

In achieving the goals and objectives of the 12th FYP in higher education, there have been certain constraints and opportunities which need to be identified so that strategies could be evolved not only for addressing them but also to leverage the opportunities. Some of the constraints have a bearing on the expectations of the education sector from other Ministries and the States, including the private sector. Based on the identified issues and challenges, a list of strategies has been worked out and outlined in Chapters 5, 6 and 7.

The one big lesson is that the three challenges of expansion, equity and excellence cannot be addressed in isolation from one another. A single-minded pursuit of expansion can turn into chasing often meaningless statistics, exclusive focus on equity could compromise quality and pursuit of excellence could be confined to a few islands. The 12th Plan needs a more coordinated and holistic approach, and this focus will be paramount.

4.1 Issues and Challenges in Relation to Access

The challenge of keeping pace with this expansion is not just about making room for ever-higher numbers. This is also about directing these numbers in the right stream and sectors, to the appropriate kind of institution and towards a judicious mix of the various levels within higher education. Much of the expansion comes from, and much more needs to come from, hitherto marginalized sections of society, backward regions and villages. Redressing multiple and graded inequalities in higher education is not just about increasing the GER among disadvantaged groups, notably the Muslims and the STs. It is also about enhancing their presence in the Centres of Excellence, taking care of their post-admission needs and redesigning courses to take into account their requirements and knowledge. The challenge of excellence is



not just about placing a few institutions and individuals at par with given international norms of quality. It is also about expanding the pool of institutions, scholars and students who can aspire to achieving excellence and redefining given standards themselves. Some specific concerns are outlined:

- (a) *Access remains limited and varies across socio-economic groups:* Although the GER in higher education has increased by about five per cent points over the 11th FYP period, it remains low by international standards, and so is the access to higher education. Achieving further increase in the GER will require sustained participation of both the public and the private sectors.
- (b) *Enrolment Profile in Colleges and Universities:* The figures of enrolment in the colleges and universities, available for the year 2009-10 and projected for 2010-11, are approximately 2.00 million in the universities, ≈13 million in the colleges and these data provide a simple average of 3,220 students per university and less than 400 students per college. Both these figures are dismally low, but it show-cases the possible reasons for such a situation as given in Section 1.2.4 of this Report.
- (c) *Achieving the Target of GER for the 12th FYP:* If the targeted increase in GER in the 12th FYP is modestly fixed at 30%, it will require an increase in the student enrolment from the present level of 14 million to 22 million in the colleges and the universities.
- (d) *Need for Structural and Systemic Changes:* Achieving the proposed target of GER requires (i) basic structural changes in the university and college education systems especially in the Acts/Statutes and Governance systems of the State Universities (ii) more determined and focused efforts to implement the schemes envisaged in the 11th FYP and which were not implemented or just partly implemented, and (iii) to achieve the set target through fast track amendments to the existing UGC Act/Regulations (especially the provision



under Section-12 B of the UGC Act), wherever required, in order to prevent loss of time and to ease out the bottlenecks which hindered the implementation of the schemes in the previous plan period.

- (e) *Higher Education to be Synchronous with the Growth of Schooling in the Long Run:* Although well recognized, it needs to be reiterated that the quality, quantity and composition of educational output from the secondary education sector needs to grow in relation to the needs of the society and the country. Studies based on the NSS data show that the Eligible Enrolment Rate (EER) in India has increased from about 50% to 60% between 1993-94 and 2007-08. This ratio will probably hit a ceiling at around 70% and the growth of higher education will thereafter be synchronous with the growth of schooling. However, this requires proper attention and linkages between higher education and school education which is, presently, not as prominent as it ought to be.

4.2 Issues and Challenges in Relation to Equity and Inclusion

Concerns of equity are central to the expansion of higher education in India. Historically, education in India had an elitist, and upper caste-centred basis. Higher education which is at the apex of the educational ladder is even narrower at the top since fewer students from the marginalised sections and groups graduate into it, due to either non-enrolment or high drop-out rate at the school level, high cost of education including opportunity cost, and inherent social biases in the system. Important concerns are outlined:

- (a) *Policy Support:* Persistent efforts by the Government of India through different Commissions on Education have resulted in improvement of the scenario by providing access to higher education to a larger mass of people. Nevertheless, we still have a long way to go. Indian higher education is based on two landmark reports namely the University Education Commission (1948-49) (Radhakrishnan Commission) and the Education Commission (1964-66) (Kothari



Commission). The National Policy on Education (NPE) in 1986 formulated certain major goals: Greater Access, Equal Access (or Equity), Quality and Excellence, and Relevance and Promotion of Social Values.

- (b) *Overcoming Barriers to the Education of Marginalized Sections:* Higher education has seen a manifold expansion in the last few decades. Private investment has been responsible for a major part of the expansion in the last two decades, especially in the areas of professional and technical education. Rising aspirations of young people to go further beyond schooling, large expansion in higher education and a much larger number of school pass-outs has led to an increasing demand for higher education even from hitherto marginalised sections of the society and the communities. At the same time, the barriers to their entry into the portals of higher education also remain. The high rate of growth of the private sector in higher, professional and technical education has created new challenges in this respect. The central and state governments have also pro-actively taken a number of measures to increase equity and reduce disparities in access to higher education, through providing support to and improving the achievement and performance of the students who may have some initial handicaps. Although these measures have led to an improvement in the situation, many gaps still remain which need to be addressed in the 12th FYP.

4.3 Issues and Challenges in Relation to Quality and Excellence

While a large number of initiatives have been launched by the UGC for improvement of the quality and promotion of excellence in higher education, the same have so far achieved limited success, largely because the constraints of resource allocation have restricted their reach and impact. These initiatives will have to be further strengthened and expanded to cover much larger number of institutions to be impactful. Further, an effective monitoring mechanism for time-bound implementation as well as impact assessment of these schemes will also have to be undertaken.



Some of the new initiatives launched during the 11th FYP could not be undertaken during the plan period while a few others did not take off the way they had been planned. The reasons for that need to be analyzed so as to apply appropriate corrective measures. Simultaneously, a few other well-calibrated initiatives shall also have to be introduced during the 12th FYP to ensure that not only the average quality of higher education makes substantial improvements but also to see that due attention is paid to promote and nurture excellence across all institutions of higher education. Some significant concerns are outlined:

- (a) *Regulatory Reforms:* The 11th FYP laid a good deal of emphasis on the reforms agenda in higher education. Guided by the recommendations of the NKC, and later as suggested by the Yashpal Committee, it prescribed a series of measures for reforming the higher education system. Some of the key focus in this regard has been the reforms in the regulatory system in higher education. Aimed at reviewing the regulatory mechanism for higher education at the national as well as state level, the major initiative was to address the issue of multiplicity of regulatory bodies and thereby making higher education better governed and regulated. Driven by that consideration, the following five legislative proposals have been developed.
- (i) The Educational Tribunals Bill, 2010;
 - (ii) The Foreign Educational Institutions (Regulation Entry and Operations) Bill, 2010;
 - (iii) The National Accreditation Regulatory Authority for Higher Educational Institutions Bill, 2010;
 - (iv) The Prohibition of Unfair Practices in Technical Educational Institutions, Medical Educational Institutions and Universities Bill, 2010;
 - (v) Higher Education and Research Bill, 2010.



While the first four proposals are already before the Parliament, the fifth one is likely to be introduced in the Parliament soon.

- (b) *Reforms in the Regulatory Environment:* A major structural issue relates to control of universities by regulatory councils and lack of co-ordination among regulatory councils. Sometimes universities have to manage the conflicting mandate from the UGC, the National Council for Teacher Education (NCTE) and the UGC, the All India Council for Technical Education (AICTE) and the State governments, the UGC and the Distance Education Council (DEC), and so on. Universities find it difficult to manage conflicting mandates. The issue was addressed during the 11th FYP through the proposal to create an apex regulatory institutional mechanism, the National Commission on Higher Education and Research (NCHER), a body at an arm's-length from the government and independent of all stakeholders. A related issue is the autonomy of all stakeholders in the higher education system, which calls for norms of accountability and self-regulation. These issues shall receive focussed attention in the 12th FYP.
- (c) *Implementing the Reforms Agenda:* To ensure that the reforms agenda in higher education is taken seriously by all, the central assistance for higher education during the 11th FYP was expected to be linked to their speedy implementation by the regulatory bodies and the institutions of higher education. The central assistance was to be based on output and outcomes in terms of enhanced access, equity, quality and resource mobilisation. Essential minimum standards in higher education were expected to be achieved across all States. Setting up of exclusive Management Information System (MIS) encompassing colleges, universities at the State and the UGC levels was thought about. Besides, it was expected that the UGC would get web-based software developed and designed for use at all levels to ensure uniformity and compatibility. The All India Higher Education Survey, which has been recently launched by the MHRD, will lead



to the MIS that will facilitate outcome-based assistance, better monitoring and implementation of the Plan proposals, besides linking the UGC to the Universities and Colleges through the web-based software.

- (d) *Curricular Reforms:* Besides reforms in the regulatory system and structures, the 11th FYP also underscored the need for thorough reforms in admission, curricula and assessment. Accordingly, it was emphasised that admission in higher education should be based on single common entrance examination with due regard to past academic track records of the applicants. The Examination Reforms provided for introduction of Semester System, Continuous and Comprehensive Internal Assessment, Choice Based Credit System and mobility of students through effective mechanism of credit transfer across institutions of higher education. It was mandated that the curricula be revised at least once every 3 years and the syllabi be made relevant in tune with job market dynamics as also in tune with advances in research and development. Institutions were also expected to evolve appropriate pedagogical processes for effective transaction of instructional materials. During the 11th FYP, the national debate was pitched on academic reforms. There were various institutions which saw merit in them and introduced these reforms. However, there were also institutions which faced resistance. A climate for favourable response for academic reforms needs to be carried forward.
- (e) *Reforms in the Accreditation System and Ratings:* The 11th FYP made accreditation mandatory for all institutions of higher education. It envisaged the setting up of multiple accreditation agencies with a National Body to rate the accrediting agencies. Beside institutional accreditation, departmental and programme accreditation was also recommended. The National Accreditation Regulatory Authority for Higher Educational Institutions Bill, 2010 was introduced in the Parliament with a view to achieving reforms in accreditation. The Bill is under active consideration of the Parliament.



- (f) *Funding Shortage and Disparities:* Public-funded higher educational institutions, particularly the state universities and colleges affiliated thereto, have been subjected to severe resource crunch; per student expenditure in real terms has actually been declining. Most state universities have been somehow managing to meet their salary cost by mobilizing massive resources through self-financing, distance mode courses, affiliation fees and examination revenue. In such a situation, they have hardly been able to provide for proper maintenance of existing facilities and development of new infrastructure. Simultaneously, they have been under pressure to increase their intake capacity. All these have led to rapid decline in their quality and efficiency.
- (g) *Role of State Governments:* One of the serious issues relates to the role of the state governments in higher education. Either because of the lack of resources or absence of political will, several states take minimal interest in providing effective support for innovation and development of higher education. This is a matter of grave concern since a large proportion of students are in the state system. It is high time that this issue is addressed at the highest policy level for making appropriate interventions.
- (h) *Rethinking on the Nature and Structure of the University System:* There is a major structural weakness in our higher education system with the growth of universities in the form of affiliating institutions. Some of the universities have grown beyond limits by having hundreds and thousands of affiliating colleges, which restrict their promotional and developmental role. On the other hand, as pointed out by the Yashpal committee, there are a large number of very small (uni-disciplinary) or specialized universities, which goes against the grain of holistic and balanced development of knowledge. It leaves little scope for students to make informed choices besides reducing opportunities for bringing creative minds together on a common platform.



- (i) *Widening Gulf Between Institutions of Higher Learning:* An important challenge of higher education system is the widening gulf between institutions of higher learning. First, there continues to be large regional disparities in availability of higher educational institutions. Secondly, there are large disparities with respect to quality. There are a few high class universities/institutes/colleges but a majority of them are mediocre institutions. The wide gulf between central and state universities signifies another type of stratification and needs to be bridged. Some of the old state universities representing the pride of the country show signs of decline on various counts and could be disastrous if that is not timely arrested.
- (j) *Lack of Clear-cut Norms/Policies for Private Sector Participation in Higher Education:* Almost all major committees and policy documents have accepted the need for increased involvement of private sector in higher education. But there are some debates on how the private sector involvement can lead to meeting the diverse policy goals. There is also lack of clarity on funding pattern, incentives, and regulatory oversight. These issues need to be addressed in order to provide a clear road map to the private and corporate sectors.
- (k) *Integration of Technology in Teaching-Learning and Outreach:* Another challenge to development is to integrate technology in a manner that it supports development without displacement. Higher education institutions need to be generating knowledge in all walks of life and with the help of technology, relate knowledge to the needs of the society. Knowledge generation in the age of information revolution requires a new kind of institutional re-engineering in governance, teaching learning process, evaluation practices that could address the learners' need much more effectively. During the 12th FYP the institutions need to focus on knowledge generation from learners' perspective and with a view to addressing the needs of the society.



- (1) *National Mission in Education through Information and Communication Technology: A National Mission in Education through Information and Communication Technology (NMEICT) was launched to cover 378 universities and 18,064 colleges, with the aim of digitization and networking of all educational institutions, develop low cost and low power consuming access to ICT, making larger bandwidth available for educational purposes. Expected outcome of the Mission was supposed to be e-book including digitization of video contents of teaching-learning materials, EduSat Teaching Hub, 2,000 broadband internet nodes in 200 central institutions, satellite interactive terminal for network connectivity to all 18,000 colleges. The National Knowledge Network (NKN) was also simultaneously launched to cover 1,000 institutions besides providing digital campuses, video-conference classrooms, wireless hotspots, laptops/desktops to all students of professional/science courses, and Wi-Fi connectivity in hostels. A sustainable progress in this direction has been made, but much more needs to be done.*



CHAPTER 5

ENHANCING ACCESS AND EXPANSION IN HIGHER EDUCATION

5.1 Strategies for Access and Expansion

India partakes of the challenge of higher education all over the globe. An unprecedented rise in the number of university students, their changing social profile, rise of interconnected networks of knowledge facilitated by new technologies, greater integration of world economy, increasing recognition of cultural plurality and the emergence of new problems that defy existing solutions define the context of higher education all over the globe. In the coming decades, India can play a major role in balancing the fast growing global demographic skew due to an increasing preponderance of an aging population, and can emerge not just as a knowledge creating country but also as knowledge provider. This context is pressing for a fresh thinking on future university as a place for the generation and transmission of knowledge and values. Such a rethinking needs to go beyond issues of design, organization and resources of the future university and take on foundational questions like what is knowledge, why do we need it, how do we acquire it and what are the limits to what we know. In responding to its own unique challenges, India can shape global response to the much talked about 'crisis of higher education'.

- a) *A Mission Mode National Programme of Enhancing Access:* In order to attract a large number of youth coming out of expanded secondary education, that is, *Rashtriya Uchch Shiksha Abhiyan (RUSA)* similar to the *Sarva Shiksha Abhiyan (SSA)*, may be launched during the 12th FYP.
- b) *Upgrading of Autonomous Colleges:* Autonomous Colleges which are identified as Colleges with Potential for Excellence (CPE) by the UGC and having a student strength of more than 3,000 can be converted into Universities/PPP-mode Deemed to be universities.



- (c) *Upgrading of Colleges Accredited at "A" Grade by the NAAC/CPE Status:* Colleges which have received 'A' grade accreditation by the NAAC and which have proved their sustainability for two consecutive periods of accreditation may be upgraded into unitary universities. This may be done for all eligible central and state government funded institutions.
- (d) *Increasing the Intake Capacity of the Existing Universities and Colleges:* Increasing the intake capacity of the existing colleges and universities will certainly be more cost effective to increase the GER and it will drastically reduce the unit cost per student. For enhancing participation in higher education, the underutilisation could be because of lack of resources, infrastructure and faculty or it may be a conservative approach maintained by the institutions not to increase quantity on the assumption of likely lowering of standards. The top most priority and thrust in the 12th FYP could be on capacity building and optimum utilization of the land, space and faculty by fixing *minimum student strength: land area ratio* for Colleges (Table-21) and Universities (Table 22.). This might also help the universities and colleges to attain this critical mass and decrease the unit cost of education in areas of shared use.

Table 21: Ratio for Colleges

Land Area	Minimum Student Strength
From the permitted land area as per the UGC Regulations	
upto 5 acre of land	1,000
upto 10 acre of land	2,000
upto 15 acre of land	3,000
more than 15 acre of land	Addition of 200 for every acre



Table 22: Ratio for Universities

Land Area	Minimum Student Strength
50 - 100 acre	2,000 - 3,500
100 - 200 acre	3,500 - 5,000
200 - 500 acre	5,000 - 10,000
500 - 1,000 acre	10,000 - 15,000
1,000 - 2,000 acre	15,000 - 25,000
2,000 - 3,000 acre	25,000 - 40,000

**Only in the university departments/Centres and not in the affiliated institutions*

The suggested increase in student strength will require increase in built area of hostels, laboratories, library, residential accommodation and increase in teaching and non-teaching staff. The staff strength increase to be provided in the ratio of 1:15 for Science and Technology and 1:20 for Social Sciences, Humanities, Management and Arts subjects.

In respect of professional and technical institutions, increase in the total built space for classrooms, library, laboratories, staff rooms, office should be provided as per the accepted norms and standards based on per student(unit) basis or per class of 60 basis, according to the norms of the respective statutory Councils.

- (e) *Evening Universities and Evening Colleges:* In order to optimally utilise the enormous infrastructure and facilities which remain unused for an average of 16-18 hours a day, it is proposed in the 12th FYP to introduce (i) shift system of courses to be offered in colleges, effectively supported by separate qualified teachers, (ii) evening post-graduate degrees and diploma programmes in



university departments for candidates in employment which besides enhancing enrolment would provide opportunities to working class for improving their academic and professional qualifications.

- (f) *Introduction of Under-graduate Programmes in the Universities:* Integrated programmes of 5-year duration could be introduced during the 12th FYP in the universities with a proviso of lateral exit. This will not only enhance the GER but will ensure better human resource and increase the potential of producing good researchers and teachers by exposing them to the university academics early.
- (g) *Enhancing Capacity to Access of the Existing Universities/Colleges by Amendment of the UGC Act and by Introducing Effective Funding Reforms to Higher Education:* There is an urgent need to strengthen state universities and colleges in the 12th FYP as compared to the 11th FYP through major structural changes in the UGC Act and funding norms to achieve access, equity and quality through the following strategies:
- (i) *A major amendment of the UGC Act may be needed to bring the targeted 20,000 Government/Government-aided colleges as against the present 6,811 colleges under Section 12 (B) and make them eligible for funding by the UGC. This is needed in the 12th FYP for the 50% increase in the intake proposed to reach the desired GER.*
 - (ii) *All Government and Government-aided Colleges affiliated to various Central and State Universities, after getting authenticated intimation from the State Government concerned, should be automatically brought under Section 12 B of the UGC Act making them eligible for central government grants through the UGC. A similar procedure can also be adopted for all the new public Universities established by the Act of the State Governments.*



- (iii) *A new norm-based funding pattern for Central Government funds through the UGC and the State Government funds to the universities and the colleges should be developed on objective and transparent norms under three broad categories: first, minimum substantive grants on mandatory basis to all universities, secondly, provision of maintenance grants to all universities, and thirdly, performance-linked incentive grants based on assessable indicators to be made available as per their eligibility.*
- (iv) *A fixed percentage of all faculty salary of all state universities concerned (at least 15%) should be paid on an annual basis in lieu of the present system of supporting only the sanctioned posts for the FYP period only.*
- (v) *The Central and the State Universities should be statutorily required to adopt revision of fee structure payable by the students by at least 10% for every three year period.*
- (vi) *The State Governments may convert the self financing courses offered by the State Universities, Government and Government-aided Colleges as government approved courses with appropriate aid and make the faculty members attached to the self-financing courses as regular faculty subject to the condition that these institutions strictly adhere to the Government approved fee structure for these courses as well as the reservation policy of the respective State Governments.*
- (vii) *All the Government and Government-aided institutions should be given UGC assistance immediately after their establishment without insistence on Section 12B recognition as a precondition, as it is followed for central universities and colleges affiliated to them.*
- (viii) *The Meta University Networking scheme aimed at collaborative and multidisciplinary learning among the leading universities of the country*



would be evolved to facilitate new knowledge creation and knowledge sharing framework.

5.1.1 Reducing Regional / Disciplinary / Gender Imbalances

- (a) *Establishing 1,000 Polytechnics and 374 Model Colleges in Low GER Districts:* The nature of the Model Colleges can either be general Arts and Science colleges or Professional Colleges or Community Colleges as per the requirement of the earmarked districts.
- (b) *The "Model College" Scheme of the 11th FYP to be Provided with 100% Central Government Funding:* In order to promote inclusiveness and expansion in higher education, the implementation of the scheme is important. The State Governments may have to provide land, supply of water and electricity, etc., besides maintaining these colleges as envisaged in the approved policy of the Government of India.
- (c) *Establishment of New 800 Constituent Colleges:* In addition to the already proposed and partially implemented 374 Model Colleges scheme, a new scheme of Constituent Colleges is proposed for the 40 Central Universities in the country, with 20 Colleges each in the respective States to be located in the district headquarters, numbering to 800 new Colleges. This will balance the regional distribution of Colleges based on population density of the youth in the age group of 18-23 years. These Colleges should be of international configuration in infrastructure, hostels, playground, library, technology-savvy classrooms, etc., and to be 100% funded by the Central Government as is presently followed in the case of the Delhi University.
- (d) *Women's Universities:* Women's education is another priority area of focus, 20 Women Universities are proposed to be established facilitating their entry into higher education even from very traditional background and rural and sub-urban areas. The central Government may have to fund for their establishment in the



12th FYP and the State Governments may provide the land and help to establish such universities. There could be some disagreements on opening exclusive Women's Universities, the idea was included because the social dynamics of our system. Certain sectors of our population are still not open to send girls to co-educational institutions, thus depriving them of the benefits of higher education for their empowerment. In certain pockets, therefore, to put such exclusive institutions of higher education for women may act as a fillip to the participation of girls in higher education. But the idea does have its limitations. There is no denying the fact that the issue has to be addressed in providing better access to women in higher education by having more hostels for women and more Women's Colleges in districts with higher gender gap in GER.

5.1.2 College Cluster Universities

The 20,000 Government/Government-aided colleges recommended to be brought under Section 12 B of the UGC Act during the 12th FYP may be clustered to create 400 "College Cluster Universities". These universities shall have to be created by the State through an enactment of State Legislation based on a Model Act to be prepared and provided by the Government of India, MHRD and the UGC. The advantages of such universities are visualized to be that with independent establishment of the Vice-Chancellor and other offices of the Registrar and Examinations, together with its own academic and executive bodies will have enormous freedom and autonomy to develop their own innovative programmes and ideas. They will get the opportunity to initiate post-graduate programmes. They could attempt to integrate under-graduate and post-graduate studies that will greatly enhance the quality, besides sharing physical infrastructure and faculty expertise.

5.1.3 Newer Models of Private Sector Participation in Higher Education

- (i) Newer models of private sector participation which will have embedded responsibilities of adhering to the equity and affordability policy of the



Government of India like the corporate model, private sector endowment model and pragmatic PPP models shall be developed through regulations and norms.

(ii) Models of PPP in higher education can be broadly visualised as follows:

- *Basic Infrastructure Model:* The private sector invests in infrastructure and the government runs the operations and management of the institutions in turn, making annualized payments to the private investor.
- *Outsourcing Model:* Private sector invests in infrastructure and runs operations and management and the responsibility of the government is to pay the private investor for the specified services.
- *Equity/Hybrid Model:* Investment in infrastructure is shared between government and private sector while operation and management is vested with the private sector.
- *Reverse Outsourcing Model:* Government invests in infrastructure and the private sector takes the responsibility of operation and management.

(iii) In order to facilitate models for industry-institute interface and to ensure local and regional development of the areas, large education hubs could be created in different parts of the country anchored by large public/private sector enterprises funded through their allocations for corporate social responsibility with free provision of land and other essentials by the State governments concerned.



CHAPTER 6

ENHANCING EQUITY AND INCLUSION IN HIGHER EDUCATION

6.1 Strategies for Equity and Inclusion

A massive expansion would require immediate attention to consolidation and better utilization of existing infrastructure in the colleges and universities. The existing institutions need to be incentivized and required to increase their student intake capacity. At the same time such an expansion cannot take place only within the existing institutions or with public sector funds. There is a need to create new institutions at a large scale and allow for a significant role for communities and private sector to meet this deficit. It is vital that this expansion should be inclusive, so that the additional capacity is created where it is needed most. This would mean that the creation of new institutions should be focused in states, regions and districts where student enrolment and institutional density is lower than national average. Instead of spreading additional capacity across the board, there is a need to focus on select streams and programmes where the current capacity is particularly low. We need to evolve suitable models of collaboration where public purpose and resource can be synergized with private philanthropy, commitment and energy to create new institutions that help to redress the sectoral, regional or social skews in higher education.

A key measure of inclusive expansion will be significant increase in vocational education through new polytechnics, new Community Colleges and vocational study provisions within the existing universities. This would involve education for livelihood through skill development, by de-emphasizing on degrees, and would serve disadvantaged sections. These initiatives will not merely duplicate existing mores but create new pedagogical practices and respond to a different set of needs. Through a range of transferable credit-based courses leading to Certificate, Diploma and



Associate Degrees, this would also bridge the gap between secondary and higher education.

The achievement of the goals for equity and inclusion would call for a strengthening of the following approaches during the 12th FYP:

- (a) *Building of capacity and improvement of infrastructure* which can attract and facilitate the retention of students from rural and backward areas as well as differently-abled and marginalised social groups.
- (b) Providing for pro-active measures through proper *implementation of reservation policy* for students belonging to SC/ST/OBC and the disadvantaged.
- (c) *Increasing the incentives offered to differently-abled* students as well as those from the marginalised sections so that they can participate in higher education with facility.
- (d) *Strengthening measures to increase the achievement capacity* of SC/ST students and those from marginalised sections so as to reduce drop-out and to improve performance.
- (e) Given that a part of the gap that is observed between social groups and gender at the level of higher education is due to lower numbers and quality of pass-outs from the school system due to higher drop out and segmented quality, there is a need for *improving the quality of schooling and retention of students from the marginalised sections* through enhancing the performance of the schooling cycle. The task is to be addressed by the school system.
- (f) *Monitoring of performance with respect to improving equity* at the institutional level as well as higher (state and country) levels.
- (g) These measures may be part of a long term plan to be drawn up to attain equity for all groups by the year 2022. This has to be drawn sector-wise with a clear



roadmap. Strengthening of the following strategies is, therefore, proposed for the 12th FYP initiatives:

6.1.1 Enhancing Participation of Women

- (a) Schemes for capacity building for women administrators, Post-doctoral Fellowships for women, women hostels, facilities and infrastructure for women, scheme for single girl child should be expanded and strengthened during the 12th FYP.
- (b) In order to attract more girl students from the states, where the rural or urban GER for girls in higher education is more than 5 per cent lower than the male GER, a new scheme of Women's Higher Education Stipend (*Mahila Uchha Shiksha Britti*) may be introduced. This stipend may be awarded to girl students from rural and/or urban areas, as the case may be, who score higher than a certain grade in earlier public examination and having family income less than a certain specified level. The stipend should be in addition to the tuition fee waiver.

6.1.2 Enhancing Participation of SC/ST/Minorities

- (a) *Activating and Strengthening SC/ST/OBC Cells:* Establishment of SC/ST cells were initiated in the 10th and 11th FYP periods. There are grants from the merged grant schemes. However, such schemes have not been very effective as the participation and interest have been inadequate. The UGC/MHRD could make it mandatory for all recognised institutions to have a Community Education Development Cell (CEDC) which should monitor the intake of students, performance, capacity building efforts, along with intake in faculty and administrative staff from deprived social groups, including minorities. New programmes should be introduced to strengthen the activities and the performance of these Cells.



- (b) *Remedial Coaching Facilities for Students from Deprived Social Groups:* The programme presently provided for in the UGC Merged Schemes should be restructured and remodelled to make it more effective. The UGC/MHRD may also consider providing a grant for remedial coaching to recognized institutions, not receiving other types of funding from the UGC/Government.
- (c) *Scholarships and Fellowships* for SC, ST, OBC and Minority students may be enhanced at all levels.
- (d) There may be *more institutions in minority dominated areas.*
- (e) To promote inclusiveness in private self-financing institutions, a *stipendiary system including a fee voucher system* to meet financial requirement of the students from marginalised groups may be evolved through Government funding by a process of reimbursement.

6.1.3 Reducing Regional Imbalances

- (a) The initiative taken to correct the regional imbalances by *establishing 1,000 Polytechnics and 374 Model Colleges* in the low GER districts may be taken on priority basis. The nature of the Model Colleges can either be general Arts and Science Colleges or Professional Colleges or Community Colleges as per the requirements of the earmarked districts.
- (b) The implementation of the "*Model College*" scheme of the 11th FYP for the low GER districts needs to be accelerated *with 100% central government funding* in order to promote inclusiveness and expansion. The state governments may have to provide the land, supply of water and electricity, etc., besides maintaining these colleges as envisaged in the approved policy of the Government of India.
- (c) In addition, a scheme should be introduced to establish a *Model College in each district* of the country, with 100 per cent financial support from the UGC.



6.1.4 Promoting Equity in all Disciplines

In Engineering and Polytechnic Colleges, participation of the girl child is much lower. The stipends mentioned above need to be introduced in all these institutions. The same may also be followed in Industrial Training Institutes (ITIs) and other non-degree professional courses.

6.1.5 Strengthening Infrastructure for Differently-abled Students

Schemes for providing appropriate infrastructure and other support facilities for differently-abled students should be strengthened and expanded during the 12th FYP. The UGC should provide support to institutions/Research Centres for development of suitable technologies and textual material for differently abled students. A special Inter-University Centre (IUC) may be set up to coordinate the development of such technologies and their dissemination.

6.1.6 Inclusive Expansion

Growth in numbers is the driving force of change in the field of higher education in India. There are no signs of this growth slowing down. Indeed, there is every reason to push it further, for the GER is still well below the level that could be considered adequate or comparable to countries at similar level of economic development. The challenge of meeting this deficit is compounded by the fact that the existing capacity is distributed very unevenly. Regional distribution of institutions is highly skewed across and within states, enrollment in public institutions is concentrated in conventional disciplines while private self-financed institutions tend to cater to market-oriented courses.

Enrolment data from colleges and universities and the NSS based estimates offer slightly different readings of the total number of students in the higher education sector, but both attest to the fact that the number is increasing at the rate of about 6 per cent per annum. At current rate of growth, we should be planning for at least



one million additional students every year. Assuming this annual growth, the student body will grow one and a half times by the end of the 12th Plan. Given the need to push expansion at higher rate and special measures to enhance intake in backward regions and disadvantaged social groups, it would be appropriate to plan for about one crore additional students (or 40 lakh additional seats, assuming an average two and a half year cycle for an average student) by the end of the Plan period.

6.2 Other Measures to Enhance Equity and Inclusion

- (a) *Utilizing Technology Facilities:* For reducing the differences between urban and rural enrolment and for enabling more women to participate in higher education, Information and Communication Technology (ICT) may be used to a much greater extent. Distance Education facilities using ICT may be of great help in improving the education scenario in the rural areas. The National Mission on Education through ICT (NMEICT) should now be used for bridging the gap between urban and rural and also between male and female populations. Conventional distance education may also be extended to home makers in the urban and rural areas with some more flexibility.
- (b) *Extending Loan Facilities:* A large section of students may get an opportunity of education in private and government colleges if a liberal loan facility is available to the persons including the under-privileged students.
- (c) *Community Colleges:* Community Colleges should be encouraged so as to bridge the gap in skilled human resource between the general and marginalized sections of the society.
- (d) *Greater Autonomy and Flexibility:* In order to improve equity and implement the schemes effectively, the institutions may be given more flexibility so that they can take need-based decisions. Quite often the quota of ST students remains unfilled. In such cases, the colleges should think of an option of providing the same facility to other under-privileged sections.



CHAPTER 7

ENHANCING QUALITY AND EXCELLENCE IN HIGHER EDUCATION

7.1 Strategies for Enhancing Quality and Excellence in Higher Education

Higher education is about promoting excellence in more ways than one: at individual level, it is an instrument of upward mobility through cultivation of excellence; for national economy, excellence of work force is a pre-requisite of sustained growth; and for humankind, excellence is a must for extending the frontiers of knowledge and cultivation of values. Deepening of excellence requires simultaneous and multi-dimension effort at improving the quality of higher education: generous support for individuals and institutions who work at the highest level and in the frontiers of knowledge, measures to uplift the quality of teaching-learning in an average institution and support for attempts to redefine relevant knowledge in keeping with our context.

Higher education in India suffers from quality deficit in all these respects. Very few Indian institutions have global recognition in terms of being Centres of Excellence in their field. It is essential that these islands of excellence be nourished and if possible expanded. There is a need to ensure that in widening the base of higher education, the apex must not be allowed to slip down.

At the same time, it is erroneous to focus exclusively on these islands of excellence in order to raise levels of excellence in the system. The burden of public policy should be on deepening this excellence to other institutions with some potential which can be supported to join this league. The toughest challenge of excellence lies in improving the quality of teaching-learning in a majority of non-elite universities and colleges which continue to admit but fail to do justice to an overwhelming proportion



of our talented students. Since most of these talented students do their secondary education through Indian languages as the medium of instruction, and effectively depend on these for higher education as well, creation of teaching-learning material in Indian languages is a critical and long-neglected need for expanding the pool of excellence. Since colleges enroll the vast majority of the students in higher education, promoting a culture of excellence requires recognizing colleges as sites of creation and not just dissemination of ideas. Research capacities need to be consciously developed in the colleges. Colleges and their teachers should be encouraged and supported in taking up research including generation of innovative teaching-learning material. Adequate funding and initiatives/schemes need to be developed here. In fact, if the importance of College as a space that effectively transits students out of some of the non-salutary learning habits they pick up in secondary education. Similarly, there is a need to outgrow the unstated assumption that cultivation of excellence is the prerogative of any particular domain of knowledge or discipline. With necessary recognition and support, India has the potential for extending frontiers of knowledge in all disciplines.

Finally, if excellence is about extending frontiers of knowledge, it cannot be cultivated without interrogating the received definitions of what these frontiers are. India is one of the few places that can offer a creative yet critical engagement with the globally dominant templates of knowledge. This would require that research and teaching-learning should be encouraged to encounter the context and needs of our society, its traditions of knowledge and the challenge of effective fostering of Constitutional values.

There is a need for clearer articulation of what is meant by internationalization of higher education. Extending frontiers of knowledge for the larger good of humankind requires that knowledge seekers all over the world join in a common quest for mutual learning. What often passes for internationalization is more often than not a one way traffic. Genuine internationalization of higher education in India would require setting



up networks and exchanges of mutual learning with global north as well as global south. India can emerge as an important educational hub for South Asia in particular and also other countries of the developing world.

A number of initiatives were launched during the 11th FYP and these included setting up of new institutions, strengthening of existing institutions and implementing reforms agenda. In order to gain full benefits of these initiatives and consolidate the efforts further, the schemes and programmes launched during the 11th FYP be continued with full support. Besides, the 12th FYP should be flexible to make changes in the mid-course, based on independent evaluation studies by reputed institutions, of the success of the 11th FYP initiatives. In addition, the innovative new initiatives to enhance quality and excellence across the country are to be facilitated in the 12th FYP.

7.1.1 Making Institutional and Programme Accreditation Mandatory

Accreditation by NAAC has been in vogue for the past 17 Years but so far only 1,415 out of 31,324 colleges and 75 out of 534 universities have been covered for their accreditation. It is felt that besides accreditation of universities and colleges, the accreditation of disciplines in a university should also be introduced. This may be undertaken by a different National Accreditation Authority. Total accreditation of a university falsely covers up poor performing departments and disciplines of a university and also the faculty in a University, if the accreditation is done for the university as a whole. In the United States of America (USA) and many other advanced countries, accreditation is discipline-wise like Engineering Sciences, Management Sciences, Physical and Chemical Sciences, Life Sciences, Social Sciences & Humanities, etc. in addition to overall university accreditation. The concerned Schools / Disciplines of the university should offer for national accreditation of the disciplines, and this actually gives a clear and true picture to the students for choosing universities and to the employers for choosing the universities



for campus placements. Hence, the establishment of National Accreditation Authority for specific disciplines should be established in order to clearly identify the top 50 Universities and top 50 Colleges for special funding by various governmental agencies and industry.

7.1.2 Attracting Quality Faculty, Promoting Faculty Mobility and Continuous Faculty Development Programmes

Shortage of quality faculty coupled with lack of faculty mobility across the regions is a major constraint in the development of Indian higher education system. Faculty development programmes are insufficient and ineffective in nature. The 12th FYP should envisage effective implementation of the brain gain policy. It must envisage newer initiatives to attract quality faculty coupled with mobility across the regions to meet the national level teacher requirements. In this connection, the following appear imminent: (a) *student teacher ratio*: An accepted national policy for student-teacher ratio should be strictly adhered to in all colleges and universities. The recently approved ratio by the UGC be made mandatory for all universities and colleges. It has come to notice that several departments of the universities covered under Special Assistance Programme (SAP) of the UGC are getting renewal without a serious scrutiny of the minimum required faculty in such departments; hundreds of which do not have the prescribed faculty strength and, in some cases, it is even less than 50%.; (b) *ban on teacher recruitment to be lifted*: The ban on teacher recruitment by some State Governments should be immediately lifted and also the private aided colleges should be allowed to fill up the vacancies without hurdles.

7.1.3 Reforming the Academic Staff College (ASC) System as Faculty Talent Promotion system by rejuvenating ASCs as Faculty Development Centres

Based on the outcome of the review process of the ASCs by the NAAC, the restructured professional development activities could be facilitated by converting the ASCs as Faculty Development Centres. Faculty development initiatives could include



areas like entry level orientation, curriculum development, teaching and learning, research and innovation, engagement with social concerns and leadership development. Customized faculty development programmes may be developed on a large scale. Besides, it should also include modernized continuous faculty development programmes of international requirements. The role of the 66 ASCs established in 1985 across the country is to offer two types of programmes, namely, Refresher Courses and Orientation Programmes which are mandatory for all Assistant Professors / Lecturers before they are eligible for any promotion to the next scale / grade pay. So far, over 3.5 lakh teachers have already undergone the ASC programmes through Refresher Courses/Orientation Programmes/Short-term Programmes. Though the positive effect of the impact of the ASC programme, on the quality of teaching has been felt, nonetheless there has been a feeling that the system could be reviewed for better results, keeping in view the enormous expansion envisaged in the country and also the changing demands of teaching and research.

7.1.4 Establishing New Faculty Development Centres

During the 12th FYP at least 20 new Faculty Development Centres should be established by the UGC with special mandate to offer discipline wise, specific Refresher Programmes/ICT-linked teaching-learning-research training programmes which will continuously engage teachers in updating them. The identification of universities for establishing such centres should be on the basis of the infrastructure developed, past record and their location in universities with considerable strength in certain disciplines. For example, Refresher Courses in Life Sciences should be conducted in only those universities which have a strong base in Life Sciences. A similar pattern can be adopted for other disciplines.

7.1.5 Increasing the Faculty Development Centres (currently ASCs) from the present 66 to 100

In view of the new Performance Based Appraisal System (PBAS) linked with



Academic Performance Indicators (APIs) as per the UGC Regulations, 2010 for faculty appointments and promotions, there is a need for continuous training-cum-capacity building programmes for university/college teachers at all cadre levels. The select number of Deemed/Private Universities should also be involved in offering orientation programmes and refresher courses on voluntary basis. Emphasis should be laid on training of even senior teachers through these centres and weightage to be given to those who attend extra programmes in API.

7.1.6 Faculty Mobility

Faculty mobility and faculty networking is one of the factors which promotes interaction and also quality of teaching. It is recommended that movement of faculty from one institution to another for a period of 6 months to 2 years needs to be facilitated through appropriate provisions and guidelines from the UGC. Appointment of overseas faculty as Visiting Faculty at par with local faculty in terms of remuneration, and appointment of experts from industry in universities and colleges should be facilitated through special schemes. It has been realized that meagre honoraria and salaries prescribed by the UGC for visiting Professor / Adjunct Faculty has not really attracted good expertise to the universities thus necessitating a relook into the scheme.

7.1.7 Student Mobility

Student mobility as an integral component of quality enhancement can be facilitated by (a) opening up admissions to students of other states with a minimum of 20% intake from other states. This will benefit all the states and naturally promote student mobility; (b) recruitment of faculty should not be entirely from the products of the same university, on the contrary, at least 20% of the faculty should be from other states of the country. Incentives to such universities should be considered who promote plurality of students and faculty; (c) encouraging the universities to facilitate international students joining the university by creating Office of International Relations and Foreign Student Facilitation Centres. The universities should be funded



by the UGC for construction of International Hostels, if they have a strength of a minimum of 50 international students. The UGC may introduce this scheme to fund such offices/hostels in the 12th FYP with minimum skeletal staff and honorarium to the in-charge faculty and some running expenses for the activities.

7.1.8 Evaluation of Teachers by Students & Peer Assessment

Quality of teaching and quality of research are linked to two factors namely the quality of the students and the quality of infrastructure, library and sophistication of the laboratories available besides a close monitoring of teaching standards. Assessment of teachers by students, peer Assessment and self appraisal need to be implemented more vigorously by in all higher education institutions. A follow-up of such assessments with counselling, performance based reward system, and at times stringent corrective measures are needed for maintaining enhanced quality in higher education.

7.1.9 Leveraging Technology for Curriculum Models, Course-ware Development and Participatory Teaching-Learning

The UGC shall undertake the exercise of generating/updating model curricula in all disciplines from global perspectives and make it available to the universities. Open portal courseware of Teaching-Learning resources for higher education through NKN for General higher education, similar to the National Programme on Technology Enhanced Learning for engineering need to be introduced as a new scheme. Vernacular technology assisted course-wares in regional languages shall also be developed to provide basic teaching learning modules for higher education institutions in different parts of the country. There shall also be an attempt to produce videographed lectures in different subject areas for the benefit of students studying in colleges located in backward areas. Mission mode programmes shall also be attempted to leverage technology for developing national level curriculum models, open portal for interactive courses and tools for participatory teaching and learning.



7.1.10 A Structural Orientation to Establish Schools in Specific Knowledge Domains to Facilitate Holistic Academic Reforms in all universities

It may also be relevant to introduce the concept 'Schools' in specific knowledge domains as it is easier to update curricula at the 'School' level than in the Academic Council which happens to be a larger body with little or no representative from individual departments. The focus should be on delivery of quality higher education independent of the mode which means that the borders between "conventional", dual mode and ODL should get blurred. All universities shall be enabled to use technology to its fullest extent to offer programmes both through face-to-face mode and through technology-enabled means.

7.1.11 Networking of Universities and Colleges through Setting up a National Educational Resource Portal

One of the major lacunae in our system is the insufficient networking and poor data base on the Indian Higher education system and non-availability of one window information of available human resource. A National Educational Resource Portal needs to be created and the data of all the educational institutions of the country should be made available on the portal and this should be made mandatory. This would be the first step towards national networking of universities and colleges. Such a portal will be a source of information on:

- (i) human resources available in the Indian institutions of higher education;
- (ii) Availability of experts in various fields for teaching, examinations, research collaboration, industrial consultancy;
- (iii) Transparency of activities, display of new initiatives, innovative ideas - for sharing and mutual benefits;
- (iv) Posting of model teaching and research programmes and the syllabus followed in the various institutions;



- (v) Display of the examination systems, academic, administrative and examinations reforms initiated;
- (vi) Model guidelines for the Choice-based Credit System (CBCS); and
- (vii) Display of needs and vacancies of all educational institutions both in staff positions and the vacancies in several programmes offered.

7.1.12 Strengthening the E-Initiatives

Easy access to internet and to E-resources is the key to enhance the quality of teaching and learning process. The Government of India's scheme to promote 1 GB connectivity to some select colleges and universities through NKN and NMB-ICT is a significant initiative. In the 12th FYP, this connectivity should be extended to all the colleges under Section 12B and to all the state and centrally funded institutions. The present condition of part payment by the universities/colleges and also payment for the cost of Router should be removed and in the 12th FYP, it should be fully supported by the Government of India.

7.1.13 Expand E-Resource Availability

The concept of consortium subscription E-resources funded by the UGC through INFLIBNET now needs to be extended to all the state universities as well as the centrally-funded institutions during the 12th FYP. The present restriction on funding of INFLIBNET for subscription to some of E-resources such as Science-Direct, through partial payment and part of print journals subscription by the universities should be removed and it should be fully funded in 12th FYP. The key to high quality teaching and research essentially depends on the access to latest information which should be available to a teacher. The launch of the scheme N-LIST for access to E-resources by colleges on monthly contribution of 5,000/- did not have an encouraging response. The issue with the institutions is not the shortage of fund but there is an inherent lethargy in the system that causes under- utilization of such



schemes of the Government. Hence, as a one-time measure, this offer should be made initially for 2 years on trial basis, free of cost, and then subsidized subscription be introduced. The target should extend and cover all colleges under Section 12B, which are expected to touch 20,000 during 12th FYP. The availability of the E-resources & E-journals of INFLIBNET (Now by NKN) should also be extended to all colleges under Section 12B at nominal payments or even full support from the centre. Since the private sector universities and colleges are increasingly getting established, all the E-resource facilities may also have to be extended to them on a "Consortium-based subscription model" to enhance overall quality education to students.

7.1.14 Priority initiative to implement automation of administration and examination to achieve e-governance

Paradoxically, higher education sector is still lagging behind in automation and use of ICT in governance while many other sectors like Railways, Revenue, Power, etc., have implemented e-governance successively. The 12th FYP should target automation of administration and e-governance in the UGC and all the Universities/Colleges. Private fund allocations for these purposes need to be made based on a national model.

7.1.15 Structural and Systemic Reforms for Good Governance

The traditional university administration being run with 19th century tools will have to give way to modern management techniques with qualified, professionally trained and pro-active administrators suited for the 21st century requirements of e-governance, knowledge and professional skills.

- (a) *Flexible Organization for Managing Institutions more Professionally:* The 12th FYP should attempt a policy agreement to redefine the role of state governments in higher education, more especially, to provide reasonable financial resources to state universities through norm based funding, effective support for innovation



and development of higher education. In order to efficiently meet the ongoing and emerging challenges in higher education sector, good governance would call for appropriate skills and competencies on the part of all tiers of educational administrators to handle the modalities of good governance. A flexible pattern of organization, which is responsive to the changing needs of the society, global trends and knowledge can be a powerful factor for accelerating progress. In an era of collaborative education, globalization and competition, higher educational institutions will have to be managed more professionally.

- (b) *Need for a New Higher Education Management System:* The new higher education management system has to be a debureaucratized modern system of governance integrating e-administration, e-education, e-resources and e-society leading to good governance of higher education as a transparent, time and money efficient, productivity-oriented system. Such a system should be taken up for implementation in the higher education institutions in the 12th FYP. This system is a layer above the concept of "office automation/computerisation" and will have to function on an open source software package through campus/component networking of the university. This will provide a smooth flow of information, commands, requests and reporting between the "university administration" and the "students, staff and public". This would not only enhance the speed and quality of internal functioning of the university but would also provide a "user-friendly access" to outsiders across the world. A measurable outcome of this exercise would be a substantial reduction in the use and movement of paper as well as reduced need for movement of people searching for information, leading to reduced delays, cost savings besides environmental conservation. In addition, the new management system would encompass e-education portal with e-resource backbone through the National Knowledge Network (NKN) as an end to end solution for the higher education delivery and management system.



- (c) *Structural Amendments to Acts of Central and State Universities:* Effective structural modernization of the Central and the State Universities Acts need to be carried out to de-burden universities from the load of affiliating colleges. Efficient governance and effective autonomy with accountability should be facilitated among the higher education institutions through the revision of the Acts. No university should have more than 50 affiliated colleges with a total enrolment not exceeding 50,000 students.
- (d) *Effective Coordination of Regulatory Bodies:* The 12th FYP should also bring about norms and mechanism for effective co-ordination among the regulatory councils of higher education like UGC, AICTE, NCTE, DEC, MCI, DCI, etc. And it should be a part of implementing reforms for good governance.

7.1.16 Promotion of Autonomous Colleges

The concept of Autonomous Colleges started in the 8th FYP which targeted at that time that 10% of the total Colleges covered under Section 12B would be awarded the Autonomous College status. Unfortunately, even after completion of three Plan periods, the UGC could declare only 362 Colleges as Autonomous Colleges till date. This requires review and renewed efforts to achieve the target of 500 additional Autonomous Colleges during the 12th FYP. Another quality promotion initiative among colleges is to upgrade the existing Autonomous Colleges with 10 years of performance as Autonomous Colleges, as "Degree-Awarding Colleges" as per the norms already evolved by the UGC.

7.1.17 Reforming the Self-financed Teaching Programmes

All the State Governments are to be advised to convert the self financing courses offered by the State Universities, Government and Government aided Colleges as government approved courses with appropriate aid and make the faculty members attached to the self financing courses as regular faculty subject to the condition that



these institutions strictly adhere to the Government approved fee structure for these courses as well as the reservation policy of the respective State Governments. All the Government and Government aided institutions should be given UGC assistance without insistence on Section 12B recognition as a precondition as it is followed for central universities and colleges affiliated to them.

7.1.18 Infusing Culture of Collaboration and Co-operation

The culture of collaboration and co-operation is of paramount significance in higher education. This culture among the institutions within and outside the country should be nurtured and promoted through suitable and novel incentivizing schemes. Industry should be brought on board by setting up research parks and incubation cells on campuses. This should also include strategic research funding to promote research in areas of contemporary significance, like renewable energy, sustainable development, environment, computing modelling, stem cells, internal security, etc.

7.1.19 Other Significant Interventions

- (a) *Multi-disciplinary mission mode research and innovation programmes* should be evolved in association with arts, humanities and social sciences which should directly benefit the society at all levels and contribute to economic development. In order to achieve this, every University should allocate a certain proportion of their annual budget as an earmarked budget for research and innovation. The UGC should provide matching grants and develop guidelines for appropriate allocation in the annual budget besides promoting research through its ongoing programmes.
- (b) *Intellectual Property Rights (IPR)* norms for International Research collaborations with Indian and foreign institutions as well as university achievements need to be developed.
- (c) *Co-location of autonomous PPP - mode research centres* in Universities /



University -Industry Innovation Clusters/Technology-Business Incubators should be set up on university campuses to nurture research talent and innovation skills among the faculty and students with a view to transforming them into entrepreneurs/technopreneurs.

- (d) There is a need to develop a new breed of *ICT-based research management* system for the Universities which includes both academic and financial management, providing a unified data base and analytical interface for searching, reporting and evaluating the university performance in research.
- (e) *A national publication cum citation system* for Arts, Humanities, Social Sciences, Management and Languages may be evolved which could be country specific. Increasing the human resource for research in the form of doctoral and post-doctoral candidates and doubling their number during the 12th FYP by providing attractive Fellowships and employability avenues through national level norms and financial support should be taken up as a priority agenda.

7.1.20 Research Facilities for Science Teachers in State Universities and Colleges

Science research in universities has always been under criticism for not being innovative, original and of high quality. While it is to be mentioned that the main and essential mandate of the universities is to train and produce high quality personnel who enter into the challenging assignments of the dynamic society and to meet with most varied tasks and environments of employment, the fact also remains that good teaching evolves out of good research and where teachers engage themselves in research, the situation is progressive.

A scheme of "Strengthening of Basic Science Research in State Universities and Colleges" was launched during 11th FYP, concentrating on production of high quality Ph.Ds and nurturing of research ambience through strengthening of infrastructure, provision of Research Fellowships and Post-Doctoral Research Fellowships, creation



of networking centres in different disciplines of basic sciences for training through Summer Schools/Winter Schools, etc. In addition to continuing the above special schemes, creation of two national facilities directly under the UGC as Inter University Centres (IUCs) for sophisticated Analytical facility during the 12th FYP need to be established, one each in the northern and the southern regions. These centres will have the mandate of installing and maintaining sophisticated instruments needed for all researchers in Physical, Chemical and Life Sciences in universities and colleges across the country. These centres will also serve as training place by regularly offering specialized short term programmes of 3-4 weeks as summer and winter schools to familiarize young researchers with modern research technologies.

7.1.21 Improved Funding Pattern for UGC-SAP

The SAP programme has been a successful scheme of the UGC and to provide continuity of functioning infrastructure for want of spares annual maintenance contract and similar problems, the UGC needs to amend its regulations to continue the maintenance grant proportionate to the equipment cost sanctioned to these SAP departments.

The UPE/CPE programmes have also given substantial boost to universities and colleges. The slots for UPE & CPE in the 12th FYP need to be increased two times to cover more universities and colleges. Clear-cut time-lines of processing, fund release, fund utilisation and performance evaluation along with a spectrum of merit-based criteria and increased grant-size need to be developed during the 12th FYP.

7.1.22 Research Fellowships

UGC Fellowships for non-NET scholars with a nominal Fellowship to all scholars of M.Phil & Ph.D of ₹ 3,000 and ₹ 5,000 respectively and a contingency of ₹ 10,000 is in vogue only in the Central Universities. This scheme need to be extended to all colleges and universities covered under the SAP/CPE and UPE programmes.



7.1.23 Curbing Plagiarism

One of the measures to curb mediocrity in research, plagiarism and scientific and academic dishonesty is to address this problem by stringent regulations to check plagiarism. Mandatory installation of plagiarism-check software like TURNITIN or any other relevant software in all libraries by UGC funding and an introduction of compulsory check of all thesis and dissertation before they are evaluated would bring in enormous scientific ethics and will control plagiarism.

7.1.24 Maximising the Utilization of Research Facilities of National Institutes/ Laboratories

Utilisation of the enormous expertise in National Laboratories and Institutions specialized in specific disciplines with well established laboratories is yet another area which needs to be exploited for producing high quality specialized scientists and science teachers. The 12th FYP should encourage such collaborations with selected Universities and National Research Laboratories through a Fellowship/Scholarship supported programme. Such programmes shall be based on All India selection of students.

7.1.25 Establishment of NAVRATNA Universities

Some Indian Universities have enormous potential to reach world standards in teaching and research. Identification of such Universities (top ten) based on stringent parameters identified by a Committee of Vice-Chancellors could be taken up during the 12th FYP. The salient features that may determine a University's eligibility to be rated "Navaratna" could be (a) the number of programmes and departments offered in the university, (b) the rate of expansion during the last 5 years, (c) visibility assessed by the number of students seeking admission, (d) plurality and demographic diversity of faculty and students, (e) number of SAP Departments, CAS advancements, National facilities, Centres of Excellence, FIST Programmes, FIST-PURSE,



(f) extramural funding and Research Projects carried out, (g) number and Quality of Publications in Impact factor journals, Average Citation Index, Average H Index, (h) international collaborations. Such top 10 Universities to be identified in the 12th FYP will function under total autonomy and relaxation of rigid regulations in respect of faculty, appointment of overseas Professors and international partnership. Such Universities may have to be provided an annual additional grant of 50.00 crore over and above the normal grant provided for 5 years.



CHAPTER 8

VOCATIONALISATION OF HIGHER EDUCATION

8.1 Vocational Training and University Education

In the context of goals and values of higher education, there has been an understandable pressure for a firmer relationship between post-secondary education, including university education, and vocational training. Complaints are often heard that universities are not sufficiently vocational. In particular, that educated university graduates do not fit easily into the developmental activities of the state and the society; the courses that are taught are not relevant to the requirements of the productive sector. At the same time, there are also strong views that University Education should be holistic, creative, multi-disciplinary and provide the graduates with ability for further pursuit of knowledge. Against the encroaching demands of a market driven logic, a number of educators have argued forcefully that higher education should be defended as both a public good and as an autonomous sphere for the development of a critical and productive democratic citizenry. The point for consideration is how to develop a qualification framework for higher education that provides for relevant vocational experience for some persons and knowledge intensive education for others.

8.2 Issues for Vocationalization

- (a) There are suggestions that India should train its workforce for the world market especially for job markets in the USA, Germany and Australia. It is felt that at present, a major chunk of Indians working abroad is based in the Gulf and the USA and the European markets are closed for them because they do not have degrees to certify special skills. India signed an agreement with the US to ensure that Indians trained in vocational colleges in the country are recognised in the US. It is felt that not only the US, but also Germany, Japan, Brazil and Australia have a dearth of skilled workers.



- (b) India has signed three Memoranda of Understandings (MoUs) with Germany to form "Sector Skill Councils" that would develop trainers. The German Rhine-Main Chamber of Crafts and Trades has signed an agreement with India's Infrastructure Leasing and Financial Services Ltd. (IL&FS) to build 100 training institutes on the Delhi-Mumbai industrial corridor. These will train Indian workers in skills needed by German companies. If the National Vocational Educational Qualification Framework (NVEQF) can set high quality and competency standards, it will help Indians to get jobs easily in foreign countries. The point for consideration is how realistic is this hope? What happens if there are major fluctuations and/or transformation in the job markets of these countries?
- (c) If the vocational programmes are to be introduced, what are the areas where it could be introduced? In the context of the disciplines that are offered in the higher education system, the indications are that the following typology of areas may be considered:
- Manufacturing and Production Sector;
 - Medical and Hospital Testing and Diagnostic Services;
 - Hospitality and Tourism services;
 - Media and Communication Services;
 - ICT Services; and so on.
- (d) Considering the past experience of uncontrolled proliferation of such programmes resulting in lowering of quality, commercialization, and loss of credibility, there should be a modulated approach to these programmes by way of NVEQF, Eligibility Criteria, Number of Institutions, Number of Graduates, etc. for instance:
- the programmes can be offered in a way that out of 120 credits for UG degree 30 should be in a vocational area;



- The vocational programme should be offered in a partnership mode between the approved institution and the relevant production or service industry;
 - The number of institutions and their approved intake should be guided by the market conditions in India and abroad. (For example, 10,000 graduates in Manufacturing, 15,000 in medical Services; 15,000 in Media Services and so on.)
- (e) The proposed programmes can be related to the options at certification levels in the draft NVEQF. However, there can be other qualification options besides Certification such as Regular Degree with credits in Vocational courses, Dual Degree, Integrated Bachelors/Master's degree, Vocational PG degree, and so on. The UGC may draft model curriculum with the help of experts for these different Qualifications. Incentives for adoption of these schemes should be prescribed by the Government of India.
- (f) The trend in the implementation of these schemes should be closely monitored. It is possible that the top 15 to 30 per cent of high school students entering colleges and universities may go for the traditional options without choosing vocational courses. The middle 50 per cent may choose the Academic-cum-Vocational degree options of one form or the other. The bottom 20 to 30 per cent of students may go for certification options.

The area of vocational education requires an in-depth analysis on all aspects covering the entrance to the courses, the curriculum prescription, the methodology of transaction, infrastructural support to offer the programme, procedures of evaluation and certification, employability by the market, possibilities for vertical mobility, etc.



CHAPTER 9

NATIONAL MISSION ON TEACHER EDUCATION

Teacher education has been offered in our country under two sectors, the preparation of teachers for early childhood education, primary and upper primary (elementary) education has been largely dealt by the Departments of Education in the States. Preparation of teachers for secondary including higher secondary stages has been in the domain of higher education, understandably because the B.Ed. and M.Ed. degrees are offered by the university system. There has been as yet no articulated framework for the nature of training which teachers of the higher education system may be required to undergo.

The teacher preparation for early childhood education, primary and upper primary (elementary) education is offered either in stand alone institutions or in the District Institutes of Education and Training (DIETs). These institutions are under the aegis of the State Councils of Educational Research and Training (SCERTs) in respect of the admission, curriculum, evaluation and certification of the teacher training.

The secondary teacher preparation is conducted in Colleges of Teacher Education (CTEs) which may be in the private and / or in the public sector. These institutions prepare teachers for a B.Ed. degree, some of them even do so for M.Ed. degree. The university system largely caters to the M.Ed. programmes with a few universities also offering a B.Ed. programme. As a sequel to the National Policy on Education (NPE), 1986/1992, a centrally sponsored scheme of restructuring and reorganising of teacher education, covering DIETs and CTEs was implemented with clearly defined objectives. Fifty Institutes of Advanced Study in Education (IASEs) were also conceived to perform an over-arching role for the entire domain or elementary and secondary teacher education, including teacher educators.



The Education Commission, 1964-66 visualised the entire spectrum of teacher education to be under the university system to give the status and credentials to this important area of teacher education. This was also to give a holistic development of teacher education, cutting across disciplines and stages of school education. Unfortunately, this has not happened so far. Perhaps a discourse needs to be initiated with the university system to consider the feasibility and the operational strategy of realising this objective.

Meanwhile, very recently, a National Mission on Teacher Education has been under discussion. A mission essentially requires target setting to achieve the set goals. In this connection, in respect of higher education, the issue has to be deliberated. Some aspects relevant for this deliberation are indicated below:

- (a) A study should be undertaken to assess how many teachers in the university system have undergone orientation and training programme in the Academic Staff Colleges (ASCs) of the UGC. What percentage of teachers have been covered so far? What periodicity of training has been achieved? Are existing ASCs sufficient in number to take care of the requirements?
- (b) If the picture is not encouraging, should more ASCs be established? There is already a proposal in the 12th FYP to set up 100 Faculty Development Centres.
- (c) What percentage of college and university teachers have undergone special courses in their specific disciplines to update their knowledge and understanding of the developments in their subjects? Are institutions for offering specialised disciplinary oriented programmes available in number to ensure professional development opportunities to teachers?
- (d) The target of a mission can be set only after a data base of the issues stated above is available so that the mission can be clearly spelt out.

The working group for 11th FYP on teacher education suggested a number of steps to build teacher capacity and capability. Thirty selected centres of State Universities



were to have suitable agenda of action to enable growth of teacher resource and academic support for the same. Professional development of teachers and teacher educators and teacher education curriculum for assessment and evaluation for learning and pedagogy are important areas of designing professional development initiatives. These skills taken together with Inter-University Centres at the national level are expected to be architecture of teacher empowerment so that the skill programmes are further strengthened. Since not much has been done on these recommendations, it is proposed that this action may be commenced in the 12th FYP. Some practical suggestions are reiterated:

- Establishment of Centres of Excellence in Science and Mathematics Education in leading national level institutions, namely Indian Institute of Science, Tata Institute of Fundamental Research etc. for development of specialised cadre of academy of teaching and teacher educators.
- Four Regional Centres of Educational Management may be set up in the Indian Institutes of Management at Ahmedabad, Kolkata and Bangalore and in the National University of Educational Planning and Administration.
- Budgetary provision can be worked out of the proposed initiatives are clearly spell out through discussion amongst the stakeholders of higher education.



CHAPTER 10

ANTICIPATED DELIVERABLES

10.1 Access: Anticipated Deliverables

- (a) At present, there are 289 State funded, 94 Private, 130 Deemed and 43 Central Universities; which all together have an enrolment of about 1.8 - 2.0 million. Out of the 31,324 colleges, only 6,811 colleges are covered by the UGC funding. If the proposal to increase the intake capacities of public-funded and Central Universities is implemented, a minimum of 25% and a maximum of 50% increase is projected through (a) adopting integration of graduate programmes in selected subjects, and (b) increasing intake of existing programmes based on demand and relevance. Even if 50% of the 317 universities increase the total intake by an average of 30%, there will be an increased enrolment by 2,00,000 students in the 317 public funded universities during the 12th FYP.
- (b) The 43 Central Universities, except a few like the Delhi University are functioning with disproportionately low student enrolment compared to the campus area. A 100% increase in intake is feasible in at least 30 of these university campuses. The concept of large campuses for universities need a relook to increase their enrolment at least by 100% of the existing number as the increasing number of institutions and scarcity of land has necessitated a vertical growth rather than a horizontal spread.
- (c) The total number of colleges in the country are reported to be 31,324 with an enrolment of \approx 13 million and if 20,000 of them are covered under Section 12(B) of the UGC Act and included for 'special funding' for expansion and capacity-building, and are given a target of 50% increase in capacities, it can lead to increase in enrolment. Assuming the average strength of a college in



India, to be 400 from the current data, a modest average increase of 200 students per College will result in an increase of about 40,00,000 students in the 20,000 colleges under Section 12 (B).

- (d) If the scheme of the 374 proposed Model colleges during XI Plan in Educationally Backward Districts (EBDs), is taken forward, with a modest entry of 500 students, $374 \times 500 = 1,87,000$ students will get enrolled.
- (e) *New Constituent Colleges to Minimize Regional Disparities:* The alarming imbalance in the ratio of number of colleges to the population of youth in the age group of 18 - 23, is yet another area of concern that the 12th FYP may have to seriously address. In the extreme North Indian region, covering Jammu and Kashmir also have lower percentage of colleges. It could be effectively remedied during the 12th FYP by establishing new Constituent Colleges of Central Universities as given below:

Central India - U.P., Bihar	280
Western India - Gujarat	280
Eastern India	100
North Eastern India	100
Jammu & Kashmir	40
	<hr/>
	800
	<hr/>

- (f) The establishment of 800 new Constituent Colleges by the existing 40 central Universities in several under-represented states of central, eastern, western and north India will result in the additional enrolment of about 3.75 - 4.00 lakh students.
- (g) *College Cluster Universities:* If the present 6,800 colleges under Section 12(B) are clustered with an average of 50 colleges to share their infrastructure/expertise for optimum utilisation in a region specific manner, 140 new College



Cluster Universities can be created. If over the next five years 20,000 colleges are brought under Section 12(B) then 400 new College Cluster Universities will be created with an average of 50 colleges under the purview of each College Cluster University. These are to be created through State legislation and enactment effectively supported by Government of India funding for the scheme. This effort would also result in significant increase in access to quality higher education.

- (h) *The overall expected increase in student enrolment through the above 12th FYP Expansion/Access schemes is projected to be:*

(Enrolment in lakh)

Target set with increase in capacity of State Universities	2.00
Target set for anticipated 20,000 colleges to be brought under Section 12B of the UGC Act	40.00
New Model Colleges - 374 (student strength of 500 / college)	1.87
New Constituent Colleges - 800 with 40 Central Universities, to balance with the population	4.00
20 New Universities	0.20
20 Old Universities	0.60
20 Women's Universities	0.30
400 New College Cluster Universities	4.00
Introduction of Evening Colleges and Evening Universities	10.00
Total	62.97 lakh



10.2 Equity and Inclusion, Anticipated Deliverables

In the 12th FYP, the focus shall be on infrastructure, financial incentives and capacity building to improve access, retention and performance of the students from the marginalized sections. As already pointed out, aspects related to general infrastructure and regional equity have been covered under the Section-I on Access and are not included below. The anticipated deliverables (physical numbers) are given in Chapter 6.

10.3 Quality and Excellence: Anticipated Deliverables

In view of the multifaceted schemes and activities envisaged under Quality and Excellence, programme support for Research Projects, Relevance and Value Based Education, ICT - integration, Governance & Efficiency improvement during the 12th FYP, it is anticipated that (a) the quality of higher education provided to the youth of the country would be comparable in terms of curricular offerings, content and delivery methods to those practiced internationally (b) increase in the employability rate of the human - resources developed through the portals of universities and colleges nationally and internationally (c) quality Ph.Ds and high quality publications in high impact factor journals and with increasing citation indices of individual researchers and institutions (d) promotion of Indian Universities to find their place among top 250 Universities of the world through the international ranking processes, and (e) the Indian University system would make significant progress in performance to the societal welfare and to build the economy of the country.



CHAPTER 11

CONSOLIDATED BUDGET REQUIREMENTS FOR HIGHER EDUCATION DURING THE 12th FYP

This Report on 12th Plan provides the details of the present trends, prevailing issues and challenges, projected goals and the planned strategies with schemes and programmes under the three major heads of Access, Quality and Equity with interlaced components of relevance, value-education and creativity.

The following statement lists, in general, the 11th FYP existing schemes which need to be up-scaled, including incorporating modifications wherever required, and the new schemes proposed for the 12th FYP. The listing has been done category-wise under Access and Expansion, Equity and Inclusion, and Quality and Excellence. The statement provides an overall view of the totality of initiatives and interventions in the area of higher education in the context of the 12th FYP.

Existing Schemes (11th FYP)

S.No.	Sector / Schemes
A.	Access & Expansion
i)	General Development Grants for Central Universities
a)	Development Grants
b)	Moily Committee
c)	Grants for Basic Scientific Research
d)	16 Schemes merged with Development Grants
e)	16 Central Universities in uncovered States
f)	14 WCCUs (including engineering & medical college)



<p>ii)</p> <p>a)</p> <p>b)</p> <p>c)</p> <p>d)</p>	<p>General Development Grants for Deemed Universities</p> <p>Development Grants</p> <p>Grants for 16 Schemes merged with Development Grants</p> <p>Grants for Basic Scientific Research</p> <p>Moily Committee</p>
<p>iii)</p> <p>a)</p> <p>b)</p> <p>c)</p> <p>d)</p> <p>e)</p> <p>f)</p>	<p>General Development grants for State Universities</p> <p>Developments Grants</p> <p>Grants for 16 Schemes merged with Development Grants</p> <p>Grants for Basic Scientific Research</p> <p>Up-gradation of 7 Technical Institutions</p> <p>One time catch up grant to uncovered State Univ.</p> <p>Supporting 150 uncovered state universities</p>
<p>iv)</p>	<p>Grants to Management Department / Faculties / Centres</p>
<p>v)</p>	<p>General Development Grants to Central Universities in NE Region</p>
<p>vi)</p>	<p>General Development Grant to Colleges</p>
<p>i)</p> <p>a)</p> <p>b)</p> <p>c)</p> <p>d)</p> <p>(e)</p> <p>(f)</p>	<p>State Colleges</p> <p>Grants for 16 schemes merged under development grants</p> <p>Establishment of 374 new model degree colleges in Educationally Backward Districts with low (GER)</p> <p>One time catch up grant to uncovered (Non-12 B) college</p> <p>Supporting 6000 uncovered state colleges</p> <p>Additional Assistance to about</p> <p>160 already covered Universities</p> <p>5500 already covered Colleges</p>



ii) (a) (b)	Colleges of Central Universities General Development grants Merged Schemes
iii)	General Development Grants to State Universities and Colleges in NE Region
B.	Equity and Inclusion
(a) i) ii) iii) iv) v) vi) vii) viii)	Gender Equity Women Hostel for Colleges Women Studies Capacity Building for women managers in Higher Education Improved Infrastructure and Facilities for Women Indira Gandhi Scholarships for Single Girl Child Pursuing Post-Graduate Education Women's Studies Centres in universities and colleges Indira Gandhi PG Scholarship for Single Girl Child Post Doctoral Fellowship for Women
(b) i) ii) iii) iv) v) vi) vii) viii)	Social Group Equity PG Scholarships for Students belonging to SC/ST/Minorities Schemes for Promotion of higher education to Minorities Establishment of Equal Opportunities Cell (EOC) Establishment of Residential Coaching Academy for Minorities/SC/ST and Women Post Doctoral Fellowship for SC/ST/Minorities Candidates PG Scholarship for Professional courses for SC/ST/Minorities Candidates Research Fellowships for SC/ST Students Schemes for Remedial and Coaching Classes for SC/ST/OBC/Minority Students through Universities and Colleges



ix)	Schemes for NET and Entry to Public Services Coaching Classes for SC/ST/OBC/Minority Students
x)	Centre for the Study of Social Exclusion and Inclusive Policy
(c)	Differently-abled
i)	Infrastructural Support to Improve Access for Differently-Abled Students
ii)	Support to differently-abled students (such as escorts and readers)
C.	Quality and Excellence
i)	Autonomous Colleges
ii)	Universities with Potential for Excellence
iii)	Colleges with Potential for Excellence
iv)	Special Assistance Programme (SAP)
v)	ASIST/ASHIH
vi)	Raj Bhasha
vii)	Travel Grant
viii)	Cultural Exchange Programme
ix)	Academic Staff Colleges
x)	Postdoctoral Fellowships
xi)	Inter University Centres (including NAAC & CEC) including Five New Centres
xii)	Innovative Programmes
xiii)	Centres with Potential for Excellence in particular areas
xiv)	National Facilities
xv)	PIHEAD
xvi)	Promotion of IPR Awareness & Facilitation for patents
xvii)	Faculty improvement programme (colleges)
xviii)	Internal Quality Assurance Cells in Universities
xix)	Special Honorarium to the fellow of at least two of the academies identified by UGC



xx)	ENCORE
xxi)	Instrumentation Maintenance Facility (IMF)
xxii)	Sports Infrastructure & equipment in Universities
xxiii)	Sports Infrastructure & equipment in Colleges
xxiv)	Research Scientists
xxv)	Junior Research Fellowship
xxvi)	Fellowship under Engineering & Technology
xxvii)	PG Scholarship for ME/M Tech. Students
xxviii)	PG Scholarship for Rank Holders
D.	Research Projects
i)	Major Research Projects (including Minor Research Projects at Head Office)
ii)	Minor Research Projects
iii)	Research Awards to Teachers
iv)	Workshops/Seminars/Conferences
v)	Emeritus Fellowship
vi)	Strengthening of Basic Sciences Research
E.	Relevance and Value Based Education
i)	Career Orientation to Education including Career Counselling Cells
ii)	Area Studies
iii)	Centres for Studies in Social Exclusion & Inclusive Policy (including new centres).
(iv)	Non-Formal Education, including Special Studies/Adult Education/Women Studies/Population Education
a)	Special Studies on Epoch Making Social Thinkers
b)	Adult Education
c)	Population Education
v)	Value Education and Human Rights



vi)	Promotion of Yoga Education and Practice & Positive Health in Universities CU/SU/DU
F.	ICT Integration
i)	ICT infrastructure & tools for Universities
ii)	Automation of University Libraries
iii)	Electronics submission of Thesis (INFLIBNET)
G.	Governance & efficiency improvement
i)	Incentives for resource mobilization

New Schemes (12th FYP)

S.No.	Sector / Schemes
A.	Access and Expansion
(a)	Rashtriya Uchch Shiksha Abhiyan (RUSA) as a mission mode national program for enhancing access to achieve 25% GER
(b)	Establishment of 400 College Cluster Universities
(c)	Establishment of 800 Constituent colleges in 40 central universities
(d)	Increasing intake in 20000 colleges by evening college system & including them under section - 12B of UGC Act
(e)	Increasing intake in University teaching departments through evening programmes
(f)	Establishment of 20 Women Universities
(g)	Integration of UG/PG programmes in Universities - strengthening of infrastructure
(h)	Support to autonomous colleges
(i)	Starter Grant to new universities by upgradation CPE/Autonomous/NAAC A Grade Colleges



(j)	Construction of Hostel/Guest House
(k)	Establishing ten (10) Meta - University Complexes in regional locations on a PPP model
(l)	Starter grant to establish State Higher Education Councils in all States
B.	Equity and Inclusion
i)	Transport/Rent allowance for rural girl students more than 10 Km from institution
ii)	Higher Education Stipend for Girls Students (Means tested; first three in any course/programme)
iii)	Scholarships for Muslim & OBC students for graduate/PG studies
iv)	Research Fellowships for Muslim & OBC Students
v)	Post Doc Fellowships for SC/ST/Muslim & OBC Students
vi)	Book bank scheme for socially and economically deprived students (2 books per student)
vii)	Student Scholarship Scheme for SC/ST/OBC & Muslim students for joining Public/Private Professional Courses (Covering College fees and subsistence)
viii)	Scholarships for Differently-abled students pursuing graduate/post graduate courses (Means tested)
ix)	Special centres for Development and Dissemination of Suitable Educational Technologies and Material for the Differently-Abled
x)	Teaching Support to Visually Impaired and Other Differently-Abled Teachers
C.	Quality and Excellence
i)	Establishment of one pace-setting College in each district with 100% financial support from the UGC, either new or by upgrading of an existing college.
ii)	Widening the Scope of the existing Area Study Centres and establishing Additional Centres in specified knowledge domains to create global expertise.



iii)	Establishment of 100 Faculty Development Centres (FDCS) (upgradation of 66 ASCs & 34 new FDCs in Universities)
iv)	Establishment of 10 New Leadership Development Centres
v)	Inter University Research Institutes Policy and Evaluation
vi)	Research fellowship in Humanities and Social Sc. for meritorious Students
vii)	Promotion of indigenous languages and book policy
viii)	Inclusion of Scholarships to Non-NET qualified candidates for M.Phil and Ph.D
D.	Research Projects
i)	Establishment of 10 University housed Networking Centres for Research & Consultancy
ii)	Strengthening of Social Sciences and Humanities Teaching and Research Activities
E.	ICT Integration
i)	Digital Repository in University & College Libraries
ii)	Internet Connectivity and NKN Portals to Universities and Colleges
iii)	e-content Development
iv)	Digitization of Doctoral Theses
F.	Governance & efficiency improvement
(i)	Restructuring of UGC and its Governance with e-governance as end to end Solution
(ii)	e-governance of Higher Education in Universities & Colleges
(iii)	Training for Academic Administrators of Universities, Colleges, UGC Officers

Note: The above mentioned schemes are suggestive of the significant thrust areas for the 12th FYP. Any other area of emerging concern can be incorporated as a new Scheme and provided for within budgetary provisions.



The overall budgetary provisions in respect of initiatives to be launched for achieving the stated goals and objectives in respect of Access, Equity and Quality are outlined in Table 23.

Table 23: Area-wise Budgetary Provisions

S. No.	Sector / Schemes	Proposed Allocation (₹ in crore)
1.	Enhancing Aggregate Access	1,44,350
2.	Equity	16,260
3.	Quality and Excellence	11,140
4.	Research Projects	5,350
5.	Relevance and Value Based Education	1,240
6.	ICT Integration	4,450
7.	Governance & efficiency improvement	1,950
	Total Projected Requirements	1,84,740

The above financial estimates have been worked out on the basis of requirements for continuing the existing schemes in respect of access, equity and quality after their requisite up-scaling. The proposed estimates also include the financial requirements of implementing the proposals for the new schemes. The financial costs in respect of the above have been worked out diligently taking into account the various facets of the tasks required for implementation of each scheme.



CHAPTER 12

IMPLEMENTATION & MONITORING MECHANISM

Besides routine monitoring of schemes, there is a pressing need to evaluate and integrate recommendations from various Reports commissioned by a variety of Committees of the UGC, the MHRD, and by independent researchers to ensure a more comprehensive evaluation of various dimensions of higher education in India, including equity in access, in the quality of education and in attainment.

While the existing monitoring structure for elementary education includes the annually updated *District Information System for Education*, DISE, database (as well as NCERT surveys etc.), no equivalent database is available to monitor higher education in the country. The Higher Education Survey commissioned by the MHRD promises to be a valuable exercise, but it is presently undertaken as a one time task.

The Equal Opportunity Cells (EOCs) in the universities and colleges should work with the Internal Quality Assessment Cells (IQAC) to monitor the social diversity in the composition of the institution, the status of implementation of legally mandated reservation as applicable, progress in the implementation of schemes, educational performance of the SC/ST/Minority and OBC (non-creamy layer) students. There should be appropriate publicity of the schemes for all backward communities so that they can avail themselves of the facilities. The progress on the above parameters should be put on the website.

The UGC should monitor the performance of the equity parameters through its Standing Committees. The entire performance - review process would get modernized through transparent, objective, ICT mediated "Educational Progress Monitoring software with random sampling of visit - based monitoring committees. Final collation of ICT - based evaluation with those of visiting committee reports would



provide real-time situation of programme performance. Empowered committee-based monitoring of time bound implementation of the UGC - 12th Plan Schemes on Quality would become a built-in process. Research integrity and ethics would be authenticated through anti-plagiarism software as a routine and mandatory process in all Universities and Higher Education Institutions. Progress evaluation, midterm correction, performance based incentives and competitive merit based funding would with 360 degree monitoring process.

In order to ensure that the 12th FYP implementation in the area of higher education overcomes the lacunae and bottlenecks encountered during the 11th FYP, the following measures are recommended:

- (a) There is need to strengthen the UGC with additional technology-savy staff at all levels especially at the levels of Section Officers and Education Officers, besides bringing in e-governance and Information and Communication Technology (ICT) as an end to end solution to facilitate paper-less administration and transparency. This is an imminent need as the Commission has not been able to cope up with the pressure of work and time and as a consequence, there are enormous delays in the implementation of the schemes under the Plan period. A technically competent & empowered Task Force need to be constituted to develop the new higher education management system which must be made, as the Monitoring committee to oversee the fast-track implementation of the good-governance programme.
- (b) It will be equally important to design a monitoring mechanism for timely/ effective implementation and quality evaluation of the Developmental schemes of the 12th FYP.
- (c) It would be ideal to constitute a National level Empowered Monitoring Committee with representation of UGC-Chairman along with its Bureau Heads, Joint Secretaries at the Ministry, a panel of higher education expert members



who are involved in the preparation of the 12th FYP Working Paper. The Committee should be chaired by either the Hon'ble Minister or the Secretary, Higher Education, Government of India. While the National Committee shall meet at least once in three months to monitor the implementation of the various schemes, theme-based sub committees can have monthly monitoring meetings with set targets/milestones to be achieved and to be reported to the National committee. The Committee shall have the power to resolve any issues which may arise from time to time and to take such steps that would remove the bottlenecks instantaneously.

- (d) It is extremely necessary to create an authentic data base for the greater good of the Indian higher education system. Hence it becomes imperative that necessary steps should be undertaken to set up an integrated mechanism for collection and analysis of information relevant to education policy. Here are some measures that require urgent attention in the 12th Plan:
- National Data Bank on Higher Education.
 - Creating Diversity in Higher Education Index (DHEI), and Equity in Higher Education Index (EHEI).
 - Establishment of a National Monitoring Cell (NMC) under the UGC.



LIST OF PARTICIPANTS

List of MHRD officials

1. Mrs. Vibha Puri Das, Secretary (HE)
2. Sh. R.P. Sisodia, Joint Secretary
3. Sh. G.S. Bothyal, Joint Secretary
4. Ms. Shakila Samsud

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5. Prof. J.A.K. Tareen, Vice Chancellor, Pondicherry University
6. Prof. K.B. Patil, Vice Chancellor, North Maharashtra University, Jalgaon
7. Prof. (Dr.) Mamta Ray, Pro-Vice Chancellor, Calcutta University
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11. Sh. C.K. Khaitan, Principal Secretary (HE), Government of Chhattisgarh
12. Prof. A.K. Singh, Vice Chancellor, Allahabad University, Allahabad
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34. Principal Secretary (HE), Government of West Bengal
35. Principal Secretary (HE), Government of Haryana
36. Commissioner (HE), Government of Manipur
37. Principal Secretary (HE), Government of Bihar
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39. Dr. K. Gunasekaran, Additional Secretary-I, UGC
40. Dr. C.S. Meena, Joint Secretary, UGC
41. Dr. K.P. Singh, Joint Secretary, UGC
42. Dr. (Mrs.) Archana Thakur, Deputy Secretary, UGC



ANNEXURE-2

LIST OF UGC MEMBERS

S.No.	Name	
1.	Prof. Ved Prakash	Chairman (Acting)
2.	Mrs. Vibha Puri Das, Secretary (HE), MHRD	Member
3.	Mrs. Vilasini Ramachandran, Spl. Secretary, Department of Expenditure	Member
4.	Prof. K. Ramamurthy Naidu	Member
5.	Prof. (Dr.) Xavier Alphonse, SJ	Member
6.	Dr. Vidya Yeravdekar	Member
7.	Prof. Achyutananda Samanta	Member
8.	Prof. (Dr.) Seyed E. Hasnain	Member
9.	Prof. Meenakshi Gopinath	Member
10.	Prof. Indu Shahani	Member
11.	Prof. Yogendra Yadav	Member

