Report to the People on Education

2009-10

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Ministry of Human Resource Development
Government of India
New Delhi
INDIA

July, 2010

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Foreword

It gives me great pleasure to present this report on education to the people of India. This is a part of the commitment of the government to be accountable and transparent in its functioning and responsive to the needs and priorities of the people in a democracy like ours.

We all recognize the importance of education as the foundation and building block for achieving national objectives and building a more inclusive, equitable & sustainable society. India has a demographic advantage with a large population of young people. But this advantage can only be realised if opportunities for youth expand on a massive scale through the medium of education.

Sustained efforts, strategic planning and creative thinking will be critical to devise appropriate policies and measures to enable India emerge as a knowledge economy to reckon with, and a global leader.

The three pillars of education are expansion, inclusion and excellence. The enactment of "The Right of Children to Free and Compulsory Education Act, 2009" will bring access to quality education to an estimated 8.1 million children presently out of school. The Act provides for quality education through qualified teachers and seeks to provide learning opportunities to children in a stress free environment. This has been supplemented with Rashtriya Madhyamik Shiksha Abhiyan for universalisation of education at the secondary level. The government has also launched Sakshar Bharat Mission with focus on Female Literacy.

These efforts at the elementary and secondary education are expected to provide a critical mass of students to enter the portals of higher education.

The aim of the planning process is to increase the GER of Higher Education from 12.4% to 15% by the end of the XI Five Year Plan and 21% by the end of the XII Five Year Plan.

Apart from committing adequate budgetary resources for expansion of infrastructure related to higher education and creation of new institutions of learning, the government has also embarked upon series of reforms in the higher education sector. This includes legislative proposals recently introduced in Parliament which aim at providing mandatory accreditation system to ensure quality assurance and certification of institutions and programmes of study; preventing, prohibiting and punishing educational malpractices as also the proposal to establish Educational Tribunals. A legislative proposal to regulate entry and operation of foreign providers in education has also been introduced in Parliament. Further, an overarching regulatory body for higher education is also under consideration.

A National Mission on Education through ICT has been launched to link thousands of degree colleges and departments within the Universities. Special measures are being taken to promote quality of research and development of faculty across the educational institutions. There is an effort to incentivise innovation and creativity at all levels and look at alternative models of financing education and research to complement government efforts.

This report mirrors some of these initiatives and presents the progress made by the Ministry of Human Resource Development with the cooperation of State Governments and other stakeholders. I am confident that the report will raise constructive debate on various aspects of policies and strategies to reach our objective of providing quality education to all, irrespective of their paying capacities. I appeal to all the stakeholders including educational administrators, planners, teachers community based organizations, NGOs, experts, parents, students and the media to join in this task of nation building through education.

(Kapil Sibal)
Minister of Human Resource Development

Acknowledgements

Executive Summary

The Hon'ble President of India in her address to the Joint Session of the Parliament on 4th June, 2009 while outlining the broad areas of priority of the Government, mentioned the commitment to provide to the people of India five Annual Reports on Education, Health, Employment, Environment and Infrastructure to generate a national debate.

Ministry of Human Resource Development being nodal department of education has been entrusted with the responsibility of preparing Report to the People on Education. The present Report is the first in its series. The Report has been prepared in consultation with the Planning Commission and in accordance with the guidelines issued by Committee of Secretaries from time to time.

The Report to the People on Education covers the issues falling under the mandate of Department of School Education and Literacy and Department of Higher Education. The Report seeks to inform the people about the ongoing efforts of the Central Government in the education sector and aims to initiate a discourse and discussion among the people on policies, programmes, strategies and challenges that the education sector faces in the task of nation building.

The Report presents an overview of all sectors of Education viz. Literacy, Elementary Education, Secondary Education and Higher and Technical Education and delineates the strategies being pursued by the Ministry for promoting access with equity and quality in Education. The Report is in four parts.

Part I of the report brings out the Vision of the Ministry and the Mission of both the Departments. It summarizes the current policy initiatives and focuses on challenges of future.

Part II of the Report discusses the initiatives relating to Literacy and School Education. The Report enumerates number of initiatives taken by the Government like launch of Saakshar Bharat, strengthening of Jan Shiskshan Sansthan (JSS) and Adult & Continuing Education programme. The report stresses that focus of attention will be to achieve literacy in the age group of 15-35 with renewed focus on the socially and educationally backwards blocks and members of Scheduled Castes, Scheduled Tribes, minorities and women.

The Report highlights that the Central Government fulfilled an important commitment to the people on 27th August 2009, when Parliament passed a landmark Bill providing for free and compulsory education to all children aged 6-14 years. The notification to enforce Article 21A of the Constitution and the corresponding legislation as 'Right of Children to Free and Compulsory Education Act 2009' has come into effect from 1st April 2010. The Report also underlines the improvement in Gross Enrolment Ratio (GER), Gender Parity Index, enrolment of children in schools, improvement of teacher-pupil ratio etc. achieved by the Government's flagship programme "Sarva Siksha Abhiyan". The report mentions that the GER has increased to 114.61 at the primary level and to 77.50 percent at upper primary level in 2007-08.

The dropout rate has considerably come down to 25.55% in 2007-08 at primary level. The Report mentions the improvement made in the Mid-Day Meal Programme during 2009-10 including the revision of food norms for upper-primary children and revision of cooking costs. It also mentions the National Curriculum Framework on Teacher Education (2009) which is a major step forward in the process of reforming the curriculum, syllabus and overall quality of the various teacher education courses.

With the increase in number of students transiting from elementary to secondary education Universalization of Secondary Education has become an important goal so as to achieve universal access by the year 2017 and universal retention by 2020. The report has underlined the steps and initiatives of the Government for achievement of this goal. The Rashtriya Madhymik Shiksha Abhiyan (RMSA), aims to increase enrolment ratio by strengthening of existing schools, opening of new secondary schools and appointment of teachers.

The examination reforms of making class 10th exam optional by the Central Board of Secondary Education from 2010-11, introduction of grading system and Continuous and Comprehensive Evaluation (CCE), development of Secondary Education Management Information System (SEMIS) as data base for secondary education, Scheme for Integrated Education for Disabled Children (IEDC), Vocationalization of secondary education, launch of national curricular framework of teacher education launched in 2009-10, evolving Public Private Partnership (PPP) models in school education and use of Information and Communication Technology (ICT) in Secondary schools, are some of the other issues mentioned in the report.

Part III of the Report discusses the initiatives relating to Higher Education. The report gives an overview of the progress in terms of increase in enrolment ratio, faculty strength, and opening of new Universities etc. Opening of 16 new Central Universities, new Degree Colleges, Indian Institutes of Management (IIMs), Indian Institutes of Technology (IITs), National Institutes of Technology (NITs) and initiatives in Distance learning have been highlighted as part of Government's endeavor to improve access to higher education. Sub-Mission on Polytechnics has been mentioned for promoting vocational education.

Measures for equity and inclusion in Higher Education like OBC reservation, education of Scheduled Castes and Scheduled Tribes, education of women, persons with disabilities, educational advancement of minorities and interest subsidy on educational loan for students belonging to weaker sections, have been marked out in the Report.

Coordination and determination of standards in institutions for higher education or research and scientific and technical institutions, is a constitutional obligation of the Central Government. Government's initiatives such as academic reforms, National Mission on Education through ICT, professional development of faculty, Technical Education Quality Improvement Programme (TEQIP-II), review of Institutions deemed-to-be universities, amendment of Copyright Act, 1957 to encourage creativity, have been highlighted in the Report.

The Report discusses major reform initiatives such as the proposal for setting up of National Commission/Council for Higher Education and Research (NCHER). It also mentions the recent legislative proposals for mandatory accreditation of higher educational institutions; prevention, prohibition and punishment of unfair practices in educational institutions; and setting up of Educational

Tribunals as also the legislative proposal to regulate entry and operation of foreign educational institutions which have recently been introduced in Parliament on 3rd May 2010.

Part IV of the Report discusses the issues relating to financing and conclusions including the challenges in the field of higher education of incentivising the States to open more institutions, addressing the shortage of faculty, use of ICT and innovative measures to better utilize the existing resources as also the need to provide avenues for vocational education through the sub-mission on polytechnics.

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Part I
Introduction

Introduction

1.1 Education: Vision and Goals

India has emerged as a global leader and a strong nation at the turn of this century. Education is the key to the task of nation building as well as to provide requisite knowledge and skills required for sustained growth of the economy and to ensure overall progress. The Indian education system recognizes the role of education in instilling the values of secularism, egalitarianism, respect for democratic traditions and civil liberties and quest for justice. It aims at creating citizens equipped with necessary knowledge, skills and values to build a inclusive, just and progressive society.

India is a nation of young people - out of a population of above 1.1 billion, 672 million people are in the age-group 15 to 59 years, which is usually treated as the "working age population". It is predicted that India will see a sharp decline in the dependency ratio over the next 30 years, which will constitute a major 'demographic dividend' for India. In the year 2001, 11% of population of the country was in age group of 18-24 years which is expected to rise to 12% by the end of XI Five Year Plan. This young population should be considered as an invaluable asset which if equipped with knowledge and skills, can contribute effectively to the development of the national as well as the global economy. Our vision is to realize India's human resource potential to its fullest in the education sector, with equity and inclusion.

The Report of the Education Commission (Kothari, 1964-66) which was titled as '*Education and National Development*', set a number of goals to be pursued: "To bring about major improvement in the effectiveness of primary education; to introduce work-experience as an integral element of general education; to vocationalise secondary education; to improve the quality of teachers at all levels and to provide teachers in sufficient strength; to liquidate illiteracy; to strengthen centres of advanced study and strive to attain, in some of our universities at least, higher international standards; to lay special emphasis on the combination of teaching and research; and to pay particular attention to education and research in agriculture and allied sciences." These assertions reiterated by the National Policy on Education – 1986 and the accompanying Programme of Action (modified further in 1992) have continued to guide all programmes in the education sector.

The three pillars of education are expansion, inclusion and excellence. Our Vision is to realize India's human resource potential to its fullest, with equity and excellence. The Mission of the two Departments within the Ministry of Human Resource Development, viz., the Department of School Education and Literacy and the Department of Higher Education are as follows:

Department of School Education & Literacy

(i) Reinforce the national and integrative character of education in partnership with States/UTs.

(ii) Improve quality and standards of school education and literacy towards building a society committed to Constitutional values.

(iii) Provide free and compulsory quality education to all children at elementary level.

(iv) Universalise opportunities for quality secondary education.

(v) Build a fully literate society.

Department of Higher Education

(i) Provide greater opportunities of access to higher education with equity to all the eligible persons and in particular to the vulnerable sections.

(ii) Expand access by supporting existing institutions, establishing new institutions, supporting State Governments and Non-Government Organizations/civil society to supplement public efforts aimed at removing regional or other imbalances that exist at present.

(iii) Initiate policies and programmes for strengthening research and innovations and encourage institutions –public or private – to engage in stretching the frontiers of knowledge.

(iv) Skilled development so as to reap the benefits of the demographic advantage of the country.

(v) Promote the quality of higher education by investing in infrastructure and faculty, promoting academic reforms, improving governance and institutional restructuring.

(vi) Engage with civil society, state governments and with the international community in furtherance of knowledge, language and culture.

1.2 Education in a Changing Global Scenario

In the present context, education policies and strategies have to reckon with emerging challenges and opportunities that come from increasing globalization. The task of nation building has to take into account increasing demand for certain professional skills and knowledge that is linked to the labour market. A globalized world will ultimately require the outsourcing of human skills in regions which will witness a 'demographic deficit'. Skilled human capital will have to be imported to certain regions to sustain economic growth. This can offer tremendous opportunities for employment and growth provided the youth are equipped with requisite knowledge and skills.

Globalisation imposes new ways of thinking by researchers, teachers and administrators in the process of creation, dissemination and the management of knowledge.

In this era of Globalization and Internationalization of education, there will be impetus to mobility of people including students, teachers and researchers. The main challenge, therefore, is to provide the requisite opportunities through investment in schools, colleges and universities. The access to quality education for all will create an environment whereby the fruits of development and growing opportunities are available to all sections. A further challenge is to ensure that the foreign institutions coming to India also fit in with the developmental goals of our nation.

Faced with the complexity of current and future global challenges, institutions of education have the social responsibility to advance our understanding of multifaceted issues, which involve social, economic, scientific and cultural dimensions and our ability to respond to them. To do so, institutions must increase their interdisciplinary focus and promote innovative

thinking which contributes to the advancement of peace, well being and development, and the realization of human rights, including gender equity.

1.3 Current Policy Initiatives

In line with the goal of nation building, India has been committed to providing free and compulsory education to all children. Towards this end, Indian Parliament has enacted a legislation making free and compulsory education a Right of every child in the age group 6-14 years which has come into force from 1st April, 2010.

Rashtriya Madhyamik Shiksha Abhiyan has been launched recently as a step to universalize secondary education. Simultaneously, efforts are being made to create a robust and vast system of higher and technical education. Building upon the existing capacities and recognizing the immense contribution to nation building that the large network of educational institutions has made in the post independent India; the country has embarked upon a second phase of expansion and establishment of centres of excellence in higher education. It is envisioned that strengthening the two ends of the spectrum, namely, elementary education and higher/technical education would help in meeting the objectives of expansion, inclusion and excellence in education.

The Central Advisory Board of Education (CABE) is the highest advisory body to advise the Central and State Governments in the field of education. Recent years have seen certain important committees and commissions deliberate on education. National Knowledge Commission (2006) Report on higher education supports a strong reform agenda through public investment. Recently, the report of the committee on renovation and rejuvenation

> **Box 1.1: Excerpts from PM's Address to the Nation on the Fundamental Right of Children to Elementary Education April 1, 2010**
>
> "About a hundred years ago a great son of India, Gopal Krishna Gokhale, urged the Imperial Legislative Assembly to confer on the India people the Right to Education
>
> About ninety years later the Constitution of India was amended to enshrine the Right to Education as fundamental right.
>
> Today, our Government comes before you to redeem the pledge of giving all our children the right to elementary education. The Right of Children to Free and Compulsory Education Act, enacted by Parliament in August 2009, has come into force today.
>
> Education is the key to progress. It empowers the individual. It enables a nation.
>
> It is the belief of our government that if we nurture our children and young people with the right education, India's future as a strong and prosperous country is secure.
>
> I was born to a family of modest means. In my childhood I had to walk a long distance to go to school. I read under the dim light of a kerosene lamp. I am what I am today because of education.
>
> I want every Indian child, girl and boy, to be so touched by the light of education. I want every Indian to dream of a better future and live that dream.
>
> Let us together pledge this Act to the children of India. To our young men and women. To the future of our Nation."

of higher education (Yashpal Committee) has recommended protecting the intellectual autonomy of educational institutions and the creation of an all-encompassing National Commission for Higher Education and Research (NCHER) to replace or subsume the existing regulatory bodies. The report talks about the concept of a university as a place where research and teaching become two important pillars of the creation of knowledge and should go together. It should provide practical training to the people that should be based on new knowledge and in response to social and personal needs. Most importantly, university should allow for the diverse growth of knowledge and should not lead to fragmentation of knowledge. It is, therefore, recommended that normally, no single discipline or specialized university should be created. There is also an idea that undergraduate programs should be restructured to enable students to have opportunities to access all curricular areas with fair degree of mobility.

The government has already initiated steps in the direction of implementing some of the recommendations.

1.4. Emerging Challenges and Future Directions

New dimensions like the issues relating to curriculum, governance, quality standards, and financing and management of education are being added to the list of needed reforms. The present challenge is to inculcate values, skills and knowledge that help in the task of nation building as well as to create citizens with a global outlook. Governance related challenges relate to improving the efficiency of higher education institutions while retaining their intellectual and

functional autonomy. The aims of excellence and inclusiveness should not be seen as mutually contradictory, rather quality concerns should expand to take into account the objectives of equity. The public provisioning of education has to be supported and complemented with private initiatives including both domestic and foreign providers with necessary mechanisms to ensure quality of education. There are, however, some structural issues that need to be sorted out. The problem of shortage of faculty and modern infrastructural facilities in state universities and colleges needs to be addressed. Teachers are the backbone of the education and their motivation and commitment to deal with the challenges of education is absolutely necessary. Last but not the least, the civil society has to come forward to share the responsibility in government's endeavour to put education to the task of nation building.

1.5. Objectives and Schema of the Education Report to the People

The present education report to the nation is aimed at informing people regarding the policies, programmes and measures being taken by the government. Further, it is aimed to create a public discourse related to policies, strategies and challenges that confront this sector today. It is expected that such discourse will lead to constructive feedback, valuable suggestions and necessary corrective measures for planning and policy design. The report is presented in four parts.

Part II of the report is devoted to School Education & Literacy and Part III deals with Higher Education followed by Part IV Conclusions and Way Forward..

Part II
School Education and Literacy

Section 2

Literacy: At the Heart of Basic Education

2.1 Introduction: Towards Universal Literacy

Literacy is at the heart of basic education for all, and of all human capabilities. Basic literacy is essential for eradicating poverty, reducing child mortality, curbing population growth, achieving gender equality and ensuring sustainable development, peace and democracy. Universal literacy also has special significance for those who have been historically deprived of access to education. Besides empowering youth adults through a variety of educational programmes, achieving universal adult literacy is fundamental goal of Adult and Continuing Education. In fact, beginning with basic literacy programmes, activities in the sector view education in a lifelong learning perspectives contributing to not only enhancing reading and writing capabilities, but also imparting a comprehensive set of life skills that enable them to access all developmental resources.

2.2 Female Literacy and Women Empowerment

The Government had announced in May, 2009 that literacy would be its key programme instrument for emancipation and empowerment of women. Efforts of the Government to give impetus to school education, health, nutrition, skill development and women empowerment in general are impeded by the continuance of female illiteracy. Government expects increase in female literacy to become a force multiplier for all other social development programmes. However, this is only the instrumental value of female literacy. Its intrinsic value is in emancipating the Indian woman through the creation of critical consciousness to take charge of her environment where she faces multiple deprivations and disabilities on the basis of class, caste and gender.

In the context of Government's overall policy aimed at empowerment of women and in recognition of the fact that literacy, especially female literacy, is a pre-requisite to socio-economic development, it was considered imperative that the National Literacy Mission (NLM), as a programme instrument, be recast with an enhanced focus on female literacy. Government also wished the new mission to take cognizance of considerable demand for female literacy generated on account of large scale changes at the grassroot level and the new opportunities that have been created over the past several year, most notably, the increasing vibrancy of Panchayati Raj Institutions (PRIs), the shift to the model of Self – Help- Groups (SHGs) that operate through collectivities for self-employment programmes, the massive new organisational capital being forged again through work collectives such as in The Mahatma Gandhi National Rural Employment Guarantee Act (MNREGA), Joint Forest Management Groups etc.

2.3 Launch of Saakshar Bharat

The campaign for total literacy that began with the launch of National Literacy Mission (NLM) in 1988 has now completed two decades. During this period, literacy rates have moved up from 43.57% in 1981 to 64.84% in 2001. A new Census is to take place in 2011 when

the current status of literacy would be known. 2001 Census shows male literacy is over 75% while female literacy remains at an unacceptable level of 54%. The literacy rate among adult female is all the more alarming as merely 47.82 % women in this age group are literate.

The President, in her address to the Parliament, articulated the agenda for the government for the period from 2009-2014, made an important policy announcement that "government will recast the National Literacy Mission as a National Mission for Female Literacy to make every woman literate in the next five years".

In the context of government's overall policy aimed at empowerment of women and in recognition of the fact that literacy is a pre-requisite for socio-economic development, the National Literacy Mission has been recast as "SAAKSHAR BHARAT" with prime focus on female literacy. This flagship programme of the Government will cover all adults in the age group of 15 and beyond though its primary focus will be on women. The scheme has not only been relieved of the shortcomings noted in its preceding editions, but also, several new features added to it. Basic Literacy, Post literacy and Continuing Education programmes, will now form a continuum, rather than sequential segments. Besides, the volunteer based mass campaign approach, provision has been made for alternative approaches to adult education. Jan Shiksha Kendras (Adult Education Centres) (AECs), will be set up to coordinate and manage all programmes, within their territorial jurisdiction. State Government, as against the districts in the earlier versions, and Panchyati Raj institutions, along with communities, will be valued stakeholders. Vigorous monitoring and evaluation systems will be installed. Last, but not the least, budgetary support has been enhanced substantially.

The Mission has four broad objectives, namely:

i.   Impart functional literacy and numeracy to non-literate and non-numerate adults
ii.   Enable the neo-literate adults to continue their learning beyond basic literacy and acquire equivalency to formal educational system
iii. Impart non and neo-literates relevant skill development programmes to improve their earning and living conditions
iv.   Promote a learning society by providing opportunities to neo literate adults for continuing education

The principal target of the mission is to impart functional literacy to 70 million adults in the age group of 15 years and beyond. Auxiliary target of the mission is to cover 1.5 million adults under basic education programme and equal number under vocational (skill development) programme. Within these targets, the Mission will primarily focus on, but not limited to, women. Schedules Castes (SCs), Scheduled Tribes (STs) Minorities, other disadvantaged groups and adolescents in rural areas in low literacy States will be other focused groups. For each focused group and area, there will be a specific target and for each target, an explicit approach and strategy.

Category wise Targets under Literacy Programme by 2012 (in millions)
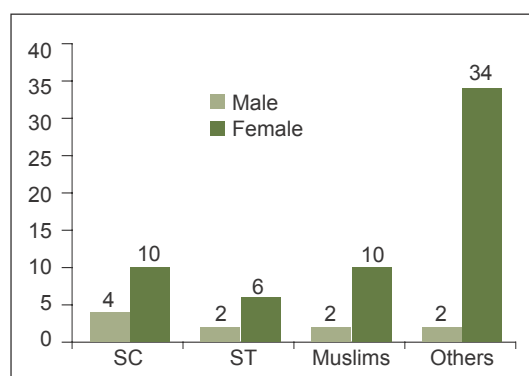
2.4. Adult and Continuing Education: Progress in 2009-10

Saakshar Bharat

The programme has been rolled out in 167 districts in 19 States to cover 3.83 crore non literates in over 80,000 gram panchayats under basic literacy programme and to establish 81,007 adult education centers, one each in a gram panchayat, under the Continuing Education component. Grant-in-aid of Rs. 325.98 crore has been released to 19 States as the first installment of the Central share. To make the implementation effective the fund management system has been reformed, web based planning and monitoring undertaken, workshops and orientation programmes were organized during 2009-10. Task Forces have been constituted to consider and deliberate upon different aspects of Saakshar Bharat and to devise target specific strategies for effective implementation of the programme.

Scheme of Assistance to Voluntary Agencies for Adult Education & Skill Development

In order to promote adult education & skill development through the voluntary sector, support to Voluntary Agencies (VAs) was so far being extended through two schemes, namely, (i) Assistance to Voluntary Agencies in the field of Adult Education and (ii) Jan Shikshan Sansthans. With effect from 1st April, 2009, both these schemes have been merged and a modified scheme, named as, *"Scheme of Support to Voluntary Agencies for Adult Education and Skill Development"* has been put up in place.

State Resource Centres (SRCs)

The State Resource Centre (SRCs) are mandated to provide academic and technical resource support to adult and continuing education through development and production of material and training modules.

Currently, there are 26 SRCs in different parts of the country.

Jan Shikshan Sansthans

Jan Shikshan Sansthans (JSSs) are established to provide vocational training to non-literate, neo-literate, as well as school drop outs by identifying skills as would have a market in the region of their establishment. They are categorized into Category 'A','B' and 'C' and are entitled to an annual grant upto Rs.40 lakh, Rs.35 lakh and Rs.30 lakh respectively. JSSs impart skill development training in nearly 394 vocational courses. Priority is given to women, SCs, STs, OBCs, minorities and other economically weaker sections in selection of beneficiaries.

A number of steps such as fund release rationalization, standardisation of curriculum, capacity building of Directors of JSSs were initiated to improve the functioning of JSS during 2009-10. Web based monitoring of projects was undertaken by National Informatics Centre (NIC) and will be made operational during 2010-11.

2.5 Strategies for promoting universal female literacy and lifelong learning

The literacy movement cannot succeed without targeted approach to effectively include all persons in the age group 15 years and above into it. Their empowerment as literate persons would help them to contribute towards achieving universal education as well as overall development, including health. Adult education encompasses skill development to improve economic status and well being; imbibing values of national integration, conservation of environment, women's equality and observance of small family norms. Thus, the programme looks beyond mere imparting of basic literacy.

It is felt that the mission will have a positive

Sakshar Bharat: Enhancing Opportunities for Lifelong Learning

Sakshar Bharat envisages to provide an impetus to achieving the goal of a fully literate society engaged in lifelong learning throough

- Development of quality human resource to meet the demands of Bharat, in transition;
- Empowerment, transformation and application of literacy skills , beyond 3 R's;
- Use of ICT, media and innovatively designed cultural and library based activities in specially designed Continuing Education Programmes;
- A uniform pattern of Equivalency framework across the country to open avenues for further education through Open and Distance Learning Systems. The government to meet the entire cost of teaching-learning including materials and assessment.
- To prepare a specially designed programme for neo literates of about 200 hours, the completion of which will merit a learner literacy levels equivalent to Standard V.
- Given the diversity of contexts, needs and target groups, diverse strategies like arrangement for resident camps, resident instructor mode and theme based literacy interventions, etc. as per the needs and requirements of the learners is ensured.
- A specially designed Basic Education Programme to facilitate neo literates and school dropouts to continue their learning beyond basic literacy and acquire equivalency to formal education system up to class XII.
- Special importance to skill development programme to equip the neo-literates and non-literates with skills to improve their livelihood opportunities.
- Jan Shikshan Sansthans to be institutionally networked with the Adult Education Centres in the villages for imparting vocational training programmes.

impact on re-energising the literacy movement. Hence the national goal will no longer remain confined merely to promoting literacy in conventional sense of enabling every adult to read or write or compute but to generate a literate environment that promotes and sustains a Literate Society and provides ample opportunities for continuous improvement in the levels of adult literacy especially for those belonging to marginalised groups and women.

It is also envisaged that Adult and Continuing Education will be carried forward by all the stake holders along with the Government and the Government is committed to enriching and empowering the human resource potentials of the country through this programme.

Section 3

Elementary Education: Now a Fundamental Right

3.1 Introduction: Education for All

Elementary education is recognized as the foundation of the development of every citizen as also of the nation as a whole. It is in this spirit that Universalisation of Elementary Education has been enshrined in the Constitution and sustained efforts have been made to achieve this target during the last six decades. There is no doubt that planned interventions in this direction have resulted in very substantial progress in improving the access, participation and retention of children. Special schemes and programmes have been initiated to reduce the regional, spatial, social and gender disparities in education. In the year 2009-10 the movement for education for all received a major fillip through the enactment of the Right of Children to Free and Compulsory Education Act 2009.

3.2 Right of Children to Free and Compulsory Education Act 2009: A Major Milestone

It has been the endeavour of the Government since independence to provide free and compulsory education to all the children till they attain 14 years of age as enshrined in the Directive Principles of the Constitution of India. The 'right' perspective got legitimized when the Supreme Court of India in 1993 (Unnikrishnan Judgement) gave a verdict declaring right to education as a fundamental right of children until the age of 14 years. In the years that followed, the decision of the Supreme Court became a catalyst for political advocacy and public debate over the state of elementary

education in India. The Parliament responded by amending the Constitution to introduce a new article 21A: 'The State shall provide free and compulsory education to all children of age six to fourteen years in such manner as the State may, by law, determine.' The amendment also introduced a new article 51A which imposed a duty on parents and guardians to provide their children with educational opportunities.

This further led to a nationwide debate on the issue. The Central Government fulfilled an important commitment to the people of the nation on 27th August 2009, when Indian Parliament passed a landmark Bill providing for free and compulsory education to all children aged 6-14. The notification to enforce Article 21A in the Constitution and the corresponding legislation as 'Right of Children to Free and Compulsory Education Act 2009' has come into effect from 1st April 2010.

The Act marks a new phase in the history of education for children to meet the challenges of the 21st century. It is believed that if our country nurtures the children and young people with the right education, India's future as a strong and prosperous country is secure. With the enactment of this legislation, Government has fulfilled one of the promises made as part of its 100 day agenda.

The Act makes it incumbent on Government to provide free and compulsory education to all children of 6-14 years of age; ensure compulsory admission, attendance and completion of elementary education by every child of the age of six to fourteen years. It also

makes it mandatory for the State to ensure availability of a neighbourhood school within three years of the commencement of the Act. The Act stipulates that the State needs to provide infrastructure including school building, trained teaching staff and learning equipment as well as ensure good quality elementary education according to the standards and norms specified.

Seeking the cooperation and partnership of the private sector in fulfilling the target of Universal Elementary Education, the Act mandates unaided private schools to reserve upto 25 percent of the seats for students from weaker sections. The Act clearly prohibits donation or capitation fee on admission; and interviewing the child or parents as part of the screening process.

As teachers are the pillars of the education system, the Act lays down that teachers ensure that the children complete elementary education with requisite learning competencies. The Act clearly prohibits physical punishment, expulsion or detention of a child and deployment of teachers for non-educational purposes other than census or election duty and disaster relief.
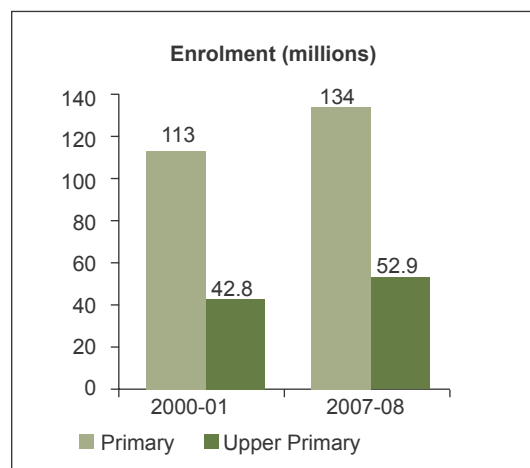
3.3 Sarva Shiksha Abhiyan: Progress Overview

Observations from the field indicate that with enormous increase in number of institutions and enrollment, the issue of universal access to primary education has, more or less, been successfully addressed. The universal enrolment to elementary education is being addressed through the Sarva Shiksha Abhiyan. The GER has increased to 114.61 at the primary level and to 77.50 percent at

Table 3.1 Progress Overview during 2009-10

Indicators	Primary and Upper Primary Level Achievements
Access	99% of the rural population has a primary school within 1 km.
Gross Enrolment Ratio	GER increased in 6-14 age group to 114.61 at primary level and to 77.50 at upper primary level in 2007-08
Gross Enrolment Ratio – SC and ST	124.9 at primary and 76.3 at upper primary for SC and 129.29 at primary and 74.44 at upper primary for ST in 2007-08
Gender Parity Index	Improved to 0.98 at primary level and to 0.92 at upper primary level in 2007-08
Drop out Rate at Primary Level	Reduced by 13.48% to 25.55% in 2007-08
Pupil Teacher Ratio	Is 46:1 at primary and 35:1 at upper primary level. 10.22 lakh teachers were recruited by December 2009
Enrolment of Children with Special Needs	29.57 lakh children identified and 24.77 lakh children enrolled in schools by 2009-10
Number of Schools	7,89,950 primary and 3,20,354 upper primary
National Programme of Mid-Day Meals	11.19 crore children covered at primary and upper primary level

Source: MHRD Annual Report, 2009-10

upper primary level in 2007-08. The Gender Parity Index improved to 0.98 at primary level and to 0.92 at upper primary level in 2007-08. The dropout rate has considerably come down by to 25.55% in 2007-08 at primary level. The pupil teacher ratio is 46:1 at primary and 35:1 at upper primary level. With respect to enrolment of Children with Special Needs, 29.57 lakh children were identified and 24.77 lakh children were enrolled in schools by 2009-10

3.4 Award of 13th Finance Commission

The 13th Finance Commission (13th FC) has made an award of Rs 24,068 crore for grants in aid for elementary education. While making its award, the 13th FC has observed that:

"The SSA began with a matching fund requirement of 15 per cent from states in 2001-02. Till 2006-07, the matching fund requirement was 25 per cent. It has increased progressively to 35 percent in 2007-08 and 2008-09 and to 40 per cent in 2009-10. It is expected to go up to 45 per cent in 2010-11 and to 50 per cent in 2011-12, the terminal year of the Eleventh Five Year-Plan. We assume that the same ratio will continue in the remaining years of the award period. Various states have expressed difficulties in providing this matching share, especially since the size of their annual plans has increased over the years. We are of the view that, in the given circumstances augmenting the resources of the states to cater to this need will be the most appropriate way to provide grants for the elementary education sector. This will also provide some fiscal space to the states to meet a part of the additional resources required to implement the RTE Act. We have also considered the fact that given the resource scarcity faced by the states as a result of the economic slowdown, several states have not been able to provide for their share of 40 per cent in 2009-10. In

fact, we estimate that, due to the adverse fallout of the economic downturn, the states economic slowdown, several states have not may not be able to provide more than 35 per cent from their resources over the current year and the next year. Hence, we recommend for the award period, a grant of 15 per cent of the estimated SSA expenditure of each state".

3.5 Mid Day Meal Scheme

Mid Day Meal Scheme is the largest school feeding programme in the world. It was launched on 15th August, 1995 in 2,408 development blocks as a dry ration scheme with a view to enhance enrollment, retention and attendance and simultaneously improve nutritional level among primary school going children. Now it is a hot cooked Mid Day Meal Scheme covering children of Class I-VIII studying in all Government, Government aided and local body schools and Education Guarantee Scheme / Alternative & Innovative Education Centres including Madrasas / Maqtabs supported under the Sarva Shiksha Abhiyan across the country. Cost of Food grains, its transportation from FCI godown to schools and kitchen devices is borne entirely by the Govt. of India. Cost of cooking, construction of kitchen-cum-store and honorarium to cook-cum-helper is shared between the Centre and the States / UTs.

Box 3.1 What do children get under the Mid-day Meal Scheme?

Items	Primary	Upper Primary
Calorie	450	700
Protein	12	20
Rice/Wheat	100 Grams	150 Grams
Dal	20 Grams	30 Grams
Vegetables	50 Grams	75 Grams
Oils & Fat	5 Gram	7.5 Gram

3.6 Major Issues Addressed during 2009-10

- The Government has been taking necessary steps to implement the Right of Children to Free and Compulsory Education Act during 2009-10. The committee on Implementation of Right of Children to Free and Compulsory Education Act, 2009 and the resultant revamp of Sarva Shiksha Abhiyan has suggested follow up action on changing the norms of SSA in harmony with the requirements of RTE. Proper implementation of the Act calls for collective efforts on the part of the Central & State Governments, schools, teachers and civil society to ensure the right to education to all the children.

- During 2009-10 Sarva Shiksha Abhiyan continued its schemes and programmes to achieve universal elementary education. National Programme of Education for Girls at Elementary Level Scheme (NPEGEL), by addressing the needs of girls in educationally backward districts, supported girls to enroll and attend schools. Similarly Kasturba Gandhi Balika Vidyalaya Scheme (KGBVs) provides for setting up of residential upper primary schools for girls from SC, ST, OBC and Muslim communities. So far 2565 KGBVs are operational. An important achievement under SSA has been the recruitment of 10.22 lakh teachers from the inception of the programme till December 2009. In 2009-10, 40.6 lakh teachers have been approved for in-service training.

- During the year 2009-10, Mid Day Meal programme witnessed several improvements in the Scheme. Some of these are :
  - ◆ Revision of Food Norm for Upper Primary Children.

- ◆ Revision of cooking cost from Rs. 1.68 per child per day to Rs. 2.50 for primary and from Rs. 2.20 to Rs. 3.75 for upper primary.
- ◆ Cooking cost to be further revised by 7.5% from 1.4.2010.
- ◆ A separate provision for payment of honorarium to cook-cum-helper @ Rs. 1000/- per month.
- ◆ The cost of kitchen-cum-store revised from a flat rate of Rs. 60,000 per unit to a cost determined on the basis of plinth area norm and State Schedule of Rate.
- ◆ Transport assistance to 11 Special Category States (8 North Eastern and 3 other hilly States) made at par with the PDS rate.
- ◆ Decentralization of the payment of cost of foodgrain to FCI at district levels from 1.4.2010.

- To improve the quality in education teachers are being provided academic support by Block Resource Centers (BRC) and Cluster Resource Centers (CRC), which are functioning as resource centres catering to a group of schools for conducting various in-service training programmes and also extending regular academic support and supervision to schools. Across the country 6491 BRCs and 72011 CRCs have been established which are providing academic support to the teachers (Annual report, MHRD, 2008-9).

- "The National Council for Teacher Education Regulation, 2009" was notified in August, 2009. The new Regulation inter-alia provides for compulsory online receipt of applications, enhanced qualification for recruitment of teacher educators, improved teaching learning / instructional resources in teacher education institutions, increased number of working days for practical and school

based experience, and compulsory accreditation of the teacher training institutions by National Assessment and Accreditation Council (NAAC) for additional courses and for additional intake to existing courses. The NCTE is conducting orientation programmes for teacher educators for effective use of ICT. It has also undertaken the demand-supply analysis of teachers and teacher educators and the study has been completed in respect of several States, enabling more scientific planning in the area of teacher education. The National Curriculum Framework on Teacher Education (2009) is a major step forward in the process of reforming the curriculum, syllabus and overall quality of the various teacher education courses. The National Council for Educational Research and Training (NCERT) submitted its Report in August, 2009 on comprehensive evaluation of the Centrally Sponsored Scheme on Teacher Education. The Government has held extensive consultations with the State Governments and other stakeholders for revision of the Scheme.

● During 2009-10 providing quality education for *madarsas* received special support from the Government.

3.5 Strategies for Promoting Access, Equity and Quality

● Government shall focus on achieving universal access with greater emphasis

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Box 3.2 Awareness generation and intensification of efforts in the area (if Madarsa/Maktah modernisation and skill development for Muslim children

1, The Scheme for Providing Quality Education in Madarsa (SPQEM) encourages traditional institutions to voluntarily introduce science, mathematics, social studies, Hindi. English in their curriculum so that children studying in these institutions attain academic proficiency. SPQEM provides for:

  a. Appointment of teachers for teaching Science. Mathematics. Social Studies, Languages. Computer Application and Science subject to a minimum of 10 students in each subject.
  b. Strengthening of libraries book links and providing teaching learning material through a one-time grant of Rs 50,000 and annual grant of Rs 5000
  c. Purchase of Science kits. Math kits and other essential pedagogical equipment through a grant of Rs 15000.
  d. Establishment of Science Computer Labs in Madarsas at Secondary and Senior Secondary levels through a one-time grant of Rs 1.00.000. and annual grant of Rs 5000 for maintenance-consumables
  e. Conducting in-service teacher training through SCERTs/ DIETs/ BRCs
  f. Meeting cost of registration Ices examination fees and cost of study material b> NIOS for students opting for study through NIOS at secondary and senior secondary level
  g. Providing the cost of registration fees for Madarsas opting for vocational courses offered by NIOS
  h. Also provides for strengthening State Madarsa Boards to enable them to monitor progress in the Madarsa modernisation programme.

2. The Scheme of Infrastructure Development in Minority Institutions (IDM!) aims at facilitating education of minorities by augmenting and strengthening school infrastructure in Minority Institutions. It provides for strengthening educational infrastructures and physical facilities including; (a) additional classrooms, science computer labs, library rooms toilets, drinking water facilities, (b) Hostel building for children, especially girls. It funds infrastructure of private aided, unaided minority schools to the extent of 75% and subject to a maximum of Rs 50 lakhs per school.

on expansion of upper primary schools.

- Districts with substantial population of SC, ST and minority (Muslim) communities as well districts with more than 50,000 out of school children and high gender gaps have been identified as special focus districts for improving the schooling facilities.
- Setting up of Kasturaba Gandhi Balika Vidyalayas (KGBVs) in blocks with higher concentration of SC, ST, OBC and minority population.
- Special efforts will be made to identify districts with persistent infrastructure gaps and for making appropriate allocations to bridge the gap.
- To facilitate renewal of curriculum and text books and teacher training programmes in the light of National Curricular Framework.

Secondary Education: Towards Universalization

4.1 Introduction: Universalizing Secondary Education

Secondary education is an important stage of the school education system, being a link between the elementary education and the higher education as well as a stepping stone for many, to the world of work. The major challenge before the Secondary Education sector is to cope with the demands of the continually expanding universe of knowledge and the changing demands of industry, business and service sector for higher quality of manpower. It is in this context that universalisation of secondary education has been made an important goal so as to achieve universal access by 2017 and universal retention by 2020.

4.2 Rashtriya Madhyamik Shiksha Abhiyan (RMSA)

During the XI Five Year Plan secondary education has been accorded relatively high priority in the development agenda of the country keeping in view the demographic profile and the need of a knowledge society and economy. In order to give concrete goal-oriented shape to the efforts, Government of India launched a comprehensive centrally sponsor scheme called 'Rashtriya Madhyamik Shiksha Abhiyan (RMSA)', in March 2009 with the objective to make good quality secondary education available, accessible and affordable to all young persons, irrespective of gender, socio-economic condition, disability, geographical and other barriers. The present aim is to have a secondary school of acceptable norms and standards within 5 km of every habitation in the country, and similarly to have a higher secondary school within 8 km.

Broad Physical Targets of RMSA

- To improve the enrolment ratio for classes IX-X to 75% within 5 years (the figure was 52.26% in 2005-06)
- To provide facilities for estimated additional enrolment of 32.20 lakh by 2011-12 through,
  - Strengthening of about 44,000 existing secondary schools
  - Opening of 11,188 new secondary schools (including upgradation of higher primary schools)
  - Appointment of 1.79 lakh additional teachers
  - Construction of 80,500 lakh additional classrooms

To improve quality of secondary education throughout the country, a new scheme called 'Model schools' was launched in 2008-09 to set up 6000 schools in as many blocks to serve as bench marks of excellence in the secondary stage. Further, to improve the girls' enrolment and retention in the secondary schools, a 'Girls Hostel Scheme' to establish and run 3500 hostels of 100 bed capacity, at the rate of one hostel in each of the 3500 educationally backward blocks has also been launched.

4.3 Progress Overview during 2009-10

In response to the high social demand and increased completion rate in the elementary

level of education special emphasis has been laid by Government of India on access, equity and quality aspects of secondary education sector. According to the Seventh All India Education Survey, 88 percent of habitations, serving a population of 92 percent have a secondary school within a distance of 5.0 km.

Number of secondary and higher secondary schools and participation of students at these levels is continuously increasing. During the last three years 2004-05 to 2006-07 number of secondary and higher secondary schools increased from 1.5 lakh to 1.6 lakh. With the increase in enrolment and growth of institutions, the number of teachers has increased from 20.83 lakh to 22.22 lakh. The pupil teacher ratio has remained static during above period. (Figure 1).

Expenditure on Education as percentage of GDP
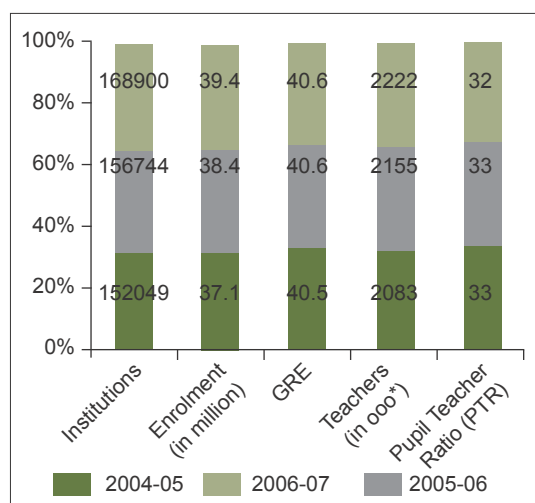
Figure 2 shows that the Gross Enrolment Ratio (GER) at the secondary and higher secondary level increased from 39.8 percent to 40.6 percent from 2004-05 to 2006-07. GER for boys was 44.5 in 2004-05, which remained almost same but GER of girls increased from 35.1 percent to 36.4 percent during the same period. The increase of GER more for girls than boys indicates narrowing the gender disparity.

Gross Enrolment Ratio
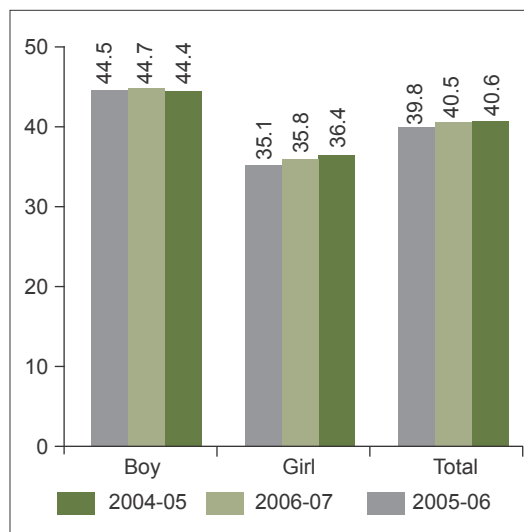
The secondary and higher secondary enrolment were 28.22 and 15.94 million respectively during 2007-08. The Gross Enrolment Ratio (GER) at the secondary and higher secondary level was observed as 45.5 percent, out of it GER for boys was 49.2 and for girls 41.4 percent during the same period. With the affirmative actions taken for girls and various social groups, the enrolment of girls, Scheduled Castes (SCs), Scheduled Tribes (STs) has increased remarkably for secondary and higher secondary levels, resulting in reducing the Gender Parity Index (GPI). The numbers of teachers were 2.71 million. Mere enrolment does not tell the progress in any level of education. The enrolment must take into consideration the dropouts. The dropout rate is 56.8 percent by the time students reach the level of qualifying examination at the end of 10th standard.

The status of various indicators of secondary education in the country for the year 2007-08 may be seen in the following table:

It is worth noting that the dropout rate for Class 1 to 10 has come down from 59.87% in 2006-07 to 56.81% in 2007-08 and the gender parity index for classes IX to XII has improved in the same period from 0.82 to 0.84.

Table 4.1 Progress Overview during 2007-08

Reference Year: 2007-08

Sl. No	Indicators	Secondary Level (Class IX-X)	Higher Secondary level (Class XI-XII)	IX-XII
1.	Enrolment	2,82,22,454	1,59,44,240	NA
2.	Gross Enrolment Ratio (GER)			
	All	58.16	32.83	45.49
	Boys	62.69	35.82	49.22
	Girls	53.18	29.53	41.38
	SC	51.92	25.75	39.02
	ST	41.75	19.18	30.79
3	Gender Parity Index			
	All	I-VIII – 0.96	IX-XII - 0.84	I-XII – 0.94
	SC	I-VIII – 0.86	IX-XII - 0.76	I-XII – 0.85
	ST	I-VIII – 0.91	IX-XII - 0.71	I-XII – 0.89
4	Drop Out Rate			
	All	I-X - 56.81		
	Boys	I-X - 56.43		
	Girls	I-X - 57.29		
	SC	I-X - 68.13		
	ST	I-X - 76.49		
5.	Number of Teachers	11,74,343	9,33,068	21,70,411
6.	Number of Schools	1,13,524	58,390	1,71,914

Source: Statistics of School Education, 2007-08 (provisional)

4.4 Major Issues Addressed during 2009-10

Rashtriya Madhyamik Shiksha Abhiyan (RMSA) started off during the year and 31 states were able to prepare their perspective plans and Annual Work Plan, based on which funds were made available to the States for opening of 2478 new schools, strengthening and augmentation of 6844 existing schools, in-service training of more than 2.75 lakhs teachers, and an annual school grant of Rs 65, 000, each, including for minor repair for more than 61,000 schools. .Similarly, during the year, states were also assisted to set up 327 model schools.

 The Secondary Management Information System (SEMIS): The Secondary Management Information System (SEMIS) has been implemented in States and UTs since 2007-08 with the aim of creating a comprehensive database for facilitating planning and management of secondary education development programmes. Data on various segments, including profile of secondary and higher secondary level institutions; enrolment and repeaters; teacher profile, physical infrastructure and teaching learning facilities; and examination results are collected under SEMIS. The SEMIS software has been revised in 2009 taking into account the requirement of making the data capturing a yearly exercise and several states and UTs have already started feeding data for 2009-10 using the updated SEMIS.

ICT: The scheme of ICT@schools was revised during the year to allow States to have a dedicated ICT teacher in each secondary or

higher secondary school. A national award scheme for usage of ICT in schools was also envisaged. During the year, approval was given to enable 9565 schools to have ICT infrastructure and facilities including internet connectivity.

Inclusive Education: The earlier scheme of Integrated Education for Disabled Children (IEDC) was replaced by the scheme of Inclusive Education of the Disabled at the Secondary Stage (IEDSS) so as to mainstream children with disability in the secondary stage into the regular schools. During the year assistance was provided to the States for coverage of 8311 schools involving 75,000 children.

Scholarship scheme: The Government of India continued the national means-cum-merit scholarship scheme at the secondary stage. The scholarship of Rs. 6000 per year was credited directly to the bank account of the scholarship holder on a quarterly basis.

Open and Distance Learning: Under open & distance education, 3,71,000 learners were enrolled into the programme of National Institute of Open Schooling in 2008-09, through study centres in 3700 Accredited Institute (AIs) and Accredited Vocational Institutes (AVIs). NIOS reaches out to the un-reached children in the country. In terms of social category, about 19 percent students belonged to scheduled caste and scheduled tribe community.

Vocationalisation of Secondary Education: The Vocationalisation of Secondary Education provides for diversification of educational opportunities so as to enhance individual employability, and provides an alternative for those pursuing higher education. The scheme for Vocationalisation of secondary education at +2 level has already created infrastructure of 21000 sections in around 9619 schools with a capacity of 10 lakh students. The scheme is being revised so as to contribute significantly to the present day skill shortage and mismatch in the country.

KVS and NVS: During the year, there was enrolment of 10.16 lakh children in 981 Kendriya Vidyalayas and 2.07 lakh Children in 576 Navodaya Vidyalayas, both of which are shining examples of quality and performance. In 2009 Board exams conducted by CBSE, the performance of NVS and KVS was far better than the private independent schools.

Examination reforms: The Central Board of Secondary Education (CBSE) announced reform in the examination system by introducing grading system at the secondary level in its affiliated schools. The class 10 board exams in CBSE are made optional from 2010-2011. As a part of reform in examination in CBSE affiliated schools, Continuous and Comprehensive Evaluation (CCE) has been started in a systematic manner to ensure the development of all the aspects of students' personality. CBSE has planned to launch its international curriculum in schools abroad from the session 2010-11.

Various Boards dealing with higher secondary education in the country evolved a consensus on introduction of a core curriculum at the higher secondary stage initially in the Science stream. Such curriculum was developed for Physics, Chemistry, Mathematics and Biology subjects and has been shared. This, when adopted by various Boards, will provide certain minimum acceptable competency to all students in the country and will also provide a level playing field in the entrance exams for professional courses.

Policy Framework on PPP in Education: A policy framework for PPP in school education was evolved and shared with the public so as to enable future application on larger scale.

4.5 Strategies for Promoting Access, Equity and Quality

- Government of India will work closely with the State Governments to intensity efforts at universalizing access to secondary education within the next few years, while simultaneously focusing on substantial improvement of quality and enhancement of equity. The primary vehicle for doing so will be RMSA.
- A framework of accreditation for schools will be prepared so as to constantly improve on quality. To begin with, CBSE schools will be covered and thereafter States will be encouraged to follow suit.
- Attention will be given to spread secondary education of acceptable quality in backward areas, areas with concentration of SC/ST/minorities/Weaker section, as well as among the girls, disabled and in rural areas.
- It is envisaged that 15% of the secondary enrolment would be through open distance learning for which technology-enhanced system will have to be put in place by National Institute of Open Schooling (NIOS) and State Open Schools.
- It will be necessary to have regular learning achievement surveys at the secondary stage so as to improve the curriculum and teaching system. This will be attempted under RMSA.

Part III
Higher and Technical Education

Towards Expansion and Systemic Reforms in Higher and Technical Education

5.1 Transition to Higher Education

Transition to higher education for an individual implies higher personal returns over life time and for a nation, an addition to human and social capital with potential benefit to society. Therefore, higher rate of transition from secondary to higher education is an index of progress and prosperity to the nation. The global statistics on education reveal that different nations are at different stages of development in terms of access to higher education. While the world average of the Gross Enrolment Ratio (GER) in higher education is around 26.7%, the average of the developed countries is approximately 57.7% and that of the developing countries is nearly 13%. Our Gross Enrolment Ratio in higher education, which is 12.4% (as per 2006-07data) needs to be raised to a significant level in a time bound manner to 15 percent by the end of XI Five Year Plan and to 21 percent by the end of XII Five Year Plan. Ways will also have to be found to provide increased funding for higher education, including innovative models of public-private partnership to seek private not for profit participation in higher education, without compromising on equity and excellence.

The process of expansion in higher education has to be inclusive and not a selective one. All categories of society, rich or poor, privileged or marginalized, must find their way into the portals of higher learning based on their talent. In order to reap benefits of demographic dividend of India; access, equity and quality have been major concerns of the Government in the higher education sector.

Some of the important policy initiatives in higher education are establishment of new institutions, programmes for general development of universities and colleges, special grants for the construction of hostels for women; scholarships to students, scheme to provide interest subsidy on educational loans for professional courses to ensure that nobody is denied professional education because he or she is poor, interventions to attract and retain talent in the teaching profession in higher and technical education; emphasis has been laid on expansion with equity; use of ICT; and promotion of quality education.

5.2 Establishment of New Central Higher Education Institutions

The Ministry of Human Resource Development has initiated the process of a new wave of institution building through establishment of new central higher education institutions. 80 new central educational institutions will give a big boost to the expansion with inclusion and quality in higher education in India.

5.3 Progress Overview

At present there are 504 universities and university-level institutions– 243 state universities, 53 state private universities, 40 central universities, 130 institutions deemed to be universities, 33 institutions

Table 5.1: Establishment of New Central Higher Education Institutions

S.No.	Types of Institution	Numbers	
		Existing at the end of X Plan (31.03.2007)	Additional Institutions proposed to be established during XI Plan (2007-2012)
1.	Central Universities	19	16 (in uncovered states) & 14 Innovation Universities*
2.	IITs	7	8
3.	NITs	20	10
4.	IIITs	4	20
5.	IISERs	2	3
6.	IIMs	6	7
7.	SPAs	1	2

*14 Innovation Universities aiming at World Class standards are proposed across XI and XII Plan period.

of national importance established under Acts of Parliament, 5 Institutions established under various State legislations. There are 25,951 colleges including approximately 2565 women's colleges. At the beginning of academic year 2009-10, the total number of students enrolled in the universities and colleges has been reported at 136.42 lakhs – 16.69 lakhs (12.24%) in university departments and 119.73 lakhs (87.76%) in affiliated colleges. The enrolment of woman students was 65.49 lakhs constituting 41.40%

of the total enrolment. The number of doctoral degrees awarded in 2007-08 was 13,237. The regular faculty strength in universities was 0.90 lakhs and 4.98 lakhs in colleges, totaling 5.89 lakhs at the beginning of 2009-10. There are 66 Academic Staff Colleges engaged in faculty training. With respect to technical education, intake is 14,09,742 students at degree level in 7,272 institutions and 5,08,157 students at diploma level in 2324 institutions. Enrolment in Open & Distance learning is approximately 3 million. National Assessment and Accreditation

Table 5.2: Progress Overview during 2009-10

Indicators	Higher and Professional Education Level Achievements
Enrolment in universities and colleges	136.42 lakhs of which 16.69 lakhs (12.24%) in university departments and 119.73 lakhs (87.76%) in affiliated colleges
Enrolment in Distance learning	30 lakhs
Enrolment of women	65.49 lakhs
Intake in Technical Education	14.10 lakhs in degree and 5.09 lakhs in diploma
Institutions in Technical education	7272 Degree level institutions and 2324 Diploma level institutions
Number of Universities	504
Number of Colleges	25,951
Faculty	5.89 lakhs
Academic Staff colleges	66
National Assessment and Accreditation Council	As on 28 March 2010, assessed 4094 colleges and 159 universities

Source: Annual Report, MHRD, 2009-10.

Council assessed 4094 colleges and 159 universities as on 28 March 2010.

5.4 Major Institutional Reforms in Higher Education

Government has taken major initiatives in academic and institutional reforms in higher education sector during the year 2009-10 which marks a paradigm shift in the development of higher education. A National Commission/ Council for Higher Education and Research is proposed to be established as an apex body for determination, coordination and maintenance of standards and promotion of higher education and research. It is also proposed to have mandatory accreditation system in place of the present voluntary system of accreditation, to promote quality. The National Accreditation Authority for Higher Educational Institutions will provide a common frame of reference for students to obtain credible information on academic quality across institutions. The process of accreditation would provide acceptability among peer group of international accreditation bodies, necessary for student and teacher mobility and institutional collaborations across borders.

Government, as a part of reform, also aims to curb adoption of unfair practices by technical and medical educational institutions and universities in matters related to charging of capitation fees, making admissions not according to merit, making false claims on availability of infrastructure, faculty or recognition of the institution etc. The Educational Tribunals Bill recently introduced in the Parliament provides for a two tier system to deal with disputes between students, teachers, institutions and regulators. The government has also recently introduced in the Parliament, a Bill to regulate the entry of foreign universities. Finance is a major issue restricting the participation of students. A proposal is being prepared to consider the establishment of a National Education Finance Corporation to enable educational institutions to access funds at comparatively low cost. The Corporation could also act as a refinancing agency for education loans obtained by students pursuing higher education.

Major Institutional Reforms in Higher Education

Government is considering a proposal for the setting up of National Commission/Council for Higher Education and Research for prescribing standards of academic quality and defining policies for advancement of knowledge in higher educational institutions based on the principle of enhancing autonomy of universities and institutions of higher learning and research.

The National Accreditation Regulatory Authority for Higher Educational Institutions Bill, 2010 recently introduced in the Parliament, proposes to make accreditation mandatory for all higher educational institutes.

Prohibition of unfair practices in Technical Educational Institutions, Medical Educational Institutions and University Bill 2010 recently introduced in the Parliament, aims to curb malpractices in higher education.

The Educational Tribunals Bill, 2010 recently introduced in the Parliament, provides for a two tier system of tribunals to deal with disputes between students, teachers and institutions.

The Foreign Educational Institutions (Regulation of Entry and Operations) Bill, 2010 recently introduced in the Parliament, provides a time bound and transparent system for the approval process as also for regulation of Foreign Educational Institutions.

Improvement of Access to Higher Education

6.1 Improvement of access

Quantitative expansion in enrolment will be achieved through expansion of existing institutions, both government and private; creation of new government (Central and States) funded universities and colleges; facilitating/removing barriers in creation of new universities and colleges; special programmes for targeted expansion in Central Universities; incentivising State universities and colleges, and additional assistance to under-funded institutions and the implementation of recommendations of the Oversight Committee (OSC).

The following steps have been taken during the year 2009-10 for expansion to achieve the target of additional enrolment of 7 million students in the XI Plan period.

6.2 New Central Universities

To increase access, improve quality and to remove regional imbalances in higher education, XI Five Year Plan envisaged establishment of 16 Central Universities in hitherto uncovered States of Bihar, Jharkhand, Orissa, Gujarat, Haryana, Punjab, Rajasthan, Himachal Pradesh, J&K, Karnataka, Kerala, Goa, Chattisgarh, Madhya Pradesh, Uttarakhand and Tamil Nadu. Accordingly 15 new Central Universities, including three State Universities converted to Central Universities, have been established under the Central Universities Act 2009. Three State Universities which have been converted into Central University are - Guru Ghasidas

Vishwavidyalaya in the State of Chhattisgarh, Dr. Harisingh Gour Vishwavidyalaya in the State of Madhya Pradesh and Hemvati Nandan Bahuguna Garhwal University in the State of Uttarakhand. Thus, all states except Goa, which has not been included on the request of the State Government, now have at least one Central University.

6.3 New Degree Colleges

A new scheme has been approved to provide central assistance for setting up of one model Degree College in each of the identified 374 Educationally Backward Districts where the Gross Enrolment Ratio (GER) for higher education is less than the national average. An amount of Rs.782 crore has been earmarked as the Central Government share in the XI Plan and 200 such colleges are proposed to be set up during the remaining period of the XI Plan.

6.4 Indian Institutes of Management (IIMs)

Indian Institutes of Management are the flagship institutions whose graduates are recognised the world over. As a measure of increasing access to these institutions of excellence, it is proposed to establish seven new Indian Institutes of Management. Rajiv Gandhi IIM Shillong has already started functioning and the remaining six new Indian Institutes of Management have been approved at Rohtak (Haryana), Raipur (Chhattisgarh), Ranchi (Jharkhand), Tiruchirapalli (Tamil

Nadu), Kashipur (Uttarakhand) and Udaipur (Rajasthan) and the sites for the permanent campus of these institutes have been finalised.

6.5 Indian Institutes of Technology (IITs)

Indian Institutes of Technology are another flagship institutions whose graduates are recognised the world over. Indian Institutes of Technology were established as 'Institutions of National Importance' under The Institutes of Technology Act, 1961. Students in Under Graduate programmes in IITs are admitted on the basis of Indian Institute of Technology-Joint Entrance Examination and in Post Graduate programmes through Graduate Aptitude Test in Engineering. The IIT system in the country has student strength of 34,975 students and an annual intake of 4453 students. In order to increase access to these institutions of excellence, two new IITs, at Indore in Madhya Pradesh and Mandi in Himachal Pradesh, have started functioning from the academic year 2009-10.

6.6 National Institutes of Technology (NITs)

The NITs are governed by the National Institutes of Technology Act 2007, which came into existence with effect from 15.08.2007. All the NITs are now declared as Institutions of National Importance. These institutes are able to fulfill the demand of high quality Under-graduate and Post graduate-level education in engineering and technology. The NITs also offer doctorate programmes. The total number of NITs has now gone up to twenty. During the XI Plan Period, it has been decided to open ten new National Institutes of Technology (NITs) in those States/UTs which do not have an NIT as on date. During the year 2009-10, Cabinet has approved the establishment of 10 new NITs in the States of Sikkim, Arunachal

Pradesh, Meghalaya, Nagaland, Manipur, Mizoram, Uttarakhand, Goa and Delhi, and in the UT of Puducherry and the Ministry of Human Resource Development has already initiated a time bound programme for their establishment.

6.7 Sub Mission Polytechnics

There is a need to promote vocational education and skill development of our youth. Under the Sub-Mission on Polytechnics, the Government of India provides Central financial assistance to the State Governments/UTs for setting up of polytechnics in the un-served and underserved districts during the XI Plan. A sum of up to Rs. 12.3 crore per polytechnic is provided to the State/UTs, subject to the condition that the land and recurring cost shall be provided by the State Governments/UTs. During the year 2009-10, the following initiatives were taken by the Ministry of Human Resource Development:-

(i) **Setting up of New Polytechnics**
A grant of Rs.2.00 crore each has been provided as the first instalment to set up 178 new polytechnics. Besides, a grant of Rs.5.00 crore has been given as second instalment to 19 polytechnics.

(ii) **Strengthening of Existing Polytechnics**
In order to strengthen existing polytechnics, 235 polytechnics have been provided a first installment of Rs.10.00 lakh each.

(iii) **Construction of Women's Hostel in Polytechnics**
343 polytechnics have been provided a first instalment of Rs.20.00 lakh each during 2009-10 for the construction of women's hostel.

(iv) **Community Development through Polytechnics**
479 polytechnics were given Rs.49.09 crore for running community development programmes.

6.8 Open and Distance Learning

Distance education system is emerging as an important means to cater to the increasing demand for higher education. Open and Distance Learning (ODL) is recognised and accepted as an important mode for achieving enhanced access, developing skills, capacity building, training, employability, life-long education and continuing education. Open and Distance Learning has contributed significantly in development of education structure of India. It provides avenues to those students who are not able to leave their jobs or are not able to attend regular classes due to some reasons. Our education system consists of one National Open University namely, Indira Gandhi National Open University (IGNOU) and 11 State Open Universities. In addition, a number of State Universities also offer courses through distance mode. Educational Courses offered by these universities range from diploma courses, to graduate, post graduate level courses and Ph.D. The Distance Education Council helps in regulating and maintaining the ODL system in the country. During the XI Plan, the introduction of research schemes for teachers and practitioners of Open and Distance Learning and the Research and Teaching Assistantship (RTA) scheme for bright, young post-graduate students are significant initiatives. Another major initiative of IGNOU "convergence scheme" has brought together the strengths of technology-augmented conventional face-to-face education and open and distance learning to enhance the quality of the teaching-learning process and to expand the reach of education with social inclusion.

Equity and Inclusion in Higher Education

7.1 Education of Scheduled Castes and Scheduled Tribes

The share of Scheduled Castes and Scheduled Tribes enrolment as a percent to total enrolment in higher education has been steadily increasing over the years. However, their enrolment share in higher education is still lower in relation to their total population. The enrolment of SC and ST students as a percentage of total enrolment in higher education (Including Open Univ. & Polytechnics) is 12% and 5% respectively. At the doctoral level the enrolment share of SC and ST is 11% and 4% respectively. Besides their enrolment in science courses both at the master and bachelor levels are also low.

Several schemes of UGC support the education of SCs and STs like remedial coaching at UG and PG level, coaching classes for preparation for National Eligibility Test (NET), coaching classes for entry in services, postgraduate scholarships, establishment of centres in universities for study of social exclusion and inclusive policy.

7.2 OBC Reservation

The policy of reservation is recognized as an important instrument of affirmative action in India. The Ministry of Human Resource Development initiated the Central Educational Institutions (Reservation Admission) Act, 2006 to make special provisions for reservation of seats for the Scheduled Castes, Scheduled Tribes, and the Other Backward Classes (OBCs) in admissions to central education institutions.

Reservation of 27% seats for the OBCs were implemented in all central educational institutions covered by the Central Educational Institutions (Reservation Admission) Act, 2006. The implementation of the Act was started in a phased manner from the academic session 2008-09. A sum of Rs.2522 crores was released in 2008-09 for upgradation of infrastructure and implementation of OBC reservation policy which requires 54% increase in intake capacity within three years. Further, an amount of Rs. 1033 crores was earmarked in 2009-10 for the purpose.

7.3 Education of Girls

Gender parity index has shown continuous improvement over the years as a result of Government's efforts to increase women participation. Women enrolment in higher education for the year 2007-08 is highest in the faculty of Arts followed by Science and Commerce/Management. Women representation is increasing, though still low in faculties like, law, medicine, education, veterinary science etc. UGC have launched a number of schemes to achieve gender equity. Day care centres in universities and colleges provide day care facility on demand basis for children of 3 months-6 years of age. There is the provision of Indira Gandhi Scholarship for single girl child for pursuing higher and technical education. Construction of girls' hostel for colleges is supported by UGC. There is

a scheme for the Development of Women's Studies in universities and colleges. The primary role of these centres is to promote knowledge simulation and transmission through teaching and research. To promote higher studies Post Doctoral fellowships are offered for women.

7.4 Persons with Disabilities

The Department of Higher Education has taken several initiatives to promote higher/professional education among the persons with disabilities. UGC has integrated schemes such as Teacher Preparation in Special Education (TEPSE) and Higher Education for Persons with Disabilities (HEPSN) to support differently abled persons in higher education. All India Council for Technical Education (AICTE) also has a scheme of tuition fee waiver for physically challenged. UGC has furthermore issued several guidelines to the universities including 3 percent reservation, relaxation of marks etc.

Under the scheme for Upgrading Existing Polytechnics to Integrate the Physically Disabled in the Mainstream of Technical and Vocational Education, 50 existing Polytechnics in different locations of the country have been selected for up-gradation so as to enable them to introduce technical/vocational and continuing education programmes for the persons with disabilities. The Scheme is targeted to benefit around 1250 disabled students every year in formal diploma level courses and 5000 students in short duration technical/vocational courses.

7.5 Educational Advancement of Minorities

For inclusive development of higher education, educational advancement of students belonging to minority communities is a point of focus. New Model Degree Colleges being established in districts with Gross Enrolment Ratio (GER) lower than the National average in higher education include 90 districts having minority

concentration. Under the Sub-Mission on Polytechnics, the Government of India provides Central financial assistance to the State Governments/UTs for setting up of polytechnics in the un-served and underserved districts during the XI Plan. As per the Scheme criteria, 57 districts out of 90 Minority Concentration Districts are eligible for consideration under the Scheme. So far an amount of Rs. 86.66 crore has been released as initial grants for setting up of polytechnics in 35 Districts out of the said 57 Districts. University Grants Commission (UGC) has invited proposals from all Central/ State Universities for setting up of girls hostels in Universities and Colleges and preference will be given to construct Women hostels in Universities primarily catering to the minorities in such areas where there is concentration of minorities especially Muslims. Rs. 46.31 crores has been granted for establishment of Residential Coaching Academies in Aligarh Muslim University, Maulana Azad National Urdu University, Baba Sahib Bhimrao Ambedkar and Jamia Hamdard.

Academies for Professional Development of Urdu Medium Teachers have been set up at three Central Universities viz. Aligarh Muslim University (AMU), Aligarh, Jamia Millia Islamia (JMI), New Delhi and Maulana Azad National Urdu University (MANUU), Hyderabad. The Academy at JMI has trained 1222 teachers. MANUU has trained 2393 teachers. The AMU has conducted 10 Refresher Courses/workshops for Primary/Secondary school teachers and has covered 164 teachers for teaching modern subjects in Urdu medium. Two new campuses of AMU are being established at Murshidabad in West Bengal and Mallapuram in Kerala.

National Commission for Minority Educational Institutions (NCMEI) has been established by an Act of Parliament with the key objective of ensuring that the true amplitude of the educational rights enshrined in Article 30 (1) of the Constitution is made available to the members of the notified religious minority

communities, including the Muslims. NCMEI has till date issued 2614 minority status certificates. In order to make the procedure of giving minority status hassle free and protect their autonomy, National Commission for Minority Educational Institutions (NCMEI) has issued elaborate guidelines to be acted upon by the State Government.

7.6 Interest subsidy on educational loans

A new Scheme has been launched in the year 2009-10 to provide full interest subsidy during the period of moratorium on educational loans for students belonging to economically weaker sections, whose parental income is less than Rs.4.5 lakh per annum. Loans availed from Scheduled Banks under the Educational Loan Scheme of the Indian Banks' Association to pursue technical and professional courses of study are covered under the Scheme of Interest Subsidy.

7.7 Equal Opportunity Offices

University Grants Commission (UGC) has initiated measures to create Equal Opportunity Offices (EOCs) in all universities an amount of Rs. 3 lakh per university has been sanctioned to each of the 167 eligible universities. EOCs will help to achieve effective implementation of schemes for all disadvantaged sections of society

Quality Improvement in Higher Education

8.1 Introduction

Coordination and determination of standards in institutions for higher education or research and scientific and technical institutions is a constitutional obligation of the central government. It is necessary to involve all stakeholders to generate internal processes in favour of quality as an island of excellence cannot serve the massive requirement of higher education. Quality has to be the concern of all institutions and Excellence will flow from good quality institutions and appropriate governance structures. The institutional reform measures have already been mentioned in section 5.3. In addition, a number of academic reforms have been initiated which are as under:

8.2 Academic Reforms

Transformation of higher education requires specific strategies for academic reforms at the institutional level. Quality improvement in higher education has been initiated through restructuring academic programmes to ensure their relevance to modern market demands. Complete revamping of teaching/learning methods from instruction and rote learning to interactive process that encourages creativity and innovation and is based on compulsory seminar-tutorials is being advocated in the universities and colleges. Some universities have begun to follow semester system, modification in assessment and examination methods, teachers' assessment, acceptance of grade and credit system and other related reforms.

The introduction of credit system in Indian universities will contribute to the development of quality in higher education through using a common and transparent system for the measurement and expression of academic work and learning outcomes of the students. This will also facilitate the mutual recognition of degree and qualification and will also ensure compatibility with the academic norms practiced in similar institutions in India and abroad. UGC has written to all universities about the need to adopt credit system with credit accumulation along with other academic reforms. While some of the universities have introduced the system recently, many others are in the process of introducing the same. It is suggested to introduce the credit system in phases. In the first phase the universities may consider to adopt the credit system in a few departments followed by the acceptance of the credit system across all departments. In the second phase, universities may ask all the autonomous colleges to follow the credit system and as the confidence develops, the credit system may be introduced at the undergraduate level. The whole process may take a longer time period depending on the maturity of the academic system.

8.3 National Mission in Education through ICT

National Mission in Education through Information Communication Technology is a mission to provide connectivity, valuable content and low cost computing devices to all the Institutions of higher learning in the country. A National Knowledge Network will interconnect all universities, libraries, laboratories, hospitals

and agricultural institutions for sharing data and computing resources across the country over a high-speed information network having gigabit capabilities. In the initial phase, around 66 institutions of higher learning and advanced research have already been connected to the network and six virtual classrooms have been set up.

Under the National Mission on Education through ICT, upto March 2010 more than 30,000 Virtual Private Network and Internet Connections have been provided to more than 7,500 colleges across the country.

8.4 Professional Development of Faculty

Government recognizes that availability of adequate and qualified faculty is a pre-requisite for quality education and has initiated short and medium term measures to mitigate the shortage of faculty, which is affecting most educational institutions.

The short term measures include increase in the retirement age up to 65 years as also improvement of salary structures, in central higher educational institutions. It also includes removing the restrictions on the recruitment of faculty and filling of the vacant position. Several states too have relaxed the restrictions and taken steps to fill the teaching post in colleges and universities.

The medium term steps include:-
i.   Increase in the number of research fellowships for M.Phil, PhD and Post Doctoral Program to create potential faculty for universities and colleges
ii. Increase in the number of fellowships and amount through NET
iii. Fellowships are given to sciences students in department/centre with special assistance program in the states and central universities, autonomous colleges and colleges with potential excellence.

The main objectives of Faculty Improvement Programme (FIP) are to provide an opportunity to the teachers of universities and colleges to pursue their academic/research activities leading to award of M.Phil/PhD degree, to provide an opportunity to the teachers to present papers in academic conferences/ seminars or participating in workshops and exchange knowledge and ideas and to provide an opportunity to young faculty members to spend a short period of two weeks to two months at institutions of their choice for a better academic exposure.

At present there are 66 Academic Staff Colleges in the country which play an important role in professional development of teachers. They have been set up in the university system for conducting specially designed orientation programmes of four weeks duration for newly appointed teachers and Refresher courses of three weeks duration for inservice teachers.

8.5 Technical Education Quality Improvement Programme (TEQIP) -II

Technical Education Quality Improvement Programme (TEQIP) was conceived and designed as a long term project to support excellence and transformation in Technical Education in the country. TEQIP Phase-I implemented with the assistance of World Bank as a centrally coordinated Central and State Sector Project with a total cost of Rs. 1339 crore from March 2003 to March 2009. Out of this Rs. 306 crore was Central Component and the remaining Rs. 1033 crore was State Component. The cumulative expenditure upto 31st March, 2009 was Rs. 1321.80 crore which is 99% of the total project allocation.

Based on the achievements made during TEQIP Phase-I, TEQIP Phase-II is to be implemented as a Centrally Sponsored Scheme (CSS) with the assistance of the World Bank at a total cost of Rs. 2,430 crores out of which Rs. 1395.50

crores will be World Bank assistance, Rs. 500 crore Central contribution and Rs. 518.50 crore State contribution from the participating States and Rs 16 crore from the private unaided institutions. The funding pattern will be 75:25 between the Centre and the participating States and for North Eastern States it will be 90:10. The TEQIP-II project is for duration of 4 years covering about 200 institutions based on competitive funding and likely to be effective from 2010-11.

8.6 Innovation Universities

A concept note on establishing 14 Innovation Universities, aiming at world class standards, across XI and XII Plan has been finalised after it was placed in the public domain for wider consultation. The establishment of innovation universities is aimed at the brain gain initiative of the Government.

8.7 Review of Institutions Deemed to be Universities

The Ministry of Human Resource Development decided to review the functioning of the existing institutions deemed to be universities in 2009-10 through a committee of eminent academics. The review found that 44 institutions deemed to be universities were unfit to function as such. Presently the matter is before the Hon'ble Supreme Court who has directed the Government to maintain status quo.

8.8 National database of academic qualifications

A national database of academic awards (degree/certificates from school to graduate/postgraduate level including professional degrees) is proposed to be created and maintained in an electronic format by an identified, registered depository. This will be a major shift from the current practice, to a technology-based solution that would ensure confidentiality, authenticity and fidelity, enabling online verification and easy retrieval of academic qualifications.

8.9 Web portal of the All-India Council for Technical Education

A new Web portal has been hosted by the All-India Council for Technical Education (AICTE) which will act as a single window system for processing applications of institutions for approval. The AICTE will also issue an identification number (ID) to institutes and faculty members of AICTE-approved institutions, a mechanism that will help check the trend of certain faculties working in multiple institutions. It is expected that the portal will facilitate a citizen-friendly, interactive mode with a responsive public grievance redressal mechanism.

8.10 Amendment of Copyright Act, 1957

In the knowledge society in which we live today, it is imperative to encourage creativity for promotion of a culture of enterprise and innovation so that creative people realise their potential. The Copyright Act, 1957 was enacted to amend and consolidate the law relating to copyrights in India. The Act is now proposed to be amended with the object of making certain changes for clarity, to remove operational difficulties and also to address certain newer issues that have emerged in the context of digital technologies and the Internet. A Bill to amend the Copyright Act,1957 has been introduced in Parliament on 19th April 2010.

Section 9

Major Reform Initiatives in Higher Education

9.1 The President's Address to Parliament on 4th June, 2009 and reiterated in the Address to Parliament on 22nd February, 2010, has declared the intent of the Government to establish an over-arching policy body on the recommendations of the National Knowledge Commission and the Committee to advise on the Renovation and Rejuvenation of Higher Education under Prof. Yash Pal. The recommendations of the Yash Pal Committee and the National Knowledge Commission emanated from a realization that fragmentation of various fields of knowledge in higher education has been to the detriment of growth of inter-disciplinary subjects. Fragmentation of higher education has created boundaries embodying the development of newly emerging fields of knowledge at the boundaries of existing disciplines. The other foundational principle on which institutions of higher learning needs to be restructured, is that autonomy of such institutions is essential for the very pursuit of knowledge. The restructuring of the Higher Education sector, in the context of a knowledge economy that thrives on innovation, the ceaseless germination of new ideas and raising the consciousness of people, requires a new spirit of regulation that respects the autonomy of institutions amidst the need for accountability with opportunities for access to all. The establishment of a body with power, inter alia, to prescribe academic standards, norms of accreditation and mechanism for financing and governance of institutions, will enhance the endeavour to promote credible standards of higher education and research in the country. The Government has constituted a Task Force to aid and assist it in the establishment of a Commission for Higher Education and Research. The Task Force has prepared a draft legislation which has been placed in the public domain for wider consultations. The Task Force has also visited various locations in the country to interact and consult prominent academicians, educational administrators, Vice Chancellors, and Education Secretaries of State Governments for suggestions on the draft proposal. The Task Force is revisiting the draft legislation on the basis of the suggestions and comments received during the interactions, and is expected to submit its report soon.

9.2 There has been public concern that technical and medical educational institutions, and universities should not resort to unfair practices, such as charging of capitation fee and demanding donations for admitting students, not issuing receipts in respect of payments made by or on behalf of students, admission to professional programmes of study through non-transparent and questionable admission processes, low quality delivery of education services and false claims of quality of such services through misleading advertisements, engagement of unqualified or ineligible teaching faculty, forcible withholding of certificates and other documents of students. Responding to these concerns, a legislation that would prohibit and punish such practices has been recently introduced in Parliament (3rd May 2010) to provide for prohibition and punishment for adoption of unfair practices.

9.3 Another legislation which has been recently introduced in Parliament (3rd May 2010)

aims at establishing Educational Tribunals to perform the role of providing an independent, enforceable, speedy, fast track adjudication of disputes in a quasi-judicial manner in regard to students, teachers and other employees, between institutions and between institutions and the regulator.

9.4 Assessment and accreditation in the higher education, through transparent and informed external review process, are the effective means of quality assurance in higher education to provide a common frame of reference for students and others to obtain credible information on academic quality across institutions thereby assisting student mobility across institutions, domestic as well as international. Presently, accreditation is voluntary as a result of which less than one-fifth of the colleges and less than one-third of all universities have obtained accreditation. Mandatory accreditation in the higher education would enable the higher education system in the country to become a part of the global quality assurance system. Mandatory accreditation in the higher education would require a large number of competent and reliable accrediting agencies to be recognized, monitored and audited for academic competence through an independent but accountable institutional mechanism. Such a mechanism would find acceptability among peer group of international accreditation bodies, necessary for student and teacher mobility and institutional collaborations, within and across borders. Consequently, there is a need for an autonomous institutional structure with statutory backing to recognize and regulate competent professional agencies charged with the task of accreditation. A Legislation has been recently introduced in Parliament (3rd May 2010) to provide for mandatory accreditation and creation of an institutional structure for the purpose. This is an in accordance with the general principle of moving from "inspection approval" based mechanism of recognizing institutions to a "verification assessment" method, the attainment of which has often been stressed in public policy discourse.

9.5 The regulation on entry and operation of Foreign Educational Institutions is in the public interest to maintain the standards of higher education within the country as well as to protect the interest of the student's community. An ideal regulatory framework could be one in which reputed institutions are able to enter and operate in terms of India's national policy, while at the same time sub-standard or 'fly-by-night' operators are checked and controlled. A legislative proposal to regulate entry and operation of foreign educational institutions has recently been introduced in Parliament on 3rd May 2010.

Part IV
Financing and Way Forward

Section 10

Financing

10.1 Introduction

The Government recognizes the importance of education in economic and social development of the nation and accords high priority in the allocation of public resources. It has pledged to raise the allocation of resources to education to 6 per cent of GDP. The Government has been steadily increasing the allocation of public resources to education to achieve this target. The budget expenditure on education as proportion of GDP has increased from 1.52 per cent in 1961-62 to about 3.78 per cent in 2008-09.

10.2 Enhancing Public Expenditure on Education and Share of Education in GNP

Expenditure on education has shown a continuous upward trend with few ups and downs. The total budget expenditure on education (all Ministries) has increased by 50 percent from Rs.89,732 crores in 2003-04 to Rs 1,89,234 crore (BE), in 2008-09 which formed 11.60 percent of the total expenditure on all sectors. Education in the union budget and the budget of the States/Union Territories (revenue and capital together) accounted for 6.18 percent and 16.22 percent respectively in 2008-09 (BE).

As a percentage of GDP, the education budget (all departments) has increased from 3.36% in 2004-05 to 3.78(p) % in 2008-09.

The educational expenditure as per cent of GDP is still below 6 percent and all stakeholders must work together to raise this proportion to 6 per cent.

A significant measure to determine the priority accorded to education is the budget expenditure proposed in the government budget. The total budget provisions on the revenue account made for education for the year 2008-09 by education department for the States/UTs and the Centre works out to Rs 1,54,409.85(BE) crores which is 11.29% of total budget of all sectors.

Based on the review of progress made and the shortfall to be met in reaching the various educational goals, allocation for the education sector under XI Five Year Plan has been increased almost five times as compared to the XI Five Year Plan allocation. Increased allocations would target the hard to reach children belonging to socially disadvantaged

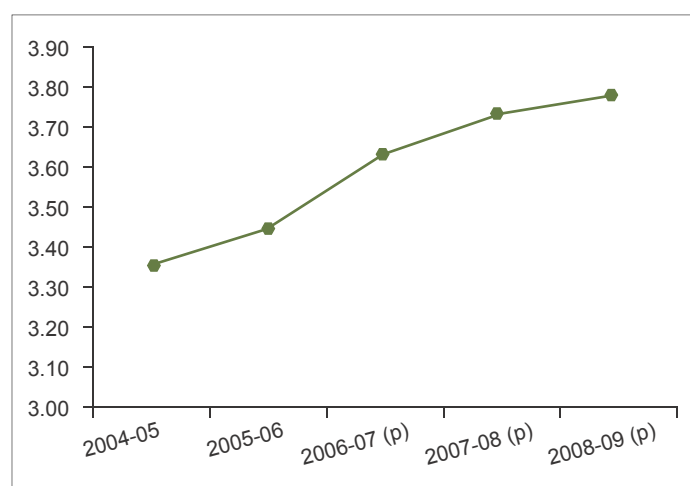**Expenditure on Education as percentage of GDP**

Table10.1: Sector-Wise Plan and Non-Plan Budgeted Expenditure for Education Department of States and Centre (Revenue Account)

Year	Elementary Education	Secondary Education	Higher Education	Technical Education	Total (including others)
2000-01	29758	19743	9195	2528	62498
2005-06	50182	27805	11013	3657	94483
2006-07	60063	31675	12541	4042	110340
2007-08 (RE)	71299	36693	15173	4988	130558
2008-09 (BE)	80495	45299	18356	7377	154410

Source: Analysis of budget expenditure on Education, various years

groups, minorities and those living in difficult geographic locations. Moreover increased participation and completion at the elementary stage would generate demand for the secondary, higher and technical education. Nonetheless, the elementary education would continue to be priority areas as far as allocations are concerned, under the new commitment of Right of Children to Free and Compulsory Education Act, 2009.

Education being a concurrent subject, both Centre and State Governments contribute in this sector. The states' revenue for education comes from multiple sources (i) the states own tax and non-tax revenues (ii) statutory transfers from the Center (iii) discretionary transfers via Centrally Sponsored Scheme (CSSs) like SSA, Mid day meal, KGBV at elementary level

of education, Rashtriya Madhyamik Shiksha Abhiyan (RMSA), Computer education in secondary education etc.

10.3 Intra-Sectoral Allocation of Education Budget

The government has been making allocations to different sectors of education like the elementary, secondary and higher as per the priority assigned to each keeping in view the national objectives and constitutional commitment and the intra-sectoral allocations are as Table 10.1.

In 2008-09 Elementary education accounted for 52.13% of the total expenditure on education in 2008-09, followed by Secondary Education which was 29.34%. The share of University and Higher education and technical education was 11.89% and 4.78% respectively. .

10.4 Financing Higher Education

Recent trend in the financing of education under central and state plans and non plan expenditure shows that in the three years of XI Plan, central plan and non-plan expenditure on higher education has increased at an annual rate of growth of 44% and 42% as opposed to 24% and 9% annual rate of growth of expenditure during the X plan. The share of Central and State public expenditure in higher education is given in Table 10.2.

Sector-wise Share of Expenditure 2008-09

Elementary 52.13%
Others 0.93%
Technical 4.78%
University 11.89%
Language 0.47%
Adult 0.46%
Secondary 29.34%

Table 10.2: Plan and Non Plan Expenditure in University & General Higher Education

(Rs. in crore)

Year	Central Plan	Central Non Plan	State Plan	State Non Plan
9th Plan	2271	6402	1723	26111
10th Plan	4187	6712	2985	37093
11th Plan (3 yrs)	8667	8844	NA	NA

Source: Analysis of Budgeted Expenditure on Education, MHRD, Government of India

Central Plan expenditure went up by 86% from IX plan to X plan. During the same period State Plan expenditure went up by 76%. Central plan expenditure from X plan to XI plan has increased by around over 10 times. Therefore, state plan expenditure also needs to increase during the same period roughly around 10 times. The need for increased expenditure by States arises because there are large numbers of schemes that require the commitment of state government in order to utilise the plan assistance from the centre. For example, setting up of 374 Degree Colleges, Incentivizing States for Expansion, Inclusion, and Excellence, Supporting uncovered State Universities (150) and Colleges (6000), Additional Assistance to already covered Universities (160)/colleges (5500), Reduction of Regional Imbalances/ Social Gaps & Promotion of Inclusiveness in the X Plan have central allocation of Rs. 20123 crores. On the assumption that state governments are required to provide one-half to two-third of the central share, the amount required by the states to implement above schemes will be in the range of Rs. 20,000-30,000 crores.

10.5 Private Investment in Higher Education

National Knowledge Commission has made suggestions to modify tax laws and trust laws. The Commission is also of the view that by creating opportunities in India, the exodus of Indian students to foreign destinations can be stopped and estimated US$ 4 billion can be mobilized to finance higher education. Central Advisory Board of Education (CABE) Committees have also suggested tapping other source of funds. There is a need to promote private investment in secondary and higher education. The private (nor-for-profit) investment can be attracted for those educational programmes which have greater employability. At present there are private (self financing) colleges affiliated to universities, private deemed universities and private universities through which private investment can be routed. To attract private investment, it is necessary that regulatory barriers are minimized.

Another way to attract private investment could be to allow the entry of foreign universities through the enabling laws. Although 100% Foreign Direct Investment is permitted in education sector, the present regulations are not conducive to it. There is also restriction for 'profit investment' in education. It is expected that the Foreign Educational Institutions (Regulation of Entry and Operations) Bill, 2010 will be a way forward in providing the necessary enabling environment for foreign educational institutions to be established in India.

Another area in which private investment can be promoted relates to the industry-academia partnership, particularly in technical institutions.

10.6 Innovations in Mobilising Resources and Student Support

Private investment can be promoted through Public-Private-Partnership (PPP). Multiple sources of financing needs to be exploited to bridge the investment gap in secondary and higher education. In order to diversify the funding resource for higher education, loans in different forms are being practiced all over the world. During the XI Five Year Plan, a sum of Rs. 4000 crore has been allocated for providing an interest subsidy to loans taken by students belonging to weaker sections which has been mentioned in detail in section 7.6.

Scholarships in higher education have great potential for promoting equity in higher education, as a large proportion of scholarship is meant for weaker sections. To give emphasis on scholarship, XI plan has allocated a sum of Rs. 600 crore for Merit-cum-Means Scholarship for Professional and Technical Courses. Pre-Matric and Post-Matric scholarship to minorities are new centrally sponsored schemes under XI plan. Scholarships to colleges/universities students include:

- Effective fellowship programme and substantial increase in coverage of PhD research students under Junior Research Fellowship (JRF).
- Encourage NET qualified and PhD students to take to research as a career and for creation of intellectual property.
- Establish interlink of research faculty with research students in universities by offering research fellowships.

Conclusion and Way Forward

Conclusion and Way Forward

11.1 School Education

The education report to the nation presents a series of policy initiatives. Access to quality education for all, in particular for the disadvantaged sections, is central to build a new India. To achieve universal literacy and continuing education, a major impetus has been the launch of "Sakshar Bharat" as a movement of women literacy and empowerment, by the Prime Minister of India on 8th September 2009. Universal Elementary Education (UEE) is the basic necessity of a civilized nation and a knowledge society. The right to education for children of the age 6 to 14 years is a Fundamental Right and the enabling Act passed by the Parliament has already come into force from 1st April, 2010. This is a major achievement in the field of education and all stakeholders need to work together to achieve it. With a view to enhance enrollment, retention and attendance and simultaneously improve nutritional levels among school going children up to elementary education, Mid Day Meal was launched in 1995. During the year 2009-10, Mid Day Meal programme has witnessed several changes in the Scheme to improve its effectiveness.

The development of a strong nation requires that the human resources of the country are endowed with higher levels of education, skill and specialization. This means education does not end with the completion of elementary cycle of schooling. The vision of a nation must be to provide secondary education to every child so that potential human resource is further enriched with skill and understanding of social, economic and political institutions to play an important role in nation building. Experience shows that a strong nation must have universal secondary schooling. Accordingly, the Rashtriya Madhyamik Shiksha Abhiyan has been given a big thrust in the XI Five Year Plan to move the nation towards better educated human resources. The Secondary Education Management Information System (SEMIS) has been implemented in States and UTs since 2007-08 with the aim of creating a comprehensive database for facilitating planning and management of secondary education development programmes.

In the area of teachers' education, the National Curriculum Framework on Teacher Education (2009) is a major step forward in the process of reforming the curriculum, syllabus and overall quality of the various teacher education courses.

11.2 Higher Education

The target of increasing Gross Enrolment Ratio to 15 percent by the end of XI Five Year Plan and 21 percent GER by the end of XII Five Year Plan is considered necessary to reap demographic dividends. The Ministry of Human Resource Development has envisaged a major plan of expansion of new central higher education institutions. The establishment of 80 new central educational institutions alongwith incentivizing State Governments to set up new educational institutions and governance reforms will give a big boost to the expansion with inclusion, in higher education in India.

Government has taken major initiatives towards institutional reforms in higher education sector during the year 2009-10 which marks a paradigm shift in the directions of development. A National Commission for Higher Education and Research is proposed to be established as an apex body for maintenance and co-ordination of standards for an entire higher education. A National Accreditation Authority for Higher Educational Institutions is also proposed which will provide a common frame of reference for students to obtain credible information on academic quality across institutions. The choice of students for better quality will promote competitiveness among institutions. The government has also introduced a legislative proposal in the Parliament to regulate the entry of foreign universities. This will restrict the entry of fly by night operators and provide incentives to the good institutions to enter under the law of the land. Government, as a part of reform, aims to curb adoption of unfair practices by technical and medical educational institutions and universities in matters related to charging of capitation fees, making admissions not according to merit, making false claims on availability of infrastructure, faculty or recognition of the institution etc. The Educational Tribunals Bill provides for a three tier system-district, state and national level-to deal with disputes between students, teachers and institutions.

Self governance of universities needs to be promoted. At the same time, autonomy should go with performance, as a measure of accountability. Financial autonomy, however, should be restricted to control commercial practices. Government also emphasizes the use of ICT in governance, e - resource material, teaching learning processes, research etc.

It is to note that the share of Scheduled Castes and Scheduled Tribes enrolment as a percent to total enrolment in higher education has been steadily increasing over the years. Gender parity index has shown continuous improvement over the years as a result of government efforts to increase women participation. There are several schemes of UGC to support the education of SCs and STs and women in higher education. Reservation of 27% seats for the Socially and Educationally Backward (OBC)'s were implemented in all central educational institutions covered by the Central Educational Institutions (Reservation Admission) Act, 2006. During 2009-10 the educational advancement of minorities were promoted through a number of schemes.

Transformation of higher education requires specific strategies for academic reforms at the institutional level. UGC has written to all universities about the need to adopt credit system with credit accumulation along with other academic reforms. Some of the universities have introduced the system recently while many others are in the process of introducing the same. Complete revamping of teaching/learning methods from instruction and rote learning to interactive process that encourages creativity and innovation and is based on compulsory seminar-tutorials are being advocated to be followed in the universities and colleges. Many universities have begun to follow semester system, modification in assessment and examination method, teachers' assessment.

This will facilitate the mutual recognition of degree and qualification and will also ensure compatibility with the academic norms practiced in similar institutions in India and abroad.

11.3 Way Forward

There is a firm resolve of government to treat education as a public good. Within public good assumption, the government believes that inclusive approach to expansion will be supported by various affirmative actions to provide opportunities of education to marginalized sections of society. Education will thus pave the way for larger participation in social, economic and political spheres.

The Government seeks the participation of private players in education. To promote private investment, it is considered necessary that regulation should be bare minimum that is necessary to prevent commercialisation and promote quality. At the same time, the public private partnership is envisaged as a way to involve the private sector in finance and management within the public ownership of educational institutions.

To fulfill the target of UEE, the way ahead is to make the school management committees and local communities effective. The solution lies in accepting the fact that at the decentralized level, the ultimate responsibility is upon the community who should come together with the teachers. They should work together to enroll the out of school children and engage effectively with them so that they achieve the expected competencies at the end of the elementary school cycle. It is the duty of the educational administrators of the country to provide such enabling conditions and autonomy to the local communities, school management committees and the teachers so that they feel motivated. The implementation of the Right to Education Act at the elementary level of education will be taken forward to achieve UEE.

The target of achieving universal secondary education may seem a tall order. However, it is achievable, as there is aspiration and demand of the people. The efforts of the state through the new programme of universalizing secondary education named Rashtriya Madhyamik Shiksha Abhiyan, will be implemented with the co-operation of civil society.

In the higher education sector the target of achieving 15% GER by the end of XI Five Year Plan will be achieved and efforts will be made to achieve a GER of 21% by the end of XII Five Year Plan. Major institutional reforms have been initiated during 2009-10 which will be carried toward once the government receives the mandate from the Parliament. The academic reforms initiated through the UGC and AICTE will be implemented effectively in the year 2010-11. Efforts will also be made to increase the participation of all sections of society to achieve inclusive growth.

Major challenges in the field of higher education will be incentivizing the states to open more institutions, addressing the shortage of faculty, use of ICT and innovative measures to better utilize the existing resources e.g. second shift in educational institutions and using e-content for teaching-learning purposes as also to provide avenues for vocational education through the sub-mission on polytechnics.

Last, but not the least, education at all levels has to be quality education. The emergence of knowledge society is crucially dependent on the quality human resources. It is necessary that higher education and teacher education institutions produce quality teachers and Institutions of higher learning invest in research and teaching. Let us all work together to make India a knowledge society, as education is one of the most powerful instruments for reducing poverty and equality, and a key to enhance the country's competitiveness in the global economy.

Abbreviations

AICTE	All India Council for Technical Education
AIs	Accredited Institutes
AMU	Aligarh Muslim University
AVI	Accredited Vocational Institute
BRC	Block Resource Centre
CABE	Central Advisory Board of Education
CBSE	Central Board of Secondary Education
CCE	Continuous and Comprehensive Evaluation
CRC	Cluster Resource Centres
CSS	Centrally Sponsored Scheme
DEC	Distance Education Council
DIET	District Institute of Education and Training
EOCs	Equal Opportunity Offices
FCI	Food Corporation of India
GER	Gross Enrolment Ratio
GNP	Gross National Product
HEPSN	Higher Education for Persons with Disabilities
ICT	Information and Communication Technology
IDMI	Infrastructure Development in Minority Institutions
IEDC	Integrated Education for Disabled Children
IEDSS	Inclusive Education of the Disabled at the Secondary Stage
IGNOU	Indira Gandhi National Open University
IIM	Indian Institute of Management
IISER	Indian Institute of Science Education and Research
IIT	Indian Institute of Technology
JMI	Jamia Millia Islamia
JRF	Junior Research Fellowship
JSS	Jan Shikshan Sansthan
KGBV	Kasturba Gandhi Balika Vidyalaya

KVs	Kendriya Vidyalayas
MANUU	Maulana Azad National Urdu University
MHRD	Ministry of Human Resource Development
NAAC	National Assessment and Accreditation Council
NCERT	National Council for Educational Research and Training
NCHER	National Commission for Higher Education and Research
NCMEI	National Commission for Minority Educational Institutions
NCTE	National Council for Teacher Education
NET	National Eligibility Test
NGO	Non-Governmental Organization
NIC	National Informatics Centre
NIOS	National Institute of Open Schooling
NIT	National Institute of Technology
NPEGEL	National Programme of Education for Girls at Elementary Level Scheme
NVs	Navodaya Vidyalayas
OBC	Other Backward Castes
ODL	Open and Distance Learning
OSC	Oversight Committee
PG	Post Graduate
PPP	Public Private Partnership
RMSA	Rashtriya Madhyamik Shiksha Abhiyan
RTA	Research & Teaching Assistantship
SC	Scheduled Castes
SCERT	State Council of Educational Research and Training
SEBCs	Socially and Educationally Backward Classes
SEMIS	Secondary Management Information System
SPA	School of Planning and Architecture
SPQEM	Scheme for Providing Quality Education in Madarsa
SSA	Sarva Shikshya Abhiyan
ST	Scheduled Tribes
TEPSE	Teacher Preparation in Special Education
TEQIP	Technical Education Quality Improvement Programme
UEE	Universalization of Elementary Education
UG	Under Graduate
UGC	University Grants Commission
UT	Union Territory