

FIFTY FIFTH MEETING
OF
THE
CENTRAL ADVISORY
BOARD OF
EDUCATION

AGENDA ITEMS
&
BACKGROUND NOTES

DATED
TUESDAY, THE 10TH FEBRUARY, 2009

MINISTRY OF HUMAN RESOURCE DEVELOPMENT
GOVERNMENT OF INDIA

**Agenda & Background Notes for the 55TH Meeting of
Central Advisory Board of Education (CABE)**

10th February, 2009 at 10.30 a.m.

**Venue : Convention Hall,
Ashoka Hotel,
New Delhi**

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1. CONFIRMATION OF THE MINUTES OF 53rd & 54th MEETINGS OF CABE HELD ON 14-15 JULY, 2005 & 6-7th SEPTEMBER, 2005 RESPECTIVELY

2. ACTION TAKEN REPORT ON CABE MEETINGS

(a) Action Taken on the discussions taken in the 53rd meeting held on 14-15 July, 2005

In the 53rd meeting, the reports and recommendations on the following 7 CABE Committees were submitted. These committees had been set up pursuant to the recommendations of 51st meeting in 2004. The reports of these committees were presented and discussed. These committees related to following issues:

1. Universalization of Secondary Education
2. Girl's Education and the Common School System
3. Free and Compulsory Education Bill and other issues related to Elementary Education
4. Autonomy of Higher Education Institutions
5. Financing of Higher and Technical Education
6. Integration of Culture Education in the School Curriculum
7. Regulatory mechanism for the textbooks and parallel textbooks taught in schools outside the Government system

The Union Human Resource Development Minister announced setting up of three CABE Standing Committees in his address:

1. Inclusive Education for Children and Youth with Special Needs
2. Literacy and Adult Education; and
3. Integration and Coordination of Efforts for Children's Development

1. Action Note on Inclusive Education for Children and Youth with Special Needs

Action Note on Inclusive Education for Children and Youth with Special Needs is placed at **Annexure I**.

2. Action Note on Literacy and Adult Education

As per the decision of the 53rd meeting of the CABE held on 14th and 15th July 2005, a Standing Committee on '**Literacy and Adult Education**' was set up under the chairpersonship of Prof. Basudeb Barman, MP, Lok Sabha. The Committee had representation of Ministers dealing with Elementary Education and Adult Literacy from the States of Andhra Pradesh, Arunachal Pradesh, Bihar, Uttar Pradesh and Jammu and Kashmir. It also had representation of Secretaries of the Union Ministries of Tribal Affairs, Information and Broadcasting, Health and Family Welfare, Youth Affairs and Sports, Women and Child Development, Social Justice and Empowerment. In addition, Smt. Nirmala Deshpande and

Shri Sandeep Pandey were members of the Standing Committee. The duration of the Committee was till 31.8.2007.

The Committee met on two occasions, viz. 28th November 2006 and 13th December 2006. The important recommendations of the Committee, and action taken thereon is given below:

Learner related:

- a. **Illiterate persons should not be viewed as ignorant as they are mature, world-wise professionally/ trade-wise equipped and conversant with the Indian ethos.**

This view is in consonance with the NLM approach and strategy, which respects the native wisdom and experience of the people. NLM facilitates a process to enable people to understand ‘the causes of their deprivation and move towards amelioration of their condition through organization and participation in the process of development’.

- b. **Special innovative strategies need to be designed for low literacy districts as also for SC/ST and minorities. As majority of the illiterates belong to SC/ST and minorities, the convergence with other programmes should be dovetailed for their benefit.**

The focus of NLM programmes has been and will continue to be on persons belonging to disadvantaged groups and weaker sections. This is evident from the table given below indicating the increase in literacy rate over the past three decades. Change in the overall SC/ST literacy rate between the 1991 and 2001 census has been over 17%. NLM will continue its focus on SC/ST and minority groups.

	1981	1991	2001	Change: 1981 and 1991	Change: 1991 and 2001
Literacy Rate	43.57%	52.21%	64.84	+8.64	+12.63
Number of Non Literates	--	328.88 m	304 m	--	-24.88
Male Literacy	56.38%	64.13%	75.26%	+7.75	+11.13
Female Literacy	29.76%	39.29%	53.67%	+9.53	+14.38
Gap in male – female literacy	26.62%	24.84%	21.59%	-1.78	-3.25
SC literacy: T	21.38%	37.41%	54.69%	+16.03	+17.28
SC Literacy: M	31.12%	49.91%	66.64%	+18.79	+16.73
SC Literacy: F	10.93%	23.76%	41.90%	+12.83	+18.14
ST literacy: T	16.35%	29.60%	47.11%	+13.25	+17.51
ST Literacy: M	24.52%	40.65%	59.17%	+16.13	+18.52
ST Literacy: F	8.04%	18.19%	34.76%	+10.15	+16.17

Muslims: T	NA	NA	59.10%	--	--
Muslims: M			67.56%		
Muslims: F			50.09%		

- c. **There should be no restriction under the formal system of education and it may be open to everybody irrespective of age at least up to Class VIII or X.**

NLM encourages people to participate in continuing education programmes as well as equivalency programmes. Equivalency programmes will enable young adults and adolescents to continue their education, for example, up to grade III, IV/V and VII/VIII, and even beyond, wherever possible, in the formal school system. The Open Basic Education (OBE) programme initiated by the National Institute of Open Schooling (NIOS) will be taken as the starting point. While formulating equivalency programmes, the life experience and local knowledge systems of the adult learners will be taken into consideration

- d. **The inborn skills of the learners in combination with the reading and writing skills should be moulded and raised to the full potential through appropriate training in communication skills or through skill development programmes.**

Literacy learning should go side by side with learners coming together to understand their predicament and acquire necessary skills for their survival. Activities, dialogue and discussion are an integral part of literacy to enable learners to systematize their thoughts, relate learning to their own situation and articulate their views. Such learning processes contribute to raising the full potential of the learners.

- e. **The people in the 15-35 age group should be divided into two categories 15-24 and 25-35 and appropriate strategies evolved for each group e.g. vocational training can be given priority for the person in the 15-24 age group.**

Jan Shikshan Sansthan provide vocational courses that are need based; the type, quality, content and duration being flexible. The curriculum lays down the course duration, including instructional hours and weightage for theory and practical work, the methodology, system of evaluation and norms for certification. The curriculum for each course also incorporates components relating to life enrichment education, and enables people from different age groups to apply it to their lives.

- f. **Livelihood issues should be accorded priority particularly for the beneficiaries who are in the BPL category.**

Jan Shikshan Sansthan provide vocational training to accommodate persons who have

acquired basic literacy and neo-literate skills, as also school drops, many of whom belong to BPL category. These courses empower the disadvantaged groups and help them supplement their incomes

Volunteer Related:

- g. The volunteers in the literacy programme should invariably be compensated for their services. Non-payment amounts to exploitation and reduced work efficiency and lowered motivation and commitment. Compensation should be made to an extent that they can sustain themselves.**
and
- h. Self Help Groups should be associated in the programme as some of them are quite competent for this type of work.**
and
- i. After the 10th and 12th class examinations and before publication of results thereof, it should be possible to utilize the services of school children for a period of 3-4 weeks for literacy work in a Mission mode. The services of class IX and class XI students may be utilised for literacy work during their spare time or vacations.**
and
- j. NSS volunteers for Universities and Colleges should be involved meaningfully in NLM programme.**

Literacy movements, the world over, have been people's movements, driven by altruism, selflessness and voluntarism. Volunteers are not expected to undertake full time work. They contribute one-two hours of their time for a short duration of 6-8 months in order to teach reading and writing to those who have been deprived of the opportunity to learn. Given the financial resources available and the economics of the payment-based approach, NLM would be ill advised to expend all its resources on disbursement of remuneration to volunteers. The issue of payment should come up only in the case of full-time work, especially full time management and supervision work, but not in the case of short-term, part-time contribution. Volunteers must be motivated so that they are drawn into a larger movement for social change and national reconstruction, rather viewing their role and contribution merely in monetary terms.

Past experience suggests that properly conceived campaigns can generate volunteers from among Self Help Groups, school children, NSS volunteers, etc, but volunteers do need recognition and appreciation, which need not necessarily, be monetary. Awards and certificates for their contribution to the literacy movement are all within the realm of decision-making at the State level and would go a long way in fostering and sustaining the motivation of volunteers.

Programme Related

- k. **The need of the hour was to connect literacy with livelihood by encouraging programmes designed to ‘Earn while you learn’**

Literacy is crucial to the acquisition of essential life skills that enable people to address the challenges they face in life. These life skills encompass analytical skills, social/personal skills, negotiation and livelihood skills, and are indispensable for effective participation in the societies and economies of the 21st century.

- l. **Over-emphasis on computer aided programmes may be avoided and thrust may be on training programmes in basic production technologies.**

Noted for compliance

- m. **The University Departments of Adult Education should have an active and participatory role in the overall strategy of NLM.**

University Departments of Adult Education are involved in research and evaluation of the NLM programmes. In several cases University Departments are also involved in the establishment of State Resource Centres to provide pedagogic and material development support to programmes of Adult Education.

- n. **It should be the endeavour under various schemes like ICDS, SSA, MDM, etc., to ensure that no child remains illiterate so that they do not add to the ranks of adult illiterate at a later stage.**

Investments under ICDS, SSA and MDM have been stepped up considerably during the 11th Plan. There is optimism that further influx into the pool of illiterates will be stopped.

- o. **There is an urgent need for an efficient social audit system to be put in place.**

Noted for compliance

Resource- related

- p. **Quantum jump in social indicators also requires a quantum jump in resources.**

The 11th Plan outlay for Adult Education has been fixed at Rs 6000 crores. This represents a significant increase over the allocations of Rs 1250 crores for the 10th Plan period.

- q. **The first instalment of grant should be released in the month of April itself with adequate stipulation in the event of its non-utilization.**

3. Integration and Coordination of Efforts for Children's Development

This issue is being dealt with by Ministry of Women & Child Development.

(b) Action Taken on the discussions taken in the 54th meeting held on 6-7 September, 2005

The Central Advisory Board on Education (CABE) at its 54th meeting considered and approved the National Curriculum Framework (NCF) 2005. The CABE also recommended that a Monitoring Committee be set up to oversee the process of syllabus formation and textbooks writing, publication and distribution. Accordingly a Monitoring Committee was set up with the following terms of reference:

- (i) To ensure that syllabi and textbooks finalized by the NCERT reflect the values enshrined in the Constitution in the organization of knowledge in all subjects.
- (ii) To ensure that the main thrust of the NCF 2005, i.e. to reduce curricular burden is fully reflected and carried out in the syllabi and textbooks.
- (iii) To ensure that textbooks encourage classroom pedagogy which enables both teachers and children to explore and use other resources of learning.
- (iv) To ensure that all textbooks reflect sensitivity to gender, caste and class parity and the needs in all subjects of children with disability.
- (v) To ensure that environmental education, peace, health issues and work related attitudes and values are infused in all subjects.
- (vi) To ensure that textbooks are free of errors and distortions, and
- (vii) To review the schedule of textbook publication.

The Constitution of the Committee was as follows:

- (i) Prof. Mrinal Miri, A-39, South Extension Part-I, N.Delhi Chairman
- (ii) Prof. G.P. Deshpande, 10B, Althashree, Pashan-Sus Road Co-Chairman
Pashan, Pune – 411 021

Representatives of State Governments

- (iii) Smt. Anshu Vaish, Principal Secretary (School Education), Govt. of Madhya Pradesh.
- (iv) Shri D. Chakravorty, Principal Secretary (School Education), Govt. of West Bengal.
- (v) Shri R.R. Rashmi, Secretary (School Education), Govt. of Manipur.

Action taken by NCERT –

1. *Development of syllabi:*

Subsequent to NCF-2005, the process of development of syllabi and preparation of textbooks in a phased manner was initiated by NCERT. Syllabus Committees involving subject experts, teachers and faculty of NCERT, were set up in the areas of Languages, Mathematics, Science and Social Sciences to review and revise the syllabus for all stages of school education. The syllabus committees attempted to engage with the deeper issues of curricular burden and stress by encouraging flexibility and creativity in all areas of knowledge and its construction by children while maintaining continuity from one level to the next. The new syllabi focus on the appropriateness of topics and themes for the relevant stages of children's development from a psychological point of view. The concerns related to gender, peace, health, work, environment and the needs of children with disabilities have been given due place. NCERT has also developed syllabi in subjects such as Arts, Graphic Designing, Computer Science, Human Rights, Creative Writing and Translation, Human Ecology and Family Sciences. All these syllabi were considered and approved by National Monitoring Committee.

2. *Development of textbooks:*

Textbook Development Committees involving subject experts, teachers, scholars and NCERT faculty, were set up for preparation of textbooks. The textbooks based on NCF-2005, seek to provide a tool to engage children in learning. Care has been taken to make teachers understand the distinction between transmission of knowledge by adults and construction of knowledge by learners, and to modify their approach in favour of later. Activities suggested in the textbooks are related to learner's experiences and illustrations have been drawn from diverse geographical, social and cultural contexts. The content of the textbooks has been presented in an interesting and interactive way relating to everyday life of students and to their environment. The textbooks for all stages of school education and in all the subjects have been developed by NCERT in a phased manner. All the textbooks were considered and approved by NMC. NCERT has prepared textbooks in three languages – English, Hindi and Urdu.

Phase I – Textbooks for classes I, III, VI, IX and XI were developed and introduced from the session 2006-07.

Phase II – Textbooks for classes II, IV, VII, X and XII were developed and introduced from the session 2007-08.

Phase III – Textbooks for classes V and VIII were developed and introduced from the session 2008-09.

CBSE, Kendriya Vidyalaya, Navodaya Vidyalaya and 15 States have adopted NCERT textbooks at various stages of school education. These states are Andaman

and Nicobar Island (I-XII), Andhra Pradesh (VI-X), Arunachal Pradesh (I-XII), Assam (XI-XII), Bihar (IV-XII), Chandigarh (I-XII), Delhi (IX-XII), Goa (I-XII), Haryana (VI-XII), Himachal Pradesh (VI-XII), Jharkhand (I-XII), Jammu & Kashmir (VI-X), Kerala (XI-XII), Sikkim (IX-XII) and Uttarakhand (IX-XII).

3. *Orientation of teachers:*

The next step, after publication of textbooks was to orient teachers towards the new approach of ‘process oriented teaching-learning’ as articulated in NCF-2005. A major programme of teacher training through teleconferencing using EDUSAT was organized in which approximately 12000 teachers interacted with experts.

4. *Dissemination of NCF-2005 and Revision of syllabi and textbooks by States:*

NCF-2005 has been translated in all the languages listed in Schedule VIII of the Constitution. As was decided in Executive Committee of NCERT, each state was given financial support of Rs. 10 lakh to initiate the curricular reform processes in the light of NCF-2005. States printed different language versions of NCF-2005 and disseminated to the stakeholders. SCERTs organized orientation programmes for teachers and teacher educators. A number of states reviewed and revised their syllabi in the light of NCF-2005. These include Andhra Pradesh, Assam, Bihar, Chattisgarh, Haryana, Himachal Pradesh, Karnataka, Kerala, Madhya Pradesh, Manipur, Meghalaya, Mizoram, Nagaland, Orissa, Punjab, Sikkim, Uttar Pradesh and Uttarakhand.

3. MAJOR INITIATIVES OF THE MINISTRY

ELEMENTARY EDUCATION

(I) SARVA SHIKSHA ABHIYAN

Sarva Shiksha Abhiyan (SSA) is the national flagship programme launched in 2001-02 for achieving the goal of Universalisation of Elementary Education (UEE) through a time bound approach in partnership with States and local bodies with community-ownership of the school system. It is also an attempt to provide an opportunity for improving human capabilities of all children (6-14 years age), through provision of community-owned quality education in a mission mode. It is a response to the demand for quality basic education all over the country and SSA seeks to ensure supervision by accountability to the local community.

The SSA covers all States and Union Territories and reaches out to 19.4 crore children in 12.3 lakh habitations. In order to ensure that the priority to UEE is translated into action, the organisational set-up and the monitoring structure draw their authority from the highest political levels in the country. The Prime Minister of India heads the National Mission for SSA which monitors the progress made under the Sarva Shiksha Abhiyan. The Executive Committee of the National Mission is chaired by the Minister for Human Resource Development.

1. SSA Goals:

- i) All 6-14 age children in school/EGS (Education Guarantee Scheme) centre/bridge course by 2005;
- ii) Bridge all gender and social category gaps at primary stage by 2007 and at elementary education level by 2010;
- iii) Universal retention by 2010;
- iv) Focus on elementary education of satisfactory quality with emphasis on education for life;

2. SSA outlay and releases

- (i) In IXth Plan, the funding pattern was 85% Central share and 15% State share. In Xth Plan it was 75:25 (in respect of NE States during 2005-06 and 2006-07, 15% State share was borne by the Ministry of DoNER). In XIth Plan, the funding pattern is:

- 65:35 between Centre and States for the first two years of Plan, 60:40 for the third year, 55:45 for the fourth year and 50:50 thereafter. In respect of 8 North East States, the funding pattern is 90:10 under the programme with the Central share resource from the 10% earmarked funds for the NE States in the SSA's Central Budget".
- (ii) SSA was partially funded to the tune of Rs.4700 crores from 2003-04 to 2006-07 by the World Bank, European Commission and DFID of UK.
- (iii) For the period of 3 years from 2007-08 to 2009-10, the World Bank, European Commission & DFID of UK will be partially funding the SSA. The funds from externally aided agency are to the tune of Rs. 4330 crore (World Bank Rs. 2558 crores, DFID Rs. 1251 crores & EC Rs. 521 crores)
- (iv) In 2008-09, Central allocation of Rs.13100 crore (GBS Rs.5410 Cr.; PSK Rs.7690 Cr.) provided for SSA programme.
- (v) The outlay for SSA for the 11th Plan period is Rs. 71,000 crores.
- (vi) The total outlay for the 10th Plan was Rs.17,000 crores. The releases by the Central Government and expenditure during the 10th Plan was as follows:-
(Rs. in Crores)

Year	GOI Budget	GOI Releases	Actual Expenditure (Out of total funds available)
2002-03	1569.26	1569.26	1305.65
2003-04	2732.32	2732.29	3057.48
2004-05	5079.58	5139.75	6598.39
2005-06	7810.75	7568.40	10002.33
2006-07	11104.00	10886.55	14779.29
Total	28295.91	27896.25	35743.14

- (vii) In 2007-08, GOI released Rs.11480.61 crore to the States/UTs against which the expenditure was Rs.15,565.57 crore including unspent balance.
- (viii) For 2008-09, the Project Appraisal Board (PAB) of all the States/UTs have been completed by April, 2008 and outlays approved (Centre+State) are Rs.24127.14 crore (including Rs.1228.59 crore for NER)

(ix) Upto 21.01.09, against BE 2008-09 of Rs.13,100 crore, Rs.10,826.62 crore (82.65%) have been released to the States/UTs.

(x) GOI releases to States/UTs under SSA up to 29.1.2009 is at **Annexure-II**

4. Vastly improved States/UTs commitment to SSA

State Shares

(Rs. In Crores)

2002-03		2003-04		2004-05		2005-06		2006-07		2007-08	
402.90	25.80%	838.70	31.00%	1754.60	34.10%	2802.73	37.10%	3754.56	35.21%	5735.12	50.42%

5. Achievement during 10th Plan Period

Sub Component	2002 (Habitations covered)	2007 (Habitations covered)
Primary School coverage	86.96%	98%
Upper Pry School Coverage	78.11%	86%

	Sanctioned under SSA during X th Plan	Opened (upto 31 st March 2007)
New Primary Schools	133928	99715 (74.5%)
New Upper Primary Schools	100788	83824 (83.2%)
KGBV Girls Hostel	2180 (from 2004-05)	1819 (83.44%)

Sub-Component	10 th Plan Projections	10 th Plan sanctions	Completed & in-progress
Additional Classrooms	10,66,000	11,17,143	10,21,716 (91%)
Teachers	10,66,000	10,12,000	8,10,000 (80.1%)

Financial	Rs 17,000 cr.	Rs 27,896 cr.	Rs 71,000 cr.
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6. Key proposals for the XIth Plan

S. No.	Activity	Proposals for XIth Plan	Sanctioned in 2007-08 & 2008-09	Balance
1.	Primary Schools	20000	26822	0
2.	Upper Primary Schools	70000	44181	25819
3.	Addl. Classroom	887000	332040	554950
4.	Drinking Water	68000	23087	44913
5.	Toilets	20400	47848	0
6.	KGBV	410	398	12

7. Progress against key SSA inputs: -

The programme is being implemented in partnership with the States to address the children in the age group of 6-14 years. The achievements of SSA till September 2008 are opening of 261562 new schools, construction of 212677 school buildings, construction of 883899 additional classrooms, 182539 drinking water facilities, construction of 247071 toilets, supply of free textbooks to 8.11 crore children, appointment of 9.66 lakh teachers. 18.24 lakh teachers received in-service training. There has been a significant reduction in the number of out of school children on account of SSA interventions. States/UTs have reported that there are only 45 lakh children in the 6-14 age group who are now not enrolled in a school. The budget for 2008-09 is Rs.13100 crore. Cumulative sanctions to States/UTs up to 2008-09 under SSA is at **Annexure-III**

Sl. No.	Items	Cumulative Targets since inception to 2007-08	Achievements (upto 31.03.2008)	Performing States	Targets for 2008-09
1.	Opening of New Schools	275005	240750 (87.54%) Completed	Maharashtra, Manipur, W.Bengal	29848
2.	Construction of school buildings	204400	195959 (95.63%) Completed & in Progress	Bihar, J&K, Jharkhand	43164
3.	Construction of additional classrooms	822930	778531 (94.60%) Completed & in Progress	Manipur, Sikkim, West Bengal	116206
4.	Drinking water facilities	189068	180314 (95.36%) Completed & in Progress	Chhattisgarh, J&K, Orissa	3941
5.	Construction of Toilets	244285	230493 (94.35%) Completed & in Progress	Goa, J&K, Orissa	20353
6.	Teacher appointment	11.20 lakh	9.09 lakh (81.16%) Completed	Bihar, West Bengal, Rajasthan	107444
7.	Enrolment in EGS/AIE Centres	58.78 lakh (Annual)	37.65 lakh (64.1%) Coverage	Bihar, Andhra Pradesh, MP	59.46 lakh
8.	Teacher training (20 days)	3573735 (Annual)	2588970 (72%) Completed	Bihar, Jharkhand, UP	36.29 lakh
9.	Supply of Free Textbooks	6.91 crore (Annual)	6.88 cr. (99.5%) Supplied	D & N Haveli, Gujarat, Meghalaya	8.98 lakh
10.	KGBV Schools	2180	1929 (88.48%) Operationalized	J & K, UP	398

Performance upto 30.09.2008

Sl. No.	Items	Cumulative Targets since inception including 2008-09	Achievements (upto 30.09.2008)		Total
			Completed	In Progress	
1.	Opening of New Schools	304853	261562	-	261562 (85.79%)
2.	Construction of school buildings	248064	164682	47995	212677 (85.73%)
3.	Construction of additional classrooms	940698	701295	182604	883899 (93.96%)
4.	Drinking water facilities	193009	170700	11839	182539 (94.58%)
5.	Construction of Toilets	264638	225642	21429	247071 (93.36%)
6.	Teacher appointment	12.27 lakh	9.66 lakh	-	9.66 lakh (78.76%)
7.	Teacher training (20 days)	4069694 (Annual 2008-09)	1824475	-	1824475 (45%)
8.	Supply of Free Textbooks	8.97 crore (Annual 2008-09)	8.11 Cr.	-	8.11 Cr. (90%)
9.	KGBV Schools	2578	2383 Operationalized (till 31.12.2008)	-	2383 (92.44%)

8. Progress in Educational Indicators

- (i) 3.68 crore children have joined the education system since the launch of SSA

(ii) Out of school children

(In Crores)

2001-02	2002-03	2003-04	2004-05	2005-06	2006-07	2007-08	2008-09
3.20	2.49	1.16	1.35	0.95	0.70	0.76	0.45

Independent Study – July/August 2005, estimates 1.34 cr. children out of school. 6.94% children in 6-14 age group are out of school and out of that 2.1% are dropouts & 4.8% never enrolled (9.9% Muslim, 9.6% ST, 6.97 SC).

(iii) Enrolment indicators

SES		2001-02	2005-06	Remarks
Gross Enrolment Ratio	Primary	96.3	109.40	13.1 ↑
	Upper Primary	60.2	71.15	10.95 ↑
	Elementary	82.4	94.92	12.52 ↑
Dropout rate	Overall (Pry.)	39.0	25.47	13.53 ↓
	Girls (Pry.)	39.9	21.5	18.4 ↓
	Overall (Ele.)	54.6	48.7	5.9 ↓
	Girls (Ele.)	56.69	48.9	7.79 ↓

(iv)

DISE		2003-04	2007-08	Remarks
Share of girls	Primary	47.47	48.22	0.75 ppt ↑
	Upper Primary	45.02	46.99	1.97 ppt ↑
Share of SC students	Primary	20.84	19.83	16% population
Share of ST students	Primary	9.71	10.95	8% population
Transition Rate from Pry to U. pry.		74.15	81.13	6.98 ppt. ↑
Average Dropout Rate at Primary level		10.6	9.36	1.24 ppt. ↓

(v) Infrastructural Indicators

	2003-04	2007-08
Ratio of PS to UPS	2.87	2.4
Student to Classroom Ratio	42	35
Pupil to Teacher Ratio	39	33

% of schools having drinking water facility in school	77.89	86.75
% of schools having common toilets in school	41.81	62
% of schools having girls toilet in school	28.24	50.55

(vi) Attendance of Students/Teachers

	Students	Teachers
Primary	68.5%	81.7%
Upper Primary	74.35%	80.8%

Note: Based on findings of study in 20 States on students/teachers attendance over the academic year 2006-07.

(vii) Measurement of Students' achievement

- Nationwide pupil achievement surveys by NCERT indicates(% Achievement)

		Math	Language	EVS	Science	Soc. Sc.
Class – III (29 States/UTs)	1 st Rd.	58.25	63.12	--	--	--
	2 nd Rd.	60.00	67.00	--	--	--
Class – V (31 States/UTs)	1 st Rd.	46.51	58.57	50.30	--	--
	2 nd Rd.	48.40	60.31	52.19	--	--
Class – VII (10 States/UTs)	1 st Rd.	30.50	54.24	--	37.78	34.04
	2 nd Rd.	38.76	51.95	--	39.87	40.89
Class – VIII (17 States/UTs)	1 st Rd.	39.17	53.86	--	41.30	46.19
	2 nd Rd.	41.50	56.13	--	41.75	46.94

9. Quality aspects in SSA

Sl. No.	Intervention	Target 2007-08	Achievement (in % till 31.12.08)

I.	Academic Support		
1.	BRC	6491	100%
2.	CRC	72022	96%
II.	Schools		
1.	School grant	11.82 lakh schools	82%
2.	TLE grant	34734	19%

III.	Teachers		
1.	Teacher recruitment (up to 30.9.2008)	12.27 lakh teachers	78.76 %
1.	Teacher grant	41.47 lakh teachers	80%
2.	20 days annual in-service training	40.69 lakh	59%
3.	Induction training	2.38 lakh	22%
4.	Training for untrained teachers (distance mode)	1.26 lakh	44%

IV.	Students		
1.	Free-textbooks	8.97 cr. students	94%
2.	Remedial teaching	39.21 lakh students	51%

(i) **Computer Aided learning (CAL)** is operational in **25982 schools** covering 48.19 lakh students, with partnership of 69 private organisation/ NGOs partners

(ii) **States have quality improvement programme for learning enhancement.**

- Targeted programmes for language & Maths at primary level in 25 States
- Science and Maths enhancement at upper primary level in 18 States

10. Kasturba Gandhi Balika Vidyalaya (KGBV)

(i) Against 2578 KGBV sanctioned, 2159 are operational (as on 31.10.2008) in 27 States.

(ii) 427 KGBV's in blocks with substantial muslim population; 612 KGBV's in ST concentration blocks; 688 in SC concentration blocks; 94 in urban areas.

(iii) 1.70 lakh girls enrolled of which 27% SC, 32% ST, 26% OBC, 6% muslim & 9% BPL.

(iv) KGBV coverage is 398 (94 in urban areas) in 2008-09.

11. National Programme for Education of Girls at Elementary Level (NPEGEL)

(i) NPEGEL is operational in 3272 Educationally Backward Blocks covering 40171 clusters, for more intensive community mobilization for girls education, gender sensitized of teachers and targeted strategies for girls from disadvantaged groups.

(ii) Rs 578.18 cr. have been sanctioned for NPEGEL in 2008-09. NPEGEL expenditure upto 31st March 2008 is Rs 470.73 cr.

12. Monitoring in SSA

SSA has elaborate State and national level monitoring arrangements.

(i) Framework for implementation of SSA has been amended to provide for the constitution **of a District Level Committee** comprising local public representatives to monitor the implementation of the SSA programme in the districts.

(ii) Progress against **key monthly indicators** and a more detailed **quarterly progress report** from States to Government of India.

(iii) A **computerized Educational MIS** system gives elementary education statistics. (Data for 2006-07 released by NUEPA). The entire data base is available at Web-site

www.ssa.nic.in, & provides analysis by State, District & school. An Educational Development Index has been developed & States ranked in order of progress towards universalisation of elementary education. School wise progress cards have also been developed & can be seen at web site www.nuepa.org.

- (iv) 41 National Social Science Institutions have been tagged to all States/UTs to make **independent & regular field visits** to monitor performance. 155 reports covering 563 districts received and have been received and disseminated upto 30.09.2008. This can be seen at www.ssa.nic.in.
- (v) An **independent Joint Review Mission** reviews the progress of SSA twice a year, along with external funding agencies. (8th JRM held during 21st July to 31st July, 2008). The JRM reports can be seen at web-site www.ssa.nic.in.
- (vi) Pupil achievement level **sample surveys are conducted every three years** by NCERT to track learning achievement levels of students & for inter State comparisons. Second round has been completed for Class III, V, VII & VIII & findings disseminated.
- (vii) Several **independent assessments/studies** carried out for independent feedback on implementation of SSA e.g.: Out of School Study, 2005. Student & Teacher attendance rates 2007, study on Para-Teachers 2007, time on task study completed while 7 studies are in progress.
- (viii) Independent **concurrent financial reviews** commissioned by the Ministry. 32 States/UTs covered so far & review in respect of 3 States/UTs under progress.
- (ix) A set of quality monitoring tools, developed in collaboration with NCERT, to provide quarterly and annual information on several quality related indices of SSA has been rolled out, with 31 States reports received, covering:
 - Student enrolment and actual attendance
 - Pupil achievement levels
 - Teacher availability and teacher training
 - Classroom Practices
 - Academic supervisions of schools by Cluster and Block Resource Centres.
 - Community perceptions of school functioning.
- (x) Secretary SE&L's Review Conference of SSA Programme with State Education Secretaries and SPD's/Director SCERT's twice a year. (Last meeting held on 31st July & 1st August, 2008).

13. Thrust during the 11th Plan is on “Quality with Equity”

- (i) Promotion of Upper Primary Schools (UPS) to overcome the challenges in enrollment and retention.
- (ii) Residual Equity issues.
- (iii) Address Quality through Holistic Approach of Ensuring basic learning condition and relating inputs to clear measurable outcomes.
- (iv) Provision of Rs. 71,000 cr has been made for the SSA during the 11th Plan Period.

(ii) THE RIGHT OF CHILDREN TO FREE AND COMPULSORY EDUCATION

1. BACKGROUND

1.1 Earlier Constitutional Mandate

Prior to the Constitution (Eighty-sixth Amendment) Act 2002, which came into force on 13th December 2002, the Constitution had mandated provision of free and compulsory education as a Directive Principle of State Policy. The relevant Article (Article 45) then read as follows:

“The State shall endeavour to provide, within a period of ten years from the commencement of this Constitution, for free and compulsory education for all children until they complete the age of 14 years.”

1.2 Compulsory Education Acts in States and Progress over the years

1.2.1 Eighteen States (Andhra Pradesh, Assam, Bihar, Goa, Gujarat, Haryana, Himachal Pradesh, Jammu and Kashmir, Karnataka, Kerala, Madhya Pradesh, Maharashtra, Punjab, Rajasthan, Sikkim, Tamil Nadu, Uttar Pradesh and West Bengal) and two Union Territories of Andaman and Nicobar Islands and National Capital Territory (NCT) of Delhi have their own legislations dealing, inter alia, with compulsory elementary education.

1.2.2 The National Policies on Education adopted in 1968, 1986 and revised in 1992 contained various provisions regarding universal elementary education. The National Policy on Education, 1986 had aimed to achieve universal elementary education by 1995, which time frame was extended by another five years in its 1992 version.

1.2.3 We were not able to achieve the target of universal elementary education even by the turn of the century as stipulated in the 1992 version of the 1986 Policy. In 2005-2006, Gross Enrolment Ratio for all children at the elementary stage stood at 94.92%, while drop out rate in classes I-VIII was as high as 48.71%. Drop out rate among Scheduled Caste children was 55.25%, and in the case of Scheduled Tribe children, it was 62.95%. Girls’ drop out among Scheduled Caste and Scheduled Tribes was 57.28% and 63.20% respectively. Thus, practically half the children of all categories and almost three-fourths of Scheduled Tribe girls, who were enrolled in Class I, dropped out before completion of elementary education. Even in the case of those who completed this stage, quality of learning achievement was not entirely satisfactory. To address these issues, a centrally sponsored programme called Sarva Shiksha Abhiyan is being implemented since 2001-02 as already mentioned in detail in this note.

1.3 **Supreme Court Judgement, 1993:**

- 1.3.1 The Supreme Court in the case of J.P. Unnikrishnan vs. the State of Andhra Pradesh, declared that Article 45, as it then stood, read with Article-21 (Right to Life and Personal Liberty), amounted to children having a fundamental right to free and compulsory education. According to the Court, “...*the right to Education is implicit in and flows from right to life guaranteed under Article 21*” and “*every child of this country has a right to free education until the age of 14. Thereafter, his rights are circumscribed by the economic capacity and development of the State.*”

2. **CONSTITUTION (EIGHTY-SIXTH AMENDMENT) ACT, 2002**

- 2.1 The Constitution (Eighty-sixth Amendment) Act, 2002, which received Presidential Assent on 13.12.2002, sought to make the following changes in the Constitution:
- i) insertion of article 21-A in the Fundamental Rights:
“The State shall provide free and compulsory education to all children of the age of 6-14 years in such manner as the State may, by law, determine.”
 - ii) replacement of article 45 in Directive Principles of State Policy:
“The State shall endeavour to provide early childhood care and education for all children until they complete the age of 6 years.”
 - iii) insertion of clause (k) in article 51-A in Fundamental Duties:
“It shall be the duty of every citizen of India... (k) *who is a parent or a guardian to provide opportunities for education to his child or as the case may be, ward, between the age of 6 and 14 years*”.
- 2.2 Sub-section (2) of section 1 of the Constitution (Eighty-sixth Amendment) Act, 2002 stipulates that ‘*it shall come into force from such date as the Central Government may by notification in the Official Gazette, appoint*’. This Notification has not been issued pending enactment of consequential legislation envisaged under Art 21-A. The enforcement of the Constitution Eighty-sixth Amendment, which covers children in the 6-14 years age group, through notification in the Official Gazette is an immediate requirement.

3. **CHRONOLOGY:**

- a. CABE Committee was constituted under the chairpersonship of Shri Kapil Sibal, presently Minister of Science & Technology and Earth Sciences, in October 2004 to draft the essential provisions of Right to Education Bill.
- b. CABE Committee report was submitted and discussed in CABE in July 2005.

- c. Based on CAGE discussions, a comprehensive draft Right to Education Bill was circulated to States in August 2005; comments were received from 16 states.
- d. Prime Minister appointed the High Level Group (HLG), comprising Minister for Human Resource Development, Finance Minister, Deputy Chairman, Planning Commission, and Chairman, PM's Advisory council on Economic Affairs, in November 2005 to consider the constitutional, legal and financial implications of the Right to Education.
- e. HLG had two meetings (January 2006 and November 2007). In its first meeting HLG favoured drafting of a model Bill for State legislation.
- f. Accordingly the model Right to Education Bill, 2006 was circulated to States in June 2006. 23 States responded to the Model Bill.
- g. Prime Minister took a meeting on 14th February 2008 in which a decision was taken to proceed with the drafting of a Central Legislation on Right to Education, and to introduce it in the budget session of the Parliament.
- h. HRM constituted a Working Group under the chairpersonship of Secretary, DSE&L to review the draft Central legislation (August 2005 version). The Working Group took into account comments received from State Governments on the August 2005 version, and prepared a revised version, which was circulated to concerned Ministries/Departments for inter-ministerial consultation along with the draft Cabinet Note.
- i. The observations received from the concerned Ministries/Departments and the comments of D/SE&L thereon were made available to the Legislative Department, which prepared the draft Right of Children to Free and Compulsory Education Bill, 2008 for submission to the Cabinet.
- j. The Bill was subsequently placed before the Union Cabinet on 30th October 2008 which approved the Bill for introduction in the Parliament.

4. The Right of Children to Free and Compulsory Education Bill, 2008, representing the consequential legislation pursuant to the 86th Constitutional Amendment Act, 2002, was introduced in the Rajya Sabha on 15.12.2008. The notification for enforcement of the 86th Constitutional Amendment will be issued after the enactment of the Right of Children to Free and Compulsory Education Bill, 2008.

(iii) MID-DAY MEAL SCHEME

1. BACKGROUND

1.1 With a view to enhance enrollment, retention and attendance and simultaneously improve nutritional levels among children, the National Programme of Nutritional Support to Primary Education (NP-NSPE) was launched as a Centrally Sponsored Scheme on **15th August 1995**, initially in 2408 blocks in the country. By the year 1997-98 the NP-NSPE was introduced in all blocks of the country. It was further extended in 2002 to cover not only children in classes I -V of government, government aided and local body schools, but also children studying in EGS and AIE centres. Central Assistance under the scheme consisted of free supply of food grains @ 100 grams per child per school day, and subsidy for transportation of food grains up to a maximum of Rs 50 per quintal.

1.2 In **September 2004** the scheme was revised to provide cooked mid day meal with 300 calories and 8-12 grams of protein to all children studying in classes I – V in Government and aided schools and EGS/ AIE centres. In addition to free supply of food grains, the revised scheme provided Central Assistance for (a) Cooking cost @ Re 1 per child per school day, (b) Transport subsidy was raised from the earlier maximum of Rs 50 per quintal to Rs. 100 per quintal for special category states, and Rs 75 per quintal for other states, (c) Management, monitoring and evaluation costs @ 2% of the cost of foodgrains, transport subsidy and cooking assistance, (d) Provision of mid day meal during summer vacation in drought affected areas.

1.3 In **July 2006** the scheme was further revised to provide assistance for cooking cost at the rate of (a) Rs 1.80 per child/school day for States in the North Eastern Region, provided the NER states contribute Rs 0.20 per child/school day, and (b) Rs 1.50 per child/ school day for other States and UTs, provided that these States and UTs contribute Rs 0.50 per child/school day.

1.4 In **October 2007**, the scheme has been further revised to cover children in upper primary (classes VI to VIII) initially in 3479 Educationally Backwards Blocks (EBBs). Around 1.7 crore upper primary children were included by this expansion of the scheme. The programme has been extended to all areas across the country from 2008-09. The calorific value of a mid-day meal at upper primary stage has been fixed at a minimum of 700 calories and 20 grams of protein by providing 150 grams of food grains (rice/wheat) per child/school day.

2. OBJECTIVES:

The objectives of the mid day meal scheme are:

- (i) Improving the nutritional status of children in classes I – VIII in Government, Local Body and Government aided schools, and EGS and AIE centres.
- (ii) Encouraging poor children, belonging to disadvantaged sections, to attend school more regularly and help them concentrate on classroom activities.
- (iii) Providing nutritional support to children of primary stage in drought-affected areas during summer vacation.

3. RATIONALE

- ***Promoting school participation:*** Mid day meals have big effects on school participation, not just in terms of getting more children enrolled in the registers but also in terms of regular pupil attendance on a daily basis.

- ***Preventing classroom hunger:*** Many children reach school on an empty stomach. Even children who have a meal before they leave for school get hungry by the afternoon and are not able to concentrate - especially children from families who cannot give them a lunch box or are staying a long distance away from the school. Mid day meal can help to overcome this problem by preventing “classroom hunger”.

- ***Facilitating the healthy growth of children:*** Mid day meal can also act as a regular source of “supplementary nutrition” for children, and facilitate their healthy growth.

- ***Intrinsic educational value:*** A well-organised mid day meal can be used as an opportunity to impart various good habits to children (such as washing one's hands before and after eating), and to educate them about the importance of clean water, good hygiene and other related matters.
- ***Fostering social equality:*** Mid day meal can help spread egalitarian values, as children from various social backgrounds learn to sit together and share a common meal. In particular, mid day meal can help to break the barriers of caste and class among school students. Appointing cooks from SC/ST communities is another way of teaching children to overcome caste prejudices.
- ***Enhancing gender equity:*** The gender gap in school participation tends to narrow, as the Mid Day Meal Scheme helps erode the barriers that prevent girls from going to school. Mid Day Meal Scheme also provide a useful source of employment for women, and helps liberate workingwomen from the burden of cooking at home during the day. In these and other ways, women and girl children have a special stake in Mid Day Meal Scheme.
- ***Psychological Benefits:*** Physiological deprivation leads to low self-esteem, consequent insecurity, anxiety and stress. The Mid Day Meal Scheme can help address this and facilitate cognitive, emotional and social development.

4. COVERAGE:

4.1 The National Programme of Mid Day Meal in Schools (NP-MDMS) presently covers all children studying in Classes I-VIII of Government, Government Aided and Local Body Schools, as well as children studying in centres run the Education Guarantee Scheme (EGS) and Alternative and Innovative Education (AIE) centres supported under SSA.

4.2 The coverage of the scheme has been concurrently extended vide letter No. 11-2/2008-EE2 (MDM) dated 21.4.2008 to recognized Madrasas/Maktabs supported under SSA as Government Aided Centres as well as those Madarsas/Maktabas which may not be registered as recognized but supported under SSA as EGS/AIE interventions in coordination with State Project Directors of SSA.

5. NUTRITIONAL CONTENT:

5.1 To achieve the above objectives a cooked mid day meal with the following nutritional content is provided to all eligible children.

Components	Primary	Upper Primary
Calories	450	700
Protein	12 gms.	20 gms.
Micro-nutrients	Adequate quantities of micro-nutrients like Iron, Folic Acid and Vitamin-A.	

6. COMPONENTS OF CENTRAL ASSISTANCE:

6.1 Mid Day Meal Scheme provides the following assistance to State Governments/UT Administrations:

- (i) Supply of free food grains (wheat/rice) @100 grams per child per School Day from the nearest FCI go-down for primary classes (I-V).
- (ii) Supply of free food grains (wheat/rice) @150 grams per child per School Day from the nearest FCI go-down for upper primary classes (VI-VIII)
- (iii) Reimbursement of the actual cost incurred in transportation of food grains from nearest FCI godown to the Primary School subject to the following ceiling:
 - (a) Rs.100 per Quintal up to 30.9.2007 and Rs.125 per Quintal with effect from 1.10.2007 for 11 special category States viz. Arunachal Pradesh, Assam, Meghalaya, Mizoram, Manipur, Nagaland, Tripura, Sikkim, J&K, Himachal Pradesh and Uttarankhand.
 - (b) Rs.75 per quintal for all other States and UTs.
- (iv) Assistance for cooking cost at the following rates:-

Primary stage (classes I – V)

- (a) States in North-Eastern Region :- @Rs. 1.80 per child per school day, provided the State Govt. contributes a minimum of 20 paise

- (b) For Other States & UTs :- @Rs. 1.50 per child per school day provided the State Govt./UT Admn. Contributes a minimum of 50 paise

Upper Primary stage (classes VI – VIII)

- (a) States in North-Eastern Region :- @Rs. 2.30 per child per school day, provided the State Govt. contributes a minimum of 20 paise
- (b) For Other States & UTs :- @Rs. 2.00 per child per school day provided the State Govt./UT Admn. Contributes a minimum of 50 paise
- (iv) Assistance for cooked Mid-Day Meal during summer vacations to school children in areas declared by State Governments as “drought-affected”.
- (v) Assistance to construct kitchen-cum-store in a phased manner up to a maximum of Rs. 60,000 per unit. However, as allocations under MDMS for construction of kitchen-cum-store for all schools in next 2-3 years may not be adequate, States would be expected to proactively pursue convergence with other development programmes for this purpose.
- (vi) Assistance in a phased manner for provisioning and replacement of kitchen devices at an average cost of Rs. 5,000 per school. States/ UT Administration will have the flexibility to incur expenditure on the items listed below on the basis of the actual requirements of the school (provided that the overall average for the State/ UT Administration remains Rs 5000 per school):
- (a) Cooking devices (Stove, Chulha, etc)
 - (b) Containers for storage of food grains and other ingredients
 - (c) Utensils for cooking and serving.
- (vii) Assistance for Management, Monitoring & Evaluation (MME) at the rate of 1.8% of total assistance on (a) free food grains, (b) transport cost and (c) cooking cost. Another 0.2% of the above amount will be utilized at the Central Government for management, monitoring and evaluation. Programme Intervention and Coverage:

7. MONITORING MECHANISM:

7.1 The Department of School Education and Literacy, Ministry of Human Resource Development has prescribed a comprehensive and elaborate mechanism for monitoring and supervision of the Mid Day Meal Scheme. The monitoring mechanism includes the following:

- a. Arrangements for local level monitoring: Representatives of Gram Panchayats/ Gram Sabhas, members of VECs, PTAs, SDMCs as well as Mothers' Committees are required to monitor the (i) regularity and wholesomeness of the mid day meal served to children, (ii) cleanliness in cooking and serving of the mid day meal, (iii) timeliness in procurement of good quality ingredients, fuel, etc, (iv) implementation of varied menu, (v) social and gender equity. This is required to be done on a daily basis.
- b. Display of Information under Right to Information Act: In order to ensure that there is transparency and accountability, all schools and centres where the programme is being implemented are required to display information on a suo-moto basis. This includes information on:
- | | |
|------|--|
| i. | Quantity of food grains received, date of receipt. |
| ii. | Quantity of food grains utilized. |
| iii. | Other ingredients purchased, utilized. |
| iv. | Number of children given mid day meal. |
| v. | Daily Menu. |
| vi. | Roster of Community Members involved in the programme. |
- c. Inspections by State Government Officers: Officers of the State Government/ UTs belonging to the Departments of Revenue, Rural Development, Education and other related sectors, such as Women and Child Development, Food, Health are also required to inspect schools and centres where the programme is being implemented. It has been recommended that 25% of primary schools/ EGS & AIE centres are visited every quarter.
- d. Periodic Returns: The State Government/ UT is also required to submit periodic returns to the Department of School Education and Literacy, GoI to provide information on (i) coverage of children and institutions, (ii) Progress in utilisation of central assistance, including cooking costs, transportation, construction of kitchen sheds and procurement of kitchen devices.
- e. Monitoring by Institutions of Social Science Research: Forty One Institutions of Social Science Research, identified for monitoring the Sarva Shiksha Abhiyan, are also entrusted with the task of monitoring the mid day meal scheme.
- g. Grievance Redressal: States and Union Territories are required to develop a dedicated mechanism for public grievance redressal, which should be widely publicized and made easily accessible.

- h. District level Committee: It has now been decided that the District level Committee formed to monitor the implementation of SSA Programme in districts would also be applicable for monitoring the Mid Day Meal Scheme. States/UTs have been directed to constitute District Level Committees comprising public representatives to monitor the implementation of MDM Scheme in Districts as per the following provisions:-

8. RESPONSIBILITY OF FOOD CORPORATION OF INDIA (FCI):

8.1 The FCI is responsible for the continuous availability of adequate food grains in its Depots and in Principal Distribution Centres in the case of North East Region. It allows lifting of food grains for any month/quarter upto one month in advance so that supply chain of food grains remains uninterrupted.

8.2 For the NP-NSPE, 2006, FCI is mandated to issue food grains of best available quality, which will in any case be at least of Fair Average Quality (FAQ). FCI appoints a Nodal Officer for each State to take care of various problems in supply of food grains under the MDM Programme.

8.3 The District Collector/CEO of Zila Panchayat ensures that food grains of at least FAQ are issued by FCI after joint inspection by a team consisting of FCI and the nominee of the Collector and/or Chief Executive Officer, District Panchayat, and confirmation by them that the grain conforms to at least FAQ norms.

9. EVALUATION STUDIES CONDUCTED BY INDEPENDENT AGENCIES:

9.1 Independent evaluation studies on the Mid-Day Meal have been conducted by different agencies in various parts of the country, which find inter alia enhancement in enrollment and attendance. The studies include:

- (a) “Cooked Mid-Day meal programme in West Bengal - A study of Birbhum district”. Professor Amartya Sen’s Pratichi Research Team (2005). The study shows that Mid Day Meal has made positive intervention in universalisation of primary education by increasing enrollment and attendance. The increase has been more marked with respect to girls and children belonging to SC/ST categories. The study also points out that Mid Day Meal scheme has contributed to reduction in teacher absenteeism and a narrowing of social distances.
- (b) “Situation Analysis of Mid- Day Meal Programme in Rajasthan”. University of Rajasthan and UNICEF (2005): states that the introduction of menu based mid day meal has positively impacted enrollment and attendance of children. It has contributed to social equity, as children sit together and share a common meal irrespective of caste and class. It has further contributed to gender equity in that it has provided employment to women.

- (c) “Mid day Meal in Madhya Pradesh”: Samaj Pragati Sahyog, 2005: Undertook a survey in 70 most backward villages. The findings show that there was a 15% increase in enrollment, which was more marked in the case of SC and ST children (43%)
- (d) “Mid Day Meals: A Comparison of the Financial and Institutional Organization of the Programme in Two States,” Farzana Afridi; April EPW (2005): The implementation of the programme is improving, but a lot more needs to be done. The new initiative of ‘Suruchi Bhojan’ is more attractive than the earlier ‘Daliya’ programme.
- (e) “Mid-Day Meal Scheme in Delhi – A functioning programme” Anuradha De, Claire Noronha and Meera Samson ; CORD; (2005). Surveyed 12 MCD schools – school children in all schools were receiving food; impact of attendance more likely on girls, who often come to school without breakfast.
- (f) “Report on Akshara Dasoha scheme of Karnataka”, Dr. Rama Naik; University of Dharwad (2005). Has reported sharp rise in enrollment, particularly in rural areas. The programme has had an impact on teacher absenteeism: 64% schools stated that teacher absenteeism has been reduced.
- (g) National Council of Educational Research & Training’s latest Report (2005) - Learning Achievement of Students at the End of Class-V has inferred that children covered under mid day meal have higher achievement level than those who were not covered under it.
- (h) “Mid Day Meal Scheme in Karnataka – A study” by National Institute of Public Cooperation & Child Development, Annual Report 2005-06:- Mid Day Meal improved the school attendance in majority of the schools and reduced absenteeism. It has fostered a sense of sharing and fraternity and paved the way for social equity.
- (i) “Mid Day Meal Scheme in Madhya Pradesh – A study - 2007” by National Institute of Public Cooperation & Child Development, Indore:- School enrollment indicated marked improvement in enrollment pattern of children in primary school. Mid Day Meal Scheme undoubtedly resulted in increased school attendance and facilitated in retention of children in school for a longer period. The Scheme has played a crucial role in reducing drop out, especially among girls. Parents viewed that the mid day meal had reduced the burden of providing one time meal to their children and considered it as a great support to their families. Teachers opined that mid day meal aided in active learning of children, which indirectly improved their academic performance. The Scheme has played a significant role in bringing social equity.

10. TARGETS SET AND ACHIEVEMENTS MADE DURING THE YEAR 2007-08

10.1 The BE for the Scheme for the year 2007-08 was Rs.7324 crore. This amount was to be utilized for providing mid-day meal to the children at Primary Stage as also the newly covered children at Upper Primary Stage. During the year 2007-08, the following targets were achieved:-

A. Primary

- 9.70 crore children covered under primary.
- 21,55,807 MTs of foodgrains allocated [Lifting:17,23,024 MTs(79.92%)].
- FCI Bills to the tune of Rs 785.21Crore were reimbursed for supply of food grains.
- Central assistance of Rs. 2889.59 crore was released towards cooking cost.
- Central assistance of Rs. 58.75 crore was released towards MME.
- 1,37,057 units of kitchen sheds @Rs.60,000 were approved and Rs.822.34 crore released to States/UTs
- 1,26,809 units of kitchen devices @ Rs.5,000 were approved and Rs.63.42 crore were released.

B. Upper Primary

- 1.67 crore children were covered under upper primary in 3479 EBBs w.e.f. 1.10.2007.
- 3,23,120 MTs of foodgrain allocated [Lifting:1,09,295 MTs(33.82%)]
- Central assistance of Rs.433.73 crore was released towards cooking cost
- Central assistance of Rs.11.06 crore was released towards MME
- 85,792 units of Kitchen Sheds @ 60,000 per unit were approved and Rs.514.75 crore released.
- 86,712 units of Kitchen Devices @ 5000 per unit were approved and Rs.43.35 crore was released.

11. ACHIEVEMENTS MADE DURING THE PERIOD 2003-04 TO 2008-09

	2003-04	2004-05	2005-06	2006-07	2007-08*	2008-09
Children covered	10.57 crore	10.89 crore	11.94 crores	10.68 crore	11.37 crore	11.74 crore
Foodgrain allocated	26.58 lakh MTs	26.69 lakh MTs	22.51 lakh MTs	21.60 lakh MTs	24.79 lakh MTs	28.60 lakh MTs
Budget allocation	1375.00 crore	2907.00 crore	3345.26 crore	5348.00 crore	7324.00 crore	8000.00 crore
Total expenditure under the Scheme	1375.00 crore	2820.54 crore	3185.13 crore	5233.47 crore	5835.44 crore	4065.66 crore (upto 04.12.2008)

**Primary and Upper Primary combined*

12. 11TH FIVE YEAR PLAN (2007-08 TO 2011-12)

12.1 Under the Mid-Day Meal Scheme, a total budget provision of Rs.48,000.00 crore has been allocated by Planning Commission during the 11th Five Year Plan i.e. 2007-08 to 2011-12 as per the details given below:-

Year	Budget provision
2007-08	Rs.7324.91 crore
2008-09	Rs.11605.77 crore
2009-10	Rs.10104.00 crore
2010-11	Rs.9532.38 crore
2011-12	Rs.9432.94 crore
Total	Rs.48000.00 crore

13. NEW INITIATIVES IN 2007-08:

13.1 Salient features of the revised scheme, in addition to extension of the Scheme to upper primary stage, are:-

- (i) Including Inflation Adjusted Index (Consumer Price Index) while assessing annual financial requirements towards Central Assistance for cooking costs every two years beginning 2008-09 for mid day meal both for primary and upper primary stages.
- (ii) Modifying the existing system of payment of transportation subsidy to States/UTs from reimbursement to Grant-in-aid as in the case of other components of Central assistance under the Scheme.
- (iii) Incorporating Information, Education and Communication (IEC) activities as a component of Management, Monitoring and Evaluation costs.

14. FEATURES OF SCHEME DURING 2008-09

Sl. No	Items	Primary	Upp. Primary	Total
1	Estimated no. of children	8.24 cr.	3.50 cr.	13.90 cr.
2	Estimated no. of working days	230	230	--
3	Food grain entitlement (per child per day)	100 gms	150 gms	--

4	Cooking cost (per child per day)	Rs. 1.89 for NE States and Rs. 1.58 for other States/UTs	Rs. 2.42 for NE States and Rs. 2.10 for other States/UTs	--
5	Transport assistance (per quintal)	<ul style="list-style-type: none"> ▪ Rs. 125 for 11 special category states i.e. NE States/UTs, J&K, HP, Uttarakhand. ▪ Rs. 75 for other States/UTs. 		
6	Management, Monitoring and Evaluation assistance.	1.8% of the cost of food grains, Transport assistance and cooking cost.		
7	Infrastructure: Construction of Kitchen sheds	<ul style="list-style-type: none"> ▪ Presently, the norm is Rs. 60,000 per unit. 		
8	Infrastructure: Procurement of Kitchen devices.	Rs. 5,000 per school.		

15. BREAK-UP OF FUNDS PROVIDED FOR 2008-09

(Rs. in crore)

Component	Primary	Upper Primary	Total
Recurring			
Cost of Food grains	1180.24	510.74	1690.98
Cooking Cost	3601.61	2072.70	5674.31
Transport Assistance	182.36	118.44	300.80
MME	100.75	60.11	160.86
Drought Affected	107.19	63.95	171.14
Total	5172.15	2825.94	7998.09
Non Recurring			
Kitchen Sheds	0.00	1.20	1.20
Kitchen Devices	0.00	0.71	0.71
Total	0.00	1.91	1.91
Grand Total	5172.15	2827.85	8000.00

(iv) **ADULT EDUCATION**

NATIONAL LITERACY MISSION

1. BACKGROUND

1.1 The National Literacy Mission (NLM) was established in May 1988 as an autonomous wing of the Ministry of Human Resource Development, with the objective of imparting functional literacy to adult illiterate people in the 15-35 age group. NLM adopted a systematically planned campaign approach to basic literacy, characterized by large scale mobilization and innovative learning techniques that placed emphasis on achievement of pre-determined learning levels. NLM recognized that literacy can be meaningful only if literacy skills are retained and applied, and if literacy contributes to social change. The focus of NLM was not merely on learning the 3R's, but on functional literacy, which included '*knowing the causes of one's deprivation and moving towards amelioration of their condition through organization and participation in the process of development*'. The decade of the 1990s saw a large number of literacy campaigns in different parts of the country, which consciously provided flexibility in programme design, suited to the socio-economic, cultural and topographic profile of the region. People from all walks of life joined hands to eradicate illiteracy with a spirit of determination and urgency, and also to link literacy with issues of rights, life skills and livelihoods. The campaigns of the decade of the 1990s resulted in significant improvement in the growth rate of literacy in comparison with the growth rates of the previous decennial censuses.

1.2 The 11th Plan commits us to (a) achieving 80% literacy for the country, (b) reducing the gender gap in literacy to 10%, and (c) reducing social and regional disparities in literacy. The Planning Commission has indicated the allocations for 2007-08 and 2008-09 under the title 'Adult Education and Skill Development' with consolidated allocations for basic literacy, post literacy and continuing education. This is a welcome development, which will enable the department to modify the programme to view basic literacy, post literacy and continuing education as a continuum, without interruption in the different phases of the programme.

2. RATIONALE

2.1 Literacy is at the heart of *Education for All*, and creating literate environments and societies is essential for achieving the goals of eliminating poverty, reducing child mortality, curbing population growth, achieving gender equality and ensuring sustainable development, peace and harmony. There is sufficient international evidence to recognize that literacy is crucial to the acquisition of essential life skills that enable people to address the challenges they face in life. These life skills encompass analytical skills, social/personal skills, negotiation and livelihood skills, and are indispensable for effective participation in the societies and economies of the 21st century. In 1993, the Arun Ghosh Committee undertook a comprehensive evaluation of the Total Literacy Campaigns. More recently, an evaluation of

the Total Literacy Campaigns and Post Literacy Programme has been undertaken by SNTD, Mumbai. An analysis of the evaluations as also experience gained from field visits undertaken over the years points to the following conclusions:

- The best literacy campaigns owed their success to mass mobilisation preceding, accompanying and following it. Mobilisation led to a groundswell for literacy, and had an overwhelming impact on women and on caste and communal relations. Mobilisation and environment building cannot be viewed as a one-time intervention. It should be ongoing and continuous, and should permeate all aspects and activities of the basic literacy and continuing education programme.
- Literacy learning should go side by side with learners, especially women, coming together to understand their predicament – *the causes of their deprivation* - and acquire necessary skills for their survival.
- Activities, dialogue and discussion are an integral part of literacy. These enable learners to systematize their thoughts, relate learning to their own situation and articulate their views.
- The level of written language proficiency should be at least upto a level that a person can continue learning in a self-reliant manner. Drop out before completion of the three-level basic literacy primer or the post literacy primer leads to relapse.
- The problem of retention and application of literacy should be considered in a comprehensive manner.

3. PRESENT SITUATION

3.1 Currently, Total Literacy Campaigns (TLC) are going on in 95 districts; Projects for eradication of Residual Illiteracy (PRI) are running in 120 districts. Post Literacy Programmes (PLP) are under implementation in 175 districts and Continuing Education Programmes (CEP) in 328 districts. 26 State Resource Centres, sanctioned to NGOs are being supported by NLM to provide techno pedagogic support to the literacy programmes in the districts. 221 Jan Shikshan Sansthan (JSS) are being run by NGOs to provide training on income generating programmes not only to minimize relapse of the newly acquired literacy skills but also assist the neo literates as well as illiterates to lead a self sustaining life.

4. PROPOSED MODIFICATIONS FOR THE XI PLAN

4.1 Restructuring the existing programme so that basic literacy, post literacy and continuing education form a continuum:

The 11th plan approach to literacy incorporates the notion of lifelong education. This is a welcome departure from the earlier implementation of literacy programmes. In the previous approach, basic

literacy, post-literacy and continuing education programmes were taken up sequentially, one after the other. Each successive stage of the programme was approved for implementation only after the district had fulfilled certain administrative and financial pre-conditions. This created long breaks at each level of progression, defeating in the process the gains of the earlier phase.

The basic literacy stage requires learners to transact three primers. An additional primer is introduced at the post literacy stage, and supplementary reading materials are provided in the continuing education phase for learners to continue learning in an independent and self-reliant manner. The experience of adult education programmes shows that in the absence of effective programmes of post literacy and continuing education, the efforts made in basic literacy programmes yield extremely limited results. The completion of basic literacy equips learners with somewhat 'fragile' levels of literacy, and there is every possibility of relapse to illiteracy, unless learning is continued and made permanent through a sustained process of post literacy and continuing education. The sequential approach adopted by NLM (basic and post literacy and then continuing education), particularly in the post 2000 period, defeated the very objective of the programme.

Literacy learning does not occur at a uniform, homogenous pace throughout the district. The experience of implementation of literacy programmes has shown that in any district, there would still be persons who are illiterate/ semi literate, people at neo-literate level, as also adolescents and young adults who may have dropped out of school before completing primary or elementary education and are in need of continuing their education. Simultaneous programmes for each category must be provided, with opportunities for a person to transit seamlessly, without breaks, from one phase to the other. Therefore, in any district, basic/post literacy and continuing education programmes would need to run concurrently.

4.2 Establishment of Lok Talim centres to provide a range of opportunities for basic literacy education and lifelong education

The basic objective in planning literacy and continuing education programmes is to ensure that learners acquire and retain basic literacy skills, are provided facilities to enable them to continue their learning beyond elementary literacy, and given opportunities to apply their learning for improvement of their living and earning conditions. Literacy and continuing education programmes can meet the basic learning needs of adults when learning is related to their life, work and environment. The learning process therefore aims at relating literacy to the social, cultural and economic location of the learner, while also enhancing critical thinking so that learners, in particular women and persons belonging to socially and educationally backward categories, understand the causes of their present situation and predicament, and take steps to change it through collective action. The learning process must therefore converge with life skills development, health, environment, livelihood, governance and information issues.

It is proposed to set up institutionalized, permanent continuing education centres – *Lok Talim* Centres, which will:

- a. Take responsibility for organizing basic literacy.
- b. Organize a range of continuing education activities to enhance the capacities of persons who have participated in literacy, including through:
 - (i) Conducting regular classes as per timings suitable to learners to upgrade their literacy and numeracy skills.
 - (ii) Arranging short duration training programmes on specific themes, for example, health, particularly reproductive health, gender and women's empowerment, new developments in agriculture and animal husbandry, self help groups, panchayati raj, forest – tribal inter phase, etc.
 - (iii) Providing equivalency programmes to enable young adults and adolescents to continue their education up to grade III, V and VIII, and even beyond, wherever possible.
- c. The *Lok Talim* Centre will combine literacy and continuing education with governmental initiatives like NREGS, NRHM, RTI, and SHG and Panchayat processes. It will encourage learners to use the reading-writing materials of different schemes, for example, *Kaam ka haq* covering job cards, muster rolls, payment calculations of NREGS as teaching-learning materials, and similarly with RTI, NRHM, and SHG and Panchayat functioning. These materials will be supplemented by new booklets (*Lok Talim* booklets), which will be written around convergence issues and other subjects. The entire program will be enveloped and integrated under kalajathas and other community mobilisation activities. By converging literacy and continuing education with development, life skills and livelihood issues, and once people sense its usefulness in accessing their rights under the NREGS, NRHM, RTI etc. it is expected that interest could be sustained.
- d. The *Lok Talim* Centre will also function as a 'hub' for recreational and cultural activities, particularly traditional and folk forms of art and theatre. It has the potential for developing into a single window as an Information and Communication Centre for different schemes and programmes of the Government.

4.3 Ensuring that basic literacy is provided through a variety of context specific and group specific approaches.

Each *Lok Talim* Centre will take responsibility for organizing basic literacy programmes for persons who need it through any of the instruments/ approaches described below. These instruments of basic literacy are described as examples, not exhaustive formats. The *Lok Talim* Centre would plan for adopting these, or others that may be found to be suitable for the location in which they are situated.

(a) Volunteer based: The volunteer-based approach will continue to be the main strategy for basic literacy. On an average a volunteer will be responsible for 8-10 learners. The *Lok Talim* centre would take steps to identify the learners and volunteers, keep track of the progress made by each learner-volunteer group, ensure that the momentum of learning is not lost, while simultaneously ensuring that learning takes place at the pace suitable to the learner. Experience of successful literacy campaigns in the past - not only in the educationally advanced states of Kerala and Himachal Pradesh, but also in districts like Midnapur (WB), Nellore (AP), Begusarai and Dhanbad (Bihar), Durg (Chattisgarh), gives reason to believe that large numbers of persons will come forward with enthusiasm to impart literacy. On account of intense volunteer mobilization and time bound implementation, each of these districts registered improvements in literacy rates higher than the national average. Besides, several state initiatives, for example, the *Kannada Nadu Sakshara Nadu* campaign of Karnataka, or *Akshara Sankranti/ Bharati* of Andhra Pradesh successfully adopted the volunteer approach from their own resources.

(b) Resident instructor: There are many areas in the country – educationally deprived and isolated – where volunteers may not be available within the village for teaching. These areas would be provided specially trained instructors, from outside the region or community, to live with the community and provide a system of courses, designed to suit the working and living pattern of the community such that learners complete basic literacy in a period of about two years. In this approach the centre will function for about 7-8 hours every day, and individual/groups of learners will attend class for 2-3 hours depending on the free time available to them. The instructors will be especially chosen for their sensitivity to issues of gender and caste equality, and their commitment to constitutional values of democracy and secularism. Following this a certain percentage of people from such communities would be encouraged to take equivalency to class III, V or VIII level of learning.

(c) Residential camps: may be organized for adolescents and young adults in the 15-25 age group, generally for a duration of four months. The residential camps will specifically cater to:

- Those who completed primary education (class III or IV) but have relapsed to illiteracy for want of follow up
- Those who dropped out of the school system, and are too old to rejoin school

- Those altogether excluded from systematic education.

The *Lok Talim* Centre would identify and motivate young adults and adolescents to participate in residential training, which would be organized at a suitable location in the block with support of a team of Resource Persons.

A residential training programme makes possible learning to be contextualised, grounded and designed as per learners' requirement. Living together in a residential mode helps the difference of religion, caste and social position to recede and builds an attitude of harmony and cooperation. Further, distancing of the learners from their milieu enables them to learn in an environment of freedom. A residential camp can be an effective medium to transact/strengthen literacy skills along with working on issues that are relevant to their lives. These issues would include confidence building, self-reliant learning and problem solving, personal hygiene, reproductive health and fertility related issues. In addition to basic education and life skills, residential camps can inculcate values enshrined in the Constitution. More importantly, properly conducted residential camps have the potential of building a new leadership among young people, who are committed to social change. Following this a certain percentage of the persons could be encouraged to continue learning to class V or VIII levels.

(d) Part residential camp – part volunteer based approach: This approach would be suitable for group-specific learners, such as members of self-help groups, women's groups, adolescent groups or gram panchayats, or persons who have joined together in a common cause. There are many such groups in the country today and many of them also function as a forum for credit and savings. This approach would provide for basic literacy in one-week camps conducted every month for the same group of people for a period of 10 months. The 10 one-week camps would enable learners to acquire literacy skills of pre-determined levels, simultaneously, providing opportunity for discussion and debate on issues relevant to their living and working conditions. In other words "literacy" or "numeracy" sessions would be interspersed with topics of interest to the group. The methodology followed would be experiential – whereby learners would be encouraged to share their experiences / knowledge and the facilitator would build on it. In order to enable to facilitator to do this, region / locale / environment specific material would be produced that can be used by the group to learn. It is important to adopt an experiential methodology so that the learning process builds the confidence of the learners to use their own knowledge as a base and move forward. Such an approach would also enable learners to find real meaning in the world of letters and numbers.

After the one week "camp" the participants would spend the remaining three weeks in the month in self- study in their homes, or with support of local volunteers, returning the following month for continuation of guided learning. The *Lok Talim* centre would have an important role in identifying and motivating such groups to participate in residential training, ensure that learning continues with support of local volunteers during the non-residential phase, and also see that all learners identified continue participation in this programme for its

full duration. This training would also take place at suitable locations at the cluster or block level.

The Department would work closely with the Mahila Samakhya programme in trialing this approach in five or six states. This “pilot” would enable the Department to fine-tune the idea – which is at a nascent stage.

4.4 Strengthening the management system to facilitate implementation of activities in the Lok Talim centres.

The following principles will govern the management of the programme at all levels:

- Decentralisation in accordance with the funds-follow-functions principle with centralized control and supervision
- Flexibility to design programmes suited to the socio-economic, cultural and topographic profile of the region
- Clear delineation of levels of decision making, responsibility and accountability
- Peoples’ participation - with focus on deprived social groups and ensuring effective participation of women.
- Personnel with professional competence, especially women
- Transparent methods of selection, training and motivation of personnel
- Provision of adequate funds

Operational level

The critical level of management would be the *Lok Talim* centre. There would be one *Lok Talim* Centre within a gram panchayat, with one or more volunteer based learning centres and/or resident instructors within each of the villages and hamlets that constitute the gram panchayat. Two full time persons along with the volunteers and resident instructors conducting literacy classes and resource persons conducting trainings would form the instructor team at the *Lok Talim* Centre. This instructor team would need to set targets and monitor progress against them. It is recognized that house-to-house survey with community support is vital for target setting, and assessing the needs and learning mode preferences of different groups of learners. The survey would not be viewed as a census enumeration or head count. It could become an aid to mobilization and environment building as teams of people go from house to house to collect data, and also to have discussion with the family on the value and need for literacy, as also the most preferred way of accessing the literacy instructors. Secondly, mobilization, identification and training of volunteers are of vital importance. Volunteers who have participated in campaigns have the potential for becoming an enduring human resource. Their training

will be intensive, and will be periodically repeated. Training will largely correspond to the primer transaction in the basic literacy and post literacy phase. The *Lok Talim* Centre would have an important role in organizing community mobilization, house-to-house survey and learner and volunteer identification. It would maintain a comprehensive database of the learners, volunteer instructors and resident instructors involved in the teaching learning process. The process of selecting resident instructors is important, preferably they should be chosen from the best of the volunteer instructors, provided these instructors possess or have acquired the necessary skills for the course they have to conduct.

Wherever possible, the *Lok Talim* centre would function from the primary/ elementary school, and serve multi-purpose functions at different times of the day: an anganwadi centre or a classroom during the day, a library and a meeting place in the evening. Alternatively, the *Lok Talim* centre could function from an existing community centre, or other under-utilised government-created buildings, for example a health sub-centre that is not fully used. In the course of time the gram panchayat could be encouraged to put up an inexpensive hall to accommodate about 50 persons. This would ensure that *Lok Talim* centre provides a concrete physicality to the presence of continuing education for development in the village.

Block Level

The block would be the unit of programme management and monitoring. At the block level the preferred modality of management would be through an NGO that would be identified and engaged by the ZSS for providing mobilisation, management and academic resource support. An MoU between the ZSS and the NGO would specify the roles and deliverables by the NGO, and the funds to be provided to it. The MoU would be for a two-year period, after which it could be extended for another three years, if performance is satisfactory. After five years the selection process would, necessarily, be repeated. The NGO would be supported to hire two to three full time persons (one for about 30 gram panchayats/*Lok Talim* Centres), who along with the full timer at the *Lok Talim* centres and the trainers for residential programmes would constitute the resource team for the block.

In case no NGO is available in the area, the block level full timers would be identified and engaged by the ZSSs, with one of the full timers designated as the Block Coordinator. NLM will provide detailed guidelines on the selection of NGOs and full timers, including the draft of the MoU to be entered into with the NGO. The block level full timers will help the gram panchayats in making an informed choice about the full timer to be appointed at the *Lok Talim* centre, as also the selection of volunteer and resident instructors, ensuring that gender and equity concerns are fully addressed.

The block team would be responsible for ensuring that all activities relating to planning of the programme, mobilisation of learners and volunteers for basic literacy, identification of resident instructors (where necessary), training, provision of supplies, teaching learning processes, and monitoring and supervision takes place. The block team would also make

arrangements and conduct the residential courses for group specific learners. Wherever possible, the block team would function from one of the existing offices of the Education Department. The block is the unit for programme management and monitoring.

District level

The district would be the level of local governance and programme planning as also coordination between blocks and provision of resource support to the block programme management units.

The ZSS will be restructured to re-instil urgency and dynamism in its functioning. The main function of the ZSS would be to plan for eradication of illiteracy in the whole district. The district will be the unit of coordination between the blocks and will link the blocks to the SRC and the State Management Unit (State Literacy Mission Authority). The ZSSs will be required to undertake the following planning and implementation activities:

- a. Prepare a strategy for mobilisation, identification and motivation of learners and volunteers
- b. Prepare a strategy for identifying NGOs and building their capacity to guide the programme.
- c. Design a training plan and curricula for training of resource persons, master trainers, volunteers, resident instructors *inter alia* for (i) basic literacy, (ii) camp based programmes, (iii) theme specific short duration courses under the continuing education programme, etc.
- d. Arrange for equivalency programmes through organising linkages with open school systems and ensure that those interested in such equivalency are provided full opportunity for completing grade III, V and VIII, and even beyond, where possible.
- e. Arrange for development and production of teaching learning material for basic literacy and continuing education, and ensuring timeliness of distribution
- f. Institute a system of monthly review and monitoring of progress of all its constituents.

ZSSs would be restructured to provide for peoples' participation, including educationists, NGOs, panchayat representatives, and departmental officials. The ZSSs may set up functional sub-committees for the specific tasks referred to above. It would engage 4-5 full time coordinators, who would provide administrative support to the functional sub-committees and undertake day to day organisation work for the implementation of the activities of the blocks and the *Lok Talim* centres. The ZSSs would play a key role in developing capacities and providing support to the NGOs engaged for the block level programme management. The process of selection of these NGOs would be transparent and would favour those who have worked in educational programmes with empowerment content and are formally qualified in

social work, adult and non-formal pedagogy. Guidelines would be issued in this regard by the NLM.

It would also be important for the ZSS to have a full time accountant on deputation or contract to ensure timely submission of accounts and utilization to the SLMA for onward transmission to NLM. The accountant would also be required to assist the block NGOs/programme units in building up systems of accounting and timely submission of accounts.

The basic literacy and continuing education programme and activities under the *Lok Talim* centres would require services of a number of experienced and committed persons identified from all sections of society, including persons who are employees of Central/ State Governments, the district administration or a university/ college or a public sector undertaking. Such identified employees should be released by their establishments to work for the basic literacy and continuing education programme, the period of their work should be treated as 'duty' in their parent departments and they would continue to draw their salary and allowances for this period from their parent establishments.

State level

State level functions are governance, strategy and concept formulation, and resource development. States would be responsible for building linkages with suitable institutions for certification of learners, - and where needed of the volunteers/ resident instructors.

The State Literacy Mission Authority (SLMA) has been set up as registered society with an SLMA Council, headed by the Chief Minister and Executive Committee, headed by the Education Minister or the Chief Secretary/Education Secretary. The State Director of Adult/Mass Education is the Member-Secretary of Executive Committee. In some States the State Education Secretary is the Vice-Chairperson of the Executive Committee.

SLMA will be strengthened with full time secretariat support, comprising 6-8 persons depending upon the size of the State. These full timers appointed as consultants or on deputation, would provide management support for the programme in the districts. This would include timely disbursement of funds and collection of UCs, printing and distribution of teaching learning material, monitoring and review of the progress of the programme, and field appraisals which feeds back into issuing revised guidelines and appropriate capacity building, where needed. In parallel to these consultants, the State Resource Centres will have a team of Consultants who would be responsible for development of TL material for each of the programmes, for design of social mobilisation strategy, for evaluation of the training programmes and an organizing the internal evaluation and certification of instructors and learners.

National Literacy Mission Authority (NLMA)

NLMA has a Council, Executive Committee, Project Approval Committee and other sub-committees as may set up from time to time. NLM will continue to function through its established structures. NLM has set up sub-missions for certain identified tasks in order to provide an ongoing system of support, including interalia, sub-missions for (a) Social mobilisation, environment building and convergence, (b) Curriculum, pedagogy and training, (c) Procurement and vendor identification, (d) Monitoring, evaluation and assessment.

NLM will enter into a MoU with 2-3 national resource groups/ institutions with experience in adult learning pedagogies and who have been providing resource support to central or state governments. These national resource groups/institutions will be responsible for ensuring adequate pedagogic and management capacity in the state programme management units and in the SRCs. They would also provide support to the NLM and SLMAs in programme appraisal and course corrections and in evaluation. They would help states in developing social mobilisation strategies, as worked so effectively in the TLCs.

(v) **SECONDARY EDUCATION**

1 BACKGROUND

1.1 Secondary Education is a crucial stage in the educational hierarchy as it prepares the students for higher education and also for the world of work. With the liberalization and globalization of the Indian economy, the rapid changes witnessed in scientific and technological world and the general need to improve the quality of life and to reduce poverty, it is essential that school leavers acquire a higher level of knowledge and skills than what they are provided in the 8 years of elementary education, particularly when the average earning of a secondary school certificate holder is significantly higher than that of a person who has studied only up to class VIII. It is also necessary that besides general education up to secondary level, opportunities for improvement of vocational knowledge and skill should be provided at the higher secondary level to enable some students to be employable.

2. UNIVERSALISING ACCESS TO SECONDARY EDUCATION:

2.1. Following the Constitutional mandate to universalise elementary education, and success of Sarva Shiksha Abhiyan, it has become absolutely essential to push this vision forward to move towards universalisation of secondary education, which has already been achieved in a large number of developed countries and several developing countries. It is well recognized that eight years of education are insufficient to equip a child for the world of work as also to be a competent adult and citizen.

2.2. The Mid-Term Appraisal of the 10th Five Year Plan (June 2005) of the Planning Commission had suggested a new mission for secondary education on the lines of SSA (Sarva Shiksha Abhiyan) pursuant to the success of SSA. The report of the Committee of the Central Advisory Board of Education (CABE) on ‘Universalisation of Secondary Education’ (June 2005), which is the highest deliberative and advisory forum on Education in the country with Union Minister of Human Resource Development as Chairman and Education Ministers of all States and eminent educationists as its Members, had suggested urgent taking up of a programme in this behalf with certain norms. The CABE Committee on “Girls’ Education & Common School System” in its report of June, 2005 had also, inter alia, recommended (i) making good quality education available to all students in all schools at affordable fees, (ii) investment in public schools system with standards, norms of Kendriya Vidyalayas.

2.3. While education is a concurrent subject and secondary education primarily remains the responsibility of the State Governments, the Ministry of HRD has set its vision on making secondary education of good quality available, accessible & affordable to all young persons in the age group 15-16 years.

3. NEW INITIATIVES LAUNCHED IN 2008-09

3.1. 2008-09 has been a momentous year for secondary education and several major initiatives, including a new centrally sponsored scheme to universalize access to and improve quality of education at secondary stage, have been launched during the year.

3.2. Several other initiatives have also been taken by the Central Government during 11th Five Year Plan, as mentioned below,

- A National Merit-cum-Means Scholarships Scheme for award of 1 lakh scholarships to Class 9 students every year @ Rs.6000 per year has been launched from 2008-09.
- First phase of a new centrally sponsored scheme to establish one high quality model school in each block of the country to serve as school of excellence has been launched from 2008-09.
- A “National Scheme of Incentive to Girls for Secondary Education” has been launched in June, 2008, to provide a one time incentive mainly to eligible girls belonging to SC/ST communities to continue secondary education.
- A new centrally sponsored scheme to set up girls’ hostels in about 3,500 educationally backward blocks has been launched in 2008-09. Under this scheme priority will be given to girls belonging to SC/ST/OBC/ Minority communities.
- Setting up of 20 Navodaya Vidyalayas in districts having a large concentration of Scheduled Castes and Scheduled Tribes has been sanctioned. 10 Schools will be set up in districts having a large concentration of Scheduled Castes and the remaining 10 in districts having large concentration of Scheduled Tribes.
- The scheme of Integrated Education for Disabled Children has been restructured to focus on children with disability at secondary stage.

4. DETAILS OF THE SCHEME/INITIATIVES

4.1. Rashtriya Madhyamik Shiksha Abhiyan: Since universalisation of elementary education has become a Constitutional mandate, it is absolutely essential to push this vision forward to move towards universalisation of secondary education. As part of the Central Government’s commitment to make secondary education of good quality available, accessible and affordable to all young persons,

the Government of India has launched a centrally sponsored scheme to universalise access to and improve quality of education at secondary stage, called Rashtriya Madhyamik Shiksha Abhiyan (RMSA) during the 11th Five Year Plan. The objective of the scheme is to achieve an enrollment ratio of 75% for classes IX-X within 5 years by providing a secondary school within a reasonable distance of every habitation, to improve quality of education imparted at secondary level through making all secondary schools conform to prescribed norms, to remove gender, socio-economic and disability barriers, universal access to secondary level education by 2017, i.e., by the end of 12th Five Year Plan and universal retention by 2020. Broad physical targets include improving the enrolment ratio for classes IX-X to 75% within 5 years from 52.26% as in 2005-06, providing facilities for estimated additional enrolment of 32.20 lakh by 2011-12 through, strengthening of about 44,000 existing secondary schools, opening 11,188 new secondary schools, appointment of 1.79 lakh additional teachers and construction of 88,500 additional classrooms. The Central Government shall bear 75% of the project expenditure during the 11th Five Year Plan, with 25% of the cost to be borne by State Governments. Sharing pattern will be 50:50 for the 12th five-year plan. For both the 11th and 12th Plans, funding pattern will be 90:10 for North Eastern States. Rs. 20,120 crore has been allocated for this scheme during the 11th Five Year Plan.

4.2. Model Schools: First phase of a new centrally sponsored scheme to establish 2500 high quality model schools under State Governments in educationally backward blocks throughout the country to serve as schools of excellence has been launched in 2008-09. The salient features of the scheme are:

- **Location:** 2500 Model schools will be set up in Educationally Backward Blocks (EBBs).
- **Land:** Land for these schools will be identified and provided by the State Governments free of cost.
- **Medium of instruction:** The medium of instructions will be decided by the State Governments. However, special emphasis will be given on teaching of English & spoken English.
- **Classes:** The schools will have classes from VI to XII, or IX to XII.
- **Management:** These schools will be run by State Government societies similar to Kendriya Vidyalaya Sangathan.

The sharing pattern would be 75:25 for both recurring and non-recurring cost for schools with two sections of class VI to XII or class IX to XII. The sharing pattern would be 90:10 for special category States. Rs.12,750 crore has been allocated for the scheme during the 11th Five Year Plan. The second phase of the scheme to set up another 3500 schools at block level, including 2500 schools under Public Private Partnership, is expected to be launched soon.

4.3. Girls' Hostel Scheme: A scheme for providing assistance to voluntary organisation for running Girls' Hostels had been in operation since 1993-94. The scheme has been replaced with a new scheme under which financial assistance will be provided to the State Governments for setting up Girls' Hostels in about 3500 educationally backward blocks during the 11th Five year plan. The main

objective of the revised scheme is to retain girl child in secondary school. The aim is to ensure that the girl students are not denied the opportunity to continue their study due to distance to school, parents' financial affordability and other connected societal factors. The girl students in the age group 14-18 studying in classes IX to XII and belonging to SC, ST, OBC, Minority communities and BPL families will form the target group of the scheme. Salient features of the scheme are,

- One hostel having 100 seats will be constructed in each Educationally Backward Block.
- Implementation will be through the State Governments.
- Wherever there is space in KGBV compound, the hostels would preferably be constructed there. In case, there is no space in the KGBV compound or in the blocks where no KGBV has been sanctioned, the hostel may be constructed in the compound of a secondary/ higher secondary school selected by the State/UT Government.
- Students passing out of KGBV will be given preference in admission in hostel. In blocks without any KGBV, students in all government/ aided schools in the vicinity of the hostel will be eligible for admission. 50% of girls admitted will belong to SC, ST, OBC, Minority communities.

Rs. 2000 crore has been allocated for the scheme during the 11th Five Year Plan. Central government will bear 90% of the recurring and non-recurring project cost.

4.4. National Means Cum Merit Scholarship: As per budget announcement of 2007-08, the Government of India has launched a Centrally Sponsored Scheme called National Means-cum-Merit Scholarship Scheme to award 1,00,000 scholarships each year, under which each student will be given Rs.6,000/- per annum (Rs.500/- per month) for study in classes IX to XII. To fund this scheme, a corpus of Rs.750 crore has already been created with State Bank of India in 2008-09 and a like amount would be added to this corpus fund every year over the next three years, raising this fund upto Rs.3000 crore. The yield from the fund will be used for disbursing scholarships under the scheme.

4.5. National Scheme of Incentive to Girls for Secondary Education: The Government of India has launched a Centrally Sponsored Scheme called "National Scheme of Incentive to Girls for Secondary Education" in June, 2008. According to the Scheme, a sum of Rs.3000/- will be deposited in the name of eligible girl as fixed deposit and she would be entitled to withdraw it along with interest thereon on reaching 18 years of age. The scheme will cover (i) all eligible girls belonging to SC/ST Communities, who pass class VIII and (ii) All girls who pass class VIII examination from Kasturba Gandhi Balika Vidyalayas (irrespective of whether they belong to SC/ST) and enroll in class IX in Government, Government-aided and local body schools in the academic year 2008-09. A sum of Rs. 1,500 crore has been provided under 11th Plan for this purpose.

4.6. Inclusive Education for the Disabled at the Secondary Stage (IEDSS): The existing scheme of Integrated Education for Disabled Children will be replaced with the new Scheme of Inclusive Education for the Disabled at the Secondary Stage (IEDSS). The scheme will mainstream the disabled students in regular schools through inclusive education. The scheme would be in operation from the year 2009-10 and it is proposed to cover 4.4. lakh disabled children from classes XI to XII. A sum of Rs. 1000 crore has been provided under 11th Five Year Plan for IEDC/IEDSS scheme.

4.7. ICT @ Schools: To fully participate in the knowledge economy of the 21st century, it is imperative for all secondary school students to be computer literate. Use of ICT in schools can revolutionize the teaching learning process by making it more child-friendly. Already over 48,000 schools have been included in this programme. It is therefore proposed to cover all government/government aided schools under ICT @ School programme during the 11th Plan under which PCs, internet connectivity and teachers' training would be provided. For this, a sum of Rs. 6000 crore has been allocated under 11th Five Year Plan.

DEPARTMENT OF HIGHER EDUCATION

Higher education is of vital importance for the country, as it is a powerful tool to build knowledge-based society of the 21st Century. Improvement of access and quality, the adoption of state-specific strategies, enhancing the relevance of higher education through curriculum reform, vocationalisation, networking and information technology and distance education are the main policy initiatives of the higher education sector. The other important policy initiatives in higher education are programmes for general development of universities and colleges; special grants for the construction of hostels for women; scholarships to students, proposal to provide interest subsidy on educational loans for professional courses to ensure that nobody is denied professional education because he or she is poor and making interventions to attract and retain talent in the teaching profession in the higher and technical education. Emphasis has been laid on expansion with quality, use of ICT and promotion of quality education.

In order to achieve the above objectives, the outlays on higher education have been put at 10 times of the X Plan expenditure during the XI Plan period. During the budget speech of last year (2008-09), it was mentioned that new Central universities would be established in the hitherto uncovered states. An Ordinance has already been promulgated under Article 123 of the Constitution for establishment of as many as 15 Central Universities including the conversion of three State Universities into Central Universities – one in each such State which does not have a Central University, except Goa, which has not been included at the request of the state government. A distinguishing feature of the Ordinance for establishment of these new Central Universities is the provision for academic reforms, which would go a long way in improving the standards of Central Universities, and also serve as a model for the entire university system in the country. The major initiatives are mentioned below:-

(a) SETTING UP OF NEW CENTRAL UNIVERSITIES

The present level of Gross Enrolment Ratio in higher education sector in the country is at approximately 11% which is not adequate to meet the challenges of a knowledge society and economy. There is an urgent need for raising the Gross Enrolment Ratio, as also for increasing the quality of higher education, in a time bound manner. With these objectives in view, it has been the endeavour of the Government to provide more and more Central

Universities in the various States, particularly in the States where there was no Central University. It has been done either by take over and conversion of the existing State Universities into Central Universities or by establishment of new Central Universities.

Since the year 2005, University of Allahabad, Manipur University, Rajiv Gandhi University, Itanagar and Tripura University have been converted into Central Universities and a new Central University by the name of Sikkim University has been established in Sikkim. Besides, the Central Institute of English and Foreign Languages, Hyderabad (Deemed University) has also been given the status of a Central University during the year 2007.

A teaching and affiliating University by the name of Indira Gandhi National Tribal University has also been established in July, 2008 to facilitate and promote avenues of higher education and research facilities for the tribal population in the country. While the headquarters of this University shall be at Amarkantak in the State of Madhya Pradesh, it shall have such number of Regional Centres and Campuses in the tribal areas as it may deem fit.

More recently, The Central Universities Ordinance, 2009 has been promulgated by the President on 15.1.2009 for the immediate conversion of Guru Ghasidas Vishwavidyalaya in the State of Chhattisgarh, Doctor Harisingh Gour Vishwavidyalaya in the State of Madhya Pradesh and Hemvati Nandan Bahuguna Garhwal University in the State of Uttarakhand into Central Universities, and establishment of one new Central University in each of the States of Bihar, Gujarat, Haryana, Himachal Pradesh, Jammu and Kashmir, Jharkhand, Karnataka, Kerala, Orissa, Punjab, Rajasthan and Tamil Nadu.

While the three State Universities stand converted into Central Universities immediately on promulgation of the Ordinance, the headquarters of the 12 new Central Universities would be notified in the Gazette after the sites have been finalized on the basis of offers made by the respective State Governments and the reports of the Site Selection Committees constituted for the purpose.

All the concerned State Governments, except the Government of Bihar, have indicated the sites for establishment of new Central Universities and the Site Selection Committees are in the process of visiting the suggested sites. The Site Selection Committees have already visited four States and submitted their reports in respect of two States.

(b) ESTABLISHMENT OF 374 DEGREE COLLEGES IN EDUCATIONALLY BACKWARD DISTRICTS

During the XIth Plan, 374 degree colleges are proposed to be set up, one each in 374 Educationally Backward Districts of the country (as identified by the UGC Expert Group) where the Gross Enrolment Ratio (GER) in higher education is lower than the national average GER. These colleges are proposed to be set up by the State Governments concerned

with Central assistance of 1/3rd of the capital cost of Rs. 8.00 crore per college (i.e. upto Rs. 2.67 crore), the balance (2/3rd) to be contributed by the State Government / State University either on its own or in Public-Private-Participation (PPP) mode. Also State Government would provide land free for such college as well as meet the recurring expenditure. In the XIth Plan, Rs. 782.00 crore has been allocated for this purpose.

In addition to the Ministry's communication apprising the States concerned of the educationally backward districts (letter dated 31/10/2007), the Education Ministers of the States were also addressed by the Hon'ble Union Minister of Human Resource Development. Thereafter, communication was sent by the Education Secretary to the States concerned as well as the University Grants Commission (letters dated 5/11/2008 and 15/12/2008) thereby also informing the States of the weaker sections and minority- concentrated Community Blocks in those districts for the proposed colleges. States have already commenced approaching the Commission with their proposals and detailed project reports and processing of the proposals are underway.

(c) SETTING UP OF NEW INDIAN INSTITUTES OF TECHNOLOGY (IITs).

Government has decided to set up eight new IITs in Andhra Pradesh, Bihar, Rajasthan, Orissa, Punjab, Gujarat, Madhya Pradesh (Indore) and Himachal Pradesh. Out of these 8, Classes for B.Tech. courses have been started from July-August 2008 in 6 new IITs in Andhra Pradesh, Bihar, Rajasthan, Orissa, Punjab and Gujarat. These are being mentored by the existing IITs in Madras, Guwahati, Kanpur, Kharagpur, Delhi and Bombay respectively. Classes of IIT Andhra Pradesh, Bihar and Gujarat have been started from temporary premises while the classes of Rajasthan, Orissa and Punjab have been started from the campuses of their respective mentoring IITs. Sites for new IITs in Bihar and Andhra Pradesh have been identified at Bihta in Patna and Medak respectively. Committee for identifying the sites, had visited the sites suggested by State Govt. of Madhya Pradesh (Indore), Punjab, Orissa and Himachal Pradesh. Site identifying Committee will visit the sites suggested by the State Govt. of Gujarat soon. State Govt. of Rajasthan has offered land in village Ranpur, Distt. Kota. The Site Identification Committee visited the site as proposed by the State Govt. at Kota and found that it is not well connected by air. Accordingly, State Govt. of Rajasthan has been requested to identify alternative suitable location having good air connectivity as also other basis facilities. Response of the State Govt. is awaited. It has been decided to start the classes for B.Tech courses in IIT Himachal Pradesh and IIT Indore from academic year 2009-10.

An allocation of Rs.2000 crores has been provided in the XI Plan and Rs.50 crores has been allocated for 2008-09 for new IITs. One post of Director, one post of Registrar and 90 posts of faculty and 30 faculty posts per year in the next three years have been created in each of new IITs.

(d) SETTING UP OF NEW INDIAN INSTITUTES OF MANAGEMENT (IIMs)

The XIth Five Year Plan envisages, establishment of seven IIMs in the Country, out of which one IIM namely Rajiv Gandhi Indian Institute of Management (RGIIM), Shillong

has been established in Shillong (Meghalaya) which has commenced its first academic session from 2008-09 and the remaining six IIMs will be set up in Tamil Nadu, Jammu & Kashmir, Jharkhand, Chhattisgarh (Raipur), Uttarakhand & Haryana.

Government of Haryana has identified District Rohtak as the site for the proposed IIM and for which 170 acres of land expandable upto 200 acres, has been kept aside for the same by the State Government.

Government of Tamil Nadu have identified to the extent of 192.35 acres of lands in Suriyur village, Tiruchirapalli Taluk & Distt.

Government of Chhattisgarh has also identified 200 acres of land under New Raipur Development Authority, in two villages namely Pota and Cheriya.

Government of Jharkhand has identified recommended Land measuring 204.28 acres in Kanke circle, Mouza, Nagri District-Ranchi as also land in Karmatand in Dhanbad district.

(e) SETTING UP OF NEW INDIAN INSTITUTES FOR SCIENCE EDUCATION & RESEARCH (IISERs)

The IISERs at Mohali, Pune, Kolkata, Bhopal and Thiruvananthapuram have started functioning from temporary premises. The appointment of Directors of IISERs has been done as also the constitution of their Societies and Boards of Governors. An allocation of Rs.150 crores has been allocated for 2008-09 for IISERs. Land for setting up of all five IISER at Mohali, Pune, Kolkata, Bhopal and Thiruvananthapuram has already been transferred to the Societies of the Institutes by the State Govts. concerned.

(f) SCHOOL OF PLANNING AND ARCHITECTURE

Two new Schools of Planning and Architecture at Vijayawada and Bhopal have started functioning through their temporary campuses during 2008.

(g) SETTING UP OF NEW INDIAN INSTITUTES OF INFORMATION TECHNOLOGY (IIITs)

To address the increasing skill challenges of the Indian IT industry and growth of the domestic IT market, the Ministry of Human Resource development (MHRD), Government of India intends to establish twenty Indian Institutes of information Technology (IIITs) during the 11th Five Year Plan period, on a Public Private Partnership (PPP) basis. The partners in setting up the IIITs would be the Ministry of Human Resource Development (MHRD), Governments of the respective States where each IIIT will be established, and the industry firms.

MHRD entrusted NASSCOM with the responsibility of preparing a Model Detailed

Project Report (DPR) for the IIIT initiative. NASSCOM has submitted its Model detailed Project Report (DPR). This Model DPR will serve as a template for the preparation of the DPR for each individual IIIT. A committee has been constituted to examine the 'Model detailed Project Report on establishment of Indian Institutes of Information Technology (IIITs) prepared by NASSCOM'. The Committee has now finalized the proposed framework for setting up of the 20 IIITs which has now been incorporated in the model DPR. This has been sent to the Planning Commission.

(h) SETTING UP OF NEW 10 NEW NATIONAL INSTITUTES OF TECHNOLOGY (NITs)

The process of opening of new NITs has already been initiated. In this regard Hon'ble Union Minister of HRD has written letters to Chief Ministers of 10 States/ UTs which do not have a NIT, to send proposals for opening of an NIT in their States/ UTs vide letter dated 19.7.08. A draft EFC note for setting up of 9 new NITs has also been submitted.

(i) GHANI KHAN CHOUDHARY INSTITUTE OF ENGINEERING AND TECHNOLOGY(GKCIET)

Approval has also been granted for the establishment of Ghani Khan Choudhary Institute of Engineering and Technology (GKCIET), Malda in memory of Late Shri Ghani Khan Choudhary, former Union Minister.

(i)- i ASISTANCE TO STATES

States have also been approached to participate in an effort to provide one time assistance to the existing State Universities and other educational institutions, which could not be assisted financially by the UGC as they were not eligible to get 12B status under the UGC Act. For this an amount of Rs.7000 crores has been allocated in the XI Plan. Similarly, States will be incentivised through an assistance upto one-third of the capital cost for starting new educational institutions for substantial expansion of the existing educational institutions. A sufficiently large allocation of Rs.6200 crores has been made in the XI Plan for this purpose.

(j) NATIONAL MISSION IN EDUCATION THROUGH ICT

The Government is committed to promote the use of Information and Communication Technology in the higher education sector. A new Centrally Sponsored Scheme namely “National Mission on Education through Information and Communication Technology” has been approved by the Government to leverage the potential of ICT, in teaching and learning process. The Mission envisages to provide high quality personalized and interactive knowledge modules over the internet / intranet for all the learners in higher educational institutions in any time any where mode, as one of its components. It also aims to provide the benefit of broadband connectivity to all institutions of higher learning numbering over 20000, besides empowering teachers to make use of ICT in teaching and learning process and to promote research to invent new dimensions for the use of ICT in higher education, including those through distance mode. A detailed note is given in **Annexure IV**.

(k) SUB-MISSION ON POLYTECHNICS

Professional and vocational education is the need of the day. Therefore, a Nation wide scheme of “Sub-mission on Polytechnics” under coordinated action on Skill Development has been launched, wherein 1000 new Polytechnics are being established through out the country. Under this scheme, Central financial assistance to the extent of Rs 12.3 crores per polytechnic is provided to the State Governments to set up 300 Polytechnics in un-served and underserved Districts. Similarly under the Public Private Participation mode (PPP), Rs 3.00 crore per polytechnic is being provided for establishing about 300 Polytechnics. Besides this, 400 Polytechnics are being established in the private sector. In regard to strengthening of the existing Polytechnics, it is proposed to provide Rs. 2 crore per existing Polytechnic for 500 Polytechnics to augment the facilities. Further, to incentivise Polytechnic education among women, assistance for construction of women’s hostel in 500 polytechnics is also proposed by providing grants to the extent of Rs 1 crore per Polytechnic. Similarly, in order to promote the Community Development by providing short-term skill and vocational training to rural community and unorganized sectors, a renewed Community Polytechnic Scheme has been launched in 1000 polytechnics.

(l) OTHER INITIATIVES

In order to ensure that meritorious students are not denied professional or higher education because he or she is poor, a new Scholarship scheme has been launched in the year 2008 covering 41,000 boys and 41,000 girls based on their merit in Class XII Board examination. Scholarship amount of Rs.10,000 per year for the first 3 years and Rs.20000 per year for the subsequent years of studies are given under this Scheme.

In order to promote classical Tamil, an autonomous organization namely Central Institute of Classical Tamil (CICT) at Chennai has been established.

A Central Scheme of National Translation Mission (NTM) has been launched to translate existing knowledge Books in English into various languages of the 8th Schedule of the Constitution of India as well as from one regional language to another regional language and from sub-regional language to the languages in the 8th Schedule.

(m) ENHANCEMENT OF RETIREMENT AGE AND RE-EMPLOYMENT OF TEACHERS OF CENTRAL EDUCATIONAL INSTITUTIONS

There are a large number of vacancies of teachers in the various Centrally funded institutions, such as Central Universities, IITs, IIMs, NITs etc. In order to mitigate the shortage of teachers, a decision has been taken in March, 2007 to enhance the age of retirement of teachers from 62 years to 65 years, with a provision for re-employment upto the age of 70 years, in the Centrally funded institutions in technical and higher education under the Ministry. A provision has also been made that the teachers who have retired prior to 15.3.2007 but have not attained the age of 65 years, may also be considered for re-employment upto the age of 65 years.

State Governments have been advised to consider taking similar steps to overcome the shortage of teachers in the universities and colleges under their purview.

(n) REVISION OF PAY OF TEACHERS AND EQUIVALENT CADRES IN UNIVERSITIES AND COLLEGES FOLLOWING THE REVISION OF PAY SCALES OF CENTRAL GOVERNMENT EMPLOYEES ON THE RECOMMENDATIONS OF THE SIXTH CENTRAL PAY COMMISSION.

It is important to attract and retain talent in the teaching profession, particularly in the higher and technical education. The Government have, therefore, announced a very progressive Pay Review Package for attracting and retaining talent in the teaching profession in the higher education sector. The age of superannuation of teachers, working in the higher educational institutions, had already been increased from 62 years to 65 years earlier. Refresher courses are also being held through “summer schools” and “winter schools” for faculty improvement.

A Pay Review Committee to review the pay scales of teachers in Universities and Colleges was constituted by the University Grants Commission on 6th September, 2007, under the Chairmanship of Prof. G.K.Chadha, Member, Economic Advisory Council to the Prime Minister, with the following terms of reference:-

(a) To review the implementation of the previous decision of the Government/UGC under the Scheme of Revision of Pay Scales approved for University and College Teachers, Librarians, Physical Education Personnel and other academic staff in Universities and Colleges, and in the process, to evaluate the extent to which the earlier recommendations in relation to qualifications, service conditions and pay-scales etc. have been implemented.

(b) To examine the present structure of emoluments and conditions of service of University and College Teachers, Librarians, Physical Education Personnel and other academic staff in Universities and Colleges and to suggest revision in the structure, taking into account the minimum qualifications, career advancement opportunities, and total packet of benefits available to them (such as superannuation benefits, medical, housing facilities, etc.).

(c) To make recommendations on the ways and means of attracting and retaining talented persons in the teaching profession, as well as for the furtherance of research in the University System and also for their career advancement in teaching and equivalent positions in order to improve the quality of higher education.

(d) To look into the cases of anomalies, if any, in the matter of pay structure and/or career advancement opportunities for any categories of academic staff, consequent on revision of pay scales based on the recommendations of the preceding Pay Review Committee and to suggest remedial measures.

The Committee had submitted its report in October, 2008. After considering the report and other relevant aspects, a scheme for revision of pay scales and career advancement of teachers has been announced by the Central Government, providing for improved pay structure and career advancement opportunities for teachers and equivalent positions in the university system. It has also been decided to provide financial assistance to the State Governments who adopt this package, to the extent of 80% of the additional expenditure involved in implementation of the revised pay scales, for the period from 1.1.2006 to 31.3.2010.

(o) CONSTITUTION OF COMMITTEE TO REVIEW THE ROLE AND FUNCTIONING OF UGC AND AICTE

In his closing remarks in the meeting of the Full Planning Commission held on 13.9.2007, the Hon'ble Prime Minister had , inter-alia, stated as follows:-

“ The role and functions of apex institutions like UGC, AICTE, MCI, etc. need to be reviewed in the context of the large number of changes that have taken place in higher, professional and technical education in the last many years, and the demands of a new knowledge economy. The Planning Commission in consultation with the Ministry of Human Resource Development and other concerned Ministries should set up a Working Group to suggest a specific reforms agenda in this area.”

In the context of the above, a Review Committee has been constituted by this Ministry on 28.02.2008, under the Chairmanship of Prof. Yash Pal, former Chairman, University Grants Commission, with the following terms of reference:-

- (a) to review the functioning of the UGC/AICTE and to critically assess the role of the UGC / AICTE and their preparedness and to provide institutional leadership to the emerging demands of access, equity, relevance and quality of higher education/ technical education and the university system.
- (b) To review the provisions of the University Grants Commission Act, 1956 and the All India Council for Technical Education Act 1987 and various suggestions for amendments to the said Acts by earlier Committees such as the Prof. Amreek Singh Committee.
- (c) The role of the UGC in coordinating standards of higher education vis-à-vis the functional role of other statutory bodies such as AICTE, MCI, DCI, NCI, NCTE, DCE, etc.
- (d) An assessment of the requirements of autonomy of the UGC vis-à-vis Central Government and that of the university system vis-à-vis the UGC.
- (e) The role of the UGC/AICTE in determining and enforcing standards of higher education/ technical education in State universities and the possibility of introducing a system of incentives and disincentives so that national standards of higher education/technical education are not compromised or diluted.
- (f) Recommendations in regard to an effective and efficient mechanism for flow of resources from the UGC to the universities for their timely utilization including a mechanism of feedback thereto.

(g) The requirement of transparency and efficiency in the functioning of the UGC/AICTE.

(h) The role of the UGC vis-à-vis declaration of institutions to be deemed universities and recommendations for streamlining the process adopted by the UGC.

(i) Recommendations about the need to change the eligibility criteria for becoming eligible to receive grants under Section 12 B of the UGC Act 1956.

(j) Any other issue arising out of or relating to the above terms of reference and the functioning of the UGC/AICTE which the Government or the Committee on its own, may desire to look into.

It has been decided to change the name of the above Review Committee as ‘Committee to Advise on Renovation and Rejuvenation of Higher Education.’

The Committee has been given one year’s time to submit its Report. It has held a series of meetings with stakeholders, so far.

(p) NEED FOR SETTING UP A NATIONAL COMMISSION ON HIGHER EDUCATION

Coordination and determination of standards in institutions for higher education or research and scientific and technical institutions” is a subject under the Union List (Article 246 of the Constitution, VII Schedule, List I, Entry 66). The University Grants Commission (UGC) was established in 1952 and was constituted as a statutory body under an Act of Parliament in 1956 for coordinating the activities of higher educational institutions and maintaining their standards. The establishment of the UGC was the first major legislative measure initiated by the Government of India under the Constitutional provision, conferring on it the powers for coordination and determination of standards in universities.

When the UGC was set up as a statutory body in 1956, it was expected that it would perform an overarching function of steering the higher education sector in the country. It has indeed played that role since it was set up. However, over a time, new Councils have been set up to promote and/or regulate specialized areas of education.

While the University system falls within the jurisdiction of the UGC, the functioning of the professional institutions is coordinated by different bodies. The All India Council for Technical Education (AICTE) is responsible for the functioning of the technical and management education institutions. The other statutory bodies are the Medical Council of India (MCI), the Central Council of Indian Medicine (CCIM) the Central Council of Homeopathy (CCH), the Pharmacy Council of India (PCI), the Bar Council of India (BCI), the Indian Council of Agricultural Research (ICAR), the Distance Education Council (DEC) under a statute of IGNOU Act 1985, the National Council for Teachers Education (NCTE),

the Rehabilitation Council of India (RCI). Dental Council of India (DCI), Indian Council of Agricultural Research (ICAR) and any other Statutory Body formed in future by GOI to regulate standard in any specific field of Higher Education.

While the creation of such bodies like the AICTE, ICAR, Medical Council of India, Dental Council and so on, has certainly helped in focusing attention on specialized areas, it has, at the same time, fragmented the higher educational sector in the country from a policy perspective. This has some times created situations where different agencies have taken different kinds of views on issues of regulation and promotion of higher education. By way of example, some time back the AICTE and the UGC were opposite parties in a matter relating to ‘deemed universities’, before the High Court at Chennai, and the Central Government was called upon to find a balance. Despite the need to pay focussed attention on some important aspects of education, it is imperative that holistic view of higher education is not fragmented. Such a holistic attention to higher education issue is becoming more relevant in view of the multiple challenges faced by the higher education sector in the country today, including by way of the increasingly converging nature of disciplines at the frontiers of emerging knowledge.

It may not be possible or even desirable, at present, to abolish or abrogate the powers of the existing councils but a mechanism has to be found by which their activities could be coordinated. It is in this context that an apex level Higher Education Commission was proposed to coordinate and evolve the broad framework on all aspects of higher education without in any way replacing the role of existing bodies

The concept of National Commission on Higher Education owes its rationale to the need for bringing about qualitative improvement in tertiary education, avoiding both overlap and contradictions. In its report, the Education Commission (Kothari Commission) (1964-66) had indeed recommended that the UGC should represent the entire spectrum of higher education. The report stated that “..... all higher education should be regarded as an integrated whole, that professional education cannot be completely divorced from general education, and that it is essential to bring all higher education, including Agriculture, Engineering and Medicine, within the purview of UGC. This is the ultimate direction that we should move”.

The National Policy on Education (NPE), 1986, and the Plan of Action, 1992, has also envisaged the establishment of a National Apex Body for bringing about greater coordination and integration in the planning and development of higher education system including research. The NPE, 1986 envisages that “in the interest of greater co-ordination and consistency in policy, sharing of facilities and developing inter-disciplinary research, a national body covering higher education in general, agricultural, medical, technical, legal and other professional fields, will be set up”.

View of the Central Advisory Board of Education (CABE) are solicited on the desirability/feasibility of a National Commission on Higher Education, with the following salient mandates:-

- (i) to prepare an Annual Report on the state of higher education in India and table the Report in Parliament.
- (ii) to recommend to any regulatory research and scientific body, the measures necessary for improvement of Higher Education and advise such regulatory or research body upon the actions to be taken for the purpose of implementing such recommendations.
- (iii) to recommend and monitor reforms, including structural reforms, in higher education.
- (iv) to consider new and innovative ideas related to standard of education from various regulatory bodies.
- (v) to resolve disputes if any, between two or more regulatory bodies in regard to standards of education.
- (vi) to make recommendations as to the measures to be taken for the coordinated growth and qualitative improvement in higher education.
- (vii) to perform such other functions as may be prescribed or as may be deemed necessary by the Commission for advancing the cause of all aspects of higher education in India or as may be incidental or conducive to the discharge of above functions.

Comments of the various Ministries/Departments were also sought on the proposal. While the All India Council for Technical Education and the Department of Science & Technology have supported the proposal, the Ministry of Health & F.W. and the Ministry of Agriculture have not supported the proposal. The UGC proposed certain modifications. The Ministry of Finance (Department of Expenditure) have opined that “just creating another body without modifying the roles of existing bodies may be meaningless as it would result in duplication or overlapping of functions. The proposal, therefore, seems premature at this juncture”.

As there is no consensus on the proposal, the matter is placed before the Central Advisory Board of Education for its consideration/recommendation.

(vii) 93RD AMENDMENT OF CONSTITUTION AND CENTRAL EDUCATIONAL INSTITUTIONS (RESERVATION IN ADMISSIONS) ACT, 2006

As a follow up of the Constitution (93rd) Amendment Act, 2005, inserting clause (5) in Article 15 of the Constitution of India, Parliament enacted the Central Educational Institutions (Reservation in Admissions) Act, 2006 (CEI Act), making special provisions for reservation of seats for the Scheduled Castes, Scheduled Tribes and the Socially and Educationally Backward Classes/ Other Backward Classes (SEBCs/OBCs) in admissions to such institutions. In terms of section 6 of the Act, Central Educational Institutions (CEIs) were to give effect to reservation of seats in admissions to their academic sessions commencing on and from the calendar year 2007.

A bunch of Writ Petitions was filed in the Apex Court, challenging the constitutional validity of the 93rd Amendment as well as the CEI Act, 2006.

The implementation of reservation in admission under the Central Educational Institutions (Reservation in Admissions) Act, 2006 (No. 5 of 2006) in respect of persons belonging to the socially and educationally backward classes (OBCs) was stayed by the Hon'ble Supreme Court of India while hearing Writ Petition (Civil) NO. 265 and a bunch of other writ petitions.

The Apex Court finally disposed off the petitions on the 10th April, 2008, upholding the constitutional validity of the 93rd Amendment [Article 15(5)] of the Constitution in so far as the Central Educational Institutions, established, maintained or aided by the Central Government are concerned.

The Ministry issued directions vide O.M. No. 1-1/2005-U.1.A/847 dated 20th April 2008 to all Central Educational Institutions to clarify the processes of implementation of reservation.

The Ministry also issued a Resolution vide O.M. No. 1-1/2005-U.1 A/846 dated 20th April 2008 adopting the Centre list of SEBCs/OBCs as per Resolution No. 12011/68/93-BCC© dated 10.9.2993 of the Ministry of Welfare (now the Ministry of Social Justice and Empowerment) as modified by that Ministry from time to time and the rules/ criteria of exclusion of socially advanced persons/sections as per the O.M. No. 36012/22/93-Estt. (SCT) dated 8.9.1993 as amended by OM NO.36033/3/2004-Estt.(Res.) dated 9.3.2004 by the Ministry of Personnel, Public Grievances and Pensions (Department of Personnel and Training) and as may be amended by that Ministry from time to time, for the purposes of implementing reservation in admission to Central Educational Institutions as defined in the CEI Act, 2006.

The OM No 1-1/2005-U.1.A/847 dated 20th April 2008 and the Resolution No. 1-1/2005-U.1.A/846 dated 20th April 2008 have been put in the Ministry's website. They have

been forwarded to all the concerned Ministries, Central Educational Institutions, Statutory Councils, State Governments and Union Territories for necessary action/information.

The Ministry vide OM No. 1-1/2008-U.1A dated 13th October 2008 has conveyed that the Central Government has revised the criteria of income based on the recommendations of the National Commission for Backward Classes for determining the creamy layer among Other Backward Classes (OBC) from Rs.2.5 lakhs to Rs.4.5 lakhs per annum and that the same shall be applicable for the purpose of determination of creamy layer for admission of candidates belonging to the OBCs in to the Central Educational Institutions.

In accordance with the Apex Court's order dated 14th October 2008 in the matter of IA No. 3 of 2008 in Writ petition Civil No. 35 of 2007, this Ministry has issued OM No. 1-1/2008 (III) U.1A dated 17th October 2008 to all Central Educational Institutions to ensure that seats reserved for OBCs are filled by other eligible students only if they are vacant after admitting all eligible OBC students i.e. after excluding 'creamy layer' as per OM No. 1-1/2008-U1(A) dated 13.10.2008. Each CEI shall ensure that the maximum cut off marks of OBCs are not kept lower than 10% from the cut off marks for general category candidates as directed by the Hon'ble Court.

In the academic year 2008-09, out of 8240 seats earmarked for students belonging to other backward classes, 5599 OBC students were admitted in 12 Central Universities.

DECLARATION OF 11TH NOVEMBER AS NATIONAL EDUCATION DAY

There have been consistent demands from various sections of the society to observe 11th November, the birthday of Maulana Abul Kalam Azad, a great Freedom Fighter, an eminent Educationist and the first Union Minister of Education, in a befitting manner. Several State Governments have also supported the demand. Accordingly, the Central Government has decided to observe 11th November, every year, as the "National Education Day" throughout the country, without declaring it as a holiday.

2. Ministry of Human Resource Development has decided to commemorate the birthday of this great Son of India by recalling his contribution to the cause of education in India. Educational Institutions at all levels would be involved in organizing seminars, symposia, essay-writing, elocution competitions, workshops and rallies with banners, cards and slogans on the importance of literacy and nation's commitment to all aspects of education on the "National Education Day". The focus of activities on the "**National Education Day**" would be on the various initiatives taken under Sarva Shiksha Abhiyan (SSA); in setting up model schools in secondary education; on the various

initiatives taken in higher secondary education; and in vocational and higher education sectors by the Central Government on its own, and in partnership with State Governments, as well as through Private Public Partnership. These initiatives would be projected in association with various industry bodies, whose fullest cooperation also would be sought in the development of human resources in the country.

2. The First National Education Day Celebration was held on 11th Nov. 2008 at Plenary Hall, Vigyan Bhavan, which was inaugurated by HE the President of India. On this occasion, the HE President of India has released books on Maulana Abul Kalam Azad in three languages i.e. Hindi, Urdu and English. On the occasion, a cultural programme was organized by National Bal Bhavan, a Film show on Maulana Azad in association with Ministry of Information & Broadcasting, and Photo Exhibition on Maulana were also organized. Also, a First Day Cover on Maulana Abul Kalam Azad was also issued in association with the Department of Posts.

3. As part of the celebration, a Conference of the Vice Chancellors/Directors of Central Educational Institutions was also held on 10th February, 2009.

4. Reports on celebration of National Education Day on 11th November, 2008 have also been received from many States. Also, almost all the States / UTs have issued instructions/notification to the Educational Institutions to celebrate 11th November as the National Education Day.

(viii) INITIATIVES FOR EDUCATIONAL ADVANCEMENT OF MINORITIES

A number of initiatives have been taken for educational advancement of minorities which are listed below:

- Revival of the National Monitoring Committee for Minorities' Education (NMCME) in 2004, which was defunct since mid 1990s. A Standing Committee of NMCME constituted to attend to the issues relating to the education of minorities on an ongoing basis. The Standing Committee has visited almost all States to interact with the minority communities, managements of educational institutions and other stake holders.
- National Commission for Minority Educational Institutions (NCMEI) established to protect rights under article 30(1) of the Constitution. This is the first time that a specific Commission has been established by the Central Government for protecting and safeguarding the rights of minorities to establish and administer educational institutions of their choice. The commission is a quasi-judicial body and has been endowed with the powers of a Civil Court. The Commission has issued 1687 certificates of recognition to the minority educational institutions.
- A legislative proposal under article 21A of the Constitution, to provide compulsory free education up to 14 years of age to ensure increased access to school education of all communities including minorities, has been introduced in Parliament.
- Universalization of Secondary Education (Rashtriya Madhyamik Shiksha Abhiyan) with quality is being launched with special attention on Minority areas.
- Minority Cell has been established in the Ministry and in all autonomous organizations coming in its fold. These Cells are intended to keep focus intact on educational issues pertaining to the minorities vis a vis the role expected of each organization.
- A study is being completed by the National University for Education Planning and Administration (NUEPA) to identify causal factors for low trend of enrolment of Muslim-minorities at post-secondary levels.
- Policy of reservation introduced in admissions introduced through CEI Act for the OBCs also – as many as 109 social groups in the central list of OBCs belong to religious minorities like Dalit Christians, and Muslims.
- As many as 35 universities have been assisted by the UGC to establish Centres for Studies in Social Inclusion and Exclusion.

School Education & Literacy:

- 88 Minority Concentration. Districts(MCD) are specially focused under SSA.
- Free Text Books for Minority children under SSA from 1st to 8th class.
- 8134 registered Madrassas enrolling over 8.42 lac children are under SSA.
- 3457 Maktabas and Madrassas enrolling over 2.27 lac children are under SSA.

- Maktabas/ Madrassas being assisted under SSA for school grants, teacher grants, free text books, additional teachers and teacher training
- Out of 2578 KGBVs, 427 are in Minority Concentration Blocks – enrolling 19% Minority girls in these minority population concentration blocks.
- Option provided for starting Urdu medium sections in KGBV in Minority population concentration Blocks

Higher Education:

- The University Grants Commission (UGC) has appointed a Committee to suggest a comprehensive policy for a fair share in various schemes for minorities; and, new guidelines have been developed for implementation of its schemes during the XIth Plan.
- Colleges of excellence, in partnership with States during the 11th Plan, in each of the 374 districts with lower than national GER in higher education, to cover all the 90 Minority Concentration Districts. In 2008-09, 90 colleges will be set up which will also cover at least 8 cities/towns with Minority concentration of population.
- Financial assistance to universities and colleges for girls' hostels with preference to be given to construction of women hostels in universities and colleges, primarily catering to the minorities in the areas where there is concentration of minorities, especially muslims.
- There are 24 central universities functioning at present and 4 of the vice chancellors in these central universities are academics of eminence belonging to the minorities.

Technical Education:

- XIth Plan provides for financial assistance for setting up 300 new polytechnics one in each district without a polytechnic, including assistance for girls' hostels in all polytechnics without hostels. This will cover all 90 districts with Minority Concentration.
- Out of 4704 degree level technical institutions approved by AICTE, 377 are minority institutions out of which 50 were sanctioned by the AICTE in the current year 2008-09. Total intake of minority institutions is 88,259 at present.
- AICTE gives 20% relaxation in the processing fees on applications for setting up minority institutions as well as in the amount required for 'joint fixed deposit.' AICTE has co-opted 118 experts from the minority communities on its different expert committees. In the Board of Studies of the AICTE, there are 18 members belonging to the minority communities including two Chairpersons of the Boards.

Madrassa Education:

- Modernisation of Madrasa Programme has been recast, and a new Centrally Sponsored Scheme for Providing Quality Education in Madarasa (SPQEM) has been launched from the current financial year (2008-09), to provide for linkages with National Institute of Open Schooling for certification of academic levels, linkages with vocational education, quality improvement of education in modern subjects, teacher training, enhancement of teacher honoraria, strengthening of State Madarsa Boards for monitoring and raising awareness about education programmes for the Muslim community, with an allocation of Rs. 625 crores in the XIth Plan. Under the scheme 7898 teachers in 5802 madrasas have been provided assistance of Rs. 136.04 crores.
- Two specialist groups are working on mechanisms to give the appropriate equivalence to madrassa certificates at schooling and degree levels. The Report of the expert group to develop mechanism of equivalence at school level has been received and orders are being issued.
- NIOS gives concession in fee to SC/ST students and a new scheme of the NIOS for extending such benefits to students enrolled in madrassas is underway.
- A new Scheme for assistance for infrastructure in minority education institutions launched for implementation with an allocation of Rs. 125 crores in the XIth Plan.

Greater Resource for Urdu:

- Three Academies have been established for development of teachers of modern subjects in the Urdu medium at Aligarh Muslim University, Maulana Azad National Urdu University and Jamia Millia Islamia. 300 Urdu medium teachers were trained at JMI, 100 at AMU and 1803 by MANUU, 50% of whom are teachers in Madrassas. Colleges of education to conduct B.Ed. programme in Urdu medium were established at Bhopal, Hyderabad, Srinagar and Darbhanga by MANNU. In addition, 500 students are enrolled in MANUU's National Council of Technical Education approved Urdu medium B-Ed. Programme through the distance mode. Also 2 Urdu medium model schools have been established at Hyderabad and Darbhanga.
- 1926 teachers were appointed during 2008-09 under the scheme of 100% Central assistance to States for salary and honoraria to Urdu teachers – one in each school.

Employment:

- Instructions have been issued to all organizations coming under the purview of the Ministry of HRD to have one member from the minority communities on all selection boards for recruitments – States also have been similarly requested.

- Instructions have also been issued to post, as far as possible, Muslim teachers in Institutions located in Muslim concentration areas to instill confidence, increase enrolment and decrease drop outs among the educationally backward minorities.
- National Institute of Open Schooling (NIOS) and Government of Bihar have jointly launched “HUNAR”, a scheme of vocational education for the Muslim girls.
- University Grants Commission is strengthening its schemes for coaching of minorities, SC and ST for remedying academic deficiencies, preparation for entrance tests and competitive examinations and National Eligibility Tests for teaching – 1906 students including 1208 Muslims benefited in remedial coaching during 2008-09.

(ix) NATIONAL KNOWLEDGE COMMISSION (NKC) ON HIGHER EDUCATION*

In its Report on Higher Education submitted to the Nation in 2006, the NKC had made recommendations on Higher Education. While some of the recommendations have always been a priority for the University System even before the NKC recommended them and, therefore, requires no further decision in regard to acceptance or rejection, another set of recommendations which are based on the best practices of some of our institutions and which are desirable to be adopted by the entire university system; and accordingly have been adopted by the UGC in its various guidelines and directives. Some of the recommendations are based on the practices followed in other societies and other constitutions but desirability of which from the point of view of our national policies are yet to be endorsed by the academic community. **(Annexure V).**

The recommendations of the NKC were put in the public domain for wider national debate. While the academic community is yet to endorse many of these recommendations, bodies like All India Federation of University College and Federation of Central Universities Teachers Association, and other representative bodies have reacted strongly against the NKC recommendations. Some of the major recommendations of the NKC and the Ministry’s views thereon and views expressed by representatives of teachers’ associations are at **Annexure V-A and V-B.**

The same is placed before the CAGE for its consideration / recommendations.

* This Portion substitutes the para indicated in the agenda note circulated earlier. Inconvenience is sincerely regretted.

4. RECOMMENDATIONS CONTAINED IN 17TH REPORT OF THE ESTIMATE COMMITTEE

In its 17th Report, the Estimates Committee on the Ministry of Human Resource Development had, inter-alia, made the following recommendation:-

“The Committee take a serious view of large scale faculty vacancies in universities. Perusal of information provided by the Ministry regarding vacancies of teachers in 69 state

universities as on 01.05.2007 shows that average percentage of vacancies in all the 69 universities was 36%. In some universities, more than 50% of the faculty positions were vacant. Reasons put forward by the Ministry for this sorry-state-affairs is the ban imposed by state Governments on recruitment of teachers in the higher education system. The Committee are constrained to note that many states resort to appointment of short term contract teachers. In this regard, the Committee are of the view that appointment of regular professional teachers is necessary for the development of higher education in the country. Large scale faculty vacancies and subsequent resorting to contract teachers has compromised the quality of education in many universities. The Ministry of Human Resource Development has taken up the matter with states and in the conference of State Education Ministers. The Committee holds UGC responsible for this situation. UGC's assistance to State Universities for filling up of vacancies is only for a specific plan period. To be eligible to receive assistance in the next plan period, state universities have to maintain the posts and many of them are unable to do so hence, they become ineligible to receive assistance from UGC. The plan allocation made for this purpose also remains unutilized. The Committee, therefore, recommend that UGC should take this matter as of national importance and treat state universities on par with central universities in regard to sanctioning of faculty positions. The faculty positions should be permanent and not lapse with plan periods. The Ministry may prepare a detailed note on operationalising such a recommendation, including considerations such as involvement of UGC in selection process for appointment to be made by State universities under such a dispensation, and submit it for consideration at the next meeting of Central Advisory Board on Education for its decision".

State universities are created by acts of state legislature and the maintenance of State universities lies within the domain of the respective States. University Grants Commission provides financial support to central, deemed and state universities under its Scheme for General Development Assistance, in order to improve the infrastructure and basic facilities in universities, so as to achieve at least the threshold level besides bringing the qualitative development.

Under the scheme, the UGC provides general development assistance to all eligible Central Universities, some of the Deemed Universities, and State Universities which are included under Section 2(f) and 12 (B) of the UGC Act, within the frame work of norms and broad outlays specified by the UGC. Under the guidelines for XI Plan, financial assistance under this scheme is provided for appointment teaching, non-teaching and technical staff who are above scale of pay of Lecture and equivalent. Sanction would be given by UGC for the creation of posts of Professors, Readers and Lecturers during the XI Plan in various subject areas. However, during the Plan Period, if found essential, it is permissible for the University to review and seek the approval of the UGC for giving up any post in one subject area and creating posts) within the allocation in another subject area. UGC assistance for the posts created under this item would be available only for the plan period of 5 years and not beyond 31.12.2012 i.e. the end of the plan period, irrespective of the date of appointment. Therefore, in order to claim assistance from the UGC under staff salary item, the University should ensure that the minimum qualifications prescribed by the UGC for appointment of teachers

are strictly followed and sanctioned posts are filled up within one year of approval of UGC. However, it is a necessary condition for the release of UGC assistance against any post approved by UGC that a copy of the concurrence accorded by the State Government/ an undertaking by the concerned University, based on the resolution of the Executive Council in respect of maintenance of the posts after the XI Plan Period, is provided. The university, may however appoint teaching staff on contract basis for the Plan period only as per UGC norms laid down for the purpose.

In view of limited resources, it may not be possible for UGC to provide financial support for the faculty of state universities beyond a particular plan period, particularly when such universities fall under the ambit of State Governments. Most of the State Governments are now in a better financial position and therefore, it should their responsibility to provide adequate maintenance grants for their universities. State and Central universities cannot possibly be equated for this purpose.

The State universities and their affiliated colleges are reportedly having a large number of vacancies of teachers, which is a matter of deep concern, as vacancies of faculty positions adversely affects the standard of education. To tide over the faculty shortage, the age of superannuation of teachers in centrally funded higher education institutions under this Ministry was raised from 62 years to 65 years. The State Governments were advised to consider similar raise in the age of superannuation. Based on the recommendations of a Pay Review Committee constituted by UGC, this Ministry has announced a package comprising revised pay scales and emoluments as well as certain quality oriented prescriptions for ensuring that bright young candidates are attracted and also retained in teaching profession. The State Governments have been advised to implement the package in respect of their teachers and in such case, the Central Government would provide financial assistance to meet 80% of the additional requirement to implement the revised pay scales for a period from 1.1.2006 to 31.3.2010. Recently, the UGC has started a new scheme of Professor of Eminence so as to encourage and reward top-level faculty. Research grant, particularly for science based education, is being strengthened. These measures are expected to have a positive impact on the vacancy position in Universities.

As regards the recommendation for involvement of UGC in the selection process for appointments to be made by State Universities, it may be stated that such a dispensation shall be against the autonomy of the State Universities.

The matter is placed before the Central Advisory Board of Education for consideration, as desired by the Estimates Committee of Parliament in its 17th Report.

NATIONAL EDUCATION POLICY

The National Policy on Education (NPE) was adopted by Parliament in May 1986. A committee was set up under the chairmanship of Acharya Ramamurti in May 1990 to review NPE and to make recommendations for its modifications. That Committee submitted its

report in December 1990. At the request of the Central Advisory Board of Education (CABE) a committee was set up in July 1991 under the chairmanship of Shri N. Janardhana Reddy, Chief Minister of Andhra Pradesh, to consider modifications in NPE taking into consideration the report of the Ramamurti Committee and other relevant developments having a bearing on the Policy, and to make recommendations regarding modifications to be made in the NPE. This Committee submitted its report in January 1992. The report of the Committee was considered by the CABE in its meeting held on 5-6 May, 1992.

The National Education Policy 1986 as modified in 1992 provides for a National System of Education which implies that, up to a given level, all students, irrespective of caste, creed, location or sex, have access to education of a comparable quality. The NPE has stood the test of time. Based on an in-depth review of the whole gamut of educational situation and formulated on the basis of a national consensus, it enunciated a comprehensive framework to guide the development of education in its entirety. That framework continues to be of relevance. The inclusion of Education in the Concurrent List has helped the Centre and States play a more active and coordinated role with regard to standards and quality of education. However, education has become a very large area and it is very difficult to compress the entire range of issues connected with Education under one Commission. The CABE has also been given several reports and recommendations which are under implementation. Similarly, the National Knowledge Commission has also given many recommendations.

A request has also been received from Shri Ram Niwas Mirdha to set up an Education Commission to hold a comprehensive review of the educational system with a view to initiate a fresh and more determined efforts at all educational aspects ranging from pre-primary to higher and professional education and to make recommendations in the context of an emerging global economic order. While replying Lok Sabha Unstarred Question Nos. 2488 on 4-12-2007 and 602 on 21-10-2008 as well as Rajya Sabha Unstarred Question No.2172 on 3-9-2007, assurances have been given that the matter regarding new education policy/ reformation of education policy is under consideration. Therefore, it is for consideration in the CABE, the need for setting up a new Education Commission, the desirability and scope as well as whether to follow 1986 approach (vide national debate) or the 1968 approach (a Commission to come up with policy).

Annexure-I

Sl.No.	Name of the Committee with Name of the Chairman	When constituted	Objectives / T.O.Rs	Major Recommendations	Action points identified and line of proposed action alongwith tentative time frame, if any.
1.	CABE Standing Committee on Inclusive Education for Children and Youth with Special Needs (Chairman- Sh. Vasant Purake, Minister of School Education, Sports and Youth Affairs, Govt. of Maharashtra)	15.9.2006	<p>a. To monitor progress of Action Taken pursuant to HRM's Statement in the Rajya Sabha on 21.3.2005 including the preparation of an Action Plan.</p> <p>b. To make recommendations for the effective implementation of the Action Plan including the mobilization of resources</p>	I.The Committee made various recommendations which are in consonance with the outputs and strategic interventions reflected in the Comprehensive Action Plan.	<p>I.Action Plan for Inclusion in Education of Children and Youth with Disabilities (IECYD) has been circulated to Ministries / Departments / Autonomous Bodies concerned for implementation and feed back.</p> <p>Report of the CABE Standing Committee on Inclusive Education for Children and Youth with Special Needs had been circulated for necessary action.</p> <p>II.. Subsequently a</p>

				<p>II. Output No.2 : Providing quality education through appropriate curricula, organizational arrangements, teaching strategies, resource use and partnership with communities in order for children and young persons with disabilities to develop their learning and abilities :</p>	<p>new Scheme of Inclusive Education for Disabled at Secondary Stage (IEDSS) has been launched in September, 2008. The Scheme of IEDSS aims to enable all students with disabilities completing eight years of elementary schooling an opportunity to complete four years of secondary schooling (classes IX to XII) in an inclusive and enabling environment and support the training of general school teachers to meet the needs of children with disabilities at the secondary level.</p> <p>Objectives of the Scheme include that</p> <p>Major Recommendations under output 2 are as follows :</p> <ul style="list-style-type: none"> - All architectural barriers in schools are removed so that
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				<p>i. Removal of barriers of physical accessibility of the schools to the children with locomotor disabilities and making available to the hearing and visually handicapped children required resources and study material in accessible form need be ensured.</p> <p>ii. Services of special teachers need to be available to all inclusive schools as per provisions available in schemes.</p> <p>iii. Inclusive education really means reorganization of school classrooms and curriculum transaction and hence it is recommended to have some model inclusive schools which will serve as role model for other schools.</p>	<p>students with disability have access to classrooms, laboratories, libraries and toilets in the school.</p> <p>- All general school teachers at the secondary level will be provided basic training to teach students with disabilities within a period of three to five years</p> <p>- Model school are set up in every state to develop good replicable practices in inclusive education.</p>
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				<p>iv. while adapting curriculum to the requirements of CWSN attention is to be focused on their strengths and abilities rather than their limitations.</p> <p>III. <u>General Recommendations</u></p> <p>Organizations / Boards being approached by institutions for recognition / affiliation should withdraw recognition if institutions are not barrier free and if they deny admission to children / youth with disabilities.</p>	<p>- Every child with disabilities will be identified at the secondary level and his educational need assessed and</p> <p>- Each student with disability will be supplied learning material as per his / her requirement.</p> <p>III. The fact that schools need to comply with Inclusive Education practices has been included in Affiliation Bye-laws by CBSE.</p>

Annexure II**RELEASES TO STATES/UTs UNDER SSA UPTO 29.01.2009**

Sl No	State	Constn of Primary School Buildings	Constn of Upper Primary School Buildings	Addl Class-rooms	Teacher	Opening of New Schools		KGBV residential hostels
						Primary	Upper Primary	
1	Andhra Pr	7246	1943	35056	38086	2606	5058	395
2	Arunachal	941	601	2685	5121	1023	635	36
3	Assam	5962	1170	40583	0	0	0	26
4	Bihar	17466	544	106803	251802	18842	15002	391
5	Chhattisgarh	10050	8112	22139	54985	9276	7121	93
6	Goa	0	0	227	169	8	0	0
7	Gujarat	835	0	18367	0	0	0	63
8	Haryana	902	1151	15812	8936	821	1480	9
9	Himachal	0	0	9895	4098	0	1366	10
10	J&K	8204	1119	5572	35704	9474	4932	79
11	Jharkhand	17842	8175	31150	93166	17843	9548	198
12	Karnataka	3287	0	38261	23064	2531	2073	64
13	Kerala	511	12	6428	0	124	0	0
14	Madhya Pr	25773	16323	66200	94570	26613	25509	200
15	Maharashtra	10164	4359	41779	11304	6051	230	36
16	Manipur	396	61	1312	365	265	141	1
17	Meghalaya	1495	1261	2634	8965	2101	2112	2
18	Mizoram	588	541	733	1410	235	283	1
19	Nagaland	91	80	3202	190	5	60	2
20	Orissa	7212	6037	34557	70173	6473	9673	157
21	Punjab	545	134	16744	2905	1133	135	3
22	Rajasthan	5216	3124	61567	114132	28046	18980	200
23	Sikkim	48	3	403	402	68	42	0

24	Tamil Nadu	2335	4644	24330	20542	1982	4731	54
25	Tripura	1094	379	1678	4331	1116	764	7
26	Uttar Pr	20600	27455	224743	271005	15196	26566	459
27	Uttarakhand	2406	1974	5885	7066	1171	1280	26
28	West Bengal	4124	3300	119772	103073	6000	7022	64
29	A&N Isl	4	0	143	67	10	5	0
30	Chandigarh	14	0	84	785	20	10	0
31	DN Haveli	58	86	314	430	92	47	1
32	D&Diu	8	4	11	63	8	4	0
33	Delhi	10	0	1238	36	10	0	1
34	Laksha dweep	5	2	19	21	8	7	0
35	Pudu cherry	38	0	372	42	44	11	0
TOTAL SSA		155470	92594	940698	1227008	160026	144827	2578

Annexure III

STATEMENT SHOWING GRANTS RELEASED TO STATES/UTs DURING 2008-09 UNDER SARVA SHIKSHA ABHIYAN				
upto 29.01.2009				
Sl.No.	States/UTs (other than NER)	Outlay approved (central & state share) during 2008-09 (In Lakhs)	Central Budget Support(i.e. BE 2008-09)	Amount released (central share) during 2008-09 (In Lakhs)
1	Andhra Pradesh	119733.59	1194000.00	38992.79
2	Bihar	366415.78		186158.47
3	Chhatisgarh	90000.15		51853.86
4	Goa	1670.13		804.41
5	Gujarat	50005.23		25432.47
6	Haryana	42549.74		20546.87
7	Himachal Pradesh	14391.25		8552.99
8	J&K	49944.79		14949.60
9	Jharkhand	167281.71		54041.09
10	Karnataka	96014.08		51578.19
11	Kerala	18860.81		10854.04
12	Madhya Pradesh	184328.34		38225.35
13	Maharashtra	109234.66		67386.02
14	Orissa	105040.51		43080.90
15	Punjab	26510.46		13792.65
16	Rajasthan	179803.64		95326.80
17	Tamil Nadu	78229.88		38874.44
18	Uttar Pradesh	374626.60		212884.89
19	Uttrakhand	27296.16		11444.45
20	West Bengal	173779.34		65169.37
21	Andaman & N. Islands	1404.20		780.54

22	Chandigarh	1885.80		820.52
23	Dadra & N. Haveli	1002.32		104.63
24	Daman & Diu	292.90		
25	Delhi	6124.75		1029.01
26	Lakshadweep	347.27		70.00
27	Pondicherry	1313.69		144.26
36	National Component	1461.33		1349.41
	TOTAL Non NER	2288087.78	1194000.00	1054248.02
				88.30%
28	Assam	61954.12	116000.00	42740.91
29	Arunachal Pradesh	18133.30		13683.64
30	Manipur	3929.68		0.00
31	Meghalaya	16613.492		9405.53
32	Mizoram	6739.18		2357.73
33	Nagaland	5718.3		2367.87
34	Sikkim	2302.22		1075.31
35	Tripura	7468.92		6464.12
	Total NER	122859.212		116000.00
				67.32%
	Grand Total	2412408.32	1310000.00	1132343.13
				86.44%

Note: BE 2008-09 of Rs.13100 crores includes external aid of Rs.1500 crore and education cess of Rs.7690 crore.

**NATIONAL MISSION ON EDUCATION THROUGH INFORMATION AND COMMUNICATION
TECHNOLOGY (ICT)**

Synopsis

Introduction

The National Mission on Education through Information and Communication Technology (ICT) has been envisaged as a Centrally Sponsored Scheme to leverage the potential of ICT, in teaching and learning process for the benefit of all the learners in Higher Institutions in any time any where mode.

Objectives

The objectives of the National Mission on Education through ICT shall include :

- (a) building connectivity and knowledge network among and within institutions of higher learning in the country with a view of achieving critical mass of researchers in any given field;
- (b) spreading digital literacy for teacher empowerment;
- (c) development of knowledge modules having the right content to take care of the aspirations of academic community and to address to the personalized needs of the learners;
- (d) standardization and quality assurance of e-contents to make them world class;
- (e) research in the field of pedagogy for development of efficient learning modules for disparate groups of learners;

- (f) making available of e-knowledge contents, free of cost to Indians;
- (g) experimentation and field trial in the area of performance optimization of low cost access devices for use of ICT in education;
- (h) providing support for the creation of Virtual Technological University;
- (i) identification and nurturing of talent;
- (j) certification of competencies of the human resources acquired either through formal or non-formal means and the evolution of a legal framework for it; and
- (k) developing and maintaining the database with the profiles of our human resources.

Components

The Mission has two major components :

- (a) providing connectivity, along with provision for access devices, to institutions and learners;
- (b) content generation.

It has aims to extend computer infrastructure and connectivity to over 18000 colleges in the country including each of the departments of nearly 400 universities/deemed universities and institutions of national importance as a part of its motto to provide connectivity upto last mile. Therefore, the Mission, in addition to utilize the connectivity network of BSNL/MTNL and other providers, shall explore the possibility to provide connectivity utilizing Very Small Aperture Terminal (VSAT), Very Personal Network (VPN) and EduSat channels.

It seeks to bridge the digital divide, i.e., the gap in the skills to use computing devices for the purpose of teaching and learning among urban and rural teachers/learners in Higher Education domain and empower those, who have hitherto remained untouched by the digital revolution and have not been able to join the mainstream of the knowledge of the economy so that they can make best use of ICT for teaching and learning.

The Mission would create high quality e-content for the target groups. National Programme of Technology enhanced Learning (NPTEL) Phase II and III will be part of the content generation activity. The peer group assisted content development would utilize the wikipedia type of collaborative platform under the supervision of a content advisory committee responsible for vetting the content. Interactivity and problem solving approach would be addressed through “Talk to a Teacher” component, where the availability of teachers to take the questions of learners shall be ensured appropriately.

Mission also envisage, on line, for promoting research with the objective to develop new and innovative ICT tools for further facilitation of teaching and learning process. It plans to focus on appropriate pedagogy for e-learning, providing facility of performing experiments through virtual laboratories, on-line testing and certification, utilization of available Education Satellite (EduSAT) and Direct to Home (DTH) platforms, training and empowerment of teachers to effectively use the new method of teaching learning etc.

Renowned institutions would anchor various activities in their areas of excellence. The Mission would seek to enhance the standards of education, in Government as well as in private colleges. Enlistment of support and cooperation of States/UTs, Institutions and individual experts would be an integral part of the Mission.

One of the mandate of the Mission is to generate a data base of the human resources in different fields/ disciplines and also to predict the availability and demand of the human resources in different disciplines. It shall also develop certain testing modules to test and certify the skills of the human resources acquired through various formal and non-formal means.

Allocation

An amount of Rs.4612 crore has been allocated by the Planning Commission during the 11th Five Year Plan for the National Mission on Education through ICT. There is a budget provision of Rs. 502 crore during the current financial year 2008-09.

Administrative structure and functioning

The Mission have a three tier committee system to monitor and guide its functioning. The National Apex Committee of the Mission is chaired by Hon'ble

Minister of Human Resource Development, and decides on all policy issues and prescribes guidelines for the functioning of the two sets of Committees namely ‘Empowered Committee of Experts (also known as ‘Project Approval Board’) and ‘Core Committees of Domain Experts’. It has a ‘Mission Director’, who heads the Mission Secretariat and also acts as the Secretary to the National Apex Committee and Project Approval Board.

The proposals submitted to the Mission by various agencies/ individuals/ institutions undertaking activities which come under the domain of the Mission are scrutinized by the concerned Core Committee of Domain Experts. This Committee makes its recommendations to Project Approval Board for consideration and decision on sanctioning the projects. The monitoring of the overall progress of the approved project activities is to be done through various peer reviews and concurrent evaluation.

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RECOMMENDATIONS OF NATIONAL KNOWLEDGE COMMISSION

- A. *A set of recommendations which have always been a priority for the University system even before the NKC recommended them and therefore require no further decision in regard to acceptance or rejection.*
- i) The higher education system needs a massive expansion of opportunities
 - ii) India to attain a gross enrolment ratio of at least 15 per cent by 2015.
 - iii) Increase public spending to higher education.
 - iv) Government support for higher education should increase to at least 1.5 per cent of GDP, out of a total of at least 6 per cent of GDP for education.
 - v) Access to education for economically and historically socially under privileged students in a substantial and effective manner.
 - vi) Reservations are essential but they are only a part, and one form of affirmative action.
 - vii) Social inclusion for creation of more opportunities.
 - viii) No student should be denied the opportunity to participate in higher education.
 - ix) Well funded and extensive National Scholarships scheme targeting economically and underprivileged students and students belonging from historically, socially disadvantaged groups.
 - x) Focus on upgrading infrastructure.
 - xi) Promotion of Indian education abroad.
 - xii) Appropriate policies for entry of foreign institutions into India.

- xiii) Creation of 50 national universities that can provide education of highest standards.
- xiv) Universities must become hub of research once again to capture synergies between teaching and research that enrich each other.
- xv) To enhance the ICT infrastructure

B. Another set of recommendations which are based on the best practices of some of our institutions and which are desirable to be adopted by the entire university system; and accordingly have been adopted by the UGC in its various guidelines and directives.

- i) Reform existing universities.
- ii) Universities should be required to revise or restructure curricula at least once in three years.
- iii) Annual examinations, which test memory rather than understanding, should be supplemented with continuous internal assessment which could begin with a weight of 25 per cent in the total to be raised to 50 per cent over a stipulated period.
- iv) A transition to a course credit system where degrees are granted on the basis of completing a requisite number of credits from different courses, which provides students with choices.
- v) There must be a conscious effort to attract and retain talented faculty members through better working conditions combined with incentives for performance.
- vi) The elements of infrastructure that support the teaching-learning process, such as libraries, laboratories and connectivity, need to be monitored and upgraded on a regular basis.
- vii) There is an acute need for reform in the structures of governance of universities that do not preserve autonomy and do not promote accountability.
- viii) There is multiplicity of regulatory agencies where mandates are both confusing and overlapping.
- ix) The role of UGC to be redefined to focus on the disbursement of grants to, and maintenance of public institutions in higher education.

- x) Need to restructure the system of undergraduate colleges affiliated to universities.
 - xi) To explore other possibilities that can complement the increase in public expenditure.
 - xiii) Using of deprivation index to address disparities in education attainment.
- C. *Recommendations which are based on the practices followed in other societies and other constitutions but desirability of which from the point of view of our national policies are yet to be endorsed by the academic community.*
- i) Fees should be at least 20% of total expenditure in universities.
 - ii) Setting up of 1500 universities nation wide.
 - iii) To rethink the issue of salary differentiation within and between universities.
 - iv) Establishment of a Central Board of Undergraduate Education along with State Boards of Undergraduate Education.
 - v) New undergraduate colleges could be established as community colleges, could be affiliated with the Central Board of Undergraduate education or State Board of Undergraduate Education.
 - vi) Raising resources by liquidating land.
 - vii) Universities can be established by Section 25 Company.
 - viii) Need to establish an Independent Regulatory Authority for Higher Education

ANNEXURE - VA

AIFUCTO

ALL INDIA FEDERATION OF
UNIVERSITY & COLLEGE
TEACHERS' ORGANISATIONS
(Regd. under Act XXI of 1860)

493 Urban Estate(Phase-1),
Jalandhar-144022,Punjab.

Ph:98154-89493,

0181-2481493.

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Ref No 2 /90-99/07

Dated 26.05.2007.

Dr. Manmohan Singh,
Hon'ble Prime Minister of India,
New Delhi.

Subject: Extreme Distress regarding NKC Recommendations. Widespread Resentment Amongst the Teachers. Strong Plea to Stop Governmental Action.

Esteemed Sir,

The All India Federation of University and College Teachers' Organisations (AIFUCTO) which is the national apex body of teachers working in State Universities and Colleges has studied the recommendations of National Knowledge Commission (NKC) titled as "National Knowledge Commission Report to the Nation : 2006". We are deeply distressed and disappointed to know of the views of Mr. Sam Pitroda who heads the NKC. We would like to express our findings on Recommendations regarding Higher Education.

Whereas the NKC has recognized the great importance of Higher Education (HE) in national development, yet both its diagnosis and prescriptions are flawed as they are guided by the dictates of market economy of neo-imperialist globalization. The agenda put forth by NKC is divisive, authoritarian and neo-liberal. The sketchy, unholistic report strongly favours privatization and commercialization of HE; advocates open, unbridled entry of local and foreign profiteers in HE; burdens the students and parents with back-breaking, highly exploitative fee-fund structure; calls for dismantling the University Grants Commission (UGC) and all other statutory regulatory bodies like AICTE, MCI, DEC and others to be replaced by all powerful monopolistic Independent Regulatory Authority for Higher Education (IRAHE); disaffiliation of colleges from the universities through creation of Central and State Board/s of Undergraduate and Post Graduate Education; splits and divides the universities and colleges; creates walls between profitable/marketable and non-profitable subjects through differential pay-scales for teachers; drastically reduces the role of State / Government in establishing, financing and regulating the HE institutions; strongly promotes private, de-regulated universities to be

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considered on par with existing State universities and colleges; advocates allocation of huge land areas to the private players for commercial exploitation of land and also allows the profit motive from land use by the existing ones.

While strongly emphasizing creation of 1500 universities, obviously in the private sector, to achieve gross enrolment ratio of 15% of students by 2015, the NKC wants smaller universities and autonomous colleges with undemocratic, nominal governance structure. IRAHE is to serve as single window system for the quick benefit of private foreign and local predators in HE with the State being the mute witness to the exploitation of people of India.

The NKC recommendations are violative of the Constitution of India and its Preamble of being a sovereign, democratic, secular and socialist nation. It is a wholesale sell-out of the values enshrined in Constitution and so deserves to be rejected completely.

While discussing the NKC report in the 41st Annual Session of BUCTA held on Sunday (May 6), the academicians and intellectuals demanded scrapping of NKC forthwith and urged the Government of India to constitute National Education Commission on the pattern of Dr.Kothari Commission so as to evolve National Policy of Education through nation-wide democratic discussion. The seminar also criticized the authoritarian style of functioning of NKC's Chairman Sam Pitroda which led to the dropping of eminent thinker, scientist and vice-chairman of NKC Dr. P.M. Bhargava; and also for vitiating the NKC work, including the work of its Working Groups as Pitroda strangled discussion and dissent by manipulating the presence of American 'experts' and also by denying national apex body AIFUCTO to present its views. If probed honestly, the nation shall be shocked to find many more skeletons in the cupboards of Sam Pitroda ambitious to promote foreign interests and corporatisation of whole education from primary to the university level.

The AIFUCTO had strongly opposed the Ambani-Birla Report on Reforms in Education requisitioned by the then Hon'ble PM Shri A.B. Vajpayee. We would be constrained to take the issues to the streets if the Govt. of India does not stop further action on the NKC Report.

We request your honour to grant us a meeting at your first convenience to discuss the serious implications of the NKC Report.

A line in reply is solicited urgently.

With regards,

Yours sincerely,

W. K. Tewari
Dr. V.K. Tewari

Gen. Secretary

COMMENTS OF THE MHRD ON THE RECOMMENDATIONS OF THE NATIONAL KNOWLEDGE COMMISSION (NKC) ON HIGHER EDUCATION.

NKC recommendations on Higher Education	Comments
<p>1. Change the system of regulation for higher education. The present regulatory system in higher education is flawed in some important respects. The barriers to entry are too high. The system of authorising entry is cumbersome. There is a multiplicity of regulatory agencies where mandates are both confusing and overlapping. The system, as a whole, is over-regulated but under-governed. We believe that there is a clear need to establish an Independent Regulatory Authority for Higher Education (IRAHE). The IRAHE must be at an arm’s-length from the government and independent of all stakeholders including the concerned Ministries of the Government, along the lines specified in our attached Note.</p> <p>The IRAHE would have to be established by an Act of Parliament, and would be responsible for setting the criteria and deciding on entry.</p> <p>It would be the only agency that would be authorized to accord degree granting power to higher education institutions.</p> <p>It would be responsible for monitoring standards and settling</p>	<p>It would not be wholly correct to say that the present regulatory system in higher education is a “formidable barrier”. While new universities are being set up by Acts of State Legislatures, 7 Central Universities have been set up during the last 5 years or so. A recent Presidential Ordinance has enacted the creation 15 Central Universities, including conversion of three State Universities. Thus, every State would now have at least one Central University. Similarly, a large number of professional and other colleges have been established by private initiative throughout the country. The problem really is that of financing public universities. The constraints on allocation of resources deters States from creating more universities, leading to extra pressure on the existing universities to service the growing number of colleges. Institutions engaged in emerging frontier areas of knowledge are declared as deemed universities irrespective of their age.</p> <p>This Ministry has been of the consistent view that there is an increasing fragmentation of higher education and there is a need to have a statutory body with an overarching mandate to coordinate amongst the various statutory authorities but that would at the same time not be a regulator. As a matter of fact in a meeting with HRM and other senior officials, the Prime Minister was clearly of the view that a National Commission for Higher Education proposed by the MHRD should not encroach on the powers and roles of the existing statutory authorities.</p> <p>“Coordination and determination of standards in institutions for higher education or research and scientific and technical institutions” is a subject under the Union List (Article 246 of the Constitution, VII Schedule, List I, Entry 66). The University Grants Commission (UGC) was established in 1952 and was constituted as a statutory body under an Act of Parliament in 1956 for coordinating the activities of higher educational institutions and maintaining their standards.</p> <p>While the University system falls within the jurisdiction of the UGC, the functioning of the professional institutions is coordinated by different bodies. The All India Council for Technical Education (AICTE) is responsible for the</p>

<p>disputes.</p> <p>It would apply exactly the same norms to public and private institutions, just as it would apply the same norms to domestic and international institutions.</p> <p>It would be the authority for licensing accreditation agencies.</p> <p>The role of the UGC would be re-defined to focus on the disbursement of grants to, and maintenance of, public institutions in higher education. The entry regulatory functions of the AICTE, the MCI and the BCI would be performed by the IRAHE, so that their role would be limited to that of professional associations.</p> <p>2. Increase public spending and diversify sources of financing. The expansion of our system of higher education is not possible without enhanced levels of financing. This must necessarily come from both public and private sources.</p> <p>Since government financing will remain the cornerstone, government support for higher education should increase to at least 1.5 per cent of GDP, out of a total of at least 6 per cent of GDP for education.</p>	<p>functioning of the technical and management education institutions. The other statutory bodies are the Medical Council of India (MCI), the Central Council of Indian Medicine (CCIM) the Central Council of Homeopathy (CCH), the Pharmacy Council of India (PCI), the Bar Council of India (BCI), the Indian Council of Agricultural Research (ICAR), the Distance Education Council (DEC) under the IGNOU Act 1985, the National Council for Teachers Education (NCTE), the Rehabilitation Council of India (RCI), Dental Council of India (DCI), Indian Council of Agricultural Research (ICAR) and any other Statutory Body formed in future by GOI to regulate standard in any specific field of Higher Education.</p> <p>A mechanism has to be found by which their activities could be coordinated. It is in this context that an apex level Higher Education Commission was proposed to be constituted to coordinate and evolve the broad framework on all aspects of higher education without in any way encroaching the role of existing bodies. It was also proposed that while the present UGC will continue to maintain its independent identity, the over-arching Higher Education Commission, shall initially receive secretarial support from it.</p> <p>A proposal to set up the proposed National Commission on Higher Education was circulated to the concerned Ministries/Departments. Some of the Ministries/Departments have not agreed to the proposal. As there was no consensus on the proposal, the matter has been included in the agenda before the Central Advisory Board of Education (CABE) for its consideration/recommendations on the desirability of setting up such a Commission.</p> <p>As regards, re-defining the role of UGC, a UGC/AICTE Review Committee under the Chairmanship of Prof. Yash Pal, former Chairman, UGC has been constituted by the Government on 28.2.2008. The Committee has since been re-named as 'Committee to advise on renovation and rejuvenation of higher education'. The Committee is expected to furnish its report by the end of February, 2009.</p> <p>This Ministry agrees that expansion of Higher Education System is possible largely through public financing. Recently the National Development Council has approved XI Plan (2007-2012) outlay of Rs. 84,943 crore for the Department of Higher Education as against the X Plan (2002-2007) approved outlay of Rs. 9,500 crore only.</p>
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<p>□ Even this would not suffice for the massive expansion in higher education that is an imperative. It is essential to explore other possibilities that can complement the increase in public expenditure.</p> <p>□ Most public universities are sitting on a large reservoir of untapped resources in the form of land. It should be possible to draw up norms and parameters for universities to use their available land as a source of finance.</p> <p>□ It is for universities to decide the level of fees but, as a norm, fees should meet at least 20 per cent of the total expenditure in universities. This should be subject to two conditions: first, needy students should be provided with a fee waiver plus scholarships to meet their costs; second, universities should not be penalized by the UGC for the resources raised from higher fees through matching deductions from their grants-in-aid.</p> <p>We should nurture □ the tradition of philanthropic contributions through changes in incentives for universities and for donors. At present, there is an implicit disincentive in both tax laws and trust laws. These laws should be changed so that universities can invest in financial instruments of</p>	<p>The previous Central Advisory Board of Education (CABE) had formed a Committee to specifically address issues in the financing of higher education. The Committee's report has been accepted by the CABE. The Committee has, inter-alia, recommended that -</p> <p>(i) If 50 per cent of the total education budget is being allocated to elementary education, for balanced development of all levels of education, 25 per cent to secondary education and 25 per cent has to be allocated to higher and technical education together. Presently, about 15 per cent is allocated to higher and technical education. The suggested normative ratios, however, assume significance, if the total allocation is raised to the level of six per cent of the gross national product (GNP) from the current level of about 3.5 per cent, as promised by the government. This would mean higher and technical education would together get about 1.5 per cent of the GNP – approximately, one per cent for higher education and 0.5 per cent for technical education. Currently, hardly 0.45 per cent is being spent on higher education, and 0.2 per cent on technical education.</p> <p>(ii) Rates of cost recovery in higher education are already fairly high in many universities. Earlier committees have recommended raising of resources through fees and other sources to the extent of about 20 per cent of the recurring requirements of the universities. This may be considered as a <i>desirable upper level</i>. Revenue generation through student fees beyond 20 per cent may seriously affect access to higher education.</p> <p>(iii) Institutions of higher education may be encouraged to forge close links with industry, mainly to improve academic relevance of the programmes being offered by the university. Caution also needs to be taken to see that institutions of higher education do not extensively rely upon corporate sector for funds, as that might affect academic autonomy of the institutions.</p> <p>(iv) Philanthropic contributions need to be encouraged, but higher education institutions cannot be expected to rely on such funds for performing their basic functions. Universities may be encouraged to generate additional revenues from non-governmental sources, without affecting equity, and other academic aspects of the higher education institutions.</p> <p>(v) While the need for expansion of higher education facilities is obvious, it is important to see that proliferation of poor quality and unviable</p>
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their choice and use the income from their endowments to build up a corpus.

Universities should also seek to tap other sources such as alumni contributions and licensing fees. We need to create supportive institutional mechanisms that allow universities to engage professional firms for this purpose.

It is essential to stimulate private investment in education as a means of extending educational opportunities. It may be possible to leverage public resources, especially in the form of land grants, to attract more (not-for-profit) private investment.

3. Some of these affiliated colleges could be remodelled as community colleges, which could provide both vocational education and formal education.

4. A Central Board of Undergraduate Education should be established, along with State Boards of Undergraduate Education, which would set curricula and conduct examinations for undergraduate colleges that choose to be affiliated with them. These Boards would separate the academic functions from the administrative functions and, at the same time, provide

universities, colleges and other institutions of higher education does not take place. The growth in the higher education institutions has to be based on sound criteria.

Raising resources by liquidating land may not be desirable. However, Universities should be encouraged to use its assets optimally; it should be used in a manner that economic motive of earning should not undermine social objectives of higher education.

The problem is that universities at present have no incentives to generate resources because revenues raised by them are offset against budgetary allocations. There is a proposal to permit universities to retain revenues raised by them. The UGC also has launched two schemes to encourage the universities and these include (a) 25% incentive grant to universities who mobilize resource through external sources with a ceiling of Rs. 25 lakhs and (b) the donations given to the universities are allowed to be deducted from the taxable income based on the UGC certification.

In regard to the NKC's suggestion on rationalization of fees – it is felt that increase in fees to meet at least 20% of the total expenditure in universities, would further arrest the rate of access to higher education. While analyzing the share of student fee in revenues, the CABE Committee on Financing of Higher Education had cautioned against increasing the share of fee by more than 19 to 20%. The suggestion of the CABE Committee received overwhelming support in the Conference of Vice-Chancellors held on 10-11, October, 2007.

It is true that philanthropic contributions have declined. This Ministry agrees that suitable incentives should be provided to enable philanthropists to contribute towards education with not-for-profit motive and encouragement could be provided for such contributions by way of 100% deductions of such contributions from the taxable income.

About the private investment in higher education and public and private partnership, it will have to be encouraged within the ambit of the Supreme Court Judgement, which clarifies that private investment in higher education will be based on the principle of non-profit and non-commercial purpose. Regarding Private investment, the NKC observes that private investment in university education is almost negligible, whereas in professional education there has been a 'de facto privatization'. The fact that there is no bar or even

quality benchmarks.

5. It may be necessary to rethink the issue of salary differentials within and between universities along with other means of attracting and retaining talented faculty members. Such salary differentials between and within universities could be effective without being large.

any “oppressive” regulation in regard to general education, it is obvious, therefore, that the private sector finds it more rewarding to go into areas of professional education.

Nothing whatsoever prevents private societies and trusts to collaborate with public institutions even today. In fact, the possibility of setting up Indian Institutes of Information Technology (IIITs) through Public-Private Partnership is already part of the XIth Plan.

The suggestion of NKC to convert some of the undergraduate colleges to community colleges would actually lower their status. Community Colleges, with vocational and formal education, need to be promoted after carefully studying the experience of Career Oriented courses (with diploma) of UGC alongside the regular degree programs. A major scheme of community Colleges is being worked out by the UGC.

In regard to the suggestion of setting up of Central Board of Undergraduate Education alongwith State Boards of Undergraduate Education, the opinion of the UGC is that the idea of single examining body and uniform undergraduate syllabus has been discussed and rejected by the academic community in several States as it imposes a low common denominator on all participating institutions. It would be against the contemporary wisdom of decentralization and also against the global best practices. It would not only divorce undergraduate higher education from the postgraduate studies and research, it would lead to over-centralization, leading to adverse consequences on the relevance and updating of curriculum. The proposed Board even at the State level would amount to a far larger number of colleges to be affiliated with it. In UGC’s considered view, the undergraduate education must remain an integral part of the university system. The Ministry agrees with the views of UGC in this regard.

The question of salary differentials within and between universities is a complex issue and needs to be thoroughly examined including its legal sanctity. Besides, such an attempt has invited strong resentment and opposition from the teachers’ fraternity.