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Education

6.1 The Eleventh Plan placed great emphasis on expanding access to education at all the three levels—elementary education, secondary education, and higher education—and also on improving the quality of education. The Plan envisaged a substantial increase in the share of the central sector plan resources devoted to education and contained several initiatives at each of these three levels.

6.2 With regard to public expenditure on education, while the Central Government's expenditure (as share

of GDP) has steadily increased since 2001–02 (Table 6.1), the states' share on the other hand has declined *pari passu*. As a result, the total expenditure of the Centre and the states combined registered a modest decline from 3.81 per cent of GDP in 2001–02 to 3.78 per cent of GDP in 2008–09.

SCHOOL EDUCATION AND LITERACY

6.3 School education and literacy has been given a very high priority in the Eleventh Plan as an instrument for achieving inclusive growth.

TABLE 6.1
Public Expenditure on Education

S. No.	Year	GDP at Current Prices (at factor cost) (Rs crore)	Total Expenditure on Education by Education & Other Departments (Rs crore)					
			States	Centre	States + Centre	States as % age of GDP	Centre as % age of GDP	(States + Centre) as % age of GDP
1	2001–02	20,97,726	65,746.2	14,119.5	79,865.7	3.13	0.67	3.81
2	2002–03	22,61,415	69,350.7	16,156.6	85,507.3	3.07	0.71	3.78
3	2003–04	25,38,170	71,978.3	17,101	89,079.3	2.84	0.67	3.51
4	2004–05	28,77,701	78,668.1	18026	96,694.1	2.73	0.63	3.36
5	2005–06	32,82,385	90,018.9	23,209.8	1,13,228.7	2.74	0.71	3.45
6	2006–07	37,79,385	1,03,147.5	34,017.6	1,37,165.1	2.73	0.91	3.64
7	2007–08 (RE)	43,20,892	1,23,325.3	38,107.2	1,61,432.5	2.85	0.88	3.74
8	2008–09 (BE)	49,33,183	1,40,094.5	46,237.5	1,86,332	2.84	0.94	3.78

Source: MHRD, D/o Higher Education, Planning, Monitoring and Statistics Bureau (2008–09).

Note: P = Provisional Estimates; RE= Revised Estimates; BE = Budget Estimates

GDP figures are on the base year 1999–2000 series.

GDP figures are taken from National Accounts Statistics (2009) published by Central Statistical Organisation (CSO).

Other departments refers to departments/ministries such as agriculture, Health and Family Welfare, Labour and Employment, Science and Technology, Tribal Affairs, Post and Telegraphs, Home Affairs, Commerce, Railways, and Defence.

ELEMENTARY EDUCATION

6.4 Elementary education (EE) covers Classes I–VIII, with Classes I–V categorized as primary and Classes VI–VIII as upper primary. However, some states and union territories, such as Andhra Pradesh, Assam, Gujarat, Lakshadweep, Karnataka, Kerala, Maharashtra, Mizoram, Orissa, Dadra and Nagar Haveli, Daman and Diu, and Goa have assigned the elementary cycle for covering Classes I–VII. Major schemes in elementary education include the Sarva Shiksha Abhiyan (SSA), Mid-Day Meals (MDMs) in schools, Mahila Samakhya (MS), teacher education,

providing quality education in madarasas, and infrastructure development in minority institutions (see Box 6.1).

6.5 The allocation for elementary education in the first four years of the Eleventh Plan is Rs 87,171 crore and the expenditure anticipated for the first three years is Rs 58,777 crore.

6.6 SSA was launched in 2001–02 and is implemented in partnership with the states and is the main vehicle for providing elementary education to all children in the

Box 6.1
Elementary Education (EE) Schemes at a Glance

S. No.	Scheme	Objectives	Coverage
1	SSA	<ul style="list-style-type: none"> To provide universal elementary education Universal access and retention Bridging of gender and social category gaps in EE Significant enhancement in learning levels of children 	<ul style="list-style-type: none"> Universal Targets geographical areas in districts and blocks with predominance of SC, ST, OBC, and minority populations (441 districts)
2	MDMS	<ul style="list-style-type: none"> Improving the nutritional status of children in Classes I–VIII Encouraging poor children, belonging to disadvantaged sections, to attend schools more regularly and help them concentrate on classroom activities 	<ul style="list-style-type: none"> Covers government, local body and government aided schools, and EGS/AIE centres throughout the country
3	Teacher education	<ul style="list-style-type: none"> To create a sound institutional infrastructure for pre-service and in-service training of teachers To provide academic resource support to elementary and secondary schools 	<ul style="list-style-type: none"> Almost universal
4	Mahila Samakhya	<ul style="list-style-type: none"> To enhance the self-image and self-confidence of women To create an environment where women can seek knowledge and information which empowers them to play a positive role in society 	<ul style="list-style-type: none"> Ten states of Andhra Pradesh, Assam, Bihar, Chhattisgarh, Jharkhand, Karnataka, Kerala, Gujarat, Uttar Pradesh, and Uttaranchal
5	(i) Scheme for Providing Quality Education in Madarasas (SPQEM) and (ii) Scheme for Infrastructure Development in Minority Institutions/Schools (IDMI)	<ul style="list-style-type: none"> To bring about qualitative improvement in madarasas and to introduce science, mathematics, social studies, Hindi, and English in the curriculum To augment infrastructure in private aided/unaided minority schools/institutions to enhance quality of education 	<ul style="list-style-type: none"> The schemes will cover the entire country but it is voluntary for minority institutions to seek central assistance

6–14 years age-group. It encompasses all activities of school education—providing physical infrastructure, free textbooks for children, encouraging enrolment of girls, and teacher training. It addresses the educational needs of about 19.4 crore children in over 12.2 lakh habitations through 11.07 lakh schools—primary (7.86 lakh) and upper primary (3.21 lakh), and 0.87 lakh non-formal education centres under the Education Guarantee Scheme (EGS) and Alternative and Innovative Education (AIE).

6.7 The fund-sharing arrangement between the Centre and the states was 75:25 in the Tenth Plan and 50:50 in the Eleventh Plan. However, in view of persistent demands from the states, the funding pattern for the Eleventh Plan was modified to a tapering-off ratio of 65:35 for the first two years, 60:40 for the third year, 55:45 for the fourth year, and 50:50 thereafter. The Eleventh Plan outlay for SSA is Rs 71,000 crore (including funding obtained from the education cess). The allocation for SSA in the first four years of the Eleventh Plan is Rs 51,871 crore and the anticipated expenditure during the first three years of the Plan is Rs 37,217 crore.

6.8 SSA has ensured almost universal access to primary education. The following achievements are worth noting:

- The number of rural habitations with access to a primary school increased from 87 per cent in 2002 to 99 per cent in 2008, and that of an upper primary school from 78 per cent to 92 per cent during the same period.
- In absolute terms, enrolments in primary classes (I–V) increased from 11.4 crore in 2001–02 to 13.6 crore in 2007–08 and in upper primary classes (VI–VIII), from 4.5 crore to 5.68 crore.
- The Gross Enrolment Ratio (GER) at the primary level improved from 96.3 per cent in 2001–02 to 114.6 per cent in 2007–08, that for upper primary from 60.2 per cent to 77.5 per cent, and in the total elementary cycle (I–VIII) from 82.4 per cent to 100.5 per cent.
- The gender gap in enrolment at the elementary level impressively declined from 17 to 7 percentage points.

- The GERs with respect to Scheduled Castes (SCs) and Scheduled Tribes (STs) at the primary and upper primary levels increased at a faster rate than that for all categories put together for the corresponding period suggesting a welcome narrowing of the gap (Table 6.2).
- The dropout rate at the primary level declined from 39 per cent in 2001–02 to 25.55 per cent in 2007–08. However, the decline is less impressive at the elementary level, where it declined from 55 per cent to only 43.03 per cent, and continues to remain high (Tables 6.3 and 6.4). Girls' dropout rate declined at a faster rate than that for boys.
- The GER for SCs at the elementary level (Classes I–VIII) went up from 85.6 per cent in 2001–02 to 106.9 per cent in 2007–08 and the GER for STs went up from 88.9 per cent to 109.6 per cent. However, while GER for SCs/STs shows a rising trend, the social gaps in dropout rates appear to be widening as nearly 52.62 per cent of SC children and 63.36 per cent of ST children drop out at the elementary level. In large states like Uttar Pradesh, Bihar, and Rajasthan, over 50 per cent of SC children do not go beyond the primary level of education.

6.9 SSA focuses on girls' education through the National Programme for Education of Girls at Elementary Level (NPEGEL) and the Kasturba Gandhi Balika Vidyalayas (KGBVs). NPEGEL is implemented in 25 states and union territories covering 6,956 Early Childhood Care Education (ECCE) centres, providing remedial teaching to 11.44 lakh girls, bridge courses for 89,462 girls, and providing uniforms, etc. to 1.40 crore girls. KGBVs are operating in 27 states/UTs through 2,565 residential schools covering 1.96 lakh girls.

6.10 SSA supports flexible strategies for Out of School Children (OoSC) through bridge courses, residential camps and coaching, drop-in centres, and summer camps. During 2008–09, 34,510 EGS centres covering 26 lakh children in unserved habitations and 1 lakh AIE centres covering 35 lakh children were functioning. As a result of the enrolment drives, the number of OoSC declined from 3.20 crore in 2001–02 to 28.69 lakh in 2009. However, an

TABLE 6.2
Gross Enrolment Ratio by Social Classification for Primary and Upper Primary Classes

Year	Scheduled Castes			Scheduled Tribes			All Categories		
	Boys	Girls	Total	Boys	Girls	Total	Boys	Girls	Total
Primary (Class I-V)									
2001-02	103.1	82.3	93.0	106.9	85.1	96.3	105.3	86.9	96.3
2002-03	101.4	89.4	95.6	104.8	92.3	98.7	97.5	93.1	95.3
2003-04	93.1	83.0	88.3	94.7	87.8	91.4	100.6	95.6	98.2
2004-05	123.3	106.6	115.3	128.1	115.5	121.9	110.7	104.7	107.8
2005-06	126.3	110.2	118.6	131.4	120.0	125.8	112.8	105.8	109.4
2006-07	131.5	115.3	123.7	134.3	123.8	129.2	114.4	107.8	111.2
2007-08	132.3	116.7	124.9	134.4	124.0	129.3	115.9	113.2	114.6
Upper Primary (Class VI-VIII)									
2001-02	80.3	57.7	69.6	82.1	57.3	70.3	67.8	62.1	60.2
2002-03	63.2	48.6	56.3	55.0	40.8	48.2	65.3	56.2	61.0
2003-04	79.4	63.4	71.9	84.0	66.6	75.8	66.8	57.6	62.4
2004-05	77.9	61.5	70.2	73.9	69.5	67.0	74.3	65.1	69.9
2005-06	81.0	65.1	73.5	77.5	64.9	71.5	75.2	66.4	71.0
2006-07	83.1	67.3	75.7	80.2	68.2	74.4	77.4	69.5	73.6
2007-08	84.1	67.7	76.3	80.2	68.2	74.4	80.6	74.1	77.5

Source: Selected Educational Statistics, MHRD (2005-06, 2006-07, and 2007-08).

Note: Gross Enrolment Ratio over 100 per cent implies enrolment of underage and overage children in a class corresponding to the particular age group of the class.

TABLE 6.3
Trends in Dropout Rates, 2001-02 to 2007-08

Year	Primary (I-V)			Elementary (I-VIII)		
	Boys	Girls	Total	Boys	Girls	Total
2001-02	38.4	39.9	39	52.9	56.9	54.6
2002-03	35.85	33.72	34.89	52.28	53.45	52.79
2003-04	33.74	28.57	31.47	51.85	52.92	52.32
2004-05	31.81	25.42	29	50.49	51.28	50.84
2005-06	28.71	21.77	25.67	48.67	48.98	48.8
2006-07	24.41	26.56	25.43	46.58	45.33	46.03
2007-08	26.19	24.82	25.55	44.29	41.43	43.03

Source: Selected Educational Statistics, MHRD (2005-06, 2006-07, and 2007-08).

independent study¹ has estimated a higher number of OoSC, that is, 81.51 lakh.

6.11 The progress under SSA up to March 2009 includes opening of 3 lakh new schools, construction of 2.42 lakh school buildings, 10.33 lakh additional classrooms, 1.88 lakh drinking water facilities and 2.88 lakh toilets, supply of free textbooks to 9.54 crore

TABLE 6.4
Dropout Rates in Selected States, 2007-08

S. No.	States	(per cent)	
		Primary	Elementary
1	Bihar	46.89	70.69
2	Mizoram	45.68	60.55
3	Assam	22.19	73.54
4	Jharkhand	9.40	N.A
5	Rajasthan	46.57	62.33
6	West Bengal	35.87	63.87
	National Average	25.55	43.03

Source: Selected Educational Statistics, MHRD (2007-08).

children, and an annual in-service training of 26.62 lakh teachers.

6.12 A critical element of the Eleventh Plan strategy in education was to achieve a paradigm shift from access to quality. Over 12 lakh teachers' posts have been sanctioned and 10.22 lakh recruitments reported. This improved the Pupil-Teacher Ratio (PTR) in primary

¹ Indian Market Research Bureau (IMRB), Social and Rural Research Institute, New Delhi, 2009.

schools from 36:1 in 2006–07 to 34:1 in 2008–09 while at upper primary level it improved from 32:1 to 31:1 during the same period. Provision has been made for at least two teachers per primary school and for subject teachers for mathematics and science in upper primary schools. The Temporal Student Learning Achievement Survey (2005–07) of the National Council of Education Research and Training (NCERT) shows improvement across the states though it is not commensurate with the investment. In view of lower learning outcomes in mathematics and science, as reported in the NCERT survey (2002), emphasis has been placed on appointment of subject teachers, particularly in mathematics and science. SSA has a component of Computer Aided Learning (CAL), wherein a provision of Rs 50 lakh per district has been made as an innovation fund. This is with focus on the upper-primary level for enhancement of quality in teaching of science and mathematics and covers hardware, software, maintenance, training, and resource support. This scheme is operational in partnership with 69 private organizations/NGOs covering over 48 lakh students in 26,000 schools. As many as 32 states/UTs undertook learning enhancement programmes in 2009–10.

6.13 Innovative pedagogies like activity-based child-centric learning (adopted in Tamil Nadu, Rajasthan, and Uttarakhand) have been successful in making learning joyful and these could be encouraged for adaptation by other states. Strengthening the evaluation system and continuous systems of evaluation should be encouraged. The school inspection system should be revived and a reward system introduced to incentivize performance.

6.14 The Right to Education (RTE) Act, 2009, is a landmark legislation, which completes the constitutional progress in this regard. The RTE will enforce the right of the child to demand eight years of quality education. Accordingly, flexible approaches in consultation with states need to be adopted to ensure that every child comes to school and completes his/her education. This will also require sensitization of parents through orientation.

6.15 Systemic issues like teacher absenteeism, single teacher schools, and multi-grade teaching need to be

resolved. Other issues which need to be addressed include equity concerns of disadvantaged and vulnerable social groups and urban-deprived groups with regard to access and retention; quality issues impacting upon the learning outcomes of children; and decentralization of recruitment of teachers and decision-making, filling up teacher vacancies, teacher absenteeism, and accountability. All these issues must be addressed on a priority basis and sustained efforts must continue so that these issues are resolved urgently. Early primary dropouts (Classes I and II) at around 18–20 per cent should be stemmed. SSA's impact in areas listed in Schedule V and VI of the Constitution (dealing with Scheduled Areas and STs as well as tribal areas); areas with SCs, STs, and Muslim concentration; and slums has not been very significant. While educationally advanced states like Tamil Nadu, Kerala, and Karnataka have accelerated their overall performance considerably, some states in the northern and eastern regions, including the North-Eastern Region (NER), still have problems in terms of access, equity, and quality. Expenditure under SSA has been sluggish in Bihar, Jharkhand, Chhattisgarh, Rajasthan, and West Bengal with higher proportion of spillover civil works.

MID-DAY MEAL SCHEME

6.16 The Mid-Day Meal Scheme (MDMS) was launched in 1995 to support the Universalization of Primary Education (UPE) by enhancing enrolment, retention, attendance, and simultaneously improving the nutritional status of primary school children. MDMS was universalized in September 2004 by providing hot cooked meals to all children in the primary classes. It was extended to the upper primary (Classes VI–VIII) children in 3,479 Educationally Backward Blocks (EBBs) in October 2007 and then universalized at the elementary level in 2008–09. MDMS is the biggest programme of its kind in the world that provides cooked mid-day meals to children and covered about 11.19 crore children during 2008–09 at the elementary level. Implementation of MDMS rests with the states/UTs and the Central Government provides food grains free of cost, transport assistance, and financial assistance for construction of kitchen sheds and stoves/utensils. The Central Government bears the entire cost of food

grains, transportation costs of food grains in 11 special category states at Public Distribution System (PDS) rates and in other states and UTs subject to the ceiling of Rs 75 per quintal, costs of kitchen devices, and for Management, Monitoring, and Evaluation (MME). The expenditure incurred as cooking cost of mid-day meals, construction of kitchen-cum-stores, and honorariums to cook-cum-helpers is shared between the Centre and the North-Eastern states in the ratio of 90:10 and with other states and UTs in the ratio of 75:25. However, some states and UTs contribute more than their share.

6.17 The Eleventh Plan outlay for MDMS is Rs 48,000 crore. The allocation during the first four years is Rs 32,764 crore and the anticipated expenditure during the first three years of the Eleventh Plan is Rs 19,882.46 crore. The coverage of the scheme during 2007–08 and 2008–09 was 9.54 crore children in primary and 11.19 crore children in primary and upper primary taken together. During 2009–10, MDMS is expected to cover 11.77 crore children. So far, central assistance has been released for 8.07 lakh schools for construction of kitchen sheds and for 11.10 lakh schools for kitchen devices. MDMS engages about 15.7 lakh cooks, of which 85 per cent are women. Cooks belonging to STs and SCs account for 37 per cent, those belonging to Other Backward Classes (OBCs) for 35 per cent, and minorities for 7 per cent. Assuming half-a-day's work, per person in cooking, cleaning, etc., MDMS generates about 150 million person days of direct employment per annum. Though the involvement of teachers and students in cooking and other activities is not envisaged in MDMS, it is found that in some cases they too are engaged in these activities.

6.18 MDMS is managed and implemented by school management and village education committees, Panchayati Raj Institutions (PRIs), and Self-Help Groups (SHGs); it is not contractor-driven. NGOs

are also engaged for increasing participation and for achieving wider reach. Some NGOs have already commenced centralized, automated cooking (for example, Akshaya Patra in Bangalore and Naandi Foundation in Hyderabad). Feedback on MDMS shows a positive impact on enrolment and attendance of children, particularly from the weaker sections², elimination of 'classroom hunger'³, retention of girls in schools and better learning achievements⁴, and sharing of a common meal contributing to gender and social equity.⁵ The audit evaluation of CAG (2009)⁶ noted overwhelming public support for the continuation of MDMS with a majority of parents and teachers reporting a positive perception of its impact.

6.19 The National Sample Survey (61st round) results (2004–05), show that the impact of MDMS has been significant, particularly in rural areas. It is reported that MDMS covered 73.1 per cent of the rural population in the age group of 6–14 years in 2008–09. While states like Tamil Nadu, Gujarat, and Madhya Pradesh have been implementing MDMS with systematized procedures and accountability at the state and sub-state levels, some other states, especially in the northern and eastern region including the NER, are in the process of systematizing their procedures fully. MDMS is monitored by 42 national level institutions including some of the Indian Institutes of Management. According to reports, in the educationally backward states of Bihar, Jharkhand, Chhattisgarh, and Uttar Pradesh, as well as some of the areas listed in Schedule V and VI of the Constitution, which were not implementing MDMS in all the schools, showed low attendance rates. In states, such as Maharashtra and Gujarat where elementary education is up to Class VII, children in secondary schools were left out of the scheme even though they are only in Class VIII. The implementation of MDMS in aided schools and EGS centres was partial.

² Amartya Sen (Pratichi Research Team), 'Cooked Mid-Day Meal Programme in West Bengal—A Study of Birbhum District', 2005.

³ Jean Drèze and A. Goyal, 'Future of Mid-Day Meals', *Economic and Political Weekly*, Vol. 38, No. 44, 2003.

⁴ NCERT, 2005.

⁵ University of Rajasthan and UNICEF, 'Situation Analysis of Mid-Day Meal Programme in Rajasthan', 2005.

⁶ Compendium of Performance Audit Review by Comptroller and Auditor General of India, Audit Evaluation of Mid-Day Meal Scheme, 2009.

6.20 Areas of concern include: (i) wide variations in enrolment, attendance, and actual coverage of children; (ii) poor implementation in states/regions like Bihar, Jharkhand, Uttar Pradesh, Chhattisgarh, and Orissa; (iii) mismatch of food grains and cash fund utilization and lack of transparency; (iv) cumbersome procedures for releasing funds by states for cooking costs, affecting implementation adversely; (v) lack of quantity and quality control for meals, irregular and uncertain supply of meals, and poor quality of grains in some states; (vi) engagement of teachers/children in procurement and cooking and lack of safety measures; (vii) lack of convergence with school health programmes for health check-ups and supply of micro-nutrients; and (viii) inadequate monitoring, supervision, and management structures.

RESTRUCTURING AND REORGANIZING OF THE TEACHER EDUCATION SCHEME

6.21 The Teacher Education Scheme has been built up on a large institutional base with 571 District Institutes of Education and Training (DIETs)/District Resource Centres (DRCs), 104 Colleges of Teacher Education (CTEs), and 31 Institutes of Advanced Studies in Education (IASEs), of which 529 DIETs and all CTEs/IASEs are functional. The Eleventh Plan allocation is Rs 4,000 crore and the allocation for the first four years is Rs 1474.34 crore. However, the expenditure for the first three years of the Eleventh Plan was around Rs 894.95 crore, as the existing scheme of teacher education was under evaluation. Since the evaluation of the scheme has been completed, the revised Teacher Education Scheme will now become operational; a higher expenditure for this is expected. Barring exceptions, the functioning of DIETs, State Institutes of Educational Management and Training (SIEMATs), and State Councils of Educational Research and Training (SCERTs) leave much to be desired.

6.22 Teachers' accountability and motivation remains an area of concern as the existing mode of recruitment of teachers and their training are inadequate to ensure better learning outcomes.

6.23 Mahila Samakhya (MS) endeavours to create an environment for women to learn at their own pace,

set their own priorities, and seek knowledge and information to make informed choices. MS is being implemented in nine states covering 83 districts and 339 blocks (including 233 EBBs) and 20,380 villages and has specialized inputs for vocational and skill development as well as the educational development of girls, and of adolescent girls in particular. MS runs some of the best residential schools and bridge courses. The anticipated central expenditure in the first three years of the Eleventh Plan was Rs 114 crore against an outlay of Rs 210 crore.

6.24 The Area Intensive and Madarsa Modernization Programme (AIMMP) is a composite scheme which has been revised as two distinct schemes. In order to provide the children of the educationally backward Muslim minorities who attend maktabas and madaras with access to education in modern subjects, the Central Government has been implementing the AIMMP scheme. The scheme as implemented during the Tenth Plan had two components—infrastructure support for educational institutions catering to the educationally backward population and introduction of modern subjects in the traditional institutions of madaras. Two components of infrastructure and modernization were separated in the Eleventh Plan as the target groups for the two components are different. (i) Scheme for providing quality education in madaras: the objective of this scheme is to encourage traditional institutions like madaras and maktabas by giving them financial assistance to introduce science, mathematics, social studies, Hindi, and English in their curriculum so that academic proficiency for Classes I–XII is attainable for children studying in these institutions. However, the process of modernization of traditional madaras and maktabas will be voluntary. The scheme will provide opportunities to students of these institutions to acquire education comparable to the National Education System, especially for secondary and senior secondary levels. (ii) Scheme for Infrastructure Development in Minority Institutions (IDMI): this scheme for infrastructure development of private aided/unaided minority institutes (elementary/ secondary/senior secondary schools) would facilitate education of minorities by augmenting and strengthening school infrastructure at the elementary/secondary/senior secondary minority

schools and expand facilities for formal education to children of minority communities. The scheme will, inter alia, encourage educational facilities for girls, children with special needs, and those who are most educationally deprived amongst the minorities. These schemes have been transferred from the Department of Higher Education to the Department of School Education and Literacy.

SECONDARY EDUCATION

6.25 Secondary education deals with Classes IX–XII and serves as a bridge between elementary and higher education preparing young persons in the age group of 14–18 years for entry into higher education. Following the RTE and success of SSA, it has become essential to move towards universalizing secondary education. The government has set its vision on making secondary education of good quality available, accessible, and affordable to all young persons in the age group of 15–16 years.

6.26 There are 1.69 lakh secondary schools in the country of which 63 per cent are under private management. The share of private unaided secondary schools increased from 15 per cent in 1993–94 to 35 per cent in 2006–07.

6.27 There is considerable scope for Public–Private Partnership (PPP) in this sector. The public sector should concentrate on opening new secondary schools in unserved and difficult areas, organizing second shifts in thickly populated areas, and upgrading existing upper primary schools into secondary schools, particularly in states like Uttar Pradesh and West Bengal where educational institutions at the secondary level have largely remained with the private sector. Secondary education reforms should include dismantling entry barriers, revision of land norms, and procedural changes. All unrecognized schools that meet the prescribed norms should be considered for recognition.

REVIEW OF THE ELEVENTH PLAN: CENTRAL SECTOR SCHEMES

6.28 In secondary education, there are six apex-level national Institutions: Kendriya Vidyalaya Sangathan (KVS), Navodaya Vidyalaya Samiti (NVS), National

Institute of Open Schooling (NIOS), NCERT, Central Board of Secondary Education (CBSE), and the Central Tibetan School Administration (CTSA).

6.29 Kendriya Vidyalayas (KVs) primarily cater to the educational needs of the wards of transferable Central Government employees including defence personnel. There are 981 KVs with 10.16 lakh students. The total sanctioned strength of teachers in 981 KVs is 40,552 and the student teacher ratio is 25:1. Performance of the students in Board Examinations in Classes X and XII has been above the CBSE average. There are no KVs in the civil sector in 275 districts in the country. The Planning Commission has supported the proposal of setting up new KVs in metros, extremism affected areas, and such areas where there is a concentration of defence establishments and personnel as well as in the Bundelkhand region.

6.30 Jawahar Navodaya Vidyalayas (JNVs) schools are fully residential co-educational institutions from Class VI up to the senior secondary stage providing free boarding, lodging, textbooks, and uniforms to all students. There are 576 JNVs with 2.07 lakh students, of which SCs and STs constitute 24 per cent and 17 per cent, respectively. Seventy JNVs have been recently sanctioned in districts with SC and ST concentration. The performance of JNV students in the CBSE examinations for Classes X and XII has been excellent. Additional JNVs are required in highly populated districts like Midnapore (West Bengal), several districts of Bihar and Uttar Pradesh, and in some tribal districts like Bastar (Chhattisgarh).

6.31 National Institute of Open Schooling (NIOS) is an autonomous organization providing continuing education, from primary to pre-degree, to those who have missed the opportunity to complete schooling. NIOS provides flexible and learner-centric quality school education, skill upgradation, and training through open and distance learning. Currently, 16 lakh students are enrolled in NIOS with an annual admission of 3.71 lakh. The Accredited Vocational Institutes (AVIs) for vocational education under NIOS need to be expanded and rated for infrastructure facilities and performance.

6.32 The National Council of Educational Research and Training (NCERT) provides technical and academic support to the Ministry of Human Resource Development (MHRD) and state governments for quality improvement in terms of curriculum, preparation of textbooks, and teaching learning material for school education. The NCERT continues to carry out its major ongoing programmes: preparation of textbooks based on the National Curriculum Framework, 2005; Jawaharlal Nehru National Science Exhibition for Children; support to state-level science exhibitions; National Talent Search Examination; national awards for innovations in teacher education and school education; and national awards for best practices in vocational education. NCERT is engaged in conducting the Eighth All India School Education Survey (AISES).

6.33 Central Tibetan School Administration (CTSA) runs about 71 schools for children of Tibetan refugees, mainly in the Tibetan settlement areas and in 2008–09, 10,052 students were on their rolls. In the 2009 CBSE examination, CTSA schools achieved a pass percentage of 92.77 in Class X and 91.15 per cent in Class XII as compared to the national CBSE average of 88.84 per cent and 81 per cent respectively.

NEW INITIATIVES

6.34 The Government of India has launched new Centrally Sponsored Schemes (CSSs) of Rashtriya Madhyamik Shiksha Abhiyan (RMSA), model schools, National Means-cum-Merit Scholarship (NMMS), National Scheme of Incentive to Girls for Secondary Education, Inclusive Education of the Disabled at Secondary Stage (IEDSS), and Scheme for Girls' Hostels.

6.35 Rashtriya Madhyamik Shiksha Abhiyan (RMSA) is a major scheme launched in March 2009 with the objectives of making secondary education of good quality available, accessible, and affordable to all young persons in the age group of 15–16 years, removing gender, socio-economic, and disability barriers, making all secondary schools conform to prescribed norms, achieving a GER of 75 per cent in secondary education in a period of five years, providing universal access to secondary level education by 2017

and universal retention by 2020. The fund-sharing arrangement between the Centre and the states for the scheme is 75:25 in the Eleventh Plan and 50:50 in the Twelfth Plan. For the North-Eastern states, the fund sharing ratio is 90:10 in both the Plan periods. Major targets of this scheme include: (a) strengthening of 44,000 existing secondary schools, (b) opening of 11,188 secondary schools, mostly through upgradation of upper primary schools, (c) appointment of 1.79 lakh additional teachers, and (d) construction of 80,500 additional classrooms. However, the progress has been very slow as proposals from states and UTs are still under preparation. Since the scheme targets existing government schools, some states like West Bengal and Uttar Pradesh with a low proportion of government schools in the secondary sector may not get an equitable share of RMSA funds. Therefore, RMSA needs an equitable fund allocation criteria, with two-thirds weightage to enrolment in upper primary schools and one-third to the child population of the relevant age group. There should also be flexibility for covering government-aided schools with infrastructure support, including library and laboratory facilities.

6.36 Model Schools: Out of 6,000 model schools to be set up under the Eleventh Plan, 3,500 schools have been approved in the KV template to be set up in EBBs in the first phase. So far, 327 model schools are recommended to be set up. The fund-sharing arrangement between the Centre and the states is 75:25 for all other states, excluding Special Category States (the eight North-Eastern states, Jammu and Kashmir, Himachal Pradesh, and Uttarakhand), which have a fund-sharing ratio of 90:10. The progress of this scheme is also very slow, as states are taking considerable time to prepare viable proposals. Setting up 2,500 model schools in the PPP mode should be accorded priority.

6.37 National Means-cum-Merit Scholarship (NMMS) Scheme was launched in June 2008 with a provision to award 1 lakh scholarships every year to selected candidates at the rate of Rs 6,000 per annum (that is, Rs 500 per month) for study in Classes IX–XII. The total number of selected candidates in 2009–10 was 24,521 in 27 states/UTs and it was reported that

eight states/UTs did not send their proposals. Presently over 75,000 students are availing of scholarship facilities under this scheme. This is a CSS but the funding is entirely provided by the Central Government. MHRD has made state-wise allocation on the basis of two-third weightage to enrolment in Classes VII and VIII and one-third weightage to the child population of the relevant age group. States where the number of candidates selected is low or very low in comparison to their allotted quota may require student coaching facilities either through the state plan scheme or through RMSA and SSA.

6.38 The National Scheme of Incentive to Girls for Secondary Education aims at promoting enrolment of girls from the weaker sections to ensure their retention at least till Class X, preferably till Class XII, reducing their dropout rates at the secondary and higher secondary stages, improving gender parity, and empowering girls. The scheme is applicable for girls belonging to SCs, STs, who pass the Class VIII examination, and to girls who pass from the KGBVs and join Class IX in government, government-aided, and local body schools. A sum of Rs 3,000 is deposited as a fixed deposit certificate in the name of the eligible girl and the amount can be withdrawn at maturity by the girl subject to her attainment of 18 years of age, passing Class X, and remaining unmarried. An amount of Rs 103.60 crore sanctioned for 3.45 lakh girls from 20 states and UTs in 2008–09 has been released to the states for depositing with SBI to issue fixed deposit certificates. Under the **Girls Hostel Scheme**, 287 proposals have been recommended by MHRD to set up hostels either in KGBVs, model schools, or in government secondary/senior secondary schools in five states.

6.39 The Scheme of Integrated Education for Disabled Children (IEDC) launched in 1974 continued up to 2008–09. During 2007–08 and 2008–09, 6.7 lakh children were assisted under this scheme. The scheme has been revised as IEDSS and is operational from 2009–10. The issues of recruitment of special teachers, orientation of teachers, and development of pre-service training curriculum and involvement of NGOs have to be addressed.

6.40 The Information and Communication Technology (ICT) in schools scheme aims at imparting computer literacy through grants to states and UTs. Up to 2008–09, 53,250 schools had been covered. The fund-sharing arrangement between the Centre and the states is 75:25 and while for the North-Eastern states, the ratio is 90:10. Under the scheme, 31 KVs and 33 NVs have been assisted for converting them into SMART schools. The scheme has been revised to cover all government and government-aided secondary and higher secondary schools, in-service teachers' training, computer teachers, broad band connectivity, and development of e-content. Convergence with the ministries of power, IT, and new and renewable energy is needed.

6.41 The Scheme of Financial Assistance for Appointment of Language Teachers has three components: (a) appointment and training of Hindi teachers in non-Hindi speaking states and UTs; (b) appointment of Urdu teachers and grant of honorarium for teaching Urdu in states and UTs; and (c) appointment of teachers of modern Indian language. The scheme was revised in 2008–09, and given the flexibility of appointing Urdu teachers in any locality where more than 25 per cent students are from an Urdu speaking group, 100 per cent central assistance for salaries of Hindi/Urdu teachers, and training of Urdu teachers by three central universities (Jamia Milia Islamia, Aligarh Muslim University, and Maulana Azad National Urdu University).

6.42 Vocationalization of Secondary Education provides for diversification of educational opportunities for enhancing individual employability and reducing the mismatch between demand and supply of skilled manpower. The scheme was revised in 1992–93 and has been in operation since then with an enrolment of over 10 lakh students in 9,619 schools. Since inception it has got a total central assistance of Rs 765 crore. The Eleventh Plan envisaged expansion of vocational education coverage to 20,000 schools with an intake capacity of 25 lakh by 2011–12. Vocational education faces many problems, including lack of social recognition, inflexible curriculum and duration, lack of need-based courses and trained teachers, poor vertical

mobility and linkage with industry, and absence of a national competency and accreditation system. The scheme is being restructured on the recommendations of the Task Force on Skill Development (2006) and will now aim at preparing educated, employable, and competitive human resources for various sectors of the economy and the global market, enhancing the employability of youth through competency-based modular vocational courses, providing multi-entry and exit learning opportunities, and vertical mobility and interchangeability in qualifications.

6.43 The allocation for secondary education in the first four years of the Eleventh Plan is Rs 17,041.99 crore. The expenditure during the first three years of the Eleventh Plan is likely to be Rs 7,467 crore, that is, about 14 per cent of the total Eleventh Plan allocation of Rs 53,550 crore, which is very low. This is inter alia due to the delayed launch of new CSS and time taken by the states to prepare project proposals.

ADULT EDUCATION

6.44 Literacy is the most essential prerequisite for individual empowerment. The National Literacy Mission (NLM) was set up in 1988 with the aim of achieving 75 per cent literacy by 2007. As per the 1981 Census, the literacy rate in India was 43.6 per cent. Dominant strategies of the NLM and the Total Literacy Projects (TLPs) have yielded some positive outcomes. Literacy rate moved to 52.21 per cent in 1991 and further increased to 64.8 per cent in 2001. As per the 2001 Census, the urban–rural literacy differential also declined and the literacy rate for females increased at a faster rate (14 per cent) than that for males (12 per cent). However, gender and regional disparities persist. For instance, the literacy rate among the Muslim minority was 6 percentage points lower than the corresponding figure for all others. The Eleventh Plan target for literacy is 80 per cent by 2011–12.

6.45 Out of the 623 districts in the country, 597 have been covered under adult education programmes and currently 95 districts are under Total Literacy Campaigns (TLCs), 174 under the Post-Literacy Programme (PLP) and 328 under the Continuing Education Programme (CEP). There are 26 resource

centres in various states besides 271 Jan Shikshan Sansthan (JSSs) providing vocational skills to neo-literates. About 60 per cent of the beneficiaries are women, while 22 per cent and 12 per cent belong to SCs and STs, respectively.

REVIEW OF THE ELEVENTH PLAN

6.46 The amalgamated Scheme of Support to Voluntary Agencies for Adult Education and Skill Development has two principal components: (i) assistance to voluntary agencies in the field of adult education, and (ii) Jan Shikshan Sansthan (JSSs). The merged scheme provided for enhancement in financial support to State Resource Centres (SRCs), establishment of 14 new SRCs, provision of a one-time infrastructure grant of Rs 50 lakh to new SRCs, enhancement of financial assistance for category A, B, and C of JSS, and establishment of additional 50 new JSSs. Neo-literates need to be provided marketable skills so as to improve their livelihood opportunities through JSSs.

6.47 The quality and performance of NGOs under JSS should be regularly monitored and evaluated by independent agencies following an accreditation process evolved by the central/state governments to weed out poor performers. JSS should run literacy-linked vocational education programmes for people not going beyond maktab (pre-madarsa education) in Muslim concentrated districts.

6.48 The constraints in the implementation of adult education programmes, such as inadequate participation of state governments, low motivation and training of voluntary teachers and *preraks*, lack of convergence of programmes under CEP, and a weak management and supervision structure for the implementation for NLM need to be addressed.

6.49 Saakshar Bharat: A new mission ‘Saakshar Bharat’ was launched by the Prime Minister on 8 September 2009. It endeavours to create a literate society through a variety of teaching–learning programmes for neo-literates of 15 years and above. This mission has targeted 70 million beneficiaries, of which 60 million are women and nearly 50 per cent of the target groups

comprise of SCs/STs and minorities. The programme will focus on rural areas, especially districts with low (50 per cent and below) female literacy rates. Nearly 1.70 lakh gram panchayats in 365 districts will be covered. Residual illiteracy in urban areas will be addressed through innovative partnerships with NGOs and private sector convergence. Funding under the new mission will be routed through banking institutions and implementing agencies will have cheque drawing powers. Innovative strategies and technology are needed to impart sustainable literacy to millions of non-literates in a reasonable period of time using primary schools within habitations, and incentivizing existing and retired teachers as well as National Service Scheme (NSS) and Nehru Yuva Kendra Sangathan (NYKS) volunteers. While there could be a special focus in 365 identified districts, some activities need to be sustained in other districts as well so that the efforts of TLC, PLP, and CEP do not taper off.

6.50 The allocation for adult education in the first four years of the Eleventh Plan is Rs 1,994 crore and anticipated expenditure for the first three years of the Eleventh Plan is around Rs 813 crore. The Eleventh Plan allocation for the Adult Education Programme is Rs 6,000 crore.

HIGHER EDUCATION

6.51 Expansion, inclusion, and excellence along with equity and quality are the watchwords of the Eleventh Plan. The growth of higher education institutions with requisite faculty and infrastructure support has not kept pace with the increase in enrolments, and even less in relation to the apparent and latent demand. The GER in higher education in India is about half the world's average GER (24 per cent), two-thirds of that of developing countries (18 per cent), and way behind that of developed countries (58 per cent). India had a higher tertiary education GER in 1999 than that of China (6.0 per cent). However, China's GER shot up to 22 per cent surpassing India's by about 10 percentage points in 2007.⁷ The growth of enrolment

in higher education was decelerating up to 2003–04 and remained more or less constant for the next three years at around 5.2 per cent per annum. It improved to 6.6 per cent in 2007–08 and recorded a much faster increase of 13.1 per cent in the second year of the Eleventh Plan (2008–09).⁸

6.52 India being a youthful nation has the opportunity to benefit from its demographic dividend if it can ensure support and access to higher education of the right quality. A recent study based on NSSO data shows that the rate of return to university and higher education is very pronounced in India.⁹ This augurs well for investing in higher and technical education for transforming India as a major knowledge economy.

6.53 At present, the university and higher education system comprises of 504 universities of which 243 are state universities, 40 are central universities, while 130 are deemed universities and five institutions have been established under state legislations. There are 53 state private universities and 33 institutes of national importance established by central legislation. In addition, there are 25,951 colleges, including 2,565 women's colleges.

6.54 The total strength of the teaching faculty in higher education is about 5.89 lakh. There is a significant difference in the structure of the teaching faculty in university departments and in affiliated colleges. While the research guiding faculty consisting of professors and readers accounts for over 52 per cent in the former, this category is only 32 per cent in the latter. On the other hand, while lecturers account for 30 per cent in the former, they were 51 per cent in the affiliated colleges. Affiliated colleges lack adequate research guiding faculties and have poorer student-faculty ratio (25:1) compared to university departments and colleges (19:1).

REVIEW OF THE ELEVENTH PLAN: HIGHER EDUCATION

6.55 The Eleventh Plan contained ambitious targets for enhancing public spending, encouraging private

⁷ EFA-Global Monitoring Report, *Education for All by 2015, Will We Make It?*, UNESCO, 2008.

⁸ UGC, *Annual Report*, 2007–08.

⁹ World Bank Report, *The Knowledge Economy and Education and Training in South Asia*, 2007, pp. 30–31.

initiatives, and initiating the long overdue institutional and policy reforms. The Plan set a target of increasing higher education GER to 15 per cent by 2011–12.

6.56 The Eleventh Plan's strategies focused on providing equitable access, improving quality and standards; evaluation and accreditation; expansion and strengthening of infrastructure, networking and digitization, research and development; and strengthening of the open and distance education system and of research institutions. Restructuring and reforming the higher education system to improve accessibility and quality of services offered through greater autonomy and more participative governance were also key elements of the Eleventh Plan's strategy.

6.57 The Eleventh Plan envisaged large-scale expansion in university education by setting up 1,455 new educational institutions comprising of 30 Central Universities, 8 Indian Institutes of Technology (IITs), 8 Indian Institutes of Management (IIMs), 10 National Institutes of Technology (NITs), 20 Indian Institutes of Information Technology (IIITs), 3 Indian Institutes of Science Education and Research (IISERs), 2 Schools of Planning and Architecture, 374 Model colleges, and 1,000 polytechnics.

6.58 In all, 16 new central universities have been set up. Of these, 14 have become functional in Bihar, Jharkhand, Orissa, Gujarat, Haryana, Punjab, Rajasthan, Himachal Pradesh, Karnataka, Kerala, and Tamil Nadu. These include the three state universities which have been converted to central universities. Two new Central Universities, one each in Jammu and in the Kashmir valley in the state of Jammu and Kashmir are being set up. All the North-Eastern states have a central university each and special funds have been provided to introduce engineering and management courses in them. The Indira Gandhi National Tribal University has been set up at Amarkantak, Madhya Pradesh. The SAARC University is also being set up in Delhi under the Ministry of External Affairs.

6.59 With a view to reducing regional imbalances, 374 new degree colleges would be set up in the backward

districts, out of which 200 colleges are targeted to be financed during 2009–10. The University Grants Commission (UGC) has prepared guidelines for these model colleges and has invited proposals from the states.

6.60 National Eligibility Test (NET) and State Eligibility Test (SET) qualifications are compulsory for appointment as lecturers in the university system except for those with PhD degrees from approved universities. To meet the shortage of faculty in higher educational institutions, the retirement age of teachers was raised in centrally-funded educational institutions to 65 years. The pay package for university teachers has also been revised substantially.

6.61 In order to promote the goals of equity and inclusion, several measures were proposed in the Eleventh Plan. These are in different stages of implementation. The measures include, inter alia, implementing the recommendations of the Oversight Committee (OSC) for 27 per cent reservation of seats for OBC students and also of Sachar Committee; merit scholarship to 2 per cent of the total enrolled students; setting up a Higher Education Loan Guarantee Authority for students' loan programme; supporting universities and colleges located in border, hilly, remote, small towns, and educationally backward areas and those with larger SC/ST/OBC/minority/physically challenged, student population, and girls besides construction of 2,000 girls' hostels. Two campuses of Aligarh Muslim University are being set up in West Bengal and Kerala.

6.62 A new scheme has been launched to cover the top 2 per cent of the students after Class XII (equally divided between boys and girls) on the basis of Class XII results, by providing them with scholarship of Rs 1,000 per month for 10 months in a year for undergraduate studies and Rs 2,000 per month for 10 months in a year for postgraduate studies. Students securing 80 per cent and above marks in the Class XII or equivalent exams and not belonging to the 'creamy layer', pursuing higher studies or professional courses from recognized institutions as regular candidates, are eligible under this scheme. In 2009–10, over 36,000 scholarships were sanctioned under the scheme.

6.63 The Scheme of Interest Subsidy on Education Loans for Professional Studies in India aims to make educational loans offered by Indian Banks Association (IBA) more affordable to students belonging to 'non-creamy layer' categories. The scheme subsidizes the interest amount accruing during the moratorium period to such students availing IBA loans to pursue approved courses of studies in professional educational institutions in India, recognized by the concerned statutory bodies, IIMs, and other institutions set up by the Central Government. This scheme has also been approved for implementation from the academic year 2009–10.

6.64 The UGC is to set up equal opportunity offices in all central and state universities to make operational all the schemes related to SCs, STs, OBCs, minorities, disabled students, girl students, and economically weaker groups under one umbrella.

6.65 A National Mission on Education through ICT has been launched and is expected to provide internet connectivity with 10 MBPS bandwidth to over 20,000 colleges and 10,000 departments in universities. The mission has two major components: (a) course content generation and related issues for all subjects and all types of learners, and (b) connectivity and access issues for institutions and learners. About 50 per cent of the funds are allotted for development of e-content and the remaining for providing broadband connectivity. With regard to connectivity, an important feature is its synergy with the National Knowledge Network thereby enabling a higher bandwidth of 1 GBPS for universities and providing unified fibre instead of fragmented copper-based connectivity within the same cost parameters. While implementing the ICT Mission, the goals of bridging the digital divide must be addressed by ensuring that all knowledge domains have e-content and that tertiary general education is given equal importance with science and engineering areas. Colleges and universities must become digital campuses with online teaching and virtual classrooms, like some of the IITs and IIMs.

6.66 A Central Institute of Classical Tamil (CICT) has been established in Tamil Nadu. The National Translation Mission has been launched for translation

of existing knowledge books in English, into various other languages included in the Eighth Schedule of the Constitution. The Bharat Bhasha Vikas Yojana is a new scheme proposed for preservation and development of languages not covered under the Eighth Schedule.

6.67 The National Knowledge Commission (NKC) has made important recommendations on higher education and research which are under consideration. The Committee for Renovation and Rejuvenation of Higher Education headed by Professor Yashpal has recommended the setting up of a National Commission for Higher Education and Research (NCHER) replacing some existing regulatory bodies. A Task Force has been set up to suggest, inter alia, a roadmap for its implementation. The draft legislation for the establishment of NCHER as prepared by the Task Force is hosted in a public domain on the MHRD website.

6.68 The government has prepared a concept paper on national policy to attract talent for teaching and research which is under consideration. With regard to innovation universities, many loose ends in the conceptual stage need to be addressed by MHRD.

6.69 UGC has devised an action plan for academic and administrative reforms with respect to the semester system, choice-based credit system, curriculum development, admission procedures, and examination reforms, and has set a time line of two years for central universities, state universities, colleges, and other educational institutions to draw a roadmap and action plan for implementation. The Central Universities Act, 2009 has already mandated these reforms for the newly established 16 central universities. UGC has issued guidelines for all universities under Section 12(B), which it funds to bring in these reforms and these are in different stages of implementation by the universities.

6.70 The Central funding of state institutions should be linked to the reforms and a MoU signed between MHRD, UGC, states, universities, and institutions for implementation of time-bound reforms and outcomes. Institutions need greater academic and functional autonomy, linked with accountability.

6.71 Academic research also needs extensive reforms and standards for quality need to be set. PhD scholars should be allowed to undertake undergraduate teaching assignments and conduct tutorials and seminar classes as is the global practice. Inter-disciplinary studies and research need to be encouraged. The issues related to Intellectual Property Rights (IPRs), patents, and copyrights should be reviewed in the changing socio-technological context. Research degrees from some of the Open and Distance Learning (ODL) institutions are of low standard and the issue needs to be reviewed by an expert group.

6.72 Another area which needs to be strengthened is capacity building and teacher training and the current in-service teacher training under the Academic Staff College (ASC) needs to be reviewed thoroughly.

6.73 The existing deemed universities which do not fulfill the norms and standards should be de-recognized without affecting the careers of students. The status of a deemed university should be conferred on a highly selective basis on recorded norms, standards, and rating by independent agencies.

6.74 A provision of Rs 84,943 crore has been made for the Department of Higher Education (DoHE) in the Eleventh Plan representing a massive increase over the Tenth Plan outlay of Rs 9,500 crore. The allocation for DoHE during the first four years of the Plan is Rs 34,683 crore and anticipated expenditure during the first three years is placed at Rs 17,753.49 crore. Out of the total DoHe allocation of Rs 9,600 crore for the Annual Plan 2009–10, UGC has been provided a grant of Rs 4,375 crore and the actual expenditure (fund certified) as on 31 March 2010 was Rs 3,589.85 crore, that is, 82 per cent.

6.75 The DoHE needs to reprioritize the schemes since some of those proposed in the Eleventh Plan have not yet fructified. The department has made *inter-se* re-allocation of funds to meet additional requirements for the Oversight Committee, language development, and new initiatives/schemes, within the overall development grant of the UGC. There is

a need to realistically assess the utilization and non-utilization of funds under various schemes since some of the schemes were approved in the third year of the Eleventh Plan and some other schemes, such as setting up innovation universities and support to uncovered colleges, among others, are yet to take off. Even the schemes that were approved have been delayed and consequently need re-phasing.

TECHNICAL EDUCATION

6.76 Our technical workforce needs high levels of knowledge and skills to deal with fast-changing technologies in order to successfully compete in the global labour market. Technical education covers courses and programmes, inter alia, in engineering, technology, management, architecture, town planning, pharmacy, applied arts and crafts, and hotel management and catering technology. The Eleventh Plan envisages that intake of technical education institutions grows at 15 per cent annually, to meet the skilled human resource needs of the growing economy. The Eleventh Plan outlay for technical education is Rs 26,300 crore and the allocation for the first four years is Rs 15,053 crore. The anticipated expenditure for the first three years is Rs 7,829 crore.

REVIEW OF THE ELEVENTH PLAN: TECHNICAL EDUCATION

6.77 As on 30 June 2009 there were 7,272 technical institutions, including management institutions with an intake of 14.10 lakh for degree, and 2,324 diploma level institutions with a total enrolment of 5.08 lakh students, thereby making an aggregate intake of 19.18 lakh students. Thus, the total technical education enrolment at 19.18 lakh accounts for only 9.48 per cent of the total higher education enrolments. This is not adequate for a country of a continental size. Another dimension is the skewed distribution of the existing technical institutions. While the states of Bihar, Uttar Pradesh, and West Bengal have a deficit of engineering colleges, Tamil Nadu, Andhra Pradesh, Karnataka, and Maharashtra have large concentration of private institutions. The government has expanded the students' intake both through creation of new institutions as well as by augmenting the intake by 54 per cent to provide OBC reservations.

6.78 The number of All India Council of Technical Education (AICTE) approved technical institutions which was 5,269 at the beginning of the Eleventh Plan, had increased to 9,596 as on June 2009. These comprise 2,872 engineering and technology colleges, 1,659 polytechnics, 1,080 institutions for degree, and 575 institutions for diploma in pharmacy, 179 schools for degree as well as diploma in hotel management, 16 institutions for art and craft, and 106 institutions for architecture. For postgraduate courses, there are 1,940 educational institutions for MBA/PGDM and 1,169 for MCA. The public sector produces only a small proportion of the engineering and management graduates. Within the public sector, the State Technical Institutions account for a significant proportion, but these have not seen much investment in the current expansion process, which is a matter of concern.

6.79 The AICTE has permitted second shifts in certain engineering colleges and polytechnics to augment the intake capacity. The National Board of Accreditation (NBA) has revised the criteria for accreditation of institutes to bring them at par with international parameters.

6.80 Another area of concern is the skewed distribution of intake in the system. Most of the enrolments at present are in a few branches of engineering and the intake in some core branches has been shrinking. This imbalance is likely to create underutilization in the institutions and cause acute shortage in specific fields, such as civil engineering, which will hamper the accelerated growth of the real estate and construction sector that makes a robust contribution to GDP. AICTE has taken some measures to overcome the imbalances. Besides permitting second shifts in engineering and polytechnic institutions in select areas, it is now mandatory for new institutions to have the minimum conventional three branches of engineering. The impact of these measures needs to be assessed.

6.81 The intake of students at the undergraduate level in the existing seven IITs at Delhi, Mumbai, Kanpur, Kharagpur, Chennai, Guwahati, and Roorkee increased from 4,977 in 2008–09 to 5,464 in 2009–10. The government approved the setting up of eight new IITs

in Andhra Pradesh, Bihar, Rajasthan, Orissa, Punjab, Gujarat, Madhya Pradesh, and Himachal Pradesh. All the eight new IITs have started functioning.

6.82 The total intake of the existing seven IIMs increased by 17 per cent from 1,426 in 2007–08 to 2,100 in 2009–10. RGIIM, Shillong (Meghalaya) commenced its academic session from 2008–09 with an intake of 64 students. The government has approved the setting up of new IIMs in Tamil Nadu, Jharkhand, Chhattisgarh, Uttarakhand, Haryana, and Rajasthan. In the first phase, four IIMs at Tamil Nadu (Tiruchirappalli), Jharkhand (Ranchi), Chhattisgarh (Raipur), and Haryana (Rohtak) were to be set up in the 2009–10, while IIMs at Uttarakhand and Rajasthan will be set up in 2010–11. The intake capacity per IIM is slated to increase from 140 students in the postgraduate programme (PGP) course to 560 students per year by the end of the Eleventh Plan. The Bhargava Committee set up by MHRD reviewed the functioning of the IIMs and made various recommendations in September 2008, for expansion of intake capacity and PhD fellowships.

6.83 In addition to the existing 20 NITs with an annual intake capacity of about 15,000 in engineering and related subjects, 10 more NITs have been approved under the Eleventh Plan and will be set up in Arunachal Pradesh, Manipur, Meghalaya, Mizoram, Nagaland, Goa (which will also cater to union territories of Daman and Diu, Dadra and Nagar Haveli, and Lakshadweep), Puducherry (which will also cater to Andaman and Nicobar Islands), Sikkim, Delhi (which will also cater to Chandigarh), and Uttarakhand. The concerned state and UTs are in the process of identifying suitable land for the institutions.

6.84 The Planning Commission has already accorded 'in-principle' approval for 20 new IIITs in PPP mode during the Eleventh Plan, which will be high quality autonomous institutions specializing in IT applications in one or more domain areas, to be set up in partnerships with the states and industry.

6.85 All the five IISERs are functioning from temporary transit campuses—Pune and Kolkata in 2006–07, Mohali in 2007–08, and Bhopal and

Thiruvananthapuram in 2008–09—with a total intake capacity of 559 students. Construction of permanent campuses is in progress. Similarly, two new SPAs have been set up in Bhopal in Madhya Pradesh and Vijayawada in Andhra Pradesh. The new SPAs started functioning from academic session 2008–09 from temporary premises.

6.86 The government has approved the setting up of 1,000 new polytechnics—300 polytechnics under the public sector for educationally backward districts, another 300 through the PPP mode, and the remaining 400 as private ones. The first instalment of funds has been provided to 228 polytechnics in uncovered and undercovered districts. About 500 existing polytechnics are proposed for strengthening and upgrading during the Eleventh Plan and 55 polytechnics have been assisted so far. Construction of 500 women's hostels in polytechnics was targeted under the Plan; 120 polytechnics had been assisted by the middle of the Plan period.

6.87 The availability of high-quality faculty is a major challenge for the effective implementation of expansion plans. Therefore, special effort needs to be made for expanding the MTech and PhD programmes by the following:

- Enhancing direct PhD fellowships and assistantships for a few top Graduate Aptitude Test in Engineering (GATE) qualifiers
- Encouraging institutions to evolve Integrated PhD programmes in engineering for GATE qualifiers (undergraduates)
- Making GATE assistantship schemes available in larger numbers to State Technical Institutions as well as to identified quality private institutions
- Compulsory teaching assignment for PhD scholars for undergraduate and optional for postgraduate courses
- Supporting research infrastructure upgradation and faculty training in State Technical Institutions as well as in some reputed private institutions
- Supporting faculty for MTech and PhD in Technical Education Quality Improvement Programme (TEQIP-II) institutions with two to three assistantships or fellowships

- Encouraging all institutions to compete for contract research funding
- Quality assessment of research undertaken by various institutions

6.88 In order to make the growth of quality institutions sustainable, efforts should be made to raise resources by increasing internal revenue generation by institutions and by tapping other non-governmental sources of revenue. It is necessary that poor students are provided with scholarships and 'earn while learn' schemes to enable them to pursue their goals.

6.89 Technical Education Quality Improvement Programme (TEQIP-I) continued to be implemented with the assistance of World Bank as a centrally coordinated central and state sector project with a total cost of Rs 1,339 crore from March 2003 to March 2009, (with a central component of Rs 306 crore and the state component of Rs 1,033 crore). The cumulative expenditure up to 31 March 2009 was Rs 1,321.80 crore (99 per cent of the total project allocation). A total of 127 institutions participated in TEQIP-I out of which 18 were centrally funded and the remaining 109 were state institutions. The overall performance has been satisfactory and in a number of indicators the achievement exceeded the target or the baseline. TEQIP-II is to be implemented as a CSS with the assistance of the World Bank.

6.90 During the Eleventh Plan, Rs 910 crore has been provided for strengthening 200 State Technical Institutions. An expert committee has been constituted, which will lay down the parameters for selection of the engineering institutions and the scheme will be the part of TEQIP-II. Another expert committee has been constituted for preparing a draft of the scheme for establishing 50 centres for training and research in frontier areas. The Eleventh Plan has targeted to train 3.5 lakh apprentices under the Scheme of Apprenticeship Training. From 2007 to 2009, 1.13 lakh apprentices were trained.

YOUTH AFFAIRS AND SPORTS

6.91 The population in the age group of 10–19 years is currently estimated at 240 million, the largest ever cohort of young people to make a transition to

adulthood. The number of youth, in the age group of 13 to 35 years as defined by Youth Policy, 2001, is 494 million (41 per cent) of the country's population. The main objective of planning relating to youth affairs is to ensure the effective pursuit of youth development programmes to promote personality development and enhance youth commitment to community service, social justice, national integration, and humanism.

6.92 Sports and physical education are essential for promoting good health, and a spirit of friendly competition, which have an impact on the character and personality of the youth. While the broad-basing of sports is primarily a responsibility of the states, the Central Government actively supplements their efforts in this direction. Excellence in sports enhances the sense of achievement, national pride, and patriotism. Several new schemes/programmes have been initiated with the broad-basing of sports facilities and provisioning of infrastructure at the grassroots level (see Box 6.2).

REVIEW OF THE ELEVENTH PLAN: YOUTH AFFAIRS AND SPORTS

6.93 The Eleventh Plan outlay for Youth Affairs and Sports (YAS) is Rs 6,000 crore comprising of Rs 1,364 crore for the Department of Youth Affairs and Rs 4,636 crore for the Department of Sports,

including Rs 1,223 crore for the Commonwealth Games 2010. As against the increased allocation of Rs 7,133 crore for YAS for the first four years of the Eleventh Plan, the anticipated expenditure for the first three years is Rs 5,028 crore.

YOUTH AND ADOLESCENTS

6.94 The thrust of the Nehru Yuva Kendra Sangathan (NYKS) is on consolidating, expanding, and energizing the youth club movement. The services of NYKS are utilized for fostering secular values and national unity through a number of existing and new programmes. A flexible approach has been adopted to register the active clubs and the reach of NYKS is planned to be extended to all 623 districts with emphasis on increasing female membership and a computerized Management Information System (MIS).

6.95 The NSS is being strengthened and expanded from 2.60 million to 5.08 million volunteers covering uncovered universities, colleges, and technical institutes, and is being made more effective through qualitative improvements in programme activities. NSS is being restructured with a revised funding pattern and enhancement of cost norms.

6.96 The Rajiv Gandhi National Institute of Youth Development (RGNIYD) provides special focus on

Box 6.2 Objectives of the Eleventh Plan

Youth Affairs

- Holistic adolescent development through convergence of schemes
- Overall personality development of youth and provision of life skills
- Youth empowerment through restructuring and expansion of youth programmes
- Greater female participation in youth development programmes
- Special focus on engaging rural youth in nation-building activities transcending beyond socio, economic, religious, and linguistic boundaries

Sports and Physical Education

- Creation of sports infrastructure from the grassroots level in rural and urban areas
- Creating a sports culture through organizing competitive events and involvement of educational institutions
- Creating a pool of talented sports persons and providing them world-class training facilities
- Improving coaching facilities
- Reformulating the sports policy and action plan
- Involvement of the corporate sector
- Creating career opportunities and social security for sportspersons

youth leaders from PRIs and is being developed as an International Centre of Excellence (CoE). In order to encourage youth travel, youth hostels are envisaged at historical, cultural, and tourist places as a joint venture between the central and the state governments. The National Programme for Youth and Adolescent Development (NPYAD) funded under the Yuva Shakti Abhiyan has been restructured and four central sector grants-in-schemes have been merged in it. This will ensure a shift from the prevailing welfare-oriented approach to a rights and empowerment-oriented approach. The National Service Volunteer Scheme (NSVS) and the Rashtriya Sadbhavana Yojana (RSY) have been merged under the newly formulated National Youth Corps (NYC) scheme. Commonwealth Youth Programme (CYP) is being strengthened while the Scouts and Guides Programme is to be continued with renewed focus on character development and inculcating a spirit of patriotism, social service, and communal harmony in youth.

SPORTS AND PHYSICAL EDUCATION

6.97 The Eleventh Plan period is full of international and national sports events in the country. The World Military Games 2007 and the Commonwealth Youth Games 2008 were held at Hyderabad and Pune respectively. The Commonwealth Games are scheduled to be held in 2010 in Delhi (see Box 6.3). The National Games

2007 at Hyderabad created a vast modern sporting infrastructure that has changed the complexion of this bi-annual sporting event. The National Games in Assam were well received with a renewed interest in sporting activities even in non-traditional sports of the region (like hockey). States like Goa, Kerala, and Jharkhand are planning large investments for the National Games to be held there. At the state level, Punjab, Haryana, Tamil Nadu, Kerala, Goa, Maharashtra, Karnataka, Madhya Pradesh, and West Bengal have been investing in sports infrastructure and training of sports persons. Industrial houses, railways, civil aviation, the armed forces, and BCCI have shown keen interest in sports and games and investing in nurturing talent. This welcome development needs to be sustained. India improving its medal tally in the ensuing CG-2010 should give a fresh impetus for further investment in sports and games. In order to transform sports into a mass movement, a new CSS Panchayat Yuva Krida Aur Khel Abhiyan (PYKKA) was launched in 2008–09 to create basic infrastructure and facilities for sports and games at the village and small town levels, to generate a sports culture among the rural youth, organize competitive and non-competitive sporting activities at the village level, and develop a competition structure up to the district level. Amounts of Rs 92 crore in 2008–09, and Rs 100 crore in 2009–10 (till October, 2009) were released for holding competitions and infrastructure development in 24,000 village panchayats and 650 block panchayats spread over 29 states and UTs. A clear strategy is needed for separating the broad-basing of sports on the one hand and nurturing talent and preparing for championships in international competitions on the other. In the former, the government should play a leading and primary role while the PPP mode should be pursued for the latter. For instance, the Regional Sports Complex at Cochin runs on the PPP mode (Box 6.4).

6.98 The Sports Authority of India (SAI) with seven regional centres is in-charge of promoting sports excellence, broad-basing sports, identification and development of talent, and for training of athletes for CG-2010. SAI performs academic, operational, and training activities through various institutes, such as the Netaji Subhas National Institute of Sports

Box 6.3

XIX Commonwealth Games (CWG) 2010

- The XIX CG (3–14 October 2010) will be held in Delhi with an estimated outlay of Rs 10,555 crore. The games will be hosted in 17+1 disciplines in which 71 commonwealth countries are expected to participate.
- The Games Village is being set up on a 63.5 acre site with a capacity for 8,500 athletes and officials. The residential zones of the games are being developed on a PPP basis.
- The games will be organized at 23 competition venues, including two venues—one each for archery and shooting—and four venues for road events—two each for athletics and cycling.
- The events comprise athletics, lawn bowls, weightlifting, gymnastics, wrestling, cycling, hockey, shooting, swimming, badminton, squash, archery, tennis, netball, boxing, rugby, aquatics, and Elite Athletes with Disability (EAD).

Box 6.4
Regional Sports Centre (RSC), Cochin



RSC is a classic example running a sports complex in a self-sustaining manner in PPP mode. The indoor stadium, operational since 1993 has been set up in four acre land provided by the Government of Kerala. It houses 15 badminton courts, 3 basketball/volley ball courts, table tennis, squash, billiards, health club, sports medicine besides restaurants and suits. RSC availed a loan of Rs 1.25 cr for the complex and had repaid it through generation of internal resources. It had also secured support from Corporate sector (Bharat Petroleum). RSC runs coaching academies in 16 disciplines.

(NSNIS), Patiala. It also undertakes maintenance of the stadia constructed during the Asian Games held in Delhi in 1982, and implements sports promotional schemes. The ban on recruitment in SAI for almost two decades has adversely affected sports promotion activities. This should be reviewed. Further, it is essential that sporting and educational careers of sportspersons go in tandem. Special provisions must be made for assessment of players at the time of admissions to institutions of higher education and employment. The Eleventh Plan proposed the setting up of four regional centres of Laxmibai National University of Physical Education (LNUPE), Gwalior. However, only one centre at Guwahati has been set up. The infrastructure being created for holding National Games could be profitably utilized while setting up new centres. In order to meet the challenges of the fast developing international competitive sports, restructuring and revamping of SAI, NSNIS, and the

National Sports Federations is essential. This can be done by upgrading them and making them relevant, marketable, and accountable with transparency through the MIS system.

6.99 Considering the growing menace of narcotic use in sporting activities, two separate autonomous entities—the National Anti-Doping Agency (NADA) and the National Dope Testing Laboratory (NDTL) have been set up for ensuring quality testing of samples. In view of 2.13 per cent of the Indian population suffering from physical or mental disabilities, a comprehensive scheme was launched for this group in 2009. The performance of Indian Elite Athletes with Disability (EAD) at the international level has been impressive.

ART AND CULTURE

6.100 The Indian Constitution places special responsibility on each citizen to value and preserve India's rich, unique, and composite cultural heritage. This heritage covers the entire gamut of monuments and archaeological sites, anthropology and ethnology, folk and tribal arts, performing arts of music-dance-drama, and visual arts of paintings-sculpture-graphics as well as literature, libraries, archives, and memorials. The UNESCO conventions to 'safeguard and protect intangible heritage' and 'cultural diversity' urge governments to initiate measures to safeguard and protect cultural diversity and the various expressions of intangible heritage facing the risk of disappearance (see Box 6.5).

REVIEW OF THE ELEVENTH PLAN: ART AND CULTURE

6.101 The Eleventh Plan (2007–12) allocated Rs 3524.11 crore for Art and Culture (see Table 6.5). The allocation in the first four years is Rs 2,592 crore and the anticipated expenditure during the first three years is about Rs 1,622 crore.

6.102 Examination of Expenditure Budgets for the preceding six years suggests that the Archaeological Survey of India (ASI), Archives and Museums will have to streamline their financial management. While the Ministry of Culture has been seeking higher outlays, the outlays have not been fully utilized, largely because many of the 33 autonomous organizations

Box 6.5
Eleventh Plan Thrust Areas

- Maintenance and conservation of the country's heritage
- Ancient monuments and historic sites
- Strengthening activities in the field of performing arts
- Strengthening and modernizing museums
- Activities of Buddhist and Tibetan institutions
- Capacity building and institutional strengthening
- Protection of cultural diversity and intangible heritage
- Overhauling of the library sector
- Emphasis on cultural industries for employment generation
- Technological upgradation in all spheres
- PPP in implementing projects

take time to ramp up their capacities. The progress of civil works has also not been satisfactory, resulting in cost and time overruns. During 2007–08, the building projects undertaken mainly through the CPWD could utilize only Rs 14 crore against the allocation of Rs 50 crore and Rs 23 crore against Rs 46.32 crore could be spent during 2008–09. As in the past, the Ministry of Culture has been facing recurrent budgetary cuts due to low pace of spending during the first three quarters. The expenditure pattern remains more or less similar with inadequate spatial and scheme-wise quarterly targeting of expenditure. Lack of proper phasing of expenditure and activities under various cultural organizations most of which are autonomous organizations, has hindered full utilization of Plan allocation.

TABLE 6.5
Plan Allocation during the Eleventh Five Year Plan, 2007–12

Year	(Rs crore)		
	Plan Allocation	Actual Expenditure	Per cent Expenditure
2007–12	3,524.11		
2007–08	557.00	470.46	84.46
2008–09	600.00	525.37	87.56
2009–10	700.00	533.40	76.20
2010–11	735.00		

Source: Planning and Budget Division, Ministry of Culture.

6.103 The Plan expenditure under the scheme of promotion and dissemination of art and culture has exceeded the outlays for each year. The activities under this sub-sector are carried out mainly through seven Zonal Cultural Centres (ZCCs). Major institutions like the Sahitya Akademi and the Lalit Kala Akademi organize cultural exchange programmes and art exhibitions. The Sangeet Natak Akademi (SNA) organized the Commemoration of the 150th Anniversary of the First War of Independence and the 60th Anniversary of India's Independence as well as music, dance, and theatre festivals, seminars and workshops and yuva utsavs and puppetry shows. The National School of Drama (NSD) organized various theatrical activities such as 10th Bharat Rang Mahotsav (Annual National Theatre Festival of India), which initiated the Golden Jubilee celebrations of the NSD.

6.104 Under archaeology, collaboration has started with the corporate sector like with the Taj Group of Hotels and the World Monument Fund has been initiated. ASI, which has a good record of utilizing Plan funds, has undertaken 1,700 works of structural conservation, chemical preservation, and horticultural operations. Phase-I of the Ajanta-Ellora project under the Japan Bank of International Cooperation (JBIC) has come to a close and Phase-II has now commenced. It is also conducting scientific studies pertaining to structural and geo-technical aspects of the Ta Prohm temple in Cambodia under an Indian Technical and Economic Cooperation project of the Ministry of External Affairs. ASI has carried out excavations at Barabati Fort in Cuttack, Begampur and Ghorakatora in Nalanda, and St. Augustine Complex in Goa. ASI has 19 World Heritage Sites and 3,675 protected monuments, including pre-historic sites.

6.105 The National Archives of India has revitalized its programmes of expanding the management, repair, and reprography of its records. However, efforts to acquire 30-year-old documents from various central ministries and state departments have not been very successful. Under museums, the thrust is on the strengthening and modernization of and of networking among central museums, enabling these institutions to share their experiences and resources in undertaking in-service training and organizing exhibitions.

6.106 The National Museum paid increased attention to modernizing its permanent galleries. Three new galleries—the Nizam Jewellery Gallery, Folk and Art Gallery, and Central Asian Antiquities Gallery—have been set up in the National Museum. It has organized several special exhibitions from India and abroad, and has participated in a number of exhibitions overseas.

6.107 Public libraries include the National Library of India, the Khuda Baksh Library (Patna), and the Rampur Raza Library. The Raja Ram Mohun Roy Library Foundation, Kolkata supplies books and other assistance for upgrading state, district, and other public libraries. An additional allocation of Rs 100 crore is provided in BE 2009–10 for strengthening major libraries.

6.108 The Indira Gandhi National Centre for the Arts (IGNCA) has, among other things, the mandate to explore, study, and revive the dialogue between India and her neighbours in areas pertaining to the arts, especially in South and South-East Asia.

6.109 The Central Institute of Buddhist Studies (Leh), the Central Institute of Higher Tibetan Studies (Sarnath), and Tibet House (New Delhi) are the three institutions of Tibetan and Buddhist studies. The Scheme for Financial Assistance for the Preservation and Development of Buddhist and Tibetan Culture and Art has been useful but the scale of funding needs to be enhanced.

6.110 The actual expenditure has exceeded the Annual Plan outlays under the ‘Centenaries and Memorials’ scheme. The project activities for commemoration of the Dandi March route are in progress.

6.111 The earmarked outlay for activities under art and culture for the NER in the Eleventh Plan was Rs 352.40 crore. Expenditure for activities for NER has been included under respective sectors/schemes/organizations. Special mention may be made of NE Zonal Cultural Centre at Dimapur (Nagaland), which aims at creating cultural awareness in the region and identifying and promoting vanishing folk art traditions in rural and semi-urban areas of the region. However, the approach towards utilization

of earmarked funds, save for the few activities listed above, is far from satisfactory and must be improved, particularly in investing funds in NER.

6.112 Four of the ten new schemes—(i) Fellows and Scholars in Knowledge Institutions, (ii) Pilot Scheme for Cultural Industries, (iii) Modernization of Museums in Metro Cities, and (iv) Development of the Jallianwala Bagh Memorial—are being implemented by the Ministry of Culture. Details of four other new schemes—(i) Cultural Heritage Young Leadership Scheme, (ii) Promotion and Dissemination of Awareness about Indian Culture and Heritage, (iii) Centre for Management of Cultural Resources, and (iv) Setting up of National Mission on Libraries—are being worked out. The new scheme of Safeguarding of Intangible Heritage and Cultural Diversity has been transferred to the SNA. The scheme of the National Intellectual Property Rights Cell for creative artists and artisans has been dropped, but the multi-purpose Cultural Complex Scheme, that was earlier dropped, is being revised.

THE WAY FORWARD

ELEMENTARY EDUCATION

6.113 In view of the RTE Act, 2009, the problems of access, equity, and quality will have to be addressed expeditiously in regions and states lagging behind and SSA will need to be harmonized with the RTE Act. The ceiling on civil works for infrastructure deficient states will need relaxation.

6.114 Convergence with other flagship programmes, especially in building physical infrastructure, needs to be explored. Convergence with MGNREGA for school infrastructure, partly or wholly, would meet the urgent needs of infrastructure deficient states. The MGNREGA guidelines should be modified to allow such convergence.

6.115 All preparatory work for effective implementation of the RTE Act needs to start in right earnest immediately. Monitoring mechanisms should be in place for quota seats in private schools under the RTE Act. Locating government schools near slum areas could also be explored as an option. The Central

Government should work out state-wise per child expenditure on elementary education. Early Childhood Care and Education (ECCE) must be supported in special focus districts, areas listed in Schedules V and VI of the Constitution to eliminate primary dropout rates, and existing funding of Rs 15 lakh per district should be considerably enhanced. In order to cater to the educational needs of tribal children more *ashramshalas* (tribal schools) should be opened.

6.116 A special package should be devised for out-of-school children, migrant children, and slum children.

6.117 In order to ensure teacher accountability, decentralized appointment of teachers can improve the community's interaction with the school and the commitment of teachers. Effectiveness and quality of teachers can also be improved through merit-based selection processes and training needs to focus on motivational aspects. All teachers' training institutions should be rated and brought under the university education system.

6.118 In keeping with the Eleventh Plan statement that PPP in education needs to be encouraged, private sector resources should be leveraged to improve infrastructure and quality. The reforms agenda should include easing of entry barriers and revisiting norms, including land requirements of institutions. Necessary legislative measures to facilitate private participation must be initiated and viable models for PPP in education be worked out as early as possible.

MID-DAY MEAL SCHEME

6.119 It should be ensured that teachers and children are not involved in cooking of the mid-day meals. There should be web-based monitoring for transparency and periodical third party evaluation to assess both the impact and the actual number of beneficiaries under MDMS.

6.120 A system of monthly central authorization and electronic transfer of cooking costs for implementing agencies through banks would help ensure regular and timely availability of funds as in the case of Saakshar Bharat. Periodical review meetings at the state level

would help in sorting out the problems of delayed release of funds.

6.121 A MDM cook's job-chart should be standardized for half a day's work and perhaps brought under MGNREGA. Fiscal incentives like tax exemptions may be considered to encourage private sector/private individuals to participate in MDMS.

SECONDARY EDUCATION

6.122 There should be special focus on the creation of school infrastructure, such as laboratories, libraries, and sports facilities.

6.123 Accreditation process of schools must be initiated through autonomous accrediting agencies.

6.124 Incentives must be provided to boys and girls, especially disadvantaged groups and those living in isolated areas and hostel facilities should be provided for the nomadic and continuously migrating population.

6.125 The setting up of 2,500 model schools in the PPP mode should be expedited.

6.126 Computer education must be made mandatory for all teachers and computer teachers must be appointed in senior secondary schools.

6.127 KVs must be expanded based on the need in extremism affected, isolated areas and for the wards of defence personnel.

6.128 Inter-state disparities in GER must be reduced through special packages for low GER states, such as Bihar (24.42 per cent) at the secondary level.

6.129 In vocational education, curriculum revision, appropriate certification by accrediting agencies, facility for horizontal and vertical mobility and linkage with industry for self-employment/employment should be prioritized.

ADULT EDUCATION

6.130 There is a need to design equivalence to formal education through NIOS's open basic education

programme, including vocational subjects with extensive coverage of SCs, STs, and minorities.

6.131 Adult education programmes must develop synergy with the National Skill Development Mission and the gains of the CEP should be sustained.

6.132 National Literacy Mission Authority (NLMA) may enter into PPP partnerships and also generate funds on its own. To gain from global experiences, an international network may be established to work with organizations like UNESCO and UNICEF, and arrive at bilateral and multilateral arrangements for mutually beneficial partnerships.

6.133 There is a need for convergence between related schemes of other departments and literacy should receive top priority.

6.134 Involving universities in research, training, monitoring, and supervision and evaluation of the Adult Education Programme.

HIGHER EDUCATION

6.135 The task force constituted by MHRD should clearly lay down the roadmap for setting up of the NCHER. MHRD, as part of the reform process, has introduced four bills in Parliament: Regulation of Entry and Operation of Foreign Educational Institutions, Establishment of Educational Tribunals, Prohibition of Unfair Practices in Technical and Medical Educational Institutions and Universities, and Mandatory Accreditation of Higher Educational Institutions.

6.136 Action needs to be expeditiously initiated with regard to the approved schemes having a significant bearing on improving GER. The Eleventh Plan proposal for incentivizing states for expansion, inclusion, and excellence in higher education is under consideration. However, proposals for (a) additional assistance to already covered universities and colleges; and (b) assistance to uncovered universities and colleges should be treated as a package and an innovative scheme needs to be devised to meet the overall Plan objective for higher education. Many state universities, including the old and reputed universities of Kolkata,

Mumbai, Chennai, and Pune are starved for funds and this allocation could be used for improving the conditions of the existing state universities and colleges, which face severe paucity of resources to help them retain their excellence and competitive edge.

6.137 With regard to the setting up of 374 degree colleges, it may be noted that some of the educationally disadvantaged states may accelerate the setting up of model colleges if there is a subsidy of 50 per cent for the capital cost. Schedules V and VI areas, SC, and minorities concentration districts deserve such special dispensation.

6.138 Grants through UGC to universities, institutions, and colleges need to be rationalized for focused intervention based on objective criteria and transparency, specified outcomes and performance. The flow of funds from UGC to state universities must be streamlined to ensure timely release of grants. A transparent MIS system should be put in place by UGC.

6.139 The synergy between industry and university research must be worked out professionally. A policy framework should be formulated towards the realization of the requisite synergy in a specific research area/interest.

6.140 Engaging retired faculty with appropriate honorarium is a useful short-term solution for addressing faculty shortages. The existing ban on recruitment of academic and technical staff needs to be lifted, particularly for professional courses, such as law, management, and engineering where faculty shortage is a serious problem.

6.141 Academic programmes of ODL institutions need to be assessed and monitored for quality output. It would be worthwhile if ICT and ODL are integrated into, say, 100 selected institutions to develop, implement, and refine the Blended Model of Learning which can later be up-scaled. The number of community colleges needs to be increased as it would open up opportunities for accessing higher education and income generating skills to a large number of aspiring learners. The convergence model operational in Indira Gandhi National Open University (IGNOU) can be

modified and up-scaled with additional funding. The regulatory framework of the Distance Education Council (DEC) needs to be rationalized to prevent mushrooming of poor quality distance education institutions.

6.142 With regard to PPP in higher education, the 'Basic Infrastructure Model' has definite advantages in accelerating expansion without budgetary constraints. The possibility of converting existing private institutions into public partnerships needs to be explored. The existing requirement of private initiative in education as 'not for profit' must be dealt with pragmatically.

6.143 For long-term sustenance of the high growth rate in the Indian economy, GER in higher and technical education needs to be increased in a demand driven manner. Therefore, a framework should be developed to encourage large-scale infusion of private capital to this sector. Lending to the education sector should be treated as priority sector lending with refinancing facilities. Besides, loans at low rates of interest should be made available to students pursuing higher and professional education on a much larger scale than at present.

6.144 Setting up of the Mahatma Gandhi Institute of Education for Peace and Sustainable Development, a Category-I institute of UNESCO, which is under consideration, should be accorded priority and be established soon.

TECHNICAL EDUCATION

6.145 The issue of faculty crunch in technical institutions should be addressed. Several doctoral degree holders who are scientists in research laboratories as well as in the private sector should be engaged as visiting faculty.

6.146 State governments should also provide for adequate funds in their plans/budgets for setting up new technical institutions and in public and private (individual/groups) partnership in backward areas.

6.147 State engineering colleges and technical institutions need to be adequately strengthened in

infrastructure and academic resources and their financial support enhanced substantially. Selected high quality state technical institutions and universities should be accorded the status of institutions of national importance (for example, Institute of Technology, Banaras Hindu University (BHU), Varanasi, and Bengal Engineering and Science University (BESU), Shibpur), as recommended by the Anandkrishnan Committee.

6.148 There is a need for a credible accreditation and rating system for institutions and courses.

6.149 Technical institutions should have effective institutional/academic linkages and interface with industry for ensuring employability of successful students as well as for equipping them with industry relevant skills.

YOUTH AND ADOLESCENTS

6.150 The NSS/NCC may be made a compulsory co-curricular activity in educational institutions.

6.151 NYKS should set targets for female membership and achievement should have weightage in grading of youth clubs. There is a need for proper coordination between the Centre and the states to ensure convergence for optimal utilization of NYKS and National Youth Corps in implementing youth developmental programmes.

6.152 The construction and maintenance of youth hostels could be taken up in a self-sustaining manner in the public private partnership/franchising mode.

6.153 All schemes and programmes of the ministry should be evaluated by independent agencies in consultation with the Planning Commission. This could be undertaken in the remaining part of the Eleventh Plan period.

SPORTS AND PHYSICAL EDUCATION

6.154 A radical beginning should be made by introducing sports and physical education as a subject at the elementary level. On the lines of SSA, a CSS 'Sarva Krida Abhiyan' should be contemplated in the

next Plan, synergizing it with PYKKA. Preparatory activities for this programme should be started forthwith.

6.155 NCERT's recommendation of introducing health science, physical education, and yoga as compulsory subjects at secondary level and an optional subject at the senior secondary level with equal weightage to other subjects should be accepted.

6.156 A committee of experts should be set up by the Ministry of Youth Affairs and Sports to chalk out the modalities for promoting rural sports.

6.157 The National Physical Fitness Programme (NPFP) should be reintroduced on a pilot basis and after evaluation, expanded in the next Plan.

6.158 Legacy plan for post-games utilization of available sports infrastructure needs to be chalked out to generate adequate internal resources to meet Operations and Maintenance expenses. The Manchester and Melbourne models could, perhaps, be suitably adapted for upkeep, maintenance, and utilization of modern sports infrastructure under the PPP mode.

6.159 Services of distinguished sports persons should be utilized by relaxing eligibility norms, wherever feasible. They should be encouraged to set up their own academies in their respective fields.

6.160 Emphasis should be given to sports medicine in consultation with the Ministry of Health and Family Welfare (MoHFW). Training programmes should cover all sports science disciplines and specialized courses on sports science should be introduced in the major universities.

6.161 A new CSS could be started in PPP mode in the next Plan with a fund sharing arrangement between the Centre and state governments and the private sector for sports infrastructure development. A roadmap should be drawn through a stakeholders' consultative process to broad-base the movement and mainstream it as a part of a larger India Youth Network (IYN).

ART AND CULTURE

6.162 The prospective role of the central and state governments in the promotion and dissemination of culture needs to be redefined, promoting private initiatives and specifying certain exclusive areas for Centre–state operations.

6.163 The study of culture within higher education needs to be directly addressed and linkages established. Introduction of art, fine arts (painting, folk art, etc.), music and theatre should be encouraged at the school and higher levels. Inter-ministerial consultations to give shape to this inter-disciplinary academic curriculum must be initiated during the current Plan period.

6.164 A CSS for protection and preservation of monuments and archaeological sites should be devised in consultation with states and with enlightened private sector participation. The new scheme could be with the ASI but before being conferred with newer roles, this organization needs thorough overhauling. ASI must increase its vigilance over centrally protected monuments for which its manpower should be augmented.

6.165 ASI would need to put greater focus on conservation training. Epigraphy is languishing and needs to be revived immediately as more than a lakh inscriptions and the like are lying undeciphered.

6.166 There is a need to establish a National Centre for Performing Arts (NCPA) in Delhi in the next Plan in PPP mode. The preparatory work for it should be started forthwith.

6.167 The 150th birth anniversary of Rabindranath Tagore and Swami Vivekananda should be celebrated in a befitting manner.

6.168 A committee should be constituted by the Ministry of Culture to propose comprehensive amendments to the Antiquities Act, 1972.

6.169 Education and culture should be integrated in a manner that can infuse knowledge capital to cultural institutions with a view to enriching their perspectives

and enhancing their research capabilities. In-house expertise should also be simultaneously developed.

6.170 The ancient buildings in historical cities in possession of individuals could be converted into local heritage centres and utilized for art and theatre through a transparent and participative process. There could be a window for providing central assistance for this purpose.

6.171 The erstwhile Multi Purpose Cultural Complex (MPCC) scheme should be revived and restructured as a central sector scheme with provisions for participation of the private sector along with the states, with adequate flexibility with respect to funding as well as design, suiting the requirements of the proposed projects.

6.172 Contemporary art deserves special emphasis. There is a need to encourage the setting up of interna-

tional level art galleries and museums of contemporary and modern art, preferably in PPP mode. The present efforts to set up the Kolkata Museum of Modern Art (KMoMA) should be encouraged and prioritized by the Ministry of Culture.

6.173 Tribal and folk art should receive greater attention as they have the potential to empower the weaker and marginalized sections of society by creating opportunities for employment.

6.174 Setting up an audio visual archive should be accorded priority so that precious heritage of India's best performers and artistes is restored for posterity.

6.175 The Ministry of Culture/ASI should showcase India's rich cultural heritage to promote cultural tourism, cultural industries, and for the dissemination of knowledge heritage.