

Human Development

2.1 Human development and the quality of life of citizens are central to any development planning. Human development indicators such as access to basic education and health services have a strong linkage with eradication of poverty and economic progress. The strong focus on universal basic education and health in the 10th Plan, which laid down specific monitorable targets in these areas, shows a visible shift in the approach to development planning. For improving the quality of life, the use of new technologies and scientific knowledge in the delivery of education and health services and promotion of scientific and technological interventions in these social sectors is likely to have a significant impact not only on the quality of health and education services but also on their accessibility to the urban and rural poor and the disadvantaged sections.

2.2 Clear policies to improve programmes and their delivery in social sectors like education and health, supported by increased public sector spending in these areas, as also efficient use of new technologies such as ICT, is essential for development of human capital. However, social sectors like education and health have, in the past, not received the desired level of financial support both from the Centre and the States due to financial constraints. Increased public spending on health and education and successful public-private partnership, for creating social infrastructure and successful delivery of services, is the need of the hour.

2.3 To bridge the divide between the 'haves' and 'have-nots' and to ensure economic progress of the latter, access to quality basic education and health care is imperative not only to reduce social and regional disparities, but also to achieve balanced growth and development. States, which have given high priority to investment in the education and

health sectors, have shown greater economic progress also in recent years.

EDUCATION

2.1.1 The Tenth Five Year Plan recognised education as a critical input in human resource development and in the country's economic growth. It also reiterated the fact that though the major indicators of socio-economic development – growth rate of the economy, birth rate, death rate, infant and maternal mortality rates and literacy rate – are interlinked, the literacy rate is a major determinant of the rise and fall of other indicators.

2.1.2 It was in recognition of this that three of the 11 monitorable targets of the Tenth Plan focused on elementary education and literacy:

- All children in schools by 2003; all children to complete five years of schooling by 2007;
- Reduction in the gender gap in literacy by at least 50 per cent by 2007; and
- Increase in literacy rates to 75 per cent within the Plan period

2.1.3 There has been good progress in achieving some of these targets. The enrolment drive launched during the second year of Tenth Plan to bring all children in the age group of 6-14 in schools has resulted in a reduction in the number of out-of-school children from 42 million at the beginning of Plan period to 8.1 million in September 2004. Universal enrolment is expected to be achieved by 2005 and accordingly, the Tenth Plan target of 2003 will need to be revised with consequential revisions in targets for retention and completion.

2.1.4 The gender gap in literacy had already started narrowing in the 1990s. The gap had

come down to 21.59 per cent in the 2001 Census from 24.85 in the 1991 Census. The total literacy rate improved significantly from 52.21 per cent in 1991 to 64.84 in 2001, a quantum jump of 12.63 percentage points in a decade. The country is expected to achieve the Tenth Plan target of literacy rate of 75 per cent by 2007 through the combined efforts of the ongoing elementary and adult education programmes.

2.1.5 No quantitative target was fixed for secondary education in the Tenth Plan. The only target that was fixed for the university and higher education sector was increasing the access parameter for the eligible age-group (18-23) from 6 per cent in 2002 to 10 per cent by 2007, which means that enrolment in the university/colleges should increase from 7.5 million in the beginning of the Plan period to 12.5 million in 2007. Although the enrolment has increased at an accelerated rate in the first two years of the Plan, the enrolment ratio is likely to be lower than the target of 10 per cent for 2007.

2.1.6 The United Progressive Alliance (UPA) government is committed to universalising access to basic quality education with greater emphasis on covering all the unreached segments and social groups, including minorities. This commitment is reflected in a substantial increase in the allocation of funds for elementary education by 56 per cent from Rs 5750 crore to Rs 8982 crore in the mid-year of the Annual Plan 2004-05. The budget allocation for 2005-06 has been further stepped up by 36 per cent to Rs 12241.76 crore. The levy of an education cess of 2 per cent of major direct taxes with the proceeds being paid into a non-lapsable fund, the Prarambhik Shiksha Kosh is a concrete step towards providing assured funding for education. The long-term goal, as spelt out in the National Common Minimum Programme (NCMP) is to raise educational expenditure to 6 per cent of Gross Domestic Product (GDP).

ELEMENTARY EDUCATION AND LITERACY

2.1.7 The 'Education For All' decade of the 1990s witnessed a massive countrywide

exercise for achieving the international commitment of universalisation of basic education. This was done through several programmes such as the District Primary Education Programme (DPEP), and the subsequent Sarva Shiksha Abhiyan (SSA) programme launched in 2001, the Teacher Education Programme, the National Programme of Nutritional Support to Primary Education (commonly known as the Mid-day Meal Scheme), activities under the National Literacy Mission, special programmes for promotion of Early Childhood Care and Education, inclusive education etc.

2.1.8 These efforts seem to have borne fruit, with the total literacy rate at 64.84 per cent in 2001. For the first time, the number of illiterates declined in absolute terms by 23 million, from 329 million in 1991 to 306 million in 2001. Nine states are in the high literacy rate category and 13 states have shown a higher rate of increase than the national average (12.63 per cent) during 1991-2001. These include some of the states that were lagging behind – Rajasthan (21.86 per cent), Madhya Pradesh (19.07 per cent) and Uttar Pradesh (15.56 per cent). Female literacy rate too increased at a faster rate (14.39 per cent) than that for males (11.13 per cent) in this decade. A majority of low female literacy states like Madhya Pradesh, Orissa, Rajasthan, Uttar Pradesh and Andhra Pradesh have shown significant improvement.

2.1.9 However, a lot more needs to be done. Regional, social and gender variations in literacy continue to remain serious areas of concern. There are at least seven major states with more than 15 million illiterates each, accounting for nearly two-thirds of total illiterates in the country. Though the gender gap has narrowed since 1991, it is still big. The literacy rates for SCs (54.69 per cent) and STs (47.10 per cent) are far below the national average.

PLAN ALLOCATION AND EXPENDITURE

2.1.10 Elementary education gets the lion's share of the allocations for the education sector. The Tenth Plan provided an allocation Rs.30,000 crore in the Central sector for the

schemes relating to elementary education and literacy. The Annual Plan allocation for 2002-03 and 2003-04 was Rs.4,900 crore, each. Against this, the expenditure in 2002-03 was Rs.4,476 crore and in 2003-04 was Rs.5,436 crore, which was higher than the outlay. There was a substantial step up in allocation by 70 per cent to Rs.9,232 crore in 2004-05 from Rs 5436 crore in 2003-04. This includes the additional amount of Rs.3232 crore for the NCMP commitments relating to education and literacy (Annexure-2.1.1). The allocation for elementary education and literacy schemes was further enhanced to Rs.12,531.76 crore for 2005-06. With this, the aggregate allocation for four years, at Rs.31,675.76 crore, exceeded the Tenth Plan allocation by 5.6 per cent. Almost 90 per cent of the allocation for 2005-06 has gone to the two major programmes of SSA and Mid-Day Meal Scheme. Thus, adequate funds have been provided for universalisation of elementary education in the Plan.

2.1.11 State governments also incur expenditure in the state sector on elementary education. The bulk of the state expenditure is on the non-plan side. The plan expenditure of the States/Union Territories on elementary

education (including adult education) is Rs.4269.39 crore in 2002-03. Firm figures for the subsequent years of the Tenth Plan are not available.

2.1.12 In some of the major States like Uttar Pradesh, Punjab, West Bengal, Orissa, Bihar and Jharkhand there seems to be a problem of resource absorption under SSA. These states will have to build up resource absorption capacities by strengthening institutional arrangements. Some States like Assam, Gujarat, Himachal Pradesh, Karnataka, Madhya Pradesh, Maharashtra, Orissa, Tripura and West Bengal are not providing their full mandatory share of 25 per cent in their budgets for SSA. It becomes very difficult to provide this amount at the revised estimates (RE) stage. This distorts the SSA perspective plans and leads to other problems like holding up infrastructure projects and delays in salaries for teachers.

UNIVERSALISATION OF ELEMENTARY EDUCATION

2.1.13 The Working Group on Elementary and Adult Education for the Tenth Plan had estimated that enrolment for primary education

Box 2.1.1

Major steps taken for strengthening UEE

The first three years of the Plan period witnessed major steps being taken towards the goal of universalising elementary education. These are:

- The 86th Amendment of the Constitution in December 2002 made free and compulsory education for all children in the 6-14 age group a justiciable fundamental right.
- The Centrally Sponsored Schemes for elementary education were streamlined and rationalised, through a zero-based budgeting exercise and all the schemes were converged under five major schemes: Sarva Shiksha Abhiyan (SSA); National Programme for Nutritional Support to Primary Education (Mid-Day Meals Scheme); Teachers Education; Kasturba Gandhi Balika Vidyalaya (KGBV); and Mahila Samakhya.
- The Mid-Day Meal Scheme was universalised at the primary level, with the Central government providing conversion cost, enhanced transport subsidy in addition to supplying foodgrains free of cost to States/Union Territories.
- A 2 per cent Education Cess has been levied on income tax, excise duty, custom duty and service tax since 2004 for financing basic quality education.
- A Prarambhik Shiksha Kosh, a non-lapsable fund for funding SSA and the Mid-Day Meal is being established and the proceeds of the Education Cess will go into this.

would have to grow at an average annual rate of 1.12 per cent for boys and 4.16 per cent for girls in order to achieve the goal of universalisation of elementary education (UEE) by 2010.

SARVA SHIKSHA ABHIYAN

2.1.14 The Sarva Shiksha Abhiyan (SSA), launched in 2001, is the main vehicle for achieving the goals of UEE, through a time-bound integrated approach in partnership with the states, local government and the community. The programme addresses the needs of about 210 million children in 11 lakh habitations through 8.84 lakh existing primary and upper primary schools and non-formal education centres, including Education Guarantee Scheme (EGS) and Alternative Innovative Education (AIE) centres.

2.1.15 The specific objectives of SSA are:

- All children to be in schools by 2003
- All children to complete five years of primary schooling by 2007
- All children to complete eight years of schooling by 2010
- Focus on elementary education of satisfactory quality with emphasis on education for life
- Bridge all gender and social disparities at the primary stage by 2007 and at the elementary level by 2010
- Universal retention by 2010.

2.1.16 The SSA subsumed most of existing programmes on elementary education. The fund-sharing pattern of SSA is 75:25 between the Centre and the states, and expenditure covers, among other things, construction of school building, additional class rooms, distribution of textbooks to all girls and children belonging to SCs/STs, developing teaching-learning materials and appointment of new teachers.

2.1.17 Though SSA was launched towards the end of the Ninth Plan, it took a while to operationalise and the preparatory work continued during the first year of the Tenth Plan. State governments had to arrange for

minimum institutional arrangements, acceptance of the concept of community ownership of schools, establishment of Village Education Committees (VEC), Mother-Teachers Associations (MTA) and Parent-Teachers Associations (PTA), undertaking an intensive habitation based household survey, preparation of village education registers and district perspective plans.

2.1.18 The primary focus of SSA has been on improving the existing infrastructure of regular schools as well as on alternate strategies for mainstreaming out-of-school children. The delayed start of SSA made it necessary for the target of getting all children in school by 2003 to be extended to 2005 with consequential revisions in the targets for school retention and completion.

2.1.19 The interventions under SSA – and its predecessor, the District Primary Education Programme (DPEP) – had a positive impact on school enrolments, substantially improved accessibility as well as the school environment.

2.1.20 According to provisional estimates of the Seventh All India Education Survey, enrolment in the primary stage increased from 114 million in 2001-02 to 122 million in 2002-03. Dropout rates also declined significantly from 39.03 per cent to 34.89 per cent during this period.

2.1.21 The number of out-of-school children, estimated at 42 million at the beginning of the Tenth Plan has come down to 23 million in April 2003 and further to 8.1 million in September 2004. Various strategies have been evolved to mainstream street children, working children and differently abled children. Adequate teaching-learning materials and provision of other joyful learning conditions in schools should be ensured, and the child tracking system should be intensified. There is need for a greater social mobilisation to tackle the chronic problem of child labour, which negates the fundamental right to education. Therefore, anti-child labour campaigns should become an integral part of SSA publicity.

2.1.22 Achievements must not overshadow the fact that there are wide gaps in terms of learner's achievement. The poor quality of education is one of the reasons for high dropout rates. Improving the quality of education is, therefore, a high priority item for SSA.

2.1.23. In the infrastructure front, for the period 2001-2005, arrangements have been made to open 1.37 lakh new schools, construct about 80,000 school buildings and 1.92 lakh additional class rooms, appoint 7.48 lakh new elementary teachers, besides 1.8 lakh EGS/AIE instructors. The construction of 1.57 lakh toilets and 1.12 lakh drinking water facilities has also been sanctioned under SSA.

2.1.24 Tenth Plan envisaged a revision in the funding pattern of SSA to 50:50 in the Eleventh Plan. Considering the resource constraints of the states, it is recommended that the existing ratio of 75:25 should be maintained till end of SSA Mission period. With the money coming in from the education cess, the Central funding under SSA has gone up by 3.2 times in 2004-05 as compared to 2002-03, necessitating increased state contributions in absolute terms. Some Special Category States have sought for revision of the state's share from 25 per cent to 10 per cent, and some other states have even requested for a share of the cess revenue. The financing pattern for all CSS including SSA in North East is being examined and a decision would be taken in this regard. At present, a significant proportion of the SSA allocation goes to non-plan expenditure items – school grants, maintenance grants, and teaching-learning material grants and teacher's salary, fee/honorarium for instructors and free supply of books and uniform – that states should actually take over as a committed liability at the end of the Plan/Programme period. Plan funds should increasingly go towards building educational capacity and infrastructure. Adequate attention has not been given to financing SSA perspective plans with pooling of resources at the district level, although SSA framework provides for such pooling of resources.

2.1.25 The erstwhile DPEP covered 273 districts in 18 states and focused on hard-core

low female literacy districts. No further expansion of DPEP is envisaged after the launch of SSA. The project has already been closed in 26 districts of Madhya Pradesh and Chhattisgarh in 2002. Phase-I and Phase-II of DPEP was closed in 118 districts in 2003. DPEP is now operational only in 129 districts of nine states – Andhra Pradesh, Bihar, Gujarat, Orissa, Uttar Pradesh, West Bengal, Rajasthan, Jharkhand and Uttranchal. It should be merged with SSA when external assistance ends. Lok Jumbish, the 'Education For All' project, launched in 1992, and the Shiksha Karmi project, initiated in 1987, both in Rajasthan, appear to have had a positive impact in school enrolment and attendance in the state, particularly for the weaker sections including girls in remote, arid and socio-economically backward villages. Merger of these schemes with SSA will, however, result in increased requirement of funds for SSA. The SSA guidelines should be reviewed to ensure that these optimise investment, meet output targets and cater to special regional circumstances

SCHEMES IN THE NON-FORMAL EDUCATION (NFE) STREAMS

2.1.26 The Seventh All India Education Survey (2003) anticipates the coverage of children under EGS/AIE at 12 million to reach 19 million by 2004-05. Contrary to the general perception, alternative schooling efforts under EGS/AIE, Lok Jumbish, Shiksha Karmi, residential and non-residential bridge courses under DPEP and SSA were not lacking in quality. These evolutionary schools are best suited for the transition period for mainstreaming a large proportion of out-of-school children and should be treated as an interim arrangement. These schemes should be merged with the SSA and states will have to plan for the sustainability of these schools. Although a substantial proportion of out-of-school children have been covered under the non-formal and formal streams, the interim arrangement is likely to continue for quite some time so as to net the groups that are very hard to reach, particularly in the Empowered Action Group (EAG) states. The EAG states will also have to increase the spending on basic education.

EARLY CHILD CARE EDUCATION

2.1.27. Early Child Care Education (ECCE), an optional component under DPEP and Mahila Samakhya, facilitates opening of pre-primary classes where no Integrated Child Development Services (ICDS) centre exists. It operates on a small scale under SSA 'innovation' funds provided to each district. Since the education component of Anganwadis under ICDS is very weak, the repetition rate in primary classes is quite high due to enrolment of underage children. There is a heavy casualty of dropouts in Class I and II. This wastage has to be stemmed by strengthening pre-school education. SSA should have a separate component for ECCE, where ICDS is not in operation. Even where ICDS is operating, pre-school component of ICDS should be covered under SSA. This component should include inter-alia need based training of anganwadi workers, supply of TLM like play-way kits, supporting development of curriculum and materials for ICDS and honorarium for ICDS workers for extension of anganwadi timings to the duration of school hours. Efforts should be made to locate ICDS centres within school premises or in the close proximity of primary school. It is also essential that joint training programmes are organised for primary school teachers and ICDS workers to facilitate transition of preschool children to Class I of primary school. This will have a significant impact on increasing enrolment of girls in regular schools as the scheme, along with ICDS, would relieve the girl child from the burden of caring for siblings and familiarise young children to the school atmosphere and check the heavy casualties in the second year of primary schooling. The mass media, including electronic media, should be utilised effectively for enhancing awareness among people about the utility of elementary education.

NUTRITIONAL SUPPORT TO PRIMARY EDUCATION

2.1.28 Under the National Programme of Nutritional Support to Primary Education or Mid-Day Meal Scheme, cooked meals are provided to children in primary schools with a view to increasing enrolment and improving

attendance and improving the nutritional status of children (Box 2.1.2).

2.1.29 The Mid-Day Meal Scheme is expected to significantly improve school attendance and bring down dropout rates by about 5 percentage points per annum, resulting in increase in retention of additional 1.5 million children, every year. The programme now requires proper institutional mechanism and management structure to be established for effective implementation, including quality checks at the state, district and block levels. Its expansion to higher classes should be done in a phased manner after proper evaluation of the implementation at primary level.

2.1.30 There are wide inter-state variations in the implementation of the scheme. Arrangements made in Karnataka with good NGOs for centralised cooking of mid-day meal and delivery to various schools is worth replicating in urban areas of other states. In some states, cooked meals are transported to schools in public transport and licensed private buses. A number of non-government organisations (NGOs) and self help groups (SHGs) are already engaged in providing cooked meals in Andhra Pradesh, Karnataka, Orissa and Uttar Pradesh. These organisations are provided foodgrains and conversion costs, in line with state norms, as well as transportation subsidy in some cases where they have to lift foodgrains from FCI godowns. In some states, Anganwadis workers along with SHGs take up the task of cooking the meals and serving the children.

2.1.31 The Mid-day Meal Scheme has been revised with effect from 1st September, 2004. The State Government should provide for proper management structures and monitoring arrangements including social audit, accountability and public-private partnership. The scheme should be evaluated by independent agencies.

INSTITUTIONAL SUPPORT FOR TEACHERS EDUCATION

2.1.32 The Teachers Education Scheme, launched in 1987-88, involved setting up of

District Institute of Education & Training (DIET), College of Teachers Education (CTE), and Institute for Advanced Studies in Education (IASE) and strengthening of State Council of Educational Research and Training (SCERT). The objective was to create a viable institutional infrastructure for orientation and training of school teachers and continuous updating of their knowledge, competence and pedagogical skills. The DIETs and SCERTs play a major role in the development of textbooks, teaching-learning material, quality monitoring of schools, running of 6,000 Block Resource Centres and 15,000 Cluster Resource Centres. Though a Seventh Plan scheme, it is being implemented in the Tenth Plan with 100 per cent Central government funding as a special case. Upto 31st March, 2005, 550 DIETs/DRCs have been approved of which 436 DIETs are operational.

2.1.33 The Joint Review Missions (JRM) of DPEP have noted that vacancies have not been filled in many DIETs, affecting various training programmes. The position of the Block Resource Centres was no better. To develop these institutions as centres of excellence, the selection criteria should be transparent and clear-cut responsibilities should be fixed. The institutional support organisations for teacher education and development of curriculum are closely linked with the learning achievement of children and performance of teachers. Teachers' vacancies at all levels should be filled up urgently and there should be advance planning for future requirements too. Pre-service and in-service training of teachers should be strengthened and all the DIETs, BRCs, CRCs be made fully functional by filling up the vacant faculty positions. Transfers of teachers should be effected during the vacations

Box 2.1.2 Mid-Day Meals Scheme

The National Programme of Nutritional Support to Primary Education or the Mid-day Meal Scheme was launched on 15th August 1995 to give a boost to universal primary education. It was expected to increase enrolment, attendance and retention and improve the nutritional status of children in primary classes in government, local-body and government-aided schools. From October 2002, the programme has been extended to children studying in the EGS/AIE centres.

The programme provides cooked meals to children through local implementing agencies. The Central government provides foodgrains (wheat and rice) free of cost at the rate of 100 grams per child per school day where cooked meals are served and 3 kg per student per month where foodgrains are being distributed.

The cost of transporting foodgrains from the nearest Food Corporation of India godown to the schools up to Rs. 50 per quintal is also reimbursed to district authorities/state agencies. The state/Union Territory governments meet the cost of conversion of foodgrains into cooked meals. About 64 million children, accounting for 59 per cent of the total target group were supplied with cooked meals during 2004-05. Twenty-seven states/Union Territories have reported full coverage under the scheme and the rest partial coverage.

MDMS has been revised and universalised at the primary level from 1 September 2004. In addition to providing foodgrains free of cost to the States, the Central government also provides assistance towards cost of conversion of foodgrains into cooked meals at the rate of Re.1 per child per school day. The transportation subsidy has been enhanced from Rs. 50 per quintal to Rs. 75 per quintal for all states and to Rs 100 per quintal for the special category states. Mid-day meals are now being supplied to children in drought-affected areas during summer vacations also. The scheme is implemented in convergence with ongoing rural and urban development schemes for adequately meeting infrastructure requirements and with the involvement of local community, self-help groups and non-government organisations.

only. The performance of the institutional arrangements for teacher's education should be closely and regularly monitored, preferably by external agencies. Presently, adequate mechanism for this at the state level does not generally exist. The Teacher Education Programme has been restructured and scheme should be merged with SSA in the XI Plan for effective organisational tie-ups for quality education. Local community should also be involved in monitoring school performance through Village Education Committees and the institution be made responsible for outcomes in terms of quality education.

2.1.34 A large number of local unemployed youths, who have the necessary qualifications, have been appointed as para teachers, instructors and part-time teachers under SSA/DPEP. They are very enthusiastic about their assignment and the joint review mission teams found their performance quite satisfactory, in some cases a shade better than regular teachers. A mechanism, therefore, needs to be devised to provide them professional training and induct them as regular teachers after screening in a well-planned way.

SOCIAL EQUITY AND GENDER

2.1.35 Specific steps have been taken for correction of various imbalances in access to education, especially gender imbalances. Apart from launching a National Programme for Education of Girls at Elementary Level (NPEGEL) as a component of the SSA in educationally backward blocks, at least 50 per cent of teachers recruited under SSA/DPEP have to be women. These initiatives are in addition to the DPEP in low female literacy districts, the Shiksha Karmi project and Lok Jumbish in Rajasthan. The Shiksha Karmi project has led to 75 per cent coverage of SCs/STs in the remote areas of Rajasthan. Building toilets for girls is an important component of programmes for providing infrastructure facilities. Free textbooks, scholarships and other incentives for girls reduce the private cost of education, particularly for those belonging to SCs/STs and BPL families. A new initiative of providing integrated education to physically

challenged children has been incorporated in the DPEP/SSA.

2.1.36 The Mahila Samakhya was initiated in 1998 as a programme for education and empowerment of women in rural areas, particularly those from socially and economically marginalised groups. Currently implemented in 33 districts of seven states, the scheme is targeted to cover 240 districts in 17 states during the Tenth Plan. The Mahila Shiksha Kendras are running some of best residential bridge courses with vocational training, including life skills, for out-of-school children.

2.1.37 The Kasturba Gandhi Balika Vidyalaya (KGBV), a special school programme for girl children from the SC/ST/ other backward classes and minorities in low female literacy districts, was launched in 2004-05. It aims to ensure access and quality education to girls through 750 residential schools and boarding facilities at elementary level. KGBV scheme should be merged with the SSA, given the similar objectives.

ADULT EDUCATION

2.1.38 The adult education programme includes the schemes for Total Literacy Campaign (TLC), Post Literacy Project (PLP) and Continuing Education Programme (CEP) and covers 596 districts, thus creating a favourable climate for universalisation of education. The Continuing Education Programme in 276 districts provides a thrust to the National Literacy Mission (NLM) by linking literacy with upgrading of skills and improvement in the quality of life. In 2003-04, the TLC (for teaching the 3Rs) and PLP (application of literacy skills by the neo-literates) were combined for continuity, efficiency and convergence. The literacy schemes like PLP, TLC, Continuing Education should be transferred to the State Governments along with funds to ensure better participation/involvement and effective monitoring. Literacy programmes cover illiterate / neo-literate persons in the age group of 15-35 only. There are about 31 crore illiterate persons as per Census 2001 and a very sizeable proportion is

in the age group of 35 years and above and remain uncovered under literacy programmes. Considering significant improvements in the life expectancy, a new scheme should be launched as a part of literacy programmes operated through NGOs to impart functional literacy to 35 plus age group to eradicate illiteracy.

2.1.39 The Jan Shikshan Sansthan (JSS) scheme was initiated in 1988 to promote educational, vocational and occupation development of literates, neo-literates, semi-literates and unlettered persons. So far, 158 centres have been sanctioned to run vocational programmes of varying duration for different skills. Thirty of these have been identified for extending their activities to the neighbouring districts. Efforts should be made to bring down the administrative expenditure of the Jan Shikshan Sansthan scheme, which is unsustainable.

2.1.40 One of the major areas of concern in schemes implemented by NGOs with direct funding from the Government of India is the lack of effective mechanisms for monitoring and evaluating their activities. They appear to be duplicating government's activities in many cases. The state governments are also not aware of their activities. All NGO operated schemes under adult education should be amalgamated into a single comprehensive CSS with individual components as in SSA, if required, with different norms and funds routed through the State Governments.

2.1.41 Evaluation showed that only 16 Jan Shikshan Sansthans (20 per cent) out of 80 JSSs could be rated as 'very good' and 23 JSSs (29 per cent) were graded either 'average or below average'. Some of the JSSs are not functioning well, calling for urgent remedial and corrective steps to improve their activities. The quality of NGOs and their performance under JSS should be regularly monitored and an accreditation process evolved by the Central or state governments to weed out those who have not performed.

2.1.42 About 26 State Resource Centres have been set up to provide resource support, including teaching-learning material for adult

education and other programmes. These resource centres are not mandated to monitor and evaluate adult education programmes run by state government and NGOs. The role of the State Resource Centres should formally be extended to cover monitoring and concurrent evaluation of adult education programmes.

ICT IN ELEMENTARY EDUCATION

2.1.43 Information and communication technology (ICT) has a great potential for enhancing learning and improving the quality of education. At present, the use of ICT is limited because of infrastructure and technical manpower constraints. The Vidya Vahini programme initiated in 2002-03 covers 140 schools in seven districts. It is meant to ensure that an effective education technology system is put in place. Broadband VSAT (Very Small Aperture Terminal) connectivity needs to be considered for connectivity in rural areas. The EDUSAT network has enormous capacity for providing a variety of options for interactive/broadcast/ telecast modes, and online communication networks at national, regional and state level. Besides, conventional television broadcasting, which is available in extended C-Band, the EDUSAT network can provide computer connectivity through Ku-Band, facilitating virtual classrooms, access to databases and audio network. The emphasis should be on regular training of existing teachers and para teachers. The distance education programme is likely to give a boost to the utilisation of EDUSAT by providing necessary infrastructure such as direct reception centres in SCERTs, State Institute for Educational Management and Training (SIEMAT) and DIETs, as well as developing software on curricular contextual pedagogy.

SECONDARY EDUCATION

2.1.44 Given the liberalisation and globalisation of the Indian economy, the rapid changes witnessed in scientific and technological world and the general need to improve the quality of life, it is essential that school leavers acquire a higher level of knowledge and skills than what they are provided in the eight years of elementary education. It has been established

beyond doubt that the rate of return to secondary education is not only positive but also very large. The average earnings of secondary school certificate holders, according to a World Bank study is 2.9 times higher than that of illiterate workers and 1.7 times that of workers with primary school education.

2.1.45 The SSA has already set the stage for an exponential growth of demand for secondary education. While the growth of enrolment in the secondary school, had increased at an annual rate of 2.83 per cent during 1990s, it increased at 7.4 per cent, per annum between 2000 and 2003. The full impact of SSA is likely to be reflected only during the terminal years of the Eleventh Plan. As the enrolments during the Tenth Plan period are determined by the transition rate of children already enrolled in upper primary schools, the secondary school enrolments in the Tenth Plan are anticipated to increase from the base level of 20 million to 26.4 million by 2006-07. If SSA achieves the goal of universal enrolment and retention in full or near full measure, the total secondary enrolment is expected to reach approximately 50 million, with an annual growth rate of 7.2 per cent between 2003 and 2011. In order to plan for a major expansion of secondary education in the event of achievement of full or near full retention under SSA, setting up of a new Mission for Secondary Education, on the lines of SSA, should be considered.

2.1.46 The following steps are needed in order to cope with the increased enrolment.

- Opening of new secondary schools in unserved areas.
- Organising second shifts in thickly populated areas.
- Upgrading existing upper primary schools into secondary schools in specified locations.
- Successfully and effectively diverting 25 per cent secondary students to the vocational stream

2.1.47 The country should plan for expansion of 'basic education' up to Class X in consonance with the requirement of the baseline

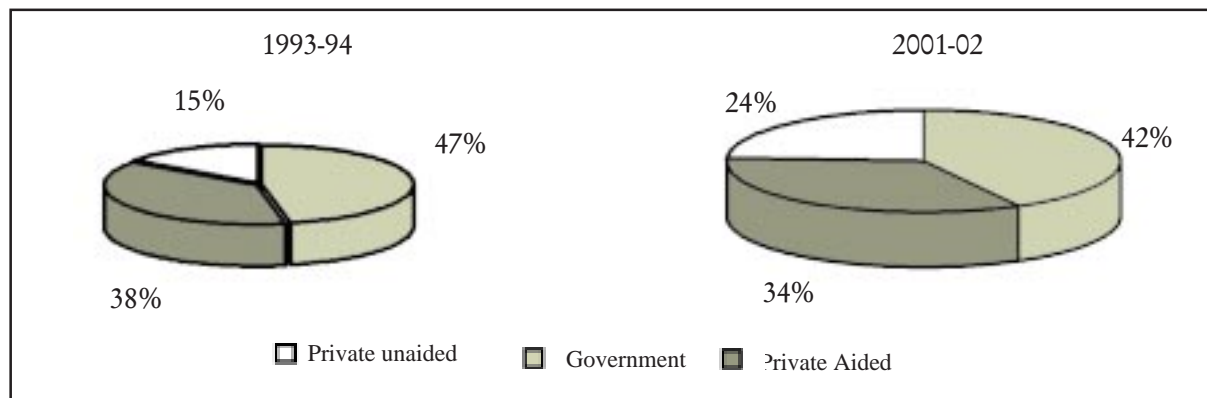
qualification of the workforce already in vogue in industrialised countries. Public expenditure on education was 4.02 per cent of GDP in 2001-02, with secondary education accounting for 1.25 per cent of this. This will have to be substantially increased in future.

2.1.48 The expansion of secondary education raises issues related to the number of private or public schools. There are 1.38 lakh secondary schools, 58 per cent of which are run by the private sector and the rest by government and local bodies. The share of private schools in secondary education has been rising steadily. The share of private unaided schools increased from 15.17 per cent in 1993-94 to 23.56 per cent in 2001-02, while the share of government sector schools declined by 5 percentage points and government-aided private sector school by 4 percentage points. The increase in private unaided school reflects the willingness of the parents to pay for education, as their perception is that the education in private sector is superior. One factor underlying this perception is the fact that private schools involve much more extensive education in English which is widely perceived as improving job opportunities. There are regional variations in accessibility to secondary schools and urban areas are apparently better served than rural areas.

2.1.49 There is considerable scope for greater private participation in this sector. Suitable taxation and land policies are needed to encourage expansion of secondary schools in the private sector, along with concessional loans for NGOs, trusts and registered societies. All unrecognised schools that meet the minimum basic norms should be accorded recognition. The public sector should concentrate on opening new secondary schools in unserved and difficult areas, organising second shifts in thickly populated areas and upgrading existing upper primary schools into secondary schools in specified locations.

2.1.50 The duration of secondary education varies across the country. Most states have two years of secondary education, while nine states have three years. Nagaland has four years of secondary education. However, all states have

Figure 2.1.1. Secondary schools by management



two years of higher secondary education. As envisaged in the National Policy on Education, 1986, adoption of a uniform educational structure of 10+2+3 would remove the handicap faced by the students of those states who follow a different system when seeking admission to higher education institutions and also when tapping national and international labour markets.

KEY ISSUES AND FOCUS IN TENTH PLAN

2.1.51 The key issues relating to secondary education highlighted in the Tenth Plan are: greater focus on improving access; reducing disparities by emphasising the Common School System; renewal of curricula with emphasis on vocationalisation and employment-oriented

courses; expansion and diversification of the Open Learning System; reorganisation of teacher training and greater use of ICT.

2.1.52 The social, gender and regional disparities need to be addressed. The gender gap should be bridged, with district levels targets being fixed. Educationally backward districts should receive greater support for school infrastructure. Besides providing new schools, need-based upgradation of upper primary schools will have to be given greater priority. The quality of education needs to be improved with investments in teacher education, training, laboratories, libraries and encouraging parents to invest in their children's education. The State Boards of Secondary Education needs to be strengthened.

Box 2.1.3

Tenth Plan objectives for secondary education

The Tenth Plan objectives for secondary education are in consonance with the broad parameters and strategy of the National Policy on Education (NPE) of 1986 and the Programme Of Action of 1992. These include:

- Extending access in unserved areas and educationally backward areas with concentration of SC/ST population
- A uniform educational structure of 10+2+3, with the first 10 years envisaged as a stage of general education with undifferentiated courses providing basic knowledge in languages, science (including social and natural science) and mathematics
- The higher secondary stage to provide for diversified courses with emphasis on vocationalisation
- Vocational education is to become a distinct stream, intended to prepare students for identified occupations spanning several areas of activity, at the +2 stage.

2.1.53 Secondary education is primarily the responsibility of the state governments. Figures provided by the State Plans Division of the Planning Commission show that state governments incurred an expenditure of Rs.459.31 crore in 2002-03. Firm figures for the subsequent years of the Tenth Plan are not available.

2.1.54 The approved outlay for secondary education (including vocational education) in the Central sector in the Tenth Plan is Rs.4,325 crore. The actual expenditure in 2002-03 was Rs.578.14 crore, which increased to Rs.639.08 crore in 2003-04. The revised outlay for 2004-05 is Rs.653.60 crore. The allocation for secondary education for 2005-06 was further enhanced to Rs.875 crore, taking the aggregate allocation for four years for the sector to Rs.2745.82 crore. While the plan allocation upto 2005-06 for elementary education has already exceeded the Tenth Plan outlay, in the case of secondary education it accounts for only 63 per cent.

2.1.55 At present, the Centre's intervention in secondary education is at two levels:

- through apex national level bodies like Navodaya Vidyalaya Samitis (NVS), the Kendriya Vidyalaya Sangathan (KVS), National Council of Educational Research and Training (NCERT), the National Institute of Open Schooling (NIOS), and the Central Tibetan School Administration (CTSA).
- through four Centrally Sponsored Schemes – Access with Equity, Quality Improvement in Schools, ICT in Schools and Integrated Education for Disabled Children.

APEX INSTITUTES

2.1.56 **Jawahar Navodaya Vidyalaya (JNV):** The JNV scheme was launched in 1985-86 with the objective of setting up one school in each district for providing good quality modern education to talented children in rural areas. The annual intake of the schools is about 30,000. The total number of JNVs has increased from 449 at the beginning of the Tenth Plan to 506 in 2003-04. JNVs cover 34 States/Union

Territories with a total enrolment of 1.58 lakh children. The provisions of the scheme include computer literacy and library facilities to these schools, and also community services like adult literacy drives, tree plantation, environment education etc.

2.1.57 Between 1999 and 2003 the JNVs showed an improvement in pass percentages in the secondary examinations. Three-fourths of the seats in the schools are reserved for rural areas with proportional representation for SCs/STs and one-third seats are reserved for girls. However, the actual numbers enrolled in both these groups was higher than the quota. SCs/STs enrolments accounted for 38.5 per cent of total enrolment and that of girls 34.01 per cent.

2.1.58 **Kendriya Vidyalayas:** The Kendriya Vidyalayas were set up in 1962 primarily to cater to the educational needs of the wards of transferable Central Government employees. At the beginning of the Tenth Plan, there were 854 Kendriya Vidyalayas with an enrolment of 7.2 lakh students. During the first three years of the Tenth Plan, 79 more schools were added, taking the total number of schools to 933 and the enrolment to 7.3 lakh students. The Kendriya Vidyalayas topped at the senior secondary examinations during 2003 with a pass percentage of 88.67.

2.1.59 In order to strengthen the training needs and academic excellence of the Kendriya Vidyalayas, five Zonal Institutes of Education & Training (ZIET) are being set up in Gwalior, Mumbai, Kolkata, Chandigarh and Mysore, of which the ZIETs at Mumbai and Gwalior have become functional.

2.1.60 The Tenth Plan allocations for the Navodaya Vidyalaya and Kendriya Vidyalayas is Rs.2420 crore (Rs.2,000 crore for Navodaya Vidyalaya Samitis and Rs.420 crore for Kendriya Vidyalayas) and the actual expenditure during the first two years of the Plan period is Rs.988.13 crore. The Annual Plan 2004-05 provided an outlay of Rs.477 crore for these two schemes. Thus, against the Tenth Plan outlay of Rs.2420 crore, the anticipated expenditure during the first three years of the

Plan period is Rs.1528.13 crore accounting for 63 per cent of plan outlay.

2.1.61 National Council of Education, Research and Training (NCERT): The NCERT provides technical and academic support to the Ministry of Human Resource Development and state governments for quality improvement through curriculum and development and preparation of school textbooks. The Tenth Plan outlay for NCERT is Rs.60 crore and the anticipated expenditure for the first three years of the Plan period is Rs.52.31 crore, which accounts for 87.2 per cent of outlay.

2.1.62 National Institute of Open Schooling (NIOS): The NIOS is an autonomous organisation providing continuing education, including vocational education, to those who have missed the opportunity to complete school. It has 120 million students on rolls and 2,500 study centres, which is almost double the number of 1278 centres in 2000. The Tenth Plan outlay for NIOS is Rs.65 crore and the anticipated expenditure during the first three years of the Plan period is Rs.20.33 crore, accounting for 31.3 per cent of outlay.

2.1.63 Central Tibetan School Administration (CTSA): The CTSA runs 79 schools for children of Tibetan refugees. The Tenth Plan outlay for this is Rs.15 crore and the anticipated expenditure during the first three years of the Plan period is Rs.8.38 crore, accounting for 55.8 per cent of the outlay. During the years under review, the schools reported a pass percentage of 80 percent in Class X and XII examinations conducted by the Central Board of Secondary Education.

CENTRALLY SPONSORED SCHEMES

2.1.64 Access with Equity: The main scheme for increasing access to secondary education in the Tenth Plan period is the Access with Equity scheme which has two components: strengthening of boarding and hostel facilities for girls and setting up of schools in educationally backward blocks through provision of a one-time Central grant to state governments, NGOs and registered societies.

The Tenth Plan outlay for the scheme is Rs.305 crore. During the first three years of the Plan period, an expenditure of only Rs.30.90 crore was incurred accounting for 10.13 per cent of Plan outlay. The Annual Plan 2005-06 has provided an outlay of Rs.10 crore. The revised scheme was approved only in January 2004, which explains the low pace of expenditure. The response to the revised scheme appears to be quite good and its implementation is likely to accelerate during the remaining two years of the Plan.

2.1.65 Quality Improvement in Schools: This Centrally Sponsored Scheme is an amalgamation of the Ninth Plan schemes of Improvement in Science Education, Mathematics Olympiads, Environment Orientation, Promotion of Yoga and Population Education and has a new component of Educational Libraries. Under the scheme, state governments and registered societies are given grants for the specified activities under each of the erstwhile programmes. The Tenth Plan outlay for the scheme is Rs.110 crore and the expenditure during the first three years of the Plan period is Rs.43.93 crore, accounting for 40 per cent of the Plan outlay. The pace of implementation of the revised scheme is expected to accelerate during the remaining years of the Tenth Plan.

2.1.66 ICT in Secondary Schools: This Centrally Sponsored Scheme attempts to spread computer literacy by providing grants to schools for the procurement of hardware, software and other related infrastructure. The Central government shares 75 per cent of the expenditure, subject to a ceiling of Rs.5 lakh per school, with the states contributing 25 per cent. Each school is to be provided with 10 Personal Computers with printers, education software, furniture, computer stationery, teacher training, Internet facilities etc. at an estimated cost of Rs.6.70 lakh, including monitoring cost of Rs.24,000. The scheme has three major components: partnership with States/Union Territories for providing computer aided education; universalisation of computer literacy through the network of Kendriya Vidyalayas and Navodaya Vidyalayas to neighbouring schools;

and establishment of SMART schools for technology demonstration.

2.1.67 The Tenth Plan outlay for this scheme is Rs.800 crore and the actual expenditure during the first three years is only Rs.60.52 crore. An outlay of Rs.50 crore has been provided for the Annual Plan 2005-06. In view of the relevance of ICT to open schools, all regional centres of NIOS have been provided with basic computing facilities. The scheme has yet to expand.

2.1.68 Inclusive Education for Disabled Children (IEDC): Under this scheme, grants are provided for aids and appliances, learning materials, teacher salaries and other related expenditure with the objective of bringing disabled children into the mainstream. The scheme is being implemented in 27 States and four Union Territories covering 17 million children in about 50,000 schools. The Tenth Plan approved outlay for the scheme is Rs.200 crore and the expenditure during the first three years of the Plan period is Rs.110.32 crore, 55.2 per cent of outlay.

VOCATIONAL EDUCATION

2.1.69 The vocationalisation of secondary education provides for diversification of educational opportunities so as to enhance individual employability, reduce the mismatch between demand and supply of skilled manpower and an alternative for those pursuing higher education.

2.1.70 The Centrally Sponsored Scheme of vocationalisation of secondary education at the +2 level, initiated in 1988, provides for financial assistance to the states to set up administrative structures, area-vocational surveys, preparation of curriculum guides, training manual, teacher training programme, strengthening technical support system for research and development, training and evaluation etc. It also provides for financial assistance to NGOs and voluntary organisations for implementation of specific innovative projects for conducting short-term courses. The scheme so far has created a massive infrastructure of 20,600 sections in 73,00 schools. Grants to the tune of Rs.700 crore have been released so far.

2.1.71 However, the scheme was not very successful. For vocational education to be a success, trades and disciplines should be carefully selected, keeping in view the employment potential and demand by the industry. Curricula, including the practical training, must meet the demand for specific skills. The vocational stream should also aim at developing courses, which do not require expensive infrastructure for practical training and do not replicate the training in the Industrial Training Institutes (ITI). New emerging areas such as information technology, tourism, banking and insurance, services etc. should be part of the curricula. The secondary schools should thus focus on reorientation of vocational education and impart vocational training in non-engineering and tertiary sector activities rather than conventional subjects relating to manufacturing sector.

2.1.72 The vocational system should address these issues and be a separate stream within the secondary education system, rather than being imparted through separate educational institutions. It should also establish greater linkage with vocational training and academic education to provide for vertical mobility for students aspiring for higher professional programmes in polytechnics, universities and engineering colleges.

2.1.73 Based on the recommendations of various review groups/committees, the scheme is being revised and a new scheme of Vocational Education and Training (VE&T) has been formulated and is being examined by various Ministries/Departments.

2.1.74 The salient features of the new scheme are:

- The vocational education stream is envisaged as a distinct stand-alone stream.
- The courses offered should be modular, competency based with multi-point entry and exit.
- These will be demand-driven and based on the 'need' surveys conducted for the industries/user organisations.

- Recognition and equivalence of the courses will be provided based on the National Vocational Education Qualification and Certification Framework (NVEQCF).
- There will be a provision for recognition of prior learning through a system of testing and assessment of skills.
- A system of testing of skills and bridge courses will be developed to facilitate people without any formal education to get enrolled in the regular system of courses.
- Nationally Recognised Certification will be provided by the National Competency Testing Agency (NCTA).

2.1.75 The revised scheme is likely to be implemented in the last two years of Tenth Plan, which has set aside an outlay of Rs.350 crore for it. An expenditure of only Rs.34.01 crore has been incurred under the existing vocational education scheme during the first three years of the Plan period. Hopefully, the revised scheme – with greater flexibility, mobility, and close linkages with industry – will be more effective for skill development and employment potential. It must be implemented in secondary schools with modular courses, with flexible durations ranging between six months to three years, primarily in high-quality vocations in the non-industrial and non-agricultural tertiary sub-sectors.

UNIVERSITY AND HIGHER EDUCATION

2.1.76 Knowledge is at the core of economic and social development and the Tenth Plan recognised that the higher education system should equip students with adequate skills to enable their full participation in the emerging – and changed – social, economic and cultural environment. India's higher education system has witnessed exponential growth in recent years (Table 2.1.1).

2.1.77 However, many universities and colleges, especially in smaller towns, lack proper infrastructure and function out of ramshackle buildings, without basic facilities. Decline in the quality of faculty is also a major area of concern. Issues relating to access and quality of education, therefore, still remain to be addressed. The Knowledge Commission should comprehensively review university education and address some of the deep-seated problems of varying standards, outdated syllabi, inadequate facilities and also recruitment procedures and policies in order to reduce the disparities in academic standards of various universities.

TENTH PLAN OBJECTIVES FOR HIGHER EDUCATION

2.1.78 Raising the enrolment of the population in the 18-23 age group from 6 per cent at the start of Tenth Plan to 10 per cent by the end of 2007 was a key objective of the Tenth Plan.

Table 2.1.1
Growth of higher education system in India

| Items | Status up to end of Ninth Plan (March 2002) | Status up to Mid-Term Appraisal of Tenth Plan (2004-05) |
|-----------------------------------|---|---|
| State/Central Universities (Nos.) | 133 | 229 |
| Deemed Universities (Nos.) | 27 | 95 |
| No. of colleges | 12342 | 16000 |
| Women's colleges (Nos.) | 1500 | 1650 |
| No. of students enrolled | 75 lakh | 92.28 lakh |
| Allocation (Rs. in crore) | 2500 (Ninth Plan) | 4176 (Tenth Plan) |

Among the other issues it flagged were: improving the quality of education; adoption of state-specific strategies; liberalisation of the higher education system; relevance of the curriculum, vocationalisation, networking through information technology; convergence of formal, non-formal education; increase in private participation; research in frontier areas of knowledge and meeting the challenges of internationalisation of Indian education.

2.1.79 Related to the issue of increasing the access ratio was the emphasis in the Plan period on reducing disparities in higher education opportunities between the urban and rural areas by supporting universities and colleges located in backward areas and narrowing social and gender disparities through increased access and equity for marginalised groups like women, SCs/STs, backward and minority groups.

2.1.80 The NCMP also addressed the issue of increasing access by pledging that “the UPA government will amend the Constitution to establish a Commission for Minority Educational Institutions that will provide direct affiliation for minority professional institutions to central universities” and that “the UPA will ensure that nobody is denied professional education because he or she is poor”.

ACHIEVEMENTS AND ISSUES

2.1.81 Increasing the access parameter from 6 per cent to 10 per cent over the Tenth Plan period means that the enrolment in the university/colleges should increase from 7.5 million in 2002 to 12.5 million in 2007. The enrolment at the beginning of the 2003-04 academic year was 9.22 million, including 1.18 million students in the distance education / correspondence courses under the Indira Gandhi National Open University (IGNOU) and other open universities.

2.1.82 In order to achieve the goal of increasing the access ratio, new colleges and universities must be set up, especially in the educationally backward districts, existing institutions must be strengthened and also the open and distance education system expanded. State-wise disaggregated targets need to be fixed

for all of these. A long-term plan should be devised for setting up new colleges and universities, especially in educationally backward districts, strengthening existing institutions and also for expanding ‘open’ and ‘distance’ education. These activities should be undertaken in a phased manner, based on a clear perspective plan.

2.1.83 Hardly any Indian university figures among the world’s top universities. A separate programme is needed to improve and upgrade selected universities to world standards. To make these universities globally competitive, faculty, funds and infrastructure of international standards should be provided and supported by appropriate policy changes. A separate programme should be launched to improve and upgrade select universities and make these globally competitive. Expert faculty, funds and infrastructure of international standards should be provided to these institutions and supported by appropriate policy changes. Part of the upgradation should be financed by increased fee income.

2.1.84 All this requires higher levels of resources for the higher education sector, apart from appropriate policy and other interventions. Of the Tenth Plan total outlay of Rs.13,825 crore for the Department of Secondary and Higher Education, Rs.4176 crore is allocated for the university and higher education sector, which amounts to 30.20 per cent of the total allocation. The University Grants Commission (UGC), which is the nodal agency for coordinating and maintaining standards of higher education in the country, accounts for a major share of this allocation - Rs.3294 crore.

2.1.85 In order to provide more resources for increasing access and improving quality, apart from a substantial increase in public funding, increasing the fees paid by students is equally necessary. The Planning Commission has carefully considered the issue and feels that a substantial increase in fees combined with an aggressive means-based scholarship and loan programme is the need of the hour. The Central Government can give a lead in this area by introducing the system in the Central

Universities. A clear policy for inviting private sector investment in higher education should also be formulated.

INITIATIVES TAKEN IN TENTH PLAN

2.1.86 The UGC has taken several steps in the Tenth Plan period to improve the quality of education in universities and colleges.

- Five universities – Jawaharlal Nehru University, University of Hyderabad, University of Madras, Jadavpur University and the University of Pune – have been identified for granting the status of “Universities with potential for excellence”.
- During the first three years of the Tenth Plan, 51 Academic Staff Colleges continued their orientation programme and refresher courses for in-service teachers and newly appointed lecturers. A total of 296 orientation programmes/workshops and 1271 refresher courses have been approved in 117 universities.
- The number of vocational courses for introduction in universities and colleges identified by UGC has increased from 35 to 42 during the period under review. In 2002-03, an amount of Rs.19.77 crore was paid to 335 colleges for implementation of the Career Orientation to Education programme.
- The UGC has taken a number of steps for leveraging the use of ICTs. UGC INFONET allows teachers and students to have access to a storehouse of information in the form of e-formatted journals, besides links to other research. The network will be run and managed by ERNRET India. Information for Library Network (INFLIBNET), an autonomous Inter-University centre for UGC, is the nodal agency for coordination and facilitation of the linkage between ERNET and universities.
- The UGC launched an e-journal, Consortium of Universities, in October

2003. The Consortium will use the Internet to provide electronic access to scholarly literature in all areas of learning. This programme is to cover the universities coming under the UGC’s purview and it will be gradually extended to the colleges as well. The programme needs to be accelerated.

2.1.87 The Ministry of Human Resource Development and the UGC have taken the following steps in order to increase the role of the private sector in higher education and to improve the quality of private universities and self-financing colleges:

- A Committee of Academics has been constituted to review the implications of the Private Universities (Establishment and Regulation Bill) 1995 proposed to be introduced in Parliament. This Bill is an enabling legislation, which would lay down broad uniform guidelines for ensuring academic standards, prevents commercialisation, mismanagement and greater investment in higher education by the private sector.
- The National Accreditation Assessment Council (NAAC), an autonomous body under the UGC, is to be strengthened with the opening of four regional centres so as to speed up the accreditation process. NAAC has so far completed the process of accreditation of 113 universities and 2,089 colleges. According to the UGC mandate, NAAC has proposed review of approximately 1000 colleges per year, for the next five years. The accreditation process for higher and technical education institutions should be made transparent and very effective.
- The objective of granting autonomy to colleges is to provide academic freedom in designing curricula, evolving new methods of teaching and research, prescribing courses for study, setting examination papers, etc. In the Tenth Plan, the target is to give autonomy to 10 per cent of eligible colleges. At

present 132 colleges under 29 universities are autonomous. A study should be conducted to assess the impact of autonomy in improving the quality of education and of infrastructure in universities and colleges.

TECHNICAL EDUCATION

2.1.88 The technical education system covers courses and programmes in engineering, technology, management, architecture, town planning, pharmacy, applied arts and crafts. The Ministry of Human Resource Development caters to programmes at the undergraduate, postgraduate and research levels.

2.1.89 The technical/management education system at the Centre comprises the All India Council of Technical Education (AICTE), the seven Indian Institutes of Technology (IITs), six Indian Institutes of Management (IIMs), the Indian Institute of Science (IISc), 17 Regional Engineering Colleges (RECs)/National Institutes of Technology (NITs), two Indian Institutes of Information Technology at Allahabad and Gwalior, the North Eastern Regional Institute of Science & Technology or NERST (Itanagar), Sant Longowal Institute of Engineering and Technology (Punjab), National Institute of Foundry and Forge Technology (Ranchi), School of Planning and Architecture (New Delhi), and National Institute of Industrial Engineering (Mumbai).

2.1.90 **Tenth Plan Objectives for Technical Education:** The key issues relating to technical and management education during the Tenth Plan are:

- a continuing focus on increased intake capacity;
- improving quality;
- faculty development;
- optimisation of resources through networking;
- development of information technology education;
- improving the quality and quantity of research in technologies;

- modernisation/development of curriculum;
- international benchmarking;
- developing capacity in new and emerging technology areas;
- strategic planning and management of the technical education system;
- informal sector development.

2.1.91 There has been a significant increase in the number of technical education institutions and total intake of students.

2.1.92 Of the Tenth Plan outlay of Rs.13,825 crore for the Department of Secondary and Higher Education, Rs.4,700 crore was earmarked for 16 programmes of technical education. Of this, the major share goes to the World Bank-aided Technical Education Quality Improvement Programme (TEQIP) with an outlay of Rs.900 crore; AICTE with an outlay of Rs.600 crore and IITs with an outlay of Rs.612 crore.

PROGRESS IN THE TENTH PLAN

2.1.93 The first cycle of the first phase of TEQIP is being implemented in six States – Himachal Pradesh, Kerala, Madhya Pradesh, Maharashtra and Uttar Pradesh. The programme aims at upscaling and supporting the on-going efforts of the Government of India in improving quality and enhancing existing capacities of the Institutions. Eighteen lead institutions (including five Centrally funded NITs) and 70-80 state engineering/network institutions will participate in the programme in the first phase, which coincides with the Tenth Plan period. The programme will benefit 10,000 graduating students, each year by imparting superior skills and training and will also enhance the professional development of 1000 teachers.

2.1.94 Two Indian Institutes of Information Technology, Design and Manufacturing (IIITDM) were set up at Kancheepuram and Jabalpur in 2003-04. These institutes are to provide a sustainable competitive advantage to the Indian industry in the area of design and manufacturing of new products.

Table 2.1.2
Growth and intake of technical education institutions

| Institutions | No. of Institutions | | No. of Students | |
|-------------------------------|---------------------|-------|-----------------|--------|
| | April | March | April | March |
| | 2002 | 2004 | 2002 | 2004 |
| Degree level institutes | | | | |
| i) Engineering & Technology | 1057 | 1265 | 295796 | 380803 |
| ii) Pharmacy | 274 | 320 | 13941 | 16410 |
| iii) Architecture | 107 | 107 | 3972 | 3408 |
| iv) Hotel Management | 40 | 49 | 2100 | 2640 |
| Postgraduate level institutes | | | | |
| i) MBA/PGDM | 819 | 958 | 65102 | 71251 |
| ii) MCA | 865 | 1034 | 40797 | 56338 |

2.1.95 Efforts are made to strengthen the Community Polytechnics, which are wings of the existing polytechnics mandated to undertake rural/community development activities in their vicinity through the application of science and technology, by providing a one-time non-recurring grants-in-aid of Rs.7.00 lakh, and an annual recurring grant of up to a maximum of Rs.7 lakh. Community polytechnics provide a platform for transfer of appropriate technologies to rural masses for development on scientific lines, and provide technical/support services to the local community. At present, there are 672 community polytechnics in the country.

2.1.96 The zero-based budgeting exercise initiated by Planning Commission led to several schemes relating to improvement in quality in technical education being clubbed under the umbrella scheme of Programme for Quality Improvement in Technical Education (PQITE) for effective implementation. Four of these schemes – the National Programme for Earthquake Engineering Education (NPEEE), Support for Distance Education and Web Based Learning, National Programme for Technology Enhanced Learning (NPTEL) and Programme for Quality Textbooks in Technical Education – have already been launched. Three major schemes – National Programme for HRD in IT, Programme of Bio-Sciences and Bio-Engineering Education and Networking of

Premier Academic Institutions and CSIR Labs – are being initiated.

2.1.97 The seven IITs have been effectively enhancing the country's techno-economic strength and technological self-reliance. These institutes have distinguished themselves by the excellence of their academic activities and research programmes. The total Tenth Plan outlay for these institutions is Rs.612 crores and it is necessary to plan for new IITs that could be set up in the 11th Plan period to meet the demand for highly skilled engineers in the years ahead.

2.1.98 The IIMs are institutions of excellence, established with the objective of imparting high quality management education and training, conducting research and providing consultancy services in the field of management to various sectors of the Indian economy. These institutes conduct research to cater to the needs of non-corporate sectors like agriculture, rural development, energy, health, education, habitat etc. Expansion of such institutions of excellence, providing globally competitive manpower, should be a priority.

EDUCATIONAL DEVELOPMENT IN THE NORTH EAST REGION

2.1.99 The north-eastern region has a high literacy rate but lacks infrastructure and

educational facilities. The important Central sector institutes in the region are IIT, Guwahati, NERIST, Itanagar, Regional Centre of IGNOU, Central Universities of Mizoram and Nagaland and the North Eastern Hill University (NEHU). The Kendriya Vidyalaya Sangathan is running 89 schools in the region. While the Department of Secondary and Higher Education has been able to spend 10 per cent of the earmarked allocation in the region, the Department of Elementary Education and Literacy could spend only about seven per cent during 2002-03 and 2003-04.

EDUCATION FOR SCs/STs/WOMEN/MINORITIES

2.1.100 The National Policy on Education emphasised that education must play a positive and interventionist role in correcting social and regional imbalances, empowering women and in securing a rightful place for the disadvantaged, linguistic groups and minorities. The major elementary education programmes accord priority to areas with a concentration of SCs/STs. Seats are reserved for SCs/STs in institutes of higher education and the qualifying cut-off stages for admission in universities/colleges and technical institutions are also relaxed for them. The UGC has established SC/ST Cells in 113 universities to ensure proper implementation of the reservation policy. In addition, SC/ST students are entitled to scholarships under the relevant programmes.

2.1.101 While the 2001 Census shows an increase in the female literacy rate and a reduction in the male-female literacy gap, it is a matter of concern that 46 per cent of women are still illiterate. The school education programmes focus on enrolment and retention of girls through provision of incentives like free uniforms, scholarships, textbooks, etc. The Kasturba Gandhi Balika Vidyalaya (KGBV) and the National Programme for Education of Girls at Elementary Level ((NPEGEL) attempt to address the issues relating to girls education. In the higher education sector, emphasis is laid on construction of women's hostels, day-care centres and strengthening infrastructure for women students and teachers.

2.1.102 The Area Intensive and Madrasa Modernisation Programme for education of educationally backward minorities is being revised to have two components – improvement of infrastructure and facilities in schools located in areas of minorities concentration and modernisation of madrasas. The Central government will fund salaries of teachers in subjects like science, mathematics, english and social studies and will provide grants for purchase of science and maths kits, book banks and strengthening libraries. The revised scheme will be launched shortly.

YOUTH AFFAIRS AND SPORTS

SPORTS

2.1.103 Successive Plans have laid emphasis on sports and physical education. The sector got additional importance in 1984 when a separate department for sports was created, which was made a separate ministry in 1999.

2.1.104 The role of the government in the sphere of sports is to create a network of basic sports infrastructure throughout the country. A number of initiatives are required to be taken to improve the performance of Indian sportspersons in international competitive sports, which include provision of modern equipment and training facilities, greater transparency in the working of Sports Federation/Associations, etc.

2.1.105 It is necessary to set up sports academies for training Indian sportspersons in those sports where they have an international edge. Intensive training through coaches of international repute as also development of sports medicines and sports research facilities at these academies are necessary. Talent search contests should be held country-wide for various sports and the selected persons put through rigorous training, well before the international events.

YOUTH

2.1.106 The thrust in the Tenth Plan is to involve the youth, who constitute nearly 40 per cent of the population, in the process of national planning and development and making

them the focal point of development strategy by providing educational and training opportunities, access to information, employment opportunities, developing qualities of leadership, tolerance, open mindedness, patriotism, etc.

2.1.107 The activities under the redefined National Service Scheme (NSS) covers the population in the 13-35 years age group. The NSS currently has over 2 million student volunteers on its rolls spread over 178 universities and 39 senior secondary schools and vocational institutions. So far, more than 26.9 million students have benefited from NSS activities.

2.1.108 The Programmes of NSS have been included as one of the priority areas under the NCMP, which emphasised the need to provide opportunities for the youth to involve themselves in national and social development through educational institutions. The NCMP also reiterates provision of adequate facilities to ensure that all students participate in one or the other existing schemes particularly, NSS and the National Cadet Corps (NCC). The NSS should be restructured in terms of funding, training, management and coverage in the XI Plan.

2.1.109 The objective of the Nehru Yuva Kendra Sangathan (NYKS) is to harness and channelise the power of youth on the principle of voluntarism and self help through its regular and special programmes. At present, two lakh active youth clubs/mahila mandals with a membership of over eight million are functioning under district Nehru Yuva Kendras. There is a need to further expand and strengthen the NYKS network for effective and meaningful mobilisation of youth energy to promote communal harmony, national values and solidarity, and to develop a dedicated, motivated and trained cadre of youth leaders and youth volunteers. Disaster preparedness should be included as one of the regular activities of Nehru Yuva Kendra Sangathan (NYKS) during the current plan itself. However, a major restructuring of NYKS should be undertaken only after a detailed study of the scheme including the feasibility of

setting up State Level Centres. As against the Tenth Plan outlay of Rs.191.49 crore, the anticipated expenditure for the first three years of the Plan is Rs.92.97 crore.

2.1.110 The approved outlay for the Tenth Plan for Ministry of Youth Affairs & Sports is Rs.1825 crore, a 121 per cent increase over the Ninth Plan outlay. The expenditure during the first three years of the Tenth Plan is Rs.1038.05 crore, which is 56.87 per cent of approved outlay. The Ministry of Youth Affairs and Sports is implementing 24 Plan schemes of which, NSS and Creation of Sports Infrastructure are Centrally Sponsored Schemes. There are 18 schemes related to youth welfare and all the sports schemes have been merged into six umbrella schemes during the Tenth Plan. Two new schemes have been introduced for the promotion and development of sports – Scheme of Dope Test and State Sports Academy – during the Tenth Plan. Other major schemes are the NYKS and Sports Authority of India (SAI);

2.1.111 There is a need for greater dovetailing of the resources of the Ministry of Youth Affairs and Sports with those of the various state governments to avoid duplication of efforts. The thin spread of resources over a large number of schemes is not yielding the desired results. Promotion and development of sports at village, block and district levels should primarily be left to the state governments. Intervention of the Central government should be selective and support provided only to those talented sportspersons who have achieved excellence at the district/state levels for grooming them for major national and international events.

ART & CULTURE

2.1.112 The Tenth Plan thrust in the sphere of art and culture has been on the implementation of a comprehensive plan for the preservation of archaeological heritage and development of monument complexes, modernisation of museums and preservation of archival heritage; promotion of classical, folk and tribal art, crafts and oral traditions which are in danger of dying out. A National Mission for

Monuments should be launched for documentation and conservation of monuments not protected by ASI. A programme for preservation of such monuments and development of selected monuments for promoting tourism in different regions should be taken up. Various folk and tribal art and culture of different tribes in the country should not only be documented but also conserved, promoted and integrated with tourism related activities.

2.1.113 The focus has also been on computerisation of the work of museums with the assistance of National Informatics Centre (NIC), digitisation of collections, micro filming of manuscripts and the introduction of equipment for audio tours. Emphasis has been placed on strengthening of inter-organisational networks to introduce a management-oriented approach in cultural institutions. Networking amongst central museums, undertaking of in-service training of staff and organising exhibitions have also been priority areas.

2.1.114 The Tenth Plan outlay for the Ministry of Culture is Rs.1720 crore and the anticipated expenditure during the first three years of the Plan period is Rs.904.38 crore, accounting for 53 per cent of outlay. A Memorandum of Understanding (MoU) has been signed between the Government of India and the Government of Cambodia for conservation of the Ta Prohm Temple in Siem Reap, Cambodia. During the

Tenth Plan, National Missions on Antiquities and Built Heritage are also proposed to be launched and the Central Institute of Himalayan Cultural Studies is to be set up in Arunachal Pradesh. Three new galleries – Nizam Jewellery Gallery, Folk and Art Gallery and Central Asian Antiquities were set up in the National Museum at Delhi. The pace of modernisation of preservation facilities relating to repairing and rehabilitation of records under the Archives and Records scheme picked up during the period under review.

2.1.115 An amount of Rs.362.43 crore was provided for Promotion and Dissemination of cultural heritage in the Tenth Plan and the expenditure up to 2004-05 is Rs.208.81 crore. There is a need to ensure that benefits under the scheme reach all the states/Union Territories and the schemes providing grants-in-aid to individuals and NGOs, which are similar in nature should be merged into one umbrella scheme of Financial Assistance to Institutions and Individuals.

2.1.116 Financial assistance is provided to voluntary organisations/individuals engaged in preservation and promotion of tribal/folk and culture under the scheme, Promotion of Classical, Folk and Tribal Art Crafts. An amount of Rs.4.55 crore has been provided during the Tenth Plan for this scheme and expenditure up to 2004-05 is Rs.2.53 crore.

THE WAY FORWARD

ELEMENTARY EDUCATION AND LITERACY

- The Tenth Plan target of enrolling of all children in schools and EGS/AIE centres by 2003 should be revised to 2005 as about 8.1 million children are still out of school as on September 2004 and the targets for retention and completion should have consequential revisions.
- The remaining 8.1 million hard to reach out of school children should be enrolled in regular schools/EGS-AIE

Centres and plans to mainstream 12 million children already enrolled in non-formal education streams into regular schools should be pursued rigorously.

- High dropout rates and quality of education, the two main areas of concern of SSA, should be addressed through specific measures. The teacher-related issues like vacancies, absenteeism, untrained teachers and ineffective training should be addressed urgently.
- Adequate teaching-learning materials and provision of other joyful learning conditions in schools should be ensured,

and the child tracking system should be intensified.

- SSA funding pattern of 75:25 between the Centre and states should be maintained till the SSA Mission period.
- The SSA guidelines should be reviewed to ensure that these optimise investment, meet output targets and cater to special regional circumstances.
- SSA should have a separate component for ECCE, where ICDS is not in operation. Even where ICDS is operating, pre-school component of ICDS should be covered under SSA. This component should include inter-alia need based training of anganwadi workers, supply of TLM like play-way kits, supporting development of curriculum and materials for ICDS and honorarium for ICDS workers for extension of anganwadi timings to the duration of school hours.
- Under MDMS, the States should ensure proper management structures and monitoring arrangements, including social audit, accountability and public private partnership. A concurrent evaluation of MDMS should be launched in all States.
- The factors leading to low learner's achievement, including poor classroom transactions, lack of pupil evaluation and low proportion of female teachers should be addressed effectively.
- Local community should also be involved in monitoring school performance through Village Education Committees and the institution be made responsible for outcomes in terms of quality education.
- Teachers' vacancies at all levels should be filled up urgently and there should be advance planning for future requirements too. Pre-service and in-service training of teachers should be strengthened and all the DIETs, BRCs, CRCs be made fully functional by filling up the vacant faculty positions.

- Teacher Education Scheme should be merged with SSA in the XI Plan in order to ensure effective organisational tie up for quality education.
- The literacy schemes like PLP, TLC, Continuing Education, should be transferred to the State Governments along with funds to ensure better participation/ involvement and effective monitoring.
- A new scheme should be launched as a part of literacy programmes, operated through NGOs, to impart functional literacy to 35 plus age group as a sizeable proportion of the 31 crore illiterate persons is in the said age group.
- All NGO operated schemes under adult education should be amalgamated into a single CSS and funds routed through the State Governments.

SECONDARY EDUCATION

- In order to plan for a major expansion of secondary education in the event of achievement of full or near full retention under SSA, a new Mission for Secondary Education, on the lines of SSA, should be considered.
- The expansion of secondary education should recognize the scope for promoting public-private partnership in view of the substantial share of private sector in secondary education.
- Suitable taxation and land policies, concessional loan programmes should be evolved to encourage expansion of secondary schools by NGOs, trusts and registered societies in the private sector.
- The focus of public sector should be on opening of new secondary schools in unserved and difficult areas, organising second shifts in thickly populated areas, upgrading existing upper primary schools into secondary schools in specified locations.
- Urgent steps should be initiated to bring about reforms in curricula, review of examination system and the State Boards

of Secondary Education should be strengthened to improve the quality of education.

- The main emphasis should be on investment in teacher education, pre-service and in-service training, and setting up of laboratories, libraries and greater usage of ICT.
- The secondary schools should focus on reorientation of vocational education and impart vocational training in non-engineering and tertiary sector activities rather than conventional subjects relating to manufacturing sector.
- Vocational education should be geared to meet the local demands and necessary linkages with the local industry, business and trade should be established.

UNIVERSITY & HIGHER EDUCATION

- The Knowledge Commission should comprehensively review university education and address some of the deep-seated problems of varying standards, outdated syllabi, inadequate facilities and also recruitment procedures and policies in order to reduce the disparities in academic standards of various Universities.
- A long-term plan should be devised for setting up new colleges and universities, especially in educationally backward districts, strengthening existing institutions and also for expanding 'open' and 'distance' education. These activities should be undertaken in a phased manner, based on a clear perspective plan.
- A separate programme should be launched to improve and upgrade select universities and make these globally competitive. Expert faculty, funds and infrastructure of international standards should be provided to these institutions and supported by appropriate policy changes. Part of the upgradation should be financed by increased fee income.

- A substantial increase in university fees should be combined with an effective scholarship for the deserving students and loan programme by public sector banks should be considered on a priority basis to improve the resource position of Universities and Colleges. The Central Government can give a lead in this matter by introducing the system in the Central Universities.
- A clear policy for inviting private sector investment in higher education should also be formulated.
- The accreditation process for higher and technical education institutions should be made transparent and very effective.
- The expansion of institutions like IITs, IIMs should be considered so that these set standards for technical and management institutions.

YOUTH AFFAIRS AND SPORTS

- Sports Academies should be set up at different locations for training and developing sports infrastructure of international standards and making it accessible to those being trained for international competitive events.
- There should be greater transparency in the functioning of Sports Federations/ Associations.
- Disaster preparedness should be included as one of the regular activities of Nehru Yuva Kendra Sanghathan (NYKS) during the current Plan itself.
- Greater dovetailing of the resources of the Ministry of Youth and Sports Affairs with those of the various state Governments should be ensured to avoid duplication of efforts.
- Promotion and development of sports at village, block and district levels should be the responsibility of the State Governments.
- Intervention of the central government should be restricted to providing

support only for grooming the talented sports persons who have excelled at the district/state levels for major national and international events.

ART AND CULTURE

- A National Mission for Monuments should be launched for documentation and conservation of monuments not protected by ASI.

- A programme for preservation of such monuments and development of selected monuments for promoting tourism in different regions should be taken up.
- Various folk and tribal art and culture of different tribes in the country should not only be documented but also conserved, promoted and integrated with tourism related activities.