

**FIFTY EIGHTH MEETING  
OF THE  
CENTRAL ADVISORY  
BOARD OF EDUCATION**

**AGENDA ITEMS  
&  
BACKGROUND NOTES**

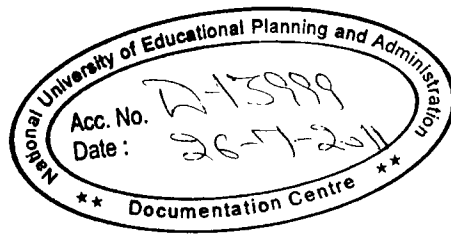
**DATED  
TUESDAY, THE 7<sup>TH</sup> JUNE, 2011**

**MINISTRY OF HUMAN RESOURCE DEVELOPMENT  
GOVERNMENT OF INDIA**

NUEPA DC



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**Agenda & Background Notes for the 58<sup>th</sup> Meeting of  
Central Advisory Board of Education (CABE)**

**7<sup>th</sup> June 2011 at 11.00 AM**

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

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**AGENDA ITEMS**

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**ACTION POINTS ON THE MINUTES OF THE 57<sup>TH</sup> MEETING OF THE CABE HELD ON 19<sup>TH</sup> JUNE 2010**

S.N O.	ACTION POINTS	ACTION TAKEN
1	<p><b>Smt. Ambika Soni, Hon'ble Minister for I&amp;B</b></p> <p>(i) Need for changing the whole system of schooling and suggested to have extra curricular activities in the areas of sports, arts, film and other cultural activities.</p> <p>(ii) to incorporate communicating strategy in all the plans and schemes of the Ministry of HRD.</p>	<p>(i) In the Elementary Education sector, States have been advised to review their curriculum in accordance with the National Curriculum Framework (NCF) 2005. Apart from the subject areas of Language, Social Sciences, Sciences, Mathematics, NCF – 2005 lays emphasis on Art Education, Health and Physical Education, Work Education, etc. It emphasises the need to integrate, for example, art education in formal schooling with view to nurturing artistic capabilities and creating cultural and artistic awareness amongst the students of the vast and varied cultural inheritance, including a variety of folk and classical forms of music and dance, theatre, puppetry, clay work, visual arts, and crafts from every region of India.</p> <p>(ii) MHRD has developed a series of TV spots and Radio jingles to disseminate the RTE-SSA message. These are being telecast on Doordarshan, LSTV as also several private channels identified through DAVP.</p>
2	<p><b>Shri Rakesh Dhar Tripathi, Education Minister of UP</b></p> <p>(i) Conventional education should also be given due attention in the universities.</p>	<p>(i) Universities are autonomous to decide on disciplines to be pursued. The UGC has schemes to encourage all disciplines.</p>



(ii) Enrolment in Government schools was going down vis-à-vis private schools; this matter requires deep introspection and examination.

(ii)

	<b>Enrolment in Elementary Schools</b>	
	<b>2005-06</b>	<b>2009-10</b>
<b>Government and Govt. Aided Schools</b>	<b>14.41 cr.</b>	<b>14.77 cr.</b>
<b>Private Unaided Schools</b>	<b>2.38 cr.</b>	<b>4.01 cr.</b>

- In absolute terms the enrolment in Government and Government aided schools has increased from 14.41 crore in 2005-06 to 14.77 crore in 2009-10 for the entire elementary education sector.
- The enrollment in private schools has also increased from 2.38 crore to 4.01 crore during the same period.
- The enactment of the RTE Act will provide an impetus to many quality interventions, including (a) maintaining PTR in each school, (b) ensuring that all schools conform to the norms and standards prescribed, (c) instituting curriculum reform as per section 29 of the Act (d) The SSA framework of implementation and norms for intervention have been revised to conform with the provisions of the RTE Act.
- Creating a school and classroom transaction system that is non-discriminatory and free from fear, stress and anxiety will also lead to improvement in the quality of teaching-learning.





	<p>(iii) No detention is a welcome idea but we must take steps to avert dilution in teaching learning process.</p>	<p>(iii) Section 29 of the RTE Act, 2009 mandates the introduction of Continuous and Comprehensive Evaluation (CCE) in all the schools, to ensure that the children's academic progress can be assessed on continuous basis as part of the teaching learning process and necessary support be given to them in time. States have initiated the process of developing appropriate strategies for CCE and necessary support is being provided to them. A pilot project is being implemented in Bihar with the assistance of Ministry. NCERT is also working on developing an effective model for CCE.</p> <p>(iv) A Task Force among others, on Curriculum and Pedagogy of the National Advisory Council constituted in pursuance of RTE Act shall be looking into the question of what help and advices can be rendered to States in formulation of their curricula, syllabi, teaching learning material, continuous and comprehensive evaluation and classroom transaction.</p>
	<p>(iv) Committee be constituted for introduction of Continuous and Comprehensive Evaluation (CCE) at the elementary stage.</p>	
	<p>Prepare a plan of action so that at least each and every child attains minimum level of learning.</p>	<p>SSA norms have been revised to provide for greater funds for organising the in-service training programmes and strengthening the resource support structures at the sub-district levels. The revised SSA norms also provide for age appropriate enrolment of the out of school children and special training for them to enable them at par with other children.</p>
<p>3.</p>	<p><b>Dr. Jitendra Singh, Hon'ble Minister of Higher Education, Rajasthan</b> suggested (i) NCHER should be divided into three parts –</p>	<p>(i) &amp; (ii) The suggestions have been given due consideration while</p>



	<p>higher education, medical education and technical education and all the Councils i.e. Medical Council of India, Dental Council of India, Nursing Council etc., should clubbed into one body.</p> <p>(ii) Restructure the proposed Bill so that the medical sector is properly taken care of in the proposed Bill.</p>	<p>drafting the Bill on NCHER.</p>
4.	<p><b>Shri D. Sridhar Babu, Hon'ble Minister of Higher Education, Andhra Pradesh</b></p> <p>(i) Centre Govt.. should provide greater support to the State Govt for providing education.</p>	<p>(i) It is for the first time ever that Central Government has introduced schemes to support establishment of higher educational institutions by State Governments during XIth Plan.</p>
5.	<p><b>Shri Pratap Jena, Hon'ble Minister of School &amp; Mass Education, Orissa</b></p> <p>(i) under NCHER, the agricultural education, medical education, engineering all should come together and there should be one regulatory body to oversee their activities.</p>	<p>(i) In view of the constitutional limitation in regard to Agriculture education, institutions mainly dealing with that sector have been left out. Other suggestion has been kept in mind in drafting the Bill on NCHER.</p>



6.	<p><b>Smt. Geeta Bhukkal, Hon'ble Minister of Education, Haryana</b></p> <p>(i) NCHER Bill smacks of centralization and it would lead towards an encroachment on the powers of State Government and suggested that while the Commission may set the norms, guidelines and standards of academic operation, its compliance should be delegated to the universities in case of colleges. As far as universities are concerned, these tasks may be given to the State Council or any such body that the State Governments deems fit for the job.</p>	<p>(i) The Bill has been modified to involve States even more, however, coordination and determination of standards is a Central subject under the constitution. Universities are being proposed to be given powers vis a vis colleges in the draft.</p>
	<p>(ii) The funding pattern of 75:25 be adopted for implementation of RTE.</p>	<p>(ii) The revised fund sharing pattern between the Central and State Government in ratio of 65:35 (90:10 for NE States) has been introduced from 2010-11.</p>
7	<p><b>Shri Laxmikant Sharma, Hon'ble Minister of Higher and Technical Education, Madhya Pradesh</b></p> <p>(i) The State of Madhya Pradesh has set up a State Advisory Committee to determine the fee structure in Higher Education in Madhya Pradesh. He urged that other State Governments could also follow in this regard.</p>	<p>(i) Action is expected of other State Governments if they wish to do so. In any event article 15(5) of the constitution empowers State Legislatures to make appropriate laws for the advancement of the weaker section.</p>
8.	<p><b>Shri Arvind Limbavali, Hon'ble Education Minister, Karnataka</b></p> <p>(i) The proposed commission should develop norms and approach for financing higher</p>	<p>(i) It is a welcome suggestion and has been kept in view, in the draft.</p>



	<p>education institutions.</p> <p>(ii) Adequate regulations should be put in place before allowing the foreign Universities in the country.</p>	<p>(ii) A Bill has been introduced in Parliament with appropriate regulations.</p>
9.	<p><b>Dr. Upinderjit Kaur, Hon'ble Minister of School &amp; Higher Education, Punjab</b></p> <p>(i) Attention was drawn about the charging of high fees by the private institutions and universities and urged HRM to take care of this issue.</p>	<p>(i) State legislatures can make appropriate laws in respect of institutions coming under their purview.</p>
10.	<p><b>Shri J. J. Irani, CABE Member</b></p> <p>(i) A system should be put in place of having people who are well qualified to be equipped to operate these systems.</p> <p>(ii) HRM while appreciating the views of Shri Irani, apprised that he had already discussed with State Governments the need for having a cadre of education trainers in every State. Further, the University System should be a resource system of sending Professors to DIETs. He also stated that our IITs and other institutions should assist the local institutions in their vicinity to develop academically.</p>	<p>(i) The eligibility of persons in the various bodies under proposed legislations have been framed with the suggestion in mind</p> <p>(ii) An amendment in the IT Act, 1961 has been introduced to empower the IITs to strive to meet the technological needs of the States &amp; the institutions therein.</p>





11.	<p><b>Ms. Subha Mudgal, CABE Member</b></p> <p>(i) To look at the issue of arts education both in school education as well as in realm of higher education because they cannot be separated.</p> <p>(ii) There are not many special institutions and no work has been done in art education as it is considered more as a leisure hobby</p>	(i) & (ii) The suggestion has been noted. Universities are encouraged by UGC to diversify and include all disciplines including the Arts.
12.	<p><b>Mrs.Santha Sinha Member, CABE</b></p> <p>(i) Steps should be taken by Govt. for enabling girls to pursue Higher Education after completing school education.</p> <p>(ii) No provision of colleges and hostels in many districts.</p>	(i) & (ii) Govt. has already introduced a scheme known as 'Indira Gandhi scholarship for single girl child' for pursuing higher education and technical education. The purpose of the scheme is to support girl child to pursue higher education through scholarship. Steps has also been taken to construct women hostels for colleges. UGC is also providing financial assistance for setting up of new women centres as well as to strengthen and the university women study centre.
13.	<p><b>Shri K. K. Aboobacker, CABE member</b></p> <p>(i) To include members from minority communities at all levels without sacrificing the merit.</p> <p>(ii) To enforce reservation to minorities in all the professional colleges of the country.</p>	(i) & (ii) : The suggestions have been noted and taken into consideration by the Ministry. Validity of religion based reservation is not clear as a number of matters are before courts.
14.	<p><b>Prof. Abhai Maurya, CABE member</b></p> <p>Medical education, agriculture education and law education should also be made part of the proposed NCHER.</p>	(i) In view of the constitutional limitation in regard to Agriculture education, institutions mainly dealing with that sector have been left out. Other suggestion has been kept in mind in drafting the Bill on NCHER.



15.	<p><b>Dr. C. Subramaniam, CABE member</b></p> <p>(i) To evolve a mechanism so that the students can get loans from Higher Education Financial Service Corporation instead of loans through banks.</p> <p>(ii) There should be no intervention of Central Government in the functioning of State Government, but at the same time appointment of Vice Chancellors of State Universities, must also have some desired regulation.</p>	<p>(i) A proposal was made to Planning Commission, which felt that a loan Guarantee Corporation may be examined as an alternative.</p> <p>(ii) While Central Government does not interfere in the selection of VCs, minimum eligibility in order to maintain standards can be prescribed as proposed in the draft NCHER Bill.</p>
16.	<p><b>Shri Partha De Hon'ble Minister of School Education, West Bengal</b></p> <p>(i). He also had reservation about the provisions relating to minimum qualification norms and training norms for teachers. With regard to implementing SSA and RMSA, he suggested that whatever has been done so far in the field of primary education needs to be updated according to the expectations of the nation. He suggested to amend the RTE Act to include pre-primary education upto five years age in the RTE Act, else it will be difficult to achieve the intended benefits of the RTE Act.</p>	<p>The RTE Act lays emphasis on the quality of teachers. Section 23 of the RTE Act provides that the Central Government shall authorise an academic authority to lay down Teachers Qualifications. The Central Government has authorised the National Council of Teacher Education (NCTE) as such academic authority, and NCTE has notified the Teacher Qualifications on 23.8.2010.</p> <p>The Framework for Implementation of SSA has also been revised in keeping with the spirit of the RTE. The revised Framework has been circulated to States/UTs, and is also on the website: <a href="http://www.ssa.nic.in">www.ssa.nic.in</a></p> <p>As regards pre-primary education, section 11 of the RTE Act provides that the appropriate Government may make arrangements to provide pre-primary education in order to prepare children for elementary education.</p>
17.	<p><b>Dr. Rakesh Dhar Tripathi, Hon'ble Minister of Education, Uttar Pradesh</b></p> <p>(i) Central Government should expedite the</p>	<p>The Teacher Qualifications have been notified by NCTE on 23.8.2010,</p>



	<p>process of laying down the minimum qualifications for teachers. NCTE should allow the Government of Uttar Pradesh to recruit persons with B.Ed. qualifications and who have undergone the Special BTC course, as primary school teachers.</p>	<p>and are available on the NCTE website.</p>
<p>18.</p>	<p><b>Shri Ishwar Das Dhiman, Hon'ble Minister of Education, Himachal Pradesh</b></p> <p>(i) As the State Government has to pay 25% expenses to private schools for providing education to poor students under RTE ACT, it would not be conducive to the tribal areas where government schools already have less students.</p> <p>(ii) <b>HRM decided that a Committee would be constituted to examine the implementation of the provisions of section 12(1)(c) relating to admission of children belonging to disadvantaged groups and weaker sections in unaided schools.</b></p>	<p>(i) The issue of 25% reservation in unaided schools is before the Supreme Court.</p> <p>(ii) After the CUBE meeting, the Ministry received representations from various State Governments, including Himachal Pradesh, Rajasthan and Gujarat regarding implementation of the provisions of section 12 (1) (c) of the RTE Act. These were placed before the National Advisory Council constituted under the RTE Act in its second meeting held on 2<sup>nd</sup> March, 2011. After discussion, the NAC approved that clarification on the following lines may be given to the State Governments.</p> <p>(a) While estimating the costs, the State Government may take cognisance of the fact that private unaided schools are required to admit 25% of the strength of class I (or pre-primary class, as the case may be) since reimbursement is required to be made in respect of the children admitted in class I only. This amount will increase on a year-by-year basis as children admitted in class I move to higher classes and new children are admitted to class I annually. The liability for all the eight classes of elementary education will therefore arrive only in the 8<sup>th</sup> year of the implementation of this provision, i.e. in 2018. Accordingly, even if in Year I, children belonging to disadvantaged groups and weaker sections are studying in classes above the entry level (class I or pre-primary level), the school is not entitled to reimbursement for such</p>



children.

(b) All unaided schools are not entitled to reimbursement for the entire 25% of admission in class I made by them. Reference in this regard is invited to second proviso to section 12(2) which stipulates that an unaided school, which is already under obligation to provide free education to a specified number of children on account of its having received any land, building or equipment or other facilities, either free of cost or at a concessional rate, shall not be entitled for reimbursement to the extent of such obligation. Therefore, while estimating the overall liability the State Government may identify unaided schools which are not entitled to reimbursement for the entire 25% of admission with reference to the original conditions of grant of land.

(c) With regard to the issue of migration of children from Government to private schools, it may be noted that admission under section 12(1)(c) is to be effected at the entry level of the school (class I or pre-primary) only, and entitlement for reimbursement is also in respect of children who are admitted at that level. Only such children are entitled to free education in the unaided school under the Act. By its very definition, there can be no migration of a child at the entry level. Further, even if a child in a class higher than the entry class migrates from a government school to a private school, such child will not have the right to free education under section 12(1)(c).

(d) The apprehension that private unaided schools in rural areas will raise their school fees to bring it at par with the per-child expenditure incurred by the State Government, and thereby claim higher reimbursements from the State Government needs to be allayed. Any such increase would be opposed by parents of the remaining 75%





children in schools, as well as civil society organisations, and may eventually be detrimental to the overall interests of the schools. Schooling in India continues to be on a not-for-profit basis, and the schools would not be in a position to justify such increases to the larger school body/community.

(e) With regard to issues regarding underutilization of infrastructure and expenses towards teacher salary, it is felt that a detailed micro-analysis needs to be undertaken at the district/block level before arriving at conclusions. The analysis is considered necessary in order to determine the exact capacity in class I (or pre-primary class) of each unaided school, the number of children belonging to disadvantaged group and weaker section in that block/district who would be joining the schooling system each year, the estimated number of children belonging to these groups who would seek admission in the unaided schools (and therefore potentially would not seek admission in the Government school).

(f) The objective of section 12(1)(c), providing for admission in class I or pre-primary class of children belonging to disadvantaged group and of weaker section, till completion of elementary education is to ensure that children at the tender age of 6 to 5 from varying background and strata learn to grow together in a homogenous and non-discriminatory environment. Accordingly, in respect of schools which begin at higher classes and admit higher age- group children, the provisions of section 12(1) (c) would not apply.



19.	<p><b>Shri Sudhir Kumar, Additional Secretary, Ministry of Women &amp; Child Development-</b></p> <p>(i) vacant post of teachers in the Anganwadi Centres should be filled up from amongst women</p> <p>(ii) More States should constitute SCPCR especially in light of the mandate given to them under the RTE Act.</p> <p>Only 8 States have constituted SCPCR. More States should constitute SCPCR, especially in light of the mandate given to them under the RTE Act.</p>	<p>(i) This matter relates to Ministry of Women &amp; Child Development which administer the ICDS Scheme. The matter is being taken up with the Ministry of Women &amp; Child Development for appropriate action.</p> <p>(ii) State Governments have already been requested to constitute SCPCR/Right to Education Protection Authority (REPA) for this purpose.</p> <p>(iii) So far, 11 States have constituted SCPCR/REPA. The matter is being pursued with remaining State Governments.</p>
20.	<p><b>M.A.Baby, Hon'ble Minister Education, Kerala</b></p> <p>(i) A Committee be constituted for introduction of Continuous and Comprehensive Evaluation (CCE) at the elementary stage.</p>	<p>Section 29 of the RTE Act, 2009 mandates the introduction of Continuous and Comprehensive Evaluation (CCE) in all the schools, to ensure that the children's academic progress can be assessed on continuous basis as part of the teaching learning process and necessary support be given to them in time. States have initiated the process of developing appropriate strategies for CCE and necessary support is being provided to them. A pilot project is being implemented in Bihar with the assistance of Ministry. NCERT is also working on developing an effective model for CCE.</p> <p>A Task Force on Curriculum and Pedagogy of the National Advisory Council constituted in pursuance of RTE Act shall be looking into the question of what help and advices can be rendered to States in formulation of their curricula, syllabi, teaching learning material, continuous and comprehensive evaluation and classroom transaction.</p>



21.	<p><b>Smt.Archana Chitnis, Hon'ble Minister of Education, Madhya Pradesh</b></p> <p>(i) As SSA will be the main vehicle to implement the RTE Act, it needs to be strengthened.</p> <p>(ii) SSA should not remain a stand alone programme, but should gradually be integrated with the State Education Department.</p> <p>(iii) All State Governments should review SSA Scheme and to analyse the achievements that have been made under SSA during last 10 years.</p> <p>(iii) Central Government may determine the standards of training, the States should be provided flexibility in duration and other aspects relating to conduct of the training programmes.</p> <p>(iv) qualification of part time instructors need be laid down by the Central Government. She also urged for recruiting of quality teacher and we should not compromise the quality.</p>	<p>(i) to (iv) Para 7.2.3 of the revised Framework for Implementation of SSA states: <i>“RTE requires the entire education department to be geared in a unified manner to take up the task on a long term basis. In the long run this would require the unification of the existing SSA structures with the regular education department. The actual convergence of SSA structures with the regular education department and the SCERT should commence immediately; dichotomous and overlapping structures, wherever they exist and are adversely affecting the programme, should be eliminated. However, complete integration of SSA and Elementary Education Department structures may take some time. It is, therefore, prudent to implement a transitional strategy whereby a modified SSA remains the modality to be replaced by a new scheme compatible with the provisions of the Act from the middle of the Twelfth Plan period. Till then, SSA would be the vehicle for implementation of the RTE Act.”</i></p> <p>The SSA programme is periodically reviewed, especially through the mechanism of the biannual Joint Review Mission (JRM). Progress is also reviewed during the meetings of the Project Approval Board for approving the States' Annual Work Plans and Budgets, and during meetings of State Secretaries.</p> <p>NCTE has notified the pre-service teacher qualifications.</p>
	<p>(v) Need for strong community involvement in achieving the objective of RTE.</p>	<p>(v) The RTE Act, 2009 mandates the preparation of School Development Plans by the School Management Committees. The revised SSA Framework for Implementation places emphasis on the involvement of community in all aspects, including the quality and equity aspects, of the functioning and management of schools. Revised SSA norms provide for six day training to the SMC members of which three day training should be in residential mode.</p>



	(vi) Need for involvement of civil society & public private partnership	(vi) Civil society organizations have been involved with the implementation of various interventions, particularly under the components of inclusive education, bridge courses for out of school children and Kasturba Gandhi Balika Vidyalaya, under SSA. Revised SSA framework recognizes the important role they can play in effective implementation and monitoring of the programme.
22.	<b>Shri Pratap Jena, Hon'ble Minister of Education, Orissa</b> (i) sought clarification whether special schools for disabled children would continue in light of the RTE Act	(i) Provision under section 3(2) of the RTE Act has to be read with Persons with Disability (PWD) Act –Special schools are included.
	(ii) Orissa is in a very good position with child tracking system for which he sought the support of the Centre.	(ii) Noted.
	(iii) Multi-lingual education for the tribal areas.	(iii) Section 29 of the RTE Act, 2009 provides inter-alia that as far as practicable the Mother Tongue of the children should be the medium of instruction at elementary level. Several States like Andhra Pradesh, Orissa, Chhattisgarh and Jharkhand have taken steps for the implementation of the multi-lingual education and developed/are developing primers and teaching learning material in tribal languages and dialects.
	(iv) Expressed concern over the poor quality of English textbooks in schools and suggested that the University of English and Foreign Languages could provide technical support in improving their quality	(iv) Noted.





23.	<p><b>Prof. Abhai Maurya, CABE Member</b></p> <p>(i) Education cess be increased from the present 2 per cent for providing additional funds for implementation of the RTE Act.</p>	<p>(i) Education Cess is 3% at present.</p> <p>"Sarva Shiksha Abhiyan (SSA) norms have been modified to correspond with the provisions of the Right of Children to Free and Compulsory Education (RTE) Act, 2009. Government has approved a total outlay of Rs.2,31,233 crore for implementation of the combined RTE-SSA programme for a five year period from 2010-11 to 2014-15. In addition, a revised fund sharing pattern in the 65:35 ratio between the Centre and States has been notified for implementation of the modified SSA programme from 2010-11 onwards. The Centre and State fund sharing pattern in respect of the States in the North Eastern Region will continue to be in the 90:10 ratio.</p>
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**HRM- Regarding National Vocational Qualifications Framework** - An Inter-Ministerial group with representation of State Governments will be set up to get the issue on board and then it will be examined by the expert body which will decide the framework. CABE, in its 57<sup>th</sup> meeting held on 19<sup>th</sup> July 2010, had also recommended setting up of an inter ministerial group for developing a National Vocational Qualifications Framework (NVQF).

CABE, in its 57<sup>th</sup> meeting held on 19<sup>th</sup> July 2010, had recommended setting up of an inter ministerial group for developing a National Vocational Qualifications Framework (NVQF). However, it was learnt that an inter ministerial group had already been set up by Ministry of Labour & Employment to undertake a similar exercise. It was therefore decided, with the approval of HRM, that since MHRD is involved in preparing a National Vocational Education Qualifications Framework (NVEQF) and not NVQF, establishment of an inter ministerial group may be considered at a later stage.

Two rounds of consultations were held with State Education Ministers on 14.12.2010 and 20.1.2011. There was total unanimity amongst States for the NVEQF. A decision was also taken to constitute a Group of State Education Ministers to suggest ways and means for strengthening vocational education in the country at all levels and to develop a broad consensus on the contours of the National Vocational Education Qualifications Framework. Consequently the following notification has been issued to develop a NVEQF:

- i. Constitution of a Group of State Education Ministers (in charge of Vocational Education) of Karnataka, Andhra Pradesh, Maharashtra, Gujarat, Chhattisgarh, Haryana, Punjab, Rajasthan, West Bengal, Bihar, Assam and Mizoram. The Group would submit its report by 31<sup>st</sup> July 2011
- ii. Constitution of a Coordination Committee: the committee would prepare a harmonised approach to the NVEQF, suitably



incorporating the recommendations of the Committee constituted through the Sectoral Round Tables. The Committee would submit its report to the Group of State Education Ministers by 31<sup>st</sup> May 2011.

The NVEQF would set common principles and guidelines for a nationally recognized qualification system, covering schools, vocational education institutes and institutes of higher education with qualifications ranging from secondary to doctorate level, leading to international recognition of national standards. The framework will have a competency based modular approach with provision for credit accumulation and transfer. Students would have the scope for vertical and horizontal mobility with multiple entry and exits. This would be especially useful to promote the creative genius of every child including children with special needs. Sector Skill Councils and Industry would collaborate in the development of quality standards, competencies, model curricula, assessment standards and testing procedures. Linkage between education providers and employers would be a pre-requisite. Consequently the vocational education in the country would be transformed from an input based standards and supply led education system to an outcome based demand driven education and training system.



### The proposed Indian National Vocational Education Qualification Framework

General Education Qualifications		Vocational Education Qualifications	ITI Qualifications	Polytechnic Qualifications	Higher Education Qualifications
Certificate of Higher Secondary Education	Class XII	Certificate II	Trade Certificate II	Advanced Diploma Diploma Certificate II** Certificate I*	Post Doctorate Doctorate M.Phil Master degree Bachelor degree
	Class XI	Certificate I	Trade Certificate I		
Certificate of Secondary Education	Class X		Bridge course		
	Class IX		Certificate in Craftsmen Training#		

\* First year of polytechnic diploma  
 \*\* Second year of polytechnic diploma  
 # Entry is after class 8





25.	Evolve a curriculum framework for value education to anchor education in the culture and values of the nation	NCERT has set up a committee for preparation module containing curriculum framework for value education for Classes I to XII. NCER has prepared draft framework for education in values and consultation with different stakeholders has been carried out. NCERT has been asked to prepare final document based on the feedback received from various stakeholder by the end of April, 2011.
26.	<p><b>Shri Gautam Bora, Hon'ble Minister of Education, Assam; Prof. Abhai Maurya, CABE Member; Shri Brij Mohan Agarwai, Hon'ble Minister of Education, Chhattisgarh</b></p> <p>(1) Need for financial support of the Central Government for augmenting capacity of the States for pre-service and in-service teacher training programmes</p>	<p>1. SSA norms provide for 20 day in-service training to the existing teachers, 30 days induction training to the newly recruited teachers and support for 60 contact sessions for training of un-trained teachers through distance training mode.</p>
	<p>(2) Additional funds may be provided so as to enable the State Government to extend the present scheme of providing cycles to girls at upper primary level.</p>	<p>SSA norms do not have provision for providing cycles to the girls. However, some States have used the fund available under the Innovation and NPEGEL components of SSA for this purpose.</p>
27	<b>Harmonization of SSA norms with the provisions of the RTE Act</b>	"Sarva Shiksha Abhiyan (SSA) norms have been modified to correspond with the provisions of the Right of Children to Free and Compulsory Education (RTE) Act, 2009. Government has approved a total outlay of Rs.2,31,233 crore for implementation of the combined RTE-SSA programme for a five year period from 2010-11 to 2014-15. In addition, a revised fund sharing pattern in the 65:35 ratio between the Centre and



		<p>States has been notified for implementation of the modified SSA programme from 2010-11 onwards. The Centre and State fund sharing pattern in respect of the States in the North Eastern Region will continue to be in the 90:10 ratio.</p> <p>The revised RTE-SSA Framework has been prepared and is proposed to be placed as an Agenda item in the next CABE meeting.</p>
28.	<b>Teacher Qualification norms u/s 23 (1) of the RTE Act</b>	<p>Notification regarding Minimum Qualifications for a person to be eligible for appointment as a teacher in class I to VIII in a school referred to in clause (n) of section 2 of the RTE Act has been issued on 23<sup>rd</sup> August, 2010. Guidelines for conducting Teacher Eligibility Test (TET) under the RTE Act, 2009 has been issued on 11<sup>th</sup> February, 2011. <u>A copy each of the notification and guidelines is enclosed.</u></p>



## AGENDA-I: LAW TO PROHIBIT UNFAIR PRACTICES IN SCHOOL EDUCATION

The Indian school Education System has been witnessing unprecedented growth in recent decades. The number of Primary, Upper Primary, Secondary and Senior Secondary Schools has, in 2009, grown to more than 7.89 lakhs, 3.36 lakhs, 1.23 lakhs and 0.60 lakhs respectively. The success of Sarva Siksha Abhiyan (SSA) has taken the Gross Enrolment Ratio (GER) in Primary and Upper Primary Schools to almost 100. The successive five year plans of the Government have demonstrated the commitment of the Central Government towards the goals of universal access, retention, equity and quality in school education. Public outlays for education have seen a quantum jump from 10<sup>th</sup> Plan with a six-fold increase in the 11<sup>th</sup> Plan. The outlays for the 12<sup>th</sup> Plan are expected to be substantially higher than the 11<sup>th</sup> Plan. The number of private schools has also gone up substantially, including in rural areas, driven by the rising aspirations of students and parents. A break-up of the institutions by the types of management is as follows:

Sl. No	Schools/ Institutions	Govt.		Local Bodies		Private Aided		Private Unaided	
		Number	%age	Number	%age	Number	%age	Number	%age
1.	Pre –Degree/ Junior Colleges/Higher Sec. Schools	20988	34.76	656	1.09	18009	29.82	20730	34.33
2.	Higher/Post Basic Schools	38295	31.07	10420	8.45	32948	26.73	41602	33.75
3.	Middle/Senior Basic Schools	192274	57.12	55613	16.52	30855	9.17	57896	17.20
4.	Primary /Junior Basic Schools	461650	58.48	225570	28.57	45500	5.76	56724	7.19
5.	Pre-Primary/ Pre Basic Schools	32430	48.49	17758	26.55	2244	3.36	14446	21.60
	<b>Total</b>	<b>745637</b>	<b>45.98</b>	<b>310017</b>	<b>16.23</b>	<b>129556</b>	<b>14.96</b>	<b>191398</b>	<b>22.81</b>

Source Statistics of School Education, 2008-09 (provisional)



Thus over a third of the schools in the country are either private aided schools or private un-aided schools. The landmark legislation, The Right of Children to (RTE) Free & Compulsory Education Act, 2009, has further cast an obligation on the governments and local bodies to ensure a neighbourhood school for every habitation. Private schools too now have to provide 25% seats to the children from disadvantaged groups and weaker sections. Rashtriya Madhyamik Siksha Abhiyan (RMSA) has targeted that one Secondary School should be established within five km radius for every habitation. Since the resources are finite, the government is actively formulating policies for private-public partnership (PPP) in order to leverage public resources and benefit from private sector participation. The current national policy, while encouraging public-private-partnership, is against commercialization of higher education. The Supreme Court of India has also, through successive pronouncements, cautioned against commercialization of education.

Notwithstanding the current national policy and pronouncements of the Apex Court, it is a matter of concern that some private school managements have been resorting to unfair practices. Such unfair practices range from demanding donations for making admissions, overcharging of fees, not issuing written receipts in respect of payments made by students, non-refund of fees, not adhering to syllabus disclosed to public, admission through non-transparent processes, the level of quality of education provided not in keeping with the promises made through prospectus and other publications of the school, misleading advertisements in the media with an intention to cheat students and parents, engagement of unqualified or ineligible teaching faculty, underpayment to teachers and other employees, withholding of certificates and other documents of students who decide after their admission to migrate to other schools, and so on. While there can possibly be no exhaustive list of unfair practices in school education, the illustrative list above sums up the prevailing situation.

There are about 11600 schools affiliated to the CBSE as per the following details:

- |                                |        |
|--------------------------------|--------|
| 1. Kendriya Vidyalayas         | - 1000 |
| 2. Navodaya Vidyalayas         | - 600  |
| 3. Private independent schools | - 8500 |
| 4. State Government Schools    | - 1500 |





The Schools under the administrative control of IKVS, NVS & State Governments are governed by the rules framed by them. Private independent schools are expected to follow the Affiliation Bye-Laws of CBSE, which contain provisions regarding admission of students, charging of fee, service conditions of teachers, etc. These schools are affiliated after the concerned State Governments give their No Objection Certificates (NOC). Despite these stipulations, various violations are reported to the CBSE:

1. Violation of provisions regarding admission of students.
2. Denying admission to differently-abled students and, wherever admission is given, forcing them to leave school at the secondary stage.
3. Charging of exorbitantly high fee and fees on inadmissible items.
4. Non refund of fee.
5. Not providing facilities commensurate with the fee charged.
6. Commercialisation of education – Forcing parents to buy certain types of books, stationery, uniforms, branded shoes, etc.
7. Non payment of adequate salaries to the teachers.
8. Non-provision of other service benefits to the teachers.
9. Manipulating teachers to engage in personal and other work at the risk of losing their jobs.
10. Not providing teachers with opportunities for upward mobility or capacity development.
11. Building nexus with Coaching Centres.

Under the existing conditions, such violations are dealt with by applying different provisions of the Affiliation Bye-Laws. Under the Bye- Laws, the only penalty that can be imposed is disaffiliation of a school, which ultimately means that students suffer. Moreover there are constant tussles regarding jurisdiction if, at any time, a State Government wants to enquire into the violations mentioned above in respect of any private independent school affiliated to the CBSE. Many of the State Boards may also be facing similar situations, unable to effectively regulate or control the private schools.

In the absence of any central law prohibiting donations and other unfair practices, it is difficult to take any effective deterrent action. While our current policy in school education is



to promote autonomy of schools and any overbearing regulation would be undesirable, yet misuse of autonomy through rampant unfair practices by schools would be disastrous for the school education system as a whole. It is felt that there is need to strike a balance between autonomy of educational institutions on the one hand, and potent measures to protect the interests of students and other stake holders, on the other. There is also a feeling that curbing of unfair practices would indirectly impact quality of school education and fulfill the goals of equity and access. Any legislative proposal would also have to meet the test of reasonability of restrictions in the light of the fact that establishment of private unaided educational institutions is in the exercise of the fundamental right to occupation under Article 19(1)(g) of the Constitution.

The Central Government proposes to prepare a legislative proposal, namely, "***The Prohibition of Unfair Practices in Schools and intermediate Colleges Bill, 2011.***" The proposal would be self-disclosure based. The inherent rationale of the legislation would be to promote transparency through mandatory self disclosure in the prospectus and website, and provide adequate and accessible recourse for remedial action arising out of non-adherence to self disclosed details and norms. The proposal provides for prohibition of certain unfair practices in respect of schools, in order to protect the interest of students and applicants seeking admission to and studying in such schools and for allied matters. The legislative proposal has built-in safeguards against any misuse of authority or unnecessary interference with the autonomy of institutions, in so far as it places an onus on educational institutions, that the cause of action would arise out of any violation or conflict with the declarations made by the institution itself through its prospectus. This is intended to make the institution assume greater responsibility in informing students seeking admission and other stake holders about its standards of quality, teaching faculty, other facilities and infrastructure, etc. The legislation would provide for criminal prosecution and civil penalties for violations. However, safeguards would be built into the legislation so that there is no misuse of authority while imposing penalties of a civil nature or prosecution leading to punishment.

The Bill would prohibit accepting any fee or charges by any institution without issuing receipt. It would also make it mandatory for every institution to publish its 'prospectus' in print and on its website and such prospectus should contain all relevant information about the institution in respect of its physical, academic and human resource infrastructure and other facilities relating to quality of education and the broad outlines of syllabus as well as relevant



instructions. Besides, it would prohibit donation/capitation fee sought, either directly or indirectly, by the institution and also provide that no capitation fee be offered by those seeking admission and provides for refund of percentage of the fees deposited by the student, if subsequently the student withdraws from such institution. It would also provide for prohibition of advertisements by institutions which are not based on facts and the making of false claims on infrastructure or availability of human resources or on results etc.

The legislative proposal would provide for civil and criminal penalties and liabilities for violation of any of the provisions of the Bill. The proposed Bill would be substantially patterned after the Prohibition of Unfair Practices in Technical Educational Institutions, Medical Educational Institutions and Universities Bill, 2011, which has been already introduced in Parliament.

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## **AGENDA-II: THE RIGHT OF CHILDREN TO COMPULSORY SECONDARY EDUCATION**

The Government has passed the Right of Children to Free and Compulsory Education (RTE) Act, 2009 mandating eight years of compulsory education from classes I-VIII. But given our knowledge/information intensive social and work milieus, eight years of elementary education is inadequate for children to cope with modern day complexities. The increasing complexity of modern societies makes additional years of schooling necessary.

Making ten years of schooling compulsory has been on the agenda of several international conventions and declarations for a long time. Consequently, the compulsory years of schooling have been progressively raised in many countries across the world. Several countries provide for compulsory schooling upto to the lower secondary stage of education, covering at least ten years of schooling.

In India, the Secondary Education Commission (*Mudaliar* Commission, 1952-53) had put forward the idea of multi-purpose school education, and had recommended an 11-year pattern of school education offering diversification after eight years of schooling by providing training in crafts/ vocations. The *Mudaliar* Commission felt that at the end of 11 years of schooling, a student should be in a position to enter the world of work. The *Kothari* Commission (1964-66) suggested restructuring of education into a uniform pattern of 10+2+3 education all over the country, implying 10 years of undifferentiated education for all, with diversification into academic and vocational streams at the +2 level. The recommendation of the *Kothari* Commission (1964) for an undifferentiated curriculum till ten years of schooling implied the desirability of ten years compulsory schooling.

The Convention on the Rights of the Child (CRC), which came into force in September 1990, incorporates the full range of human rights—civil, cultural, economic, political and social rights. The CRC has been ratified by 193 countries, including India. The CRC defines ‘child’ as human being under the age of 18 and calls on States Parties to take all appropriate measures to ensure that child rights are protected - including the right to education. The provisions of CRC Article 28 are extracted below:





## **CRC: Article 28**

*States Parties recognize the right of the child to education, and with a view to achieving this right progressively and on the basis of equal opportunity, they shall, in particular: (a) make primary education compulsory and available free to all; (b) encourage the development of different forms of secondary education, including general and vocational education, make them take appropriate measures such as the introduction of free education and offering financial assistance in case of need; (c) make higher education accessible to all on the basis of capacity by every appropriate means; (d) make educational and vocational information and guidance available and accessible to all children; (e) take measures to encourage regular attendance at schools and the reduction of drop-out rates.*

Today, the demand for Secondary Education is on the increase as more and more children complete Primary and Upper Primary schooling and an increasing number seek opportunities to continue formal learning in secondary schools. Parents throughout the world also aspire for better education for their children, than they had themselves. Further, given the demographic changes, the secondary school age cohort of young people is larger than ever before. These young people will clearly shape our future, and require educational opportunities beyond the eight years mandated under the RTE Act.

Secondary Education builds on primary education and prepares young people to face the world of work. It is the gateway to the opportunities and benefits of economic and social development. Globalization and the growth of knowledge-based economies give a sense of urgency to the heightened demand for secondary education. In the past, Secondary Education primarily served the elite as an educational transition to Higher Education. Today, the majority of the population views Secondary Education as a necessary step to lifelong learning, critical for successful employment and life.

## **International Experiences**

### ***Australia***

Australian education is compulsory upto the age specified by the legislation and varies state wise from 15-17. Education in Australia is governed by the individual government of each



state and follows a three tier model which includes – Primary education (6-7 Years), Secondary education (5 to 6 years) and Tertiary education.

### ***Canada***

Education is compulsory between ages 6 to 16, except for Ontario and New Brunswick where the compulsory age is 18.

### ***Japan***

In Japan primary and secondary education is compulsory. The Constitution stipulates that the first nine years of general education (six years of primary and 3 years of lower secondary education) are compulsory.

### ***New Zealand***

New Zealand has a comprehensive education system consisting of three parts: Early childhood schools, intermediate schooling, and secondary schools. Schooling is compulsory in New Zealand for all children from their sixth until their 16<sup>th</sup> birthday. It is free at state (government funded) schools until the age of 19 or 21 for special students.

### ***Russia***

Eleven Year secondary education in Russia is compulsory since September 1, 2007. Until 2007, it was limited to nine years with grades 10-11 optional.

### ***Taiwan***

As part of the first steps to expand coverage of compulsory education from the current 9 years of schooling to 12 years, Taiwan will reportedly add a majority of preschool, senior high and vocational school students to its tuition fee benefits by August. The policy marks the first phase of the roadmap to 12-year compulsory education in 2014.

### ***Thailand***

The Thai Education System consists of 12 years free education, comprising six years of primary education and six years of secondary education. The current Thai Education system stems from the reforms set by the 1999 National Education Act which implemented new organizational structures, promoted the decentralization of administration and called for innovative learner-centred teaching practices. The Thai education system provides 9 years of compulsory education with 12 years of free basic education guaranteed by the Constitution.



### ***United Kingdom***

The statutory school age in England and Wales is from five to 16 years. Section 7 of the UK Education Act 1996 states that all children of statutory school age must receive efficient full-time education suitable to their age, ability, aptitude and to any special educational needs (SEN) they may have, either by regular attendance at school or otherwise.

### ***United States of America***

In the US, secondary education was expanded much earlier. By 1900 mass secondary education was more or less implemented in several states. Expansion was done applying a certain number of principles:

- Public provision (free tuition law in most states)
- Public funding through decentralized fiscally independent districts
- Open access and forgiveness for poor grades (no standard, no examination)
- Largely academic curriculum, although modern and practical

This policy and the high level of education attainment of the adult population largely explains the economic development of the USA. Today, every state in the US requires children to compulsorily enroll in public or private education or be home schooled. More than half – 32 – states require students to begin their education by age 6. Some states' set their age requirements as low as age 5 and as high as age 8. All children are required to continue their education into their high school years with 26 states setting the cut off age at 16. The remaining states require students to stay in school through age 17 or 18.

Country wise details on the number of years of compulsory schooling are given in Annexure I.

In this background the Right of Children to Free and Compulsory Education (RTE) Act 2009 that provides for eight years of compulsory education may be revisited. This preliminary note is placed before CAGE to explore the possibility of extending the compulsory years of education to ten years of formal schooling.



## Compulsory Years of Schooling

Sl. No	Country	Compulsory Years of Schooling
<b>Arab States</b>		
1	Algeria	6-16
2	Djibouti	6-15
3	Jordan	6-16
4	Lebanon	6-15
5	Libyan Arab Jamahiriya	6-15
6	Mauritania	6-16
7	Morocco	6-15
8	O. Palestinian T	6-15
9	Tunisia	6-16
<b>Central and Eastern Europe</b>		
10	Czech Republic	6-15
11	Russian Federation	6-15
12	Slovakia	6-16
13	Slovenia	6-15
14	TFYR Macedonia	6-15
15	Azerbaijan	6-16
16	Kazakhstan	7-17
<b>East Asia and Pacific</b>		
17	Australia	5-15
18	Cook Islands	5-15
19	DPR Korea	6-16
20	Fiji	6-15
21	Japan	6-15
22	Kiribati	6-15
23	Nauru	6-16
24	New Zealand	5-16
25	Niue	5-16
26	Republic of Korea	6-15
27	Thailand	6-16
<b>Latin America and the Caribbean</b>		
28	Antigua and Barbuda	5-16
29	Argentina	5-15
30	Aruba	6-16
31	Bahamas	5-16
32	Barbados	5-16
33	Bermuda	5-16
34	British Virgin Islands	5-16
35	Cayman Islands	5-16





36	Colombia	5-15
37	Costa Rica	6-15
38	Dominica	5-16
39	Grenada	5-16
40	Guatemala	6-15
41	Guyana	6-15
42	Mexico	6-15
43	Montserrat	5-16
44	Netherlands Antilles	6-15
45	Saint Kitts and Nevis	5-16
46	Saint Lucia	5-15
47	Saint Vincent and the Grenadines	5-15
48	Uruguay	6-15
<b>North America and Western Europe</b>		
49	Andorra	6-16
50	Austria	6-15
51	Canada	6-16
52	Cyprus	6-15
53	Greece	6-15
54	Iceland	6-16
55	Ireland	6-15
56	Luxembourg	6-15
57	Malta	5-16
58	Monaco	6-16
59	Norway	6-16
60	Portugal	6-15
61	San Marino	6-16
62	Spain	6-16
63	United Kingdom	5-16
64	United States	6-17
<b>Sub Saharan Africa</b>		
65	Botswana	6-15
66	Burkina Faso	6-16
67	Cape Verde	6-16
68	Central African Republic	6-15
69	Congo	6-16
70	Cote d'Ivoire	6-15
71	Democratic Rep. of the Congo	6-15
72	Gabon	6-16
73	Ghana	6-15
74	Liberia	6-16
75	Mauritius	5-16
76	Seychelles	6-15
77	Togo	6-15



## **AGENDA–III: NATIONAL VOCATIONAL EDUCATION QUALIFICATION FRAMEWORK**

### **1. System of Vocational Education and Training (VET) in India**

The technical and vocational education and training system (TVET) in India develops human resource through a three-tier system:

- Graduate and post-graduate level specialists (e.g. IITs, NITs, engineering colleges) trained as engineers and technologists.
- Diploma-level graduates who are trained at Polytechnics as technicians and supervisors.
- Certificate-level for higher secondary students in the vocational stream and craft people trained in ITIs as well as through formal apprenticeships as semi-skilled and skilled workers.

There are more than 17 Ministries/Departments of Govt of India providing or funding formal/non-formal VET programmes. The total annual training capacity of VET programmes thus offered is estimated to be about 25 lakh. However there is a lot of variation among the various programmes in terms of duration, target group, entry qualifications, testing and certification, curriculum, etc. which has resulted in problems related to recognition of qualifications, equivalence and vertical mobility.

### **2. Need for Strengthening Vocational Education Programmes**

India is referred to as a 'young nation' with 28 million population of youth being added every year. Only about 2.5 million vocational training seats are available in the country whereas about 12.8 million persons enter the labour market every year. About 90 per cent of employment opportunities require vocational skills, something that is not being imparted on a large scale in schools and colleges. The major reforms proposed for bringing about necessary 'flexibility' in the offering of vocational courses and development of 'modular competency based curricula' in collaboration with industry to suit the needs of both target groups and the employers (industry) will be useful in reducing the shortage of skilled manpower.



In addition the high drop out rate of students after Class X is significant and a cause of worry, as evident from the following statistics:

Population ( Census 2011)	121 cr
Male	62.3 cr
Female	58.6 cr
Projected population of 14-16 age group	4.84 cr
Projected population of 16-18 age group	4.86 cr
Projected population of 18-24 age group	10.5 cr
No of secondary schools (Cl IX- X)	1,23,265
No of higher secondary schools (Cl XI –XII)	60,383
No of students in secondary schools	2.90 cr
No of students in higher secondary schools	1.67 cr
No. of schools having vocational stream	9,619
% of students in vocational stream	4.8

Source: Selected Educational Statistics (2008-09)

It would be beneficial if these children, as also a large number of children who may not have the competency, but join formal higher secondary schooling, to be channelized into vocational education. This would lead to a system of education which is more meaningful and relevant in the local context. Gradually the ambit would be expanded to address the needs and aspirations of those engaged in traditional means of livelihoods too. The contribution of such educated youth would boost the state of the Indian economy through the thrust of the Govt on universalisation of secondary education, skill development and social justice through inclusive education and training.

Hon'ble Prime Minister of India addressing the nation on Independence Day (2006), spoke of the need for a Vocational Education Mission and in Independence Day speech (2007) announced that 1600 new industrial training institutes (ITIs) and polytechnics, 10,000 new vocational schools and 50,000 new Skill Development Centres would be opened to ensure that annually, over 100 lakh students get vocational training, which would be a four-fold increase. The Finance Minister in his budget speech (2007) also mentioned the emerging



shortages in the reservoir of skilled and trained manpower in a number of sectors. The Finance Minister in his budget speech (2011) has announced the launch of the centrally sponsored scheme “Vocationalisation of Secondary Education” from 2011-12. The existing scheme of vocationalisation of secondary education is under revision and would be launched accordingly. There is thus a need to expand the VET programmes to take advantage of the demographic dividend of the country and to fulfill the aspirations and right of the youth to gainful employment and contribute to national productivity.

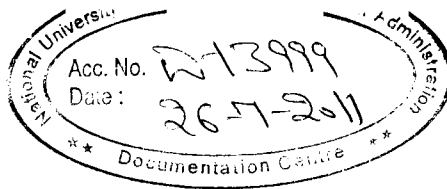
### **3. National Vocational Education Qualification Framework (NVEQF)**

Recognizing the high demand for skill in the country, the Central Advisory Board of Education (CABE) Committee in its 57<sup>th</sup> Meeting held on 19th June, 2010 in New Delhi highlighted the need for a NVEQF to provide a common reference framework for linking various vocational qualifications and setting common principles and guidelines for a nationally recognized qualification system and standards. The MHRD organized two meetings of the State Education Ministers on 14.12.2010 and 20.1.2011 to deliberate upon the various issues related to implementation of the NVEQF. All the State Education Ministers unanimously supported the initiative of the MHRD in developing and implementing the NVEQF to bring about necessary changes in the education and training system of the country with an aim to bridge the gap between demand and supply of skilled work force leading to increase in the employability of the youth. It was resolved to set up an Inter-Ministerial Group which would also include representatives of State Governments to develop guidelines for such a National Framework. A Group of State Education Ministers was therefore constituted to develop a road map for the implementation of NVEQF. A Coordination Committee consisting of officers of MHRD, IAMR and NSDC has been set up for submitting a report on NVEQF to the Group of State Education Ministers.

Several countries are developing National Vocational Qualifications Framework (NVQF) to bring about necessary reforms in TVET so that their workforce acquire globally benchmarked skills, thereby improving upon their productivity for nation building and enhancing their access to the global employment market. In the Indian context, the employment scenario demands a different approach towards NVQF. Since the majority of the workforce (about 90%) is in the unorganized sector, which possess lower levels of literacy and numeracy skills and there is no mechanism available for them to enter into the formal education system, it would be desirable to emphasize on developing the ‘educational







component' for building a sound base of TVET and providing clear educational pathways for progression. In addition, there is a need to build the element of vocational education in the general education element and vice versa for a holistic approach to human resource development. The Ministry of Human Resource Development (MHRD), Government of India has, therefore, adopted the term National Vocational Education Qualifications Framework (NVEQF) as it will emphasize the importance of integration of the vocational education and training and general education in all types of education and training. A National Vocational Education Qualifications Framework (NVEQF) will provide a common reference framework for linking various qualifications and setting common principles and guidelines for a nationally recognised qualifications system and to address the issue of skill shortage in various sectors.

It is a unified system of national qualifications covering Schools, Vocational Education and Training Institutions as well as the Higher Education sector. It would be useful in integrating education and training systems encouraging life-long and continuing learning.

The NVEQF would be designed to :

- provide nationally recognised, consistent standards and qualifications.
- provide recognition and credit for all learning of knowledge and skills.
- facilitate mobility and progression within education, training and career paths.
- facilitate validation of non-formal and informal learning as recognition of prior learning.
- facilitate lifelong learning.
- promote international recognition of qualification offered in the country.

**The NVEQF would be an instrument for linking various education and training pathways and qualifications to:**

- lead to a shift from a provider determined education and training system to user determined or demand-driven training system.
- encourage people to progress through quality assured education and training provisions through a flexible access to qualifications.
- recognize prior learning of people and serve as linkage between work-based qualifications and academic qualifications.



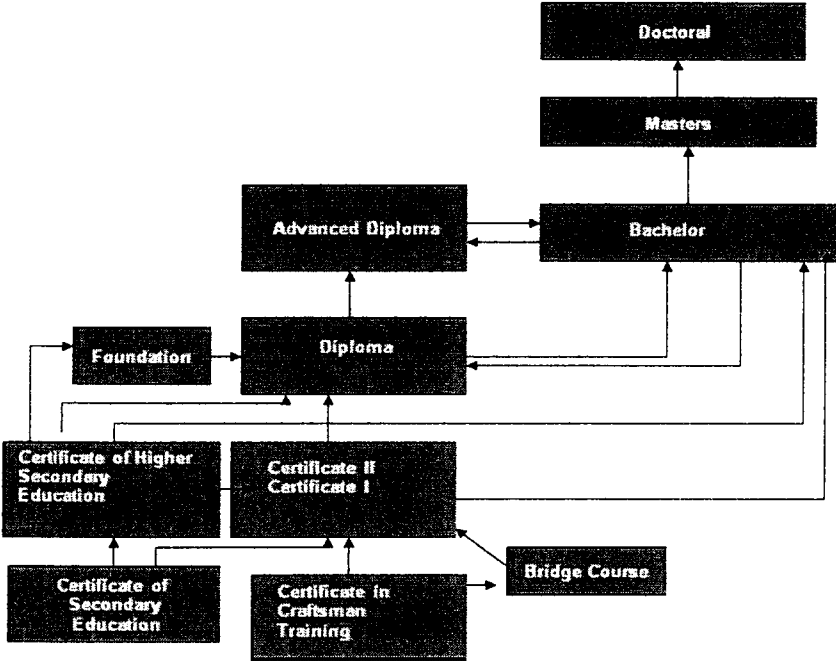
- involve employers as an integral part of the training, assessment and certification system

Fig. 1: Qualifications by levels across the NVEQF

	General Education Qualifications	Registered National Vocational Education Qualifications	Proposed Certificate Awarding Bodies
10	Doctorates	National Competence Certificate 8	Universities
9	Masters	National Competence Certificate 7	Colleges and Universities
8	Post Graduate Certificates, Post Graduate Diplomas and Bachelor Degree (Honours)	National Competence Certificate 6	Jointly by Colleges/Universities and NSDC
7	Bachelor Degrees and Graduate Diplomas	National Competence Certificate 5	Jointly by Colleges/Universities and NSDC
6	Graduate Certificates/Advanced Diplomas	National Competence Certificate 4	Jointly by Colleges/Universities and NSDC
5	Diplomas	National Competence Certificate 3	Jointly by Polytechnics/Colleges/Universities and NSDC
4	Class XII (General Academic/Vocational Certificate)	National Competence Certificate 2	Jointly by CBSE/CISCE/State Boards and NSDC
3	Class XI (Vocational)	National Competence Certificate 1	Jointly by CBSE/CISCE/State Boards and NSDC
2	Class X (Pre-vocational)	National Certificate for Work Preparation 2 (NCWP-2)	Jointly by School/ITI/VTPs and NSDC
1	Class IX (Pre-vocational)	National Certificate for Work Preparation 1 (NCWP-1)	Jointly by School/ITI/VTPs and NSDC



**Fig 2: Pathway for Qualifications**



The concept paper being developed by the Coordination Committee will be presented before the Group of State Education Ministers on 30<sup>th</sup> May 2011 in preparation for the discussion on the agenda during the meeting of CAGE on 7<sup>th</sup> June 2011.

- 4. The initiatives taken up by MHRD for promoting vocational education currently underway are placed as Annexure I



## ANNEXURE-I

The programs of MHRD currently underway for promoting vocational education

### 1. Centrally Sponsored Scheme of Vocationalisation of Higher Secondary Education

The Centrally Sponsored Scheme of Vocationalisation of Secondary Education was launched in year 1988. The Scheme was implemented through State/UTs and NGOs /VA in the formal and non-formal sector respectively. The Scheme envisaged selection of vocational courses on the basis of assessment of manpower needs. The main objectives of the scheme, as spelt out in the National Policy on Education 1986, were to provide diversification of educational opportunities so as to enhance individual employability, reduce the mismatch between demand and supply of skilled manpower and to provide an alternative for those pursuing higher education. Vocational Education was made a distinct stream intended to prepare students for identified occupations spanning several areas of activities.

The Scheme provides broad guidelines in respect of management structure, curriculum design, infrastructure development, vocational surveys, instructional material, teachers and their training, school-industry linkage, examination and certification, modification of recruitment rules, financial assistance to NGOs and other aspects.

Since inception of the scheme, 9,619 schools with about 21,000 sections have been created with an intake capacity of about 10.03 lakhs students. About 150 vocational courses are being offered. According to the evaluation conducted by Operations Research Group (1996) the proportionate share of vocational students vis-a vis total enrolment at the higher secondary stage was 4.8% and 28% of vocational pass outs were employed/self employed. Rs. 765.00 crore has been released to the State Governments and Non-Government Organizations. During 10<sup>th</sup> Plan an allocation of Rs. 350.00 crore was given under the scheme. An expenditure of Rs. 63.69 crore was incurred during 10<sup>th</sup> Plan Period.





The launch of the Centrally Sponsored Scheme “Vocationalisation of Higher Secondary Education” was announced by the Finance Minister in the Budget Speech 2011. The revisions to the existing scheme have been recommended by EFC and the note for approval of CCEA has been prepared. The strength of the scheme lies in the proposed synergy between industry and school education at all levels of planning and implementation. The salient features of the proposed revised scheme include:

- i. Strengthening of existing vocational education schools
- ii. Establishment of new vocational education schools
- iii. Assistance to private vocational education schools in PPP mode
- iv. Assistance to NGOs for innovative practices
- v. Capacity building, both induction and in service, of vocational education teachers
- vi. Setting of a vocational education Cell in CBSE as the precursor to a Central Board of Vocational Education

## 2. Central Board of Secondary Education (CBSE)

Vocational Education was introduced at +2 level in CBSE schools from 1987. As on date 34 vocational courses are provided in Engineering, Agriculture, Commerce & Trade, Home Science, Para-Medical Courses, Insurance, Tourism Industry and Small and Cottage Industry Sector. Over 850 CBSE schools in the country and abroad are offering 107 subjects in 34 vocational courses.

CBSE, to further boost vocational education at the higher secondary level, has also introduced the following new courses:

- i. Financial Market Management - joint development & certification by National Stock Exchange
- ii. Healthcare Sciences
- iii. Geospatial technology
- iv. Mass Media studies and Media Production
- v. Hospitality and Tourism



### 3. National Institute of Open Schooling (NIOS)

NIOS offers 82 vocational education courses through its accredited vocational Institutes which include Government Institutes, NGOs and Registered Societies. 1063 Accredited Vocational Institute (AVI) provide training to neo literates upto pre-degree level.

### 4. Sub-Mission on Polytechnics

A new scheme on Sub-Mission on Polytechnics has been undertaken by MHRD in consonance with National Mission on Skill Development and Vocational Education. The Sub-Mission has the following components:

#### 4.1 Establishment of New Polytechnics

Under the scheme, it is proposed to establish 1000 Polytechnics in the country, the breakup of which is as under:

- i. 300 Polytechnics to be set up by the State Governments/Union Territories with assistance from Government of India in unserved areas (district).
- ii. 300 Polytechnics to be set up through Public Private Partnership by the State Governments/Union Territories. These 300 polytechnics will be selected in consultation with State Governments/Union Territories, various industrial organization such as CII, FICCI, ASSOCHAM and PHD Chamber of Commerce, etc.
- iii. It is proposed to facilitate the creation of 400 additional Polytechnics by the private sector.

#### 4.2 Strengthening of Existing Polytechnics

It is proposed to upgrade infrastructure of existing diploma level, public funded Polytechnics by (i) providing financial assistance for modern equipment and replacement of obsolete equipments, (ii) providing modern facilities for application of IT in teaching, learning and testing processes and (iii) creating infrastructure facilities as well as introduction of new diploma courses.



### **4.3 Construction of Women's Hostel in Polytechnics**

In order to attract women in Polytechnic education, it is proposed to provide one time financial assistance for the construction of women's hostel in 500 Polytechnics.

### **4.4 Community Polytechnics**

Selected AICTE approved polytechnics run vocational programmes in the local area for community development under the Community Development Through Polytechnics (CDTP) Scheme. Each Polytechnic runs short-term non-formal skill development programmes through 5 -10 extension centres in nearby villages. Each Polytechnic provides training to about 600 persons every year in various skill/employment oriented trades ranging from 3 to 6 months. There is no age and qualification bar for trainees under the scheme and no fees is charged. 703 Polytechnics have been selected for implementing the scheme out of which 479 Polytechnics were provided financial assistance during 2009-10.

## **5. Jan Shikshan Sansthan (JSS)**

JSS have evolved from the erstwhile Shramik Vidyapeeths to meet the educational and vocational training needs of illiterate and neo literate adults and young people in urban and rural India. Jan Shikshan Sansthans are set up by voluntary agencies, which are provided financial assistance for taking up vocational training programmes for illiterate and neo-literate persons, people belonging to socio-economically weaker sections, disadvantaged groups, unskilled and unemployed youth in the age group of 15-35 years. Within all these groups the Jan Shikshan Sansthans are expected to give priority to women. A total number of 271 JSSs have been sanctioned in different parts of the country.



## **AGENDA-IV: RECOMMENDATIONS OF THE CONFERENCE OF THE VICE-CHANCELLORS' INCLUDING REFORMS IN AFFILIATION SYSTEM IN HIGHER EDUCATION**

The UGC organised a Conference of the Vice-Chancellors of the Central and State Universities on 'University and Society: Issues and Challenges' at Vigyan Bhavan, New Delhi on March 25-26, 2011. The main purpose of the above conference was to come out with inputs for policy planning and development strategies that need to be put in place for expanding higher education and making it relevant to the present as well as the future needs of our society. The Conference deliberated upon the important questions of critical concern in the eight thematic areas and came out with recommendations which are summarised below:

### **1. Sustaining enhanced Access, Equity, Engagement and Outcome**

- 1.1 Recognizing the critical role of information (both at the university and government levels), efforts must be initiated on a priority basis to develop and strengthen University Information Management System (UIMS) for informed decision-making and promoting evidence-based planning and governance.
- 1.2 Inclusive policy emphasis must focus on state-supported expansion of higher education in terms of expansion and up-gradation of facilities in the existing public funded institutions and make use of the opportunities of the under-utilised spaces and facilities in non-aided institutions designing the right kind of public-private partnerships (PPP).
- 1.3 Disparities, which prohibit the participation of SCs, STs, OBCs, minorities, physically challenged, and economically disadvantaged must be mitigated by encouraging university level interventions by allowing greater flexibility and autonomy with increased facilities and untied-funding support and implement local specific interventions for increasing access and equity.
- 1.4 There should be differential policies to accommodate the requirement of infrastructure, teacher and student support services in colleges / universities located in backward and remote rural areas.





1.5 Equity measures require effective student financial aid system, need based grants (particularly to state universities and colleges in remote rural areas), loan schemes to compensate for the unequal educational opportunities.

## **2 Content & Quality**

2.1 The Action Plan for Academic and Administrative Reforms circulated in 2008 and subsequently in 2009 by the UGC should be implemented by all the universities.

2.2 Every University should have a website which should be constantly updated with information on critical concerns engaging the university. All information related to admission policy, courses and curricula, faculty inputs and the expected outputs of each course should inform the website. The website should include faculty profile, research specialization of each faculty member and the research areas of strength of each department.

2.3 The semester system as well credits should be implemented across all central and state universities without any further delay. Credits should be clearly defined and credit transfers among educational institutions should be facilitated.

2.4 There is a need to increase the use of technology for expanding equitable and quality tertiary education. Enhancing the use of ICT in all areas of university administration and governance as well as in teaching learning processes including examination reforms is the need of the hour.

2.5 Content and quality improvement will depend upon the quality of faculty. Incentive structures need to be introduced to attract and retain quality faculty, particularly in state universities and institutions in remote rural areas. Critical shortage of faculty in higher education need, to be addressed on a priority basis.



### **3 Research & Innovation**

- 3.1 Earmarked budget for individual university should be allocated for promoting research and innovation and the decision to fund the research to be undertaken by of the faculty members should be made at the university level.
- 3.2 More specialization-oriented Inter-University Centers (IUCs) may be created, particularly in view of the enormous benefits accruing to the faculty/scientists from the existing IUCs. Provision of central instrumentation facility to enhance lifting the status of research studies should receive serious attention by the UGC.
- 3.3 An innovation inculcator should be established to create the necessary linkages between the university, relevant local / national industry, research labs / institution, civil society and the procurement, utilising the PPP mode.

### **4 Faculty Development Initiatives and Inter-University Resource Sharing**

- 4.1 Academic human resource of prominent universities may be utilized by those in remote/underprivileged areas by the introduction of faculty exchange programme or the teacher portability system. Initially this will help those universities to develop minimum standards in higher learning. For this purpose considerable amount of fund is to be allocated to the universities.
- 4.2 A faculty-students mentorship programme may be introduced to help the students to integrate themselves academically and socially into the institutions of higher learning.
- 4.3 In order to maintain quality of faculty and to bring diversity in its profile, Indian Education Services (IES) may be created through which faculty to be appointed in the universities could be recruited on an all- India basis particularly in the central universities.
- 4.4 National Knowledge Network (NKN) to augment classroom teaching should be developed. Sharing of lectures by eminent faculty and course delivery through IT



connectivity and NKN should be promoted. Networking Centres between Universities / Research institution to develop cross disciplinary perspectives should be promoted.

## **5 Internationalization in Higher Education**

5.1 While expanding access, Indian universities need to be ready for internationalization with regard to both their physical and academic infrastructure. Indian Universities are bound by territorial jurisdiction, which needs to be phased out if student and faculty mobility is to be achieved and diversity is to be encouraged. Moreover, all universities in the country may be required to go for compulsory accreditation. There is a need to introduce credit transfer system at the National level to encourage student mobility.

5.2 In view of high level of brain drain, it would be crucial to improve the quality of our own higher education institutions and empower our existing institutions in the country. Indian Universities could also be encouraged to engage with foreign universities for tie-ups between departments, for faculty exchange, student exchange and so on. All Memoranda of Understanding (MoUs) to be signed by Indian Universities with foreign universities and departments of good standing in their own countries, on equal terms and on the basis of reciprocity. The issues relating to social equity and of regional imbalances should be kept in mind while allowing foreign universities to operate in India.

5.3 It is important to establish equivalence of degrees and diplomas offered by Indian Universities and their foreign counterparts. This may provide opportunities to improve the quality of our academic programs.

## **6 Alternative Modes of Delivery of Higher Education**

6.1 Recognising that the ODL system is already providing education to more than one-fifth of the total enrolment in higher education, there are enormous possibilities of its reach to remote and less developed segments of population areas. There is an urgent need to exploit the opportunities provided by ICT in further development and growth of conventional and distance modes of higher learning.



6.2 Technical, Vocational and Professional Education through ODL need to be promoted. The ODL system must ensure that the hands-on-practice is conducted in regular face to face mode in AICTE approved institutions for courses in technology and vocational studies giving preference to work integrated learning. It was felt that the ODL system must facilitate enlargement of choice of courses through credit transfer systems between and among the conventional and the ODL systems of learning.

## **7 Models of Financing Higher Education**

7.1 State Governments should be liberal to provide enhanced funding to the State Universities to improve their quality of teaching and research. Central government must also support the state universities through additional grants in two forms -- those that have excellence should be provided additional funding for reaching higher standards and those that are in remote or under-developed areas should be provided additional funding for improving standards.

7.2 Financing higher education and funding mechanisms are the most crucial aspects for the development of higher education. Although the demand for higher education increased enormously over the recent years, the central and state governments' financial support to the institutions of higher education has declined in real terms. However, there is about 9 fold increase in the Central XI Plan allocation compared to the X Plan grants to higher education.

7.3 Public finance to higher education need to be augmented to 1.5% of GDP as recommended by the various Commissions & Committees on Higher Education. The public funding pattern has to be norm-based under three broad categories: (a) mandatory norms for minimum substantive grants to all universities (b) provision of maintenance grants to all universities based on transparent and objective criteria and (c) performance linked incentive grants as per assessable indicators to be made available as per their eligibility.

7.4 The Central and State Universities may be statutorily required to adopt revision of fee structure payable by the students by at least 10% for every three year period.





- 7.5 All the State Governments should convert the self financing courses offered by State Universities, Government and Government aided Colleges as Government approved courses with appropriate aid and make the existing faculty members attached to the self financing courses on permanent basis.
- 7.6 Models of Public Private Partnership could include one or more of the following :  
i) basic infrastructure model (ii) outsourcing model (iii) equity/hybrid model (iv) reverse outsourcing model.

## **8 Good Governance**

- 8.1 Academic freedom is sacrosanct and in the exercise of this freedom rests the ability of universities to innovate and promote creativity and excellence. Therefore, good governance requires setting up appropriate institutional structures, framing policies and practices and for promoting academic freedom. Accordingly, academic autonomy is a key ingredient in the exercise of academic freedom and self assessment is a necessary condition for ensuring accountability. All overt and covert attempts to erode or corrode autonomy must be as much resisted as the blatant and clandestine tendencies to evade public accountability. The absence of accountability is as much detrimental to academic excellence as the loss of autonomy. While autonomy and academic freedom has always been regarded as sacrosanct, nonetheless, the same have over time been seriously hampered, compromised and constrained in a variety of ways, mostly on grounds of poor performance and public accountability. Failure of the academic community to justify autonomy in terms of their performance seriously constrains its ability to resist encroachment on their autonomy.
- 8.2 Political and bureaucratic interference in the appointment of Vice -Chancellors and such key university functionaries, as Registrars, Finance Officers and Controller of Examinations etc. must be done away with. The process of appointment of Vice-Chancellors should be fully transparent and information on nominations received, shortlisted panel and final selection should be publicly available in all cases. The Vice-Chancellors should be selected on national basis.



- 8.3 Certain provisions in the Acts and Statutes of several state universities restrict autonomy and have not been revised over long periods. The Central Government should create Model Acts and Statutes and Rules of Governance and, if necessary, these could be implemented through appropriate legislation.
- 8.4 Issues of internal accountability should be built in the principles of Evaluation of teaching performance by students; Strengthening the system of assessment through the Internal Quality Assurance Cell (IQAC) and obtaining feedback on the assessment of the University by its constituents; introducing a “Code of good practices”, on the lines recommended by the MHRD Committee.
- 8.5 E-Governance should be used to improve the efficiency, transparency and responsiveness of the university governance system.
- 8.6 Each university may restrict the number of colleges affiliated to it so that universities can focus on core academic issues instead of getting bogged down by routine administrative and examinations issues. An ideal number 50 to 60 colleges may be affiliated to each universities.

Apart from the above recommendations which emerged out of the deliberations in the Vice-Chancellors’ Conference, some other recommendations have been made by Vice-Chancellors of universities through their comments in response to the recommendations of the conference. Important among such recommendations are summarized below:-

## **9. New National Policy on Education**

There is an urgent need to frame a new National Policy on Education (NPE) as the existing Policy was framed in the year 1986 with minor modification undertaken in 1992 since then, our education scenario and nature of employment opportunities have changed substantially. The new policy should not only accommodate these changes, but bring our education system in tune with global education challenges.



## 10. Reforms in the Affiliation System

The issue of affiliation of colleges has generally been left to the universities themselves keeping in view the autonomy that the universities enjoy. However, it has been observed that a number of times, affiliations were being granted in undeserving cases where even the basic infrastructure necessary for academic programs was lacking. The Hon'ble Supreme Court of India also expressed its concern while hearing a Public Interest Litigation (Viplav Sharma Vs Union of India & Others) on 24<sup>th</sup> August, 2007 with regard to the affiliation being granted by the universities in many undeserving cases. Taking note of this, the Chairman, UGC constituted an Expert Committee to prepare the Regulations to determine the conditions and procedure for affiliation of colleges by the universities. The Expert Committee finalized the UGC (Affiliation of Colleges by Universities) Regulations, 2009 and submitted to the UGC.

These were considered and approved by the UGC in its meeting held on 19<sup>th</sup> May, 2009 and accordingly, they were notified in the Gazette of India on 20<sup>th</sup> February, 2010, after which the same were circulated to all the Universities/State Governments/State Councils of Higher Education on 29<sup>th</sup> April, 2010. In response to this, the UGC received some comments/objections against certain clauses in these Regulations which were considered by the same Committee on 1<sup>st</sup> October, 2010 which had finalized the Regulations. The Expert Committee suggested certain amendments in the Regulations.

These amendments were placed before the Commission for approval in its meeting held on 13<sup>th</sup> December, 2010 and the Commission resolved as under:

*“The Commission, while agreeing with the proposed amendments in the UGC (Affiliation of Colleges by Universities) Regulation, 2009, suggested that Chairman, UGC may have consultative meeting with other Statutory Councils before the amendments are finalized, in order to ensure that there are no discrepancies between the norms laid down by the various councils and those by UGC in the case of colleges offering professional courses. It was decided that the final amendments be placed before the Commission for approval.”*



Accordingly, a letter was sent to all the statutory councils for their comments and to send a nominee of their Council to serve on the Committee. The response from some of the statutory councils is yet to be received.

The salient feature of the above Regulations is that it defines the eligibility criteria for temporary affiliation of a college for which a minimum land area of two acres in metropolitan city and five acres in other areas is insisted upon. Apart from this, it should have a minimum of fifteen square feet per student in lecture/seminar room and twenty square feet per student in each of the laboratories. Regulations also specified the teaching and non-teaching staff as per the university norms, availability of prescribed number of books in the library, availability of multipurpose auditorium, number of lecture and seminar rooms etc.

The CAGE may consider the amendments as listed and accord their advice.





## **AGENDA-V: NATIONAL BOOK PROMOTION POLICY**

The National Book Promotion Council (NBPC) functions as an advisory body to look into the problems concerning publishing industry and facilitate exchange of views on all major aspects of book promotion, inter alia, covering writing/authorship of books; production, publication and sale of books; prices and copyright, habit of book reading; availability and reach of books for different segments of population for various age-groups in different Indian languages and the quality and content of Indian books in general. Ministry of HRD had reconstituted the National Book Promotion Council (NBPC) on 2<sup>nd</sup> September, 2008 with eminent persons in the field of books within the country, and other stakeholders, as members. The first meeting of the NBPC was held under the chairmanship of the Hon'ble HRM on 25th September 2009 at Vigyan Bhawan, New Delhi which was attended by all the members. It was suggested in this meeting that a twelve member Taskforce be constituted to draft a comprehensive National Book Promotion Policy.

The Task Force prepared a draft of the National Book Promotion Policy (NBPP) after four meetings. A Round Table Meeting to discuss Draft National Book Promotion Policy was held on 16.10.2010 under the Chairmanship of Shri Kapil Sibal, Hon'ble Minister of Human Resource Development. While appreciating the efforts of MHRD to evolve a National Book Promotion Policy (NBPP), the participants of the Round Table felt that the present draft policy needs to be revisited on some of the key issues raised in the Round Table. Accordingly, the Task Force revised and finalized the draft after holding three more meetings. The Ministry has forwarded the revised draft National Book Promotion Policy seeking comments of all concerned Central Ministries and Departments, State Governments and UT's, heads of central universities, Indian Institutes of Management and Indian Institute of Technology. The draft policy has also been posted on the Ministry's website seeking comments of the Civil Society Organizations / Teachers /Students, Parents etc. A copy of the draft NBPP is enclosed at Annexure.



### **The salient features of Draft National Book Promotion Policy (NBPP):**

- National Book Promotion Policy aims at promoting books for all types of readers so that good books are available to people living in different parts, even the remotest corners of our vast country.
- National Book Promotion Policy has a Vision to make our society a knowledge society, imbued with an awareness that comes from reading of books and by imbibing the positive ideas embedded in them. Books make human existence meaningful as they give it a sense of purpose. NBPP visualizes a society in which good books will be available to every reader, wherever one lives in the country.
- The Mission of National Book Promotion Policy is to promote books by inculcating the habit of book reading among people of all age groups, especially children and women. We have to become a reading and learning society. Books enable us to reach that goal National Book Promotion Policy will motivate and facilitate good writing, fine publishing and effective distribution of books, making them accessible to readers all over the country.

### **Objectives of National Book Promotion Policy are as under:**

- ❖ To have more and better books written on all subjects of interest to readers. Good writers will be motivated and encouraged to come out with first-rate manuscripts. Facilities and proper recognition will be accorded to capable writers. Efforts will be made to ensure that writers get their due and their rights are protected.
- ❖ Publishers will be encouraged to acquire professional competence. Requisite guidance and help will be provided to them in executing ambitious publishing projects of relevance and benefit to the society. All possible assistance will be given to publishers in acquiring the latest knowledge and technology for modernization of publishing. Suitable advice and guidance will be available to publishers on pricing policy and on their relationship with authors and authorities. The matter of reasonable postal rates and elimination or reduction of various duties will be taken up with the concerned authorities.



- ❖ Booksellers and distributors play a crucial role in reaching out to readers in all parts of the country and make books available everywhere. They will be provided with requisite information, advice and guidance.
- ❖ The Library Movement will be strengthened and harnessed to the cause of Book Promotion. Each library will act as a nodal agency for propagating the reading habit among people of its area, by making the widest possible range of books available to them.
- ❖ National Book Promotion Policy acknowledges the rapid advances in technology, including e-books and digital libraries, which are becoming increasingly important in today's world. It would ensure that the new technology ushers in an era of reaching out to readers in the remotest areas, to the differently-abled readers, and to all those who are, normally, unable to remain in touch with books.
- ❖ National Book Promotion Policy will launch a well-planned national campaign to inculcate the book reading habit among all sections of the society — children, women, young students, and the differently-abled readers, especially in rural areas.
- ❖ The draft National Book Promotion Policy is placed before the Central Advisory Board of Education for the views of Hon'ble Members.



**DRAFT**  
**NATIONAL BOOK PROMOTION POLICY**  
**2010**

Prepared by  
**Task Force**

**Book Promotion**  
**Department of Higher Education**  
**Ministry of Human Resource Development**  
**Government of India**





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# I Introduction

## Preamble

Books are a perennial source of information, knowledge, wisdom, pleasure and inspiration. That is why, they are considered an essential part of the civilized society.

Books of various kinds, on different subjects, are useful for people belonging to different segments of society. There are numerous books for all categories of readers: children, students, professionals, farmers, skilled workers, housewives, sportspersons, scientists, business managers, lovers of art and literature et al. Readers from various walks of life and of all age groups have a claim on books. National Book Promotion Policy (NBPP) realizes the necessity and urgency of the readers' needs. Books for children, of course, have a special importance because children's books not only brighten up the life of children, they also shape the society's future.

National Book Promotion Policy aims at promoting books for all types of readers so that good books are available to people living in different parts, even the remotest corners of our vast country.

We are aware of the technological advances and their impact on the world of books. National Book Promotion Policy strives at taking full advantage of the new technology while retaining the time-tested strengths of writing, publishing and distribution of books.

National Book Promotion Policy is the harbinger of a new era of reading and learning. It outlines concrete measures for promoting books that will provide sustenance and joy to our society.

\* \* \*



National Book Promotion Policy has a Vision:

- ❖ To make our society a knowledge society, imbued with an awareness that comes from reading of books and by imbibing the positive ideas embedded in them. Books make human existence meaningful as they give it a sense of purpose.
- ❖ NBPP visualizes a society in which good books will be available to every reader, wherever one lives in the country.

\* \* \*



## **Mission**

The Mission of National Book Promotion Policy is:

To promote books by inculcating the habit of book reading among people of all age groups, especially children and women. We have to become a reading and learning society. Books enable us to reach that goal.

National Book Promotion Policy will motivate and facilitate good writing, fine publishing and effective distribution of books, making them accessible to readers all over the country.

\* \* \*





## Objectives

### Objectives of National Book Promotion Policy:

1. To have more and better books written on all subjects of interest to readers. Good writers will be motivated and encouraged to come out with first-rate manuscripts. Facilities and proper recognition will be accorded to capable writers. Efforts will be made to ensure that writers get their due and their rights are protected.
2. Publishers will be encouraged to acquire professional competence. Requisite guidance and help will be provided to them in executing ambitious publishing projects of relevance and benefit to the society. All possible assistance will be given to publishers in acquiring the latest knowledge and technology for modernization of publishing. Suitable advice and guidance will be available to publishers on pricing policy and on their relationship with authors and authorities. The matter of reasonable postal rates and elimination or reduction of various duties will be taken up with the concerned authorities.
3. Booksellers and distributors play a crucial role in reaching out to readers in all parts of the country and make books available everywhere. They will be provided with requisite information, advice and guidance.
4. The Library Movement will be strengthened and harnessed to the cause of Book Promotion. Each library will act as a nodal agency for propagating the reading habit among people of its area, by making the widest possible range of books available to them.
5. National Book Promotion Policy acknowledges the rapid advances in technology, including e-books and digital libraries, which are becoming increasingly important in today's world. It would ensure that the new technology ushers in an era of reaching out to readers in the remotest areas, to the differently-abled readers, and to all those who are, normally, unable to remain in touch with books.
6. National Book Promotion Policy will launch a well-planned national campaign to inculcate the book reading habit among all sections of the society — children, women, young students, and the differently-abled readers, especially in rural areas.

\* \* \*



## Background

The Ministry of Human Resource Development set up a National Book Development Board in 1967, to lay down guidelines for development of the book industry, in the context of the over-all requirements of the country. A new body, called the National Book Development Council, was formed in September, 1983. Thereafter, the Council was reconstituted, from time to time.

National Policy of Education 1986 *inter-alia* recommends for availability of books at low prices, protection of author's interests and improvement of existing libraries. Government is aware of problems faced by publishing industry in the regime of globalized and liberalized economy. Technological advances, availability of computers, ubiquitous reprography machines, and spread of internet coupled with availability of disparate digital devices have increased potential for book piracy tremendously. This not only created problems of copyrights and also lead to significant decrease in presence of clientele in libraries. The growth of private educational institutions at school, college and university level and even entry of foreign educational institutes have underlined the need for a huge growing market for text books and growing demand for them has led to mushrooming of private publishing houses and their ever growing demand for a National Book Promotion Policy.

In September, 2008, the Government of India decided to revive the erstwhile National Book Development Council and rename it as National Book Promotion Council (NBPC), to facilitate exchange of views on all major aspects of book promotion, *inter alia*, covering writing/authorship of books; production, publication and distribution of books; pricing; copyright; the habit of book reading; availability and reach of books for different segments of the society for various age-groups; and the quality and content of Indian books in general.

The first meeting of the National Book Promotion Council (NBPC) was held on 25<sup>th</sup> September, 2009 under the chairmanship of Hon'ble Minister of Human Resource Development. The meeting noted that it was imperative for the government to take necessary steps for promoting the reading habit, encouraging quality publishing, guiding the book trade and revitalizing the library movement in the country, with special emphasis on rural areas. There is a need for a National Book Promotion Policy, in order to meet the challenges of education in the 21<sup>st</sup> century. After deliberations, it was proposed that a twelve-member Task Force should be constituted to draft a National Book Promotion Policy.



As decided in the first meeting of the National Book Promotion Council, held on 25<sup>th</sup> September, 2009, under the chairmanship of Hon'ble HRM, a twelve member Task Force was constituted including all stakeholders w.e.f. 5<sup>th</sup> February, 2010, to draft a National Book Promotion Policy. The Task Force elected Shri Dinesh Misra, President of Indian Society of Authors, as its chairman.

After seven meetings of the Task Force has been prepared a Draft of the National Book Promotion Policy.

\*\*\*\*\*



## II Writing of Books

Writing of books is of primary significance in the context of Book Promotion. Books have to be well-written, properly edited and decently published. In a democratic society, anyone is free to write or compile a book of one's choice. But, with this freedom, comes a responsibility. Of course, no democratic authority will ever interfere with the freedom of expression. And yet, there has to be some way or system of ensuring that the freedom of expression does not become a licence to propagate anti-human, anti-national or anti-social ideas. The best thing is some kind of self-regulation by the writing community and the publishers' organizations. This is almost unavoidable in the case of children's books and books for young readers. It is necessary to have a sustainable policy for writing of books.

Books are written for various purposes and with different categories of readers in mind: books for children, young readers, the differently-abled readers, students, housewives, professionals, the neo-literates and such other sections. The basic qualities of a well-written book are that it should be readable, enjoyable and beneficial for the reader.

Writers contribute to the awareness and well-being of the society. They give us knowledge, pleasure and wisdom. Their words influence the thinking of readers and their ideas bring about positive changes in the society. The role of the writers is unique.

In order to locate good writers, a website will be created for providing a platform to writers to convey their interest in subjects or topics in which they would like to write books. It may be named: *Looking for Authors* or *Search for Authors* or *Author Search*.

However, writers face many problems. Great pains and care are required to prepare a good manuscript. To find a suitable publisher is also a formidable task. Moreover, the problem of getting one's proper due has become a sore point with many authors. The author-publisher relations need serious attention, so that an equitable and transparent relationship is worked out between these two important segments of the book world. The writer should get her/his due and her/his rights ought to be fully protected. The publisher should also get reasonable profit from the business. NBPP will find a way out of the differences, arising between writers and publishers. A happy resolution of their differences is crucial for the Book Promotion programme.





In order to understand the problems and challenges of writing for different categories of readers, workshops will be organized for writers at all levels — national, state and district. These workshops will discuss the ways to achieve excellence in writing as well as the manner in which rights of the authors are to be protected. The workshops will create a new ambience of creativity, confidence and mutual trust that will work to the advantage of readers and the society. Workshops for writers of different categories of books, especially for writers of children's books, will be carefully planned and imaginatively handled to get the best results. Workshops to discover and nurture creativity among children will also be organized. Co-operation of authors' and publishers' organizations will be sought to make the workshops purposeful.

Writers and publishers will be encouraged to enter into a proper agreement whenever a book is to be published. The agreed royalty has to be paid by the publisher regularly, within the stipulated time period, and a statement regarding the copies of the book printed, sold and unsold, must accompany it. Each published book will be the outcome of an agreement between the author and the publisher. One copy of the agreement will be submitted to the Copyright Board and one copy to a writers' organization.

Norms will also be worked out about submission of a manuscript, its acceptance or return, and the proposed time of its publication. There has to be complete transparency in this relationship. NBPP will try to create an excellent working partnership between writers and publishers, for the greater cause of Book Promotion in the country.

Translation is an important area where a huge lot of work is to be done. In a multilingual country like India, good books of one language are to be translated into other Indian languages and vice versa. Translation of select Indian language books into major foreign languages is almost a virgin area, with a huge potential. In order to encourage good translation, workshops will be organized for translators, in collaboration with writers' and publishers' organizations. Good translation will be promoted, and if necessary, incentives will be offered to translators and their publishers.

### **Books for differently-abled readers:**

Access to knowledge and information is of vital importance to ensure that all persons are able to become creative and productive members of the society. Persons with disabilities also have a



right to knowledge and lifelong learning. Universal primary education has been identified as one of the millennium goals to be achieved by 2015. While steps are being taken to achieve and promote universal inclusive education, there are still some grey areas regarding special needs of groups like differently-abled children. The World Health Organization (WHO) estimates that 70% of the world's differently-abled persons live in developing countries like India. The advancement of differently-abled persons is hampered by factors like an inadequate legal framework for protecting their rights, lack of financial and skilled human resource to carry on their activities, high cost of assistive technologies, lack of training and capacity building activities, the absence of large networks of disability groups to share resources with each other, and above all, the lack of awareness and the absence of a collective intent on the part of educational institutions to enforce the right to education for differently-abled students. India is a large country with 22 official languages and many more regional variations. For any technology and content to reach the masses, it has to be made available in several Indian languages. All these factors make it difficult for differently-abled persons to exercise their right to education.

With growing awareness of health and disease, specialized institutions are being set up for those having speech defects, hearing defects and for the visually challenged persons. The problem of mental retardation, mental ill-health and other mental disabilities, is also getting due attention of medical men and social workers. National Book Trust, India is publishing some Braille books for the blind. Now, NBPP will ensure that more books are published for this category of readers.

Special cells may be created in special institutions to produce books required for their students. Similarly, all government schools, aided schools, universities/institutes of higher learning and their libraries should have a special cell to cater to the need of books in all accessible formats to the differently-abled readers. It will also be ensured that such special cells are there in all public libraries at the state and the district levels.

For writers, research facilities will be created which will make their manuscripts better in quality and authenticity. All possible sources of knowledge should be made accessible to writers to empower them to handle the subject matter with greater confidence and competence.

### **III Publishing of Books**

Publishers are the vital link between writers and readers. The publisher is a businessman who invests money, time and energy for the sake of bringing out books, for the



benefit of readers. Naturally, the publisher looks for a decent return for the investment. Moreover, publishing is a challenging proposition and it has its own share of problems. The cost of paper, vagaries of production schedules, heavy postal rates, a dearth of sale outlets and administrative irritants, sometimes dampen the enthusiasm of a well-meaning publisher. But things are looking up. The Government is willing to facilitate the matters related to publishing; the society realizes the importance of their contribution; and readers look forward to new publications with a greater keenness. In a way, things are almost ideally placed for the publishing industry to re-invent itself, contribute positively to the resurgence of reading habit in the society and reap the benefits thereof.

Publishers have to recognize the relevance of their role, know their strengths as well as shortcomings and plan for the future with a realistic ambition and confidence. They will have to acquire professional competence to sort out occupational, financial and administrative problems. They must develop a fair and transparent relationship with authors, for mutual benefit.

Workshops will be held exclusively for publishers to discuss their plans, problems and innovative ideas, in the domain of publishing.

Problems of the publishers will be studied to see what can be done to remedy the situation. Their objection to calling of tenders in purchase of books is understandable and a circular will be issued in this regard to eliminate the ugly practice. Problems of the rising cost of paper and high postal rates will also be looked into and the matter will be taken up with the concerned authorities.

While sanctioning grants to libraries and institutions, it will be laid down a certain percentage at least 50% of the grant would be used for purchasing books of Indian authors.

Institutional problems, like inordinate delays in payment of bills, or in settlement of approval memos, will be taken care of by issuing an advisory to libraries and institutions.

It is necessary to collect authentic statistics about publishers and books, as the picture is not very clear. Registration of publishers through ISBN will be encouraged and an eye will be kept on the process to weed out bogus publishers.



It is not proposed to regulate the publishing industry, but ways have to be found to ensure the quality of content and production. As an incentive, Awards will be instituted for good books, good authors and good publishers.

National Book Promotion Policy recommends an autonomous Indian Council of Children's Literature (ICCL), working for the formidable task of promoting and propagating children's literature in the whole country. A study will be undertaken to decide whether the cause is better served by keeping it as a part of NBT or by making it an independent body.

Workshops, exclusively for the publishing of children's literature and for encouraging creativity among children, will be organized at all levels so that children get good books.

Indian publishers are apprehensive about foreign publishers and the role of FDI. The ongoing study, sponsored by Department of Industrial Policy and Promotion (DIPP), Ministry of Commerce and Industry, in cooperation with Department of Higher Education, Ministry of HRD, on the impact of FDI on Indian publishing industry, by Indian Institute of Public Administration (IIPA), may throw some light on major concerns of the publishers which will be taken up with the concerned authorities.

Efforts will be made to make ICCR play a greater and more effective role in promoting books of Indian publishers and authors abroad.

Not enough numbers of titles are being published to meet the demand and needs of potential readers. The per capita ratio of books published in India has to be improved. Non-availability of finance has been a constant problem for publishers in India. If publishing is granted the status of industry, it is likely to address the problem of access to institutional credit at viable rates for publishers.

If publishing is recognized as a small scale industry or a priority sector, the books will receive preferential treatment in fiscal policies, credit facilities, export-import regulations and incentives. The matter will be taken up with the Ministry of Commerce and Industry.

Textbooks form a major section of books whose demand is ever increasing. Textbooks have to be excellent in quality, competently edited, well produced and reasonably priced. They must also be available to students in time. It is a very challenging task. Therefore, in publishing textbooks, Public-Private Partnership will be given a chance.





There will be a proper system and mechanism to ensure the quality of books and also to facilitate the distribution of books.

The Ministry of Commerce will be asked to persuade the paper mills to bring down the cost of paper to the extent possible. It is recommended that:

- Out of the foreign exchange that the book industry generates from export of books, the Central Government may permit import of paper to the extent of fifty per cent of the foreign exchange earned, for supply to the private publishers. This will bring about an element of discipline in the pricing of indigenous paper and books.
- In the matter of import of paper, dried pulp import under the existing trade agreements may be given priority and the import duty on paper may be abolished.
- Ministry of Finance will be asked to take necessary steps to control the price of paper so that the prices of books remain affordable for the readers.

A major hindrance in the promotion of books has been of making books available through mail order to individual buyers, to members of home libraries or to members of book clubs, throughout the country. The book club movement is yet to grow in India. One estimate suggests that only 50,000 persons in the country are enrolled as members of book clubs. The main constraint in the circulation of books and in development of book club movement is the annual hike in postal rates. Therefore, the postal authorities will be asked to offer a most favoured treatment in the matter of postal rates on book packets.

A scheme of 'Gift Book Coupons' will be introduced. Gift Book Coupons will be redeemable at Bookstores throughout the country. It will enable the readers to make their own choice while buying books for reading.

There is also large numbers of readers who have a great urge for reading but their resources are very limited. A special scheme to make the books of their need and choice affordable to them will be worked out and implemented with the cooperation and collaboration of publishers.

A model pricing policy for different categories of books will be arrived at. A National Seminar/Workshop will be organized on pricing of books. The pricing policy will be advisory only, not mandatory. It will be helpful for the readers and will earn respect for genuine publishers.



## **IV Distribution of Books**

Good books may be written and published in plenty. There may also be numerous readers waiting for those books in different parts of the country. But it is the distribution system and the large number of booksellers who actually bridge this gulf between the publisher and the reader. The booksellers put in hard work in selecting books, getting them from publishers' godowns to their bookshops, display them and sell them to the readers. They render a great service to the community of readers and to the cause of books. However, the world is changing fast and the old systems and patterns have to change with the times. There has to be an effective nationwide network of booksellers to ensure availability of books to the readers everywhere. NBPP will take an initiative in interacting with booksellers to understand their difficulties and will try to sort them out. The Book Distribution System will be strengthened and helped in getting it properly organized.

Workshops will be organized to discuss not only the problems of booksellers but also to keep them abreast of the latest trends and innovations in their trade.

Steps will be taken to encourage the growth of bookshops so that the Bookshop Culture grows along with the Book Fair Culture.

NBPP will insist that in all commercial centers, developed privately or by government, there must be compulsory space allocation for a bookshop/reading room/library at a nominal rate or totally free. Similarly, in all new residential colonies or apartments, there must be compulsory space provision for a bookshop/reading room/library.

The annual education budget of the Centre and States should be allocated well in time for the purchase of books by libraries. A committee will be set up for preparing a large list of recommended books, out of which public libraries will purchase books of their choice, and such a list will be updated from time to time on a regular basis.

Considering the vast readership potential in panchayats, blocks, sub-divisions, districts, towns and cities, across the length and breadth of the country, the role of the state in taking initiatives and major publishing reforms can hardly be overemphasized. Book Promotion programme and inculcation of reading habit among children, youth and neo-literates must be carefully planned and carried out with a missionary goal. State governments will be effectively involved in Book Promotion as they have to implement the plan at all levels.



After proper consultations with state governments, local bodies, publishers, writers, booksellers, principals, librarians, parents, students, readers, NGOs and other stakeholders, the following initiatives will be taken by the central government:

- 1) **Book Reading:** Introducing the element of book reading in all Central Government/Development/Employment/Health/Education programmes.
- 2) **Creation of a National Book Exhibition and Book Fair Authority:** In order to streamline the growing book fairs and exhibitions scene in the country and to bring in professionalism, a National Book Exhibition and Book Fair Authority will be set up. It will also take care of the Mobile Book Exhibitions in the country, by having at least one Mobile Exhibition Van in each district of India. Book Fairs and the Exhibition Sector will promote the concept of Panchyat Level Book Fairs. If feasible, this set-up may be established under the aegis of the National Book Trust, India. Otherwise, alternative measures will be taken. The matter of service tax and sales tax on Book Fairs will be taken up with the concerned authorities.

In addition to the Book Fair Culture and the Bookshop Culture, the culture of Weekly Book Bazars will also be encouraged in localities, wherever possible.

- 3) **Constituting 'State Book Promotion Councils' to look after the creation of 'Book Publishing and Promotion Hubs' in all state capitals:** Setting up of the National Book Promotion Council is a major step towards Book Promotion. The multilingual composition of the country necessitates the setting up of State Book Promotion Councils for coordinating and stimulating Book Promotion in all its aspects at the state level. Book Publishing and Promotion Hubs (BPPH) will be set up in all state capitals, with the objective of putting in place large scale publishing infrastructure and to help create a 'culture of publishing'. The BPPH will have a number of bookshops, facilities for book exhibitions and book fairs, training centres for book publishing, production, marketing and adequate printing infrastructure. Sincere efforts will be made to promote publishing in Indian languages and for exchange of rights on national level. All these Hubs (BPPH) will be linked to each other, so that they can share information related to book publishing and Book Promotion in the state. Incentives will be offered to Corporate Houses to encourage them in sharing the responsibilities of creating these Book Publishing and Promotion Hubs.

Export and import of books is being handled by the Ministry of Commerce through CAPEXIL, an Export Promotion Council. Incentive will be offered to the exporters who



export the books of Indian authors published in India. This will be a good motivation to exporters for promoting export of Indian books.

Complete bibliographical control of the world's output of books and acquisition of them has always been a dream of all booksellers and librarians. Efforts will be made to acquire maximum possible information in this regard to make it available to the concerned people and institutions. It is believed that import of good books will help in promoting indigenous authorship and quality publishing.

Coupled with it is the problem of "Remainders" which are imported into the country, after being purchased abroad at one-tenth of their cost and are sold at the original, marked price. Thus, the Remainder books, which had become obsolete in their own country, are sold in India at maximum profit. Therefore, in consultation with publishers and booksellers, ways will be found to tackle this problem, keeping in view the interests of readers as well as those of booksellers and publishers.

The Ministry of Human Resource Development, in consultation with the University Grants Commission and NUEPA, will work out a scheme to obtain quarterly dispatches from the leading world publishers, of an advance list of their publications which would be available in the next three months. From this information, a list of books worthy of import will be prepared from which librarians and booksellers may select books and acquire them, depending on their resources. Details of this scheme will be worked out, in consultation with the stakeholders.

## **V Book Reading Habit**

All ideas and plans about Book Promotion depend totally on the book reading habit of our countrymen. Only a vast number of keen readers will bring the best out of writers and publishers. Efforts will be made to make almost everybody in the society interested in books and reading. Availability of good books will turn their interest into a regular habit of reading, as part of one's life-style.

National Book Promotion Policy will make our countrymen understand the significance of reading and encourage them to develop the reading habit. The focus will be mainly on children because they are the future of the society. What they read today shapes their life, but it also decides the fate of the country. Book reading habit will be inculcated in





women because it has a positive effect on the family and the social ambience. NBPP will seek cooperation of school principals and teachers to ensure that young students grow up as intelligent readers. Professionals will be encouraged to read more, so as to hone their skills and competence. All categories of citizens will be approached and persuaded to acquire the reading habit.

This is a huge challenge which will be taken as a rare opportunity for transforming our society. NBPP is determined to pursue this campaign with all possible strength and resources. Proper use will be made of the media, both print and electronic, for propagating the book reading habit.

A large number of workshops will be organized at all levels — national, state and district — to spread the book reading habit.

Pre-school books will be encouraged to give the children an early start in developing a good trait.

Cooperation of school principals, librarians and teachers will be sought, so that at least one hour a week is devoted for inculcating among students the reading habit in school libraries.

A programme of Gift Book Coupons will be introduced giving attractive discounts to potential readers, in order to encourage the reading habit.

Public and private radio and television channels will be persuaded to have regular programmes of book reviews and discussions.

There will be a celebrity brand ambassador for popularizing the book reading habit.

National Book Sector Survey is the collection, computation and analysis of all economic, social, cultural, statistical and other data which gives useful information about writing, publishing, printing, distribution and use of books. A survey provides important information and analysis which is necessary for assessment, identification and prioritization of wider policy issues in a national campaign.

A National Readership Survey among the rural and urban youth across the country indicates the readership status, patterns, trends, attitudes and possibilities in different Indian



languages. It helps in finding answers to the concerns of various socio-economic segments of the society. It also provides information regarding the status of readership levels among different age groups, gender segments, socio-economic groups, regions and languages. The data helps us to know the reading habits, frequency of reading, preference for certain types of books/magazines, and other details. The National Youth Readership Survey 2010, conducted by NCAER for NBT, is very useful in this regard.

A biennial National Book Sector and Readership Survey will be planned to collect authentic statistics regarding books and readership in India, i.e., number of titles published, number of publishers (language wise), retail outlets etc. to assess and determine goals for the year 2020 and beyond.

## **VI Library Movement**

Libraries have a central role in propagating the book reading habit. In these days of high-priced books, it is not always possible for a reader to buy books of her/his choice. The library provides a happy alternative. It is the treasure house of all kinds of good books which can be read by avid readers at leisure, in the pleasant ambience of books all around. NBPP will make the best use of existing libraries for the purpose of Book Promotion and will also put the Library Movement into a new active phase in which a library becomes the nodal point for promoting the reading habit, leading to promotion of books in general. NBPP is aware that librarians have to face many problems and awkward situations because there is a lack of proper appreciation of their role and responsibilities.

NBPP will study and assess the prevailing conditions of library service and take an initiative in harnessing the knowledge and capability of librarians for promoting the reading habit, especially among the younger generation.

Workshops will be organized for librarians to discuss ways in which libraries can contribute more effectively to the well-being of the society and make it a reading and learning society.

National bibliography is an important feature of library activity. Such a bibliography can be prepared if the provisions of the Delivery of Books and Newspaper (Public Libraries)



Act 1954 are faithfully implemented. At present Raja Rammohun Roy Library Foundation is looking into this matter. The following suggestions will be made to them:

- a) In view of the mounting postal charges paid by the publisher, for delivery of free books to the 4 National Libraries, under the Delivery of Books and Newspapers (Public Libraries) Act 1954, the postal charges in full should be borne by the recipient libraries.
- b) Provisions in the Delivery of Books and Newspaper (Public Libraries) Act 1954 should be revised, with a view to reducing the number of free copies of each new title to be deposited by the publisher.

The government will initiate a scheme for financing, on matching basis, to enable the State governments to set up at least five rural libraries in each District, during the next plan period. Out of the total grant from the Centre/States to libraries, at least 50% of the book grant is to be earmarked for purchasing books by Indian authors. Moreover, 25% of the total book grant should be utilized for purchase of children's literature, preferably by Indian authors.

A Neighbourhood Library Programme will be launched and vigorously promoted. These Neighbourhood Libraries will be integrated with panchayat, district and state level libraries.

Information Library Network (INFLIBNET) Centre, an autonomous Inter-University Centre (IUC) of UGC for sharing of library and information resources and Developing Library Network (DELNET) a private organization, should be involved in modernization and rationalization of the Library Movement.

In this era of rapid technological advancement, there will be a greater emphasis on e-books, digital libraries, and the newer possibilities on the horizon. Special measures will be undertaken to use the new technology for popularizing the reading habit and for Book Promotion.



## **VII Challenges of New Technology**

Technology is galloping ahead in all fields of human activity. Book publishing is no exception. The advent of e-books has brought about a revolution in the realm of books. Now, there is an instant access to a book, just by pressing a key on the computer. It is an amazing development which has greatly benefited the readers. Naturally, publishers will have to take note of this development and take appropriate steps to cope up with the new phenomenon.

Digital libraries are becoming popular with readers because they provide an easy access to reach out to any required book from their huge collections. Very shortly, e-books are going to have a sizeable market share of publishing and digital libraries are destined to become more popular and useful for readers.

Challenges of new technology have to be understood by the publishers and they have to use new technology to the best advantage of readers and their own business.

NBPP plans to hold a number of workshops to spread the awareness of technological advances in the field of publishing so that the publishers, in particular, and the society, in general, are benefited. Moreover, this advancement of technology is a continuous affair and a strategy will be worked out to keep abreast of the latest developments at every stage.

## **VIII Networking for Book Promotion**

National Book Promotion Policy envisages the programme on such a vast scale that no single agency/department/organization can implement it effectively. NBPP will seek co-operation and collaboration of institutions, departments and organizations to ensure success of the programme. For this noble and formidable task, it is proposed to put to the best use, the large networks of the following:

Libraries

Schools

Book Clubs

NGOs

Resident Associations





Panchayati Raj Institutions

Post Offices

Railways

Authors' Organizations

Publishers' Organizations

Booksellers' Organizations

Organizations working for Children

Organizations working for the Differently-Abled

Organizations working for Adult Education

Organizations working for Women's Welfare

A number of meetings and interactions will be held with these institutions, departments and organizations to elicit their co-operation and involvement in the national campaign of Book Promotion.

## **IX Monitoring and Updating of Book Promotion**

Book Promotion is not a one-time task. The campaign of Book Promotion is going to be a long-drawn affair, in a country like India. There will be a need for continuous monitoring of its progress, locating problems and roadblocks, to be tackled, case-by-case, and for improving the process.

Regular monitoring of the Book Promotion campaign will have another advantage. Problems and difficulties will be carefully analyzed and newer ways of tackling them will be explored. It will, inevitably, lead to an updating of the methodology as well as greater competence in handling the massive movement of Book Promotion.

A National Authority will be constituted to monitor implementation of the programme and its periodic evaluation. There will be a permanent secretariat and identity of the national body which will keep on functioning till it is reconstituted or replaced, every five years.

Assignment of national status to the National Book Promotion Council will enable it to coordinate regularly with all the State Book Promotion Councils.



## X APPENDIX

### I. Some Other Issues:

1. **Foreign Direct Investment (FDI) and Export Processing Zone (EPZ) policy in book publishing:** FDI was permitted in Book Publishing vide Press Note 2 (2000) dated 11<sup>th</sup> February 2000. The FDI policy was structured on a negative list concept, according to which, except the sectors listed out in the Press Note, all other sectors/activities were open to FDI up to 100% on the automatic route. This Press Note was issued, based on a decision of the Cabinet and Book Publishing was not included in the list; hence, 100% FDI was permitted.

Policy Press Notes are incorporated in the Foreign Exchange Management (Transfer or Issue of Security by a Person resident outside India) Regulations, 2000, which lay down the FDI Scheme. According to these Regulations, investment can be made in an incorporated entity in India for activities as per the FDI Scheme. Permission for opening of Branch Offices is granted by the RBI in terms of Foreign Exchange Management (Establishment in India of Branch or Office or other Place of Business) Regulations, 2000. These Regulations list out the activities, which can be undertaken by a Branch/Liaison Office of a foreign entity in India. The present policy does not allow FDI in retail trade. However, there is no restriction on franchise operations undertaking retail trade. Also under the FEMA (Current Account Transactions) Regulations, there is no restriction on payment of royalty for retail trading operations. The Department of Higher Education, Ministry of HRD, had taken a policy decision on 6.2.2002, not to allow reprinting of books by branch offices of foreign publishing houses and had also requested the Department of Economic Affairs (DEA), to instruct RBI to implement its order, dated 11<sup>th</sup> July, 2002 in this regard.

In EPZ areas, several foreign publishers have set up their units to publish books and sell them in Domestic Tariff Area (DTA), undercutting book prices which are detrimental to the interests of Indian book publishing. Book publishers in EPZ enjoy the benefit of zero duty on all imports of their machinery, equipment as well as raw material. Obviously, because of zero duty payment on all their imports and Indian labour, the cost of publishing books there is cheaper than the cost of publishing books outside the EPZ area. As there are no duties on the import of books which are also in OGL, the sale of such books in Domestic Tariff Area (DTA) gives a very unfair advantage to the foreign publishers located in the EPZ area, vis-à-vis the other publishers in India.



The Ministry of Commerce and Industry will be asked to review the current FDI policy in book industry, in comparison with China and other developing countries. There is an urgent need to review the current EPZ policy that vitiates the level playing field for Indian book publishing.

## **2. Advisory Body for Publishing Industry**

An Advisory Body will keep an eye on the industry, market behaviour and prices; it will also intervene to curb wrong practices and tendencies.

In the USA, an independent Self Regulatory Trade Organization namely, the Publishing Standards Board (PSD) was established without any affiliation to publishing companies. The PSD actively publishes and distributes information to writers and writers' organizations in order to educate them about current book publisher standards, practices, and frauds. It also acts like the consumer protection commission, and deals with disputes between publishers and authors.

## **3. Comments from Chairman, NBT:**

"I have a strong objection to the recommendation to carve out National Centre for Children's Literature from NBT and establish it as a separate agency and all such references/recommendations should be dropped from the Draft. While, it not only goes against the general concern about the already existing problem of multiple agencies working in the area of publishing, education and book promotion, it also negates the purpose for which NCCL was created under the NBT."



## AGENDA-VI: PROTECTION AND PRESERVATION OF ENDANGERED LANGUAGES

1. **Objectives:** The main objective of the proposed scheme is development and preservation of 100 Non-scheduled Indian languages, with at least 10,000 speakers in the country as a whole and not included in 8<sup>th</sup> schedule of the Constitution.

2. **Background:** Based on the recommendations of the Working Group of Planning commission for the XI five year plan on Language Development and Book Promotion, formulation of a new Scheme called **Bharat Bhasha Vikas Yojana** has been under consideration.

The Office of the Registrar General of India (ORGI), categorises Indian languages as either Scheduled or non-Scheduled. The Twenty-two(22) Indian languages included under the 8<sup>th</sup> Schedule of the Constitution of India are categorised as Scheduled languages and another one hundred (100) minor Indian languages are categorised as non-scheduled languages by the ORGI. The list of 100 non-scheduled/minor Indian languages (other than the 22 Indian languages included in the 8<sup>th</sup> Schedule of the Constitution of India) along with detailed language-wise and State-wise break-up of the males, females and total number of speakers as per 2001 census is already in the public domain in the official website of ORGI viz. [censusindia.gov.in](http://censusindia.gov.in).

The list of 100 Non-scheduled languages indicating the number of speakers is annexed. From the said list, it can be seen that most of these languages are spoken in the North-eastern, Eastern and Central India.

A review meeting was held in the Ministry of HRD, Shastri Bhawan, New Delhi with the States/UTs on the subject of Non-scheduled languages which was attended by representatives of eleven (11) states/UTs. A meeting was also held by the officials of the Ministry HRD at Shillong exclusively for reviewing the work done by the North-Eastern States in respect of the Non-scheduled languages. In the presentations given by the North-Eastern States during the meeting on 1.2.2011, it was found that some of the States are already teaching one of the Non-Scheduled languages as a **subject** at school level whereas some of them are teaching the Non-Scheduled language as a **medium** of teaching in the school. Further, some of the States





had developed materials, dictionaries, Pictorial Glossaries, and were having Radio programmes, Television programmes for some of the Non-Scheduled languages. In addition, a few States are having literature Committees apart from a few Newspapers, Magazines, Periodicals, etc. in the Non-scheduled languages. During the meeting, the States had been asked to furnish the Tribal languages and their Script, if any, available in the State. Information received from State Governments, CIIL and other organisations is as follows and a detailed chart is annexed:

1. The 100 languages which are spoken by more than 10000 speakers each are proposed to be covered under the proposed scheme of Bharat Bhasha Vikas Yojana. Out of these 100 non-scheduled languages, 59 find place in the UNESCO's Atlas.
2. In some languages, parallel efforts are made by CIIL and states/UTs.

It also will not be out of place to mention that there is no universal definition of the term 'language' which is acceptable to all. There are categories of dialects, tongues, languages and families. At times they tend to overlap. Whereas our census makes a distinction between mother tongues and languages, the UNESCO's Atlas at times treats mother tongue as a language and decides the state of endangerment accordingly. Nine dialects of Hindi (which are treated as part of Hindi Language) are shown as separate languages in the Atlas. Moreover, UNESCO's Atlas has certain serious inconsistencies: for example, Manipuri and Bodo, which are listed in the 8<sup>th</sup> Schedule are also figuring in the UNESCO's Atlas of endangered languages.

**3. Components:** Central Institute of Indian Languages (CIIL), a subordinate office of the Department of Higher Education, Ministry of Human Resource Development will be the nodal agency for implementation of the Scheme.

#### **Major Activities:**

1. Appointment of teachers,
2. Training of teachers in schools using these languages,
3. Preparation of textbooks of primary/secondary education,



4. Promotion of materials for learning these languages as second languages,
5. Preparation of dictionaries and grammar books,
6. Preparation of National Encyclopedia or Regional Regional Encyclopedias of non-scheduled languages,
7. Preparation of pictorial glossaries,
8. Documentation of languages and literature in oral traditions,
9. Formulating/designating scripts and typography codes,
10. Promotion of little magazines and periodicals devoted to study of these Languages or produced in these languages
11. Providing grant -in-aid to Libraries for purchasing books in these languages,
12. Support to institutions of National Excellence for undertaking research and setting up educational and training programmes in relation to these languages,
13. Extending financial support to literary and cultural organizations engaged in promoting these languages,
14. Supporting production of documentaries, films and drama in these languages,
15. Holding conferences and seminars related to these languages,
16. Creating awards for outstanding contribution made towards promotion of these languages.

#### **4. Outcome and Output:**

- The program will lead to integrated language development in education with growth of multilingual competence essential for an inherently diverse society such as ours.
- The speech groups striving for equal rights and equal opportunities will have a forum to address their developmental issues.
- The project will lead to empowerment of marginalized groups and enhance their participation in democracy
- Nurturing diversity will help minimize socio-economic disparity.
- It will reduce the threat to endangered languages by changing the environment.
- Language specialists will emerge to enrich the Literacy mission, Sarva Shiksha Abhiyan and other community development activities.



5. The position brought out above is being placed before the CABE for giving suggestions on the funding pattern, effective implementation and any other aspect of the proposed Scheme for the propagation and development of Non-scheduled languages.

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## ANNEXURE

**ANALYSIS OF WORK DONE SO FAR IN NON-SCHEDULED LANGUAGES**

Sl. No.	Language	Speakers	Major spoken states	Whether Endangered as per UNESCO's List	States where substantial work has been done	whether CIIL has done any work	Remarks	Language where no work has been done so far
1.	Adi	198,462	Arunachal Pradesh, Assam	Yes		yes		
2.	Afghani/kabuli/pashto	11,086	Jammu & Kashmir, Delhi	No		no		*
3.	Anal	23,191	Manipur	Yes	Manipur	yes		
4.	Angami	132,225	Nagaland	Yes		yes		
5.	Ao	261,387	Nagaland	Yes		yes		
6.	Arabic/arbi	51,728	Bihar, Uttar Pradesh	No		no	NCPUL is doing work	
7.	Balti	20,053	Jammu and Kashmir	Yes	Jammu & Kashmir	yes		
8.	Bhili/bhilodi	9,582,957	Madhya Pradesh, Rajasthan, Gujarat, Maharashtra	No	Gujrat	yes		
9.	Bhotia	81,012	Sikkim, Jammu & Kashmir, Himachal Pradesh	No	Sikkim	yes		
10.	Bhumij	47,443	Orissa, Jharkhand, West Bengal	Yes		yes		
11.	Bishnupuriya	77,545	Assam, Tripura	Yes	Assam	no		
12.	Chakesang	11,415	Nagaland, Manipur	No		no		*
13.	Chakru/chokri	83,560	Nagaland	Yes		yes		
14.	Cheng	62,408	Nagaland	Yes		yes		





16.	Deori	27,960	Assam, Arunachal Pradesh	Yes		yes		
17.	Dimasa	111,961	Assam, Nagaland	Yes		yes		
18.	English	226,449	Maharashtra, Tamil Nadu	No		no	EFLU is devoted to this work	
19.	Gadaba	26,262	Orissa, Andhra Pradesh.	Yes	Orissa	no		
20.	Gangte	14,500	Manipur	Yes	Manipur	yes		
21.	Garo	889,479	Meghalaya, Assam	No	Assam	yes		
22.	Gondi	2,713,790	Madhya Pradesh, Chhattisgarh, Maharashtra	Yes	Andhra Pradesh	yes		
23.	Halabi	593,443	Chhattisgarh, Maharashtra	No		yes		
24.	Halam	38,275	Tripura, Jammu & Kashmir, Assam	No		no		*
25.	Hmar	83,404	Manipur, Assam, Mizoram	Yes	Manipur Assam	yes		
26.	Ho	1,042,724	Jharkhand, Orissa	Yes		yes		
27.	Jatapu	39,331	Andhra Pradesh	No		no		*
28.	Juang	23,708	Orissa	Yes	Orissa	no		
29.	Kabui	94,758	Manipur	Yes	Manipur	yes		
30.	Karbi/mikri	419,534	Assam	Yes	Assam	yes		
31.	Khandeshi	2,075,258	Maharashtra, Gujarat	No		yes		
32.	Kharia	239,608	Jharkhand, Orissa	Yes		yes		
33.	Khasi	1,128,575	Meghalaya, Assam	Yes		yes		
34.	Khezha	40,768	Nagaland	Yes		yes		
35.	Khiemnungan	37,755	Nagaland	Yes		yes		
36.	Khond/kondh	118,597	Orissa, Andhra Pradesh	No		no		*
37.	Kinnauri	65,097	Himachal Pradesh	Yes		no		*
38.	Kisan	141,088	Orissa, Assam	No	Orissa	no		
39.	Koch	31,119	Meghalaya, Assam	Yes		no		*
40.	Koda/kora	43,030	West Bengal, Jharkhand	Yes				



41.	Kolami	121,855	Maharashtra, Andhra Pradesh	Yes	Andhra Pradesh	no		
42.	Kom	14,673	Manipur	Yes	Manipur	yes		
43.	Konda	56,262	Andhra Pradesh	Yes	Andhra Pradesh	no		
44.	Konyak	248,109	Nagaland	Yes		yes		
45.	Korku	574,481	Madhya Pradesh, Maharashtra	Yes		no		*
46.	Korwa	34,586	Maharashtra, Madhya Pradesh	Yes		no		*
47.	Koya	362,070	Andhra Pradesh, Orissa	No	Andhra Pradesh	yes		
48.	Kui	916,222	Orissa, Andhra Pradesh	Yes	Orissa	yes		
49.	Kuki	52,873	Nagaland, Assam, Manipur	No		yes		
50.	Kurukh/oraon	1,751,489	Jharkhand, Chhatisgarh, West Bengal	No.		yes		
51.	Ladakhi	104,618	Jammu and Kashmir	Yes	Jammu & Kashmir	yes		
52.	Lahauli	22,646	Himachal Pradesh, Madhya Pradesh	No		no		*
53.	Lahnda	92,234	Haryana, Jammu & Kashmir	No		no		*
54.	Lakher	34,751	Mizoram	No		no		*
55.	Lalung	27,072	Assam	No		yes		
56.	Lepcha	50,629	Sikkim, West Bengal	Yes	Sikkim	yes		
57.	Liangmei	34,232	Manipur, Nagaland	Yes	Manipur	yes		
58.	Limbu	37,265	Sikkim	Yes		no		*
59.	Lotha	170,001	Nagaland	Yes		yes		
60.	Lushai/mizo	674,756	Mizoram, Manipur	Yes		yes		
61.	Mallam	22,000						

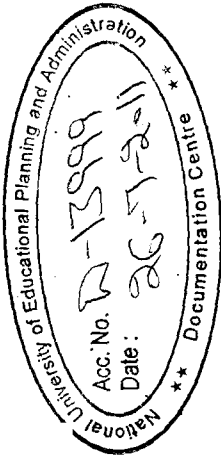
63.	Maring	22,326	Manipur	Yes	Manipur	no		
64.	Miri/mishing	551,224	Assam, Arunachal Pradesh	Yes		yes		
65.	Mishmi	33,955	Arunachal Pradesh	No		yes		
66.	Mogh	30,639	Tripura	No		no		*
67.	Monpa	55,876	Arunachal Pradesh	No		yes		
68.	Munda	469,357	Orissa, Assam, West Bengal, Jharkhand	No		yes		
69.	Mundari	1,061,352	Jharkhand, Orissa	Yes	Orissa	yes		
70.	Nicobarese	28,784	Andaman & Nicobar Island	No	A & N Islands	yes		
71.	Nissi/dafla	211,485	Arunachal Pradesh	No		yes		
72.	Nocte	32,957	Arunachal Pradesh	Yes		yes		
73.	Paite	64,100	Manipur, Mizoram	Yes	Manipur	yes		
74.	Parji	51,216	Chattisgarh, Orissa	Yes		no		*
75.	Pawi	24,965	Mizoram	No		no		*
76.	Persian	11,688	West Bengal, Jharkhand, Maharashtra	No		no	NCPUL is doing work	
77.	Phom	122,508	Nagaland	Yes		yes		
78.	Pochury	16,744	Nagaland	Yes		yes		
79.	Rabha	164,770	Assam, Meghalaya	Yes		yes		
80.	Rai	14,378	Sikkim, Arunachal Pradesh	No	Sikkim	yes		
81.	Rengma	61,345	Nagaland	Yes		yes		
82.	Sangtam	84,273	Nagaland	Yes		yes		
83.	Savara	252,519	Orissa, Andhra Pradesh	No	Andhra Pradesh and Orissa	no		
84.	Sema	103,529	Nagaland, Assam	No		yes		
85.	Sherpa	18,342	Sikkim, West Bengal	Yes	Sikkim	yes		
86.	Shina	34,390	Jammu & Kashmir	No	Jammu &	yes		

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87.	Simte	10,225	Manipur	No	Manipur	no		
88.	Tamang	17,494	Sikkim, West Bengal	Yes	Sikkim	yes		
89.	Tangkhul	142,035	Manipur	Yes	Manipur	yes		
90.	Tangsa	40,086	Arunachal Pradesh, Assam	Yes		yes		
91.	Thado	190,595	Manipur, Assam	Yes	Manipur	yes		
92.	Tibetan	85,278	Karnataka, Himachal Pradesh	No		no	Institute of Tibetan Studies is doing work	
93.	Tripuri	854,023	Tripura, Mizoram	No		yes		
94.	Tulu	1,722,768	Karnataka, Kerala	Yes		no		*
95.	Vaiphei	39,673	Manipur	No	Manipur	yes		
96.	Wancho	49,072	Arunachal Pradesh	Yes		yes		
97.	Yimchungre	92,144	Nagaland	Yes		yes		
98.	Zeliang	61,547	Mizoram	No		no		*
99.	Zemi	34,110	Assam, Nagaland, Manipur	Yes		yes		
100.	Zou	20,857	Manipur	No	Manipur	yes		
	Total	35,365,239		Y: 62 N: 38	Y:36	Y:67 N:33	Y:4	20



\*Total 20 languages are such where no work so far has been done by either the States or the CIIL. These languages can be taken up in the first phase of the BHARAT BHASHA VIKAS YOJNA.