

**60th MEETING
OF THE
CENTRAL ADVISORY BOARD
OF EDUCATION**

**AGENDA ITEMS
&
BACKGROUND NOTES**

**8th November, 2012
At 2.00 P.M.
Darbar Hall, Taj Palace Hotel,
Sardar Patel Marg,
New Delhi**

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

**AGENDA & BACKGROUND NOTES FOR THE 60TH MEETING
OF THE CENTRAL ADVISORY BOARD OF EDUCATION**

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AGENDA ITEM-1: Confirmation of the Minutes of the 59th Meeting of the Central Advisory Board of Education held on 6th June 2012

The 59th meeting of Central Advisory Board of Education was held on 6th June 2012 under the Chairmanship of Shri Kapil Sibal, Hon'ble Minister of Human Resource Development, Government of India. List of participants is at **Annexure-I-(1)**

At the outset, Shri Ashok Thakur, Member Secretary (CABE) and Secretary, Department of Higher Education, Government of India welcomed Shri Kapil Sibal, Hon'ble Chairman of CABE and Minister of Human Resource Development, Smt. Krishna Tirath, Hon'ble Minister of State (Independent Charge), Ministry of Women & Child Development, Shri Narendra Jadhav, Member (Education) Planning Commission, Hon'ble Ministers of States, UTs, distinguished Members of CABE, Ms. Anshu Vaish, Secretary, Department of School Education and Literacy, Professor R. Govinda, Vice-Chancellor, NUEPA, Heads of various Autonomous Organizations, academics, senior officers of Central and State Governments. He also extended a hearty welcome to the new members of the reconstituted CABE and thanked the outgoing members of the CABE who contributed immensely to the deliberations of the CABE. He made a special mention that four members of the earlier CABE i.e. Professor U.R Ananta Murthy, Dr Mithu Alur, Ms Teesta Setalvad and Shri Vinod Raina continue to serve the present CABE. He said that in the last meeting of the CABE held on 7th of June 2011, important issues were discussed which include NVEQF, extending Right to Education to secondary level, Law to Prohibit Unfair Practices in School Education, Reforms in Affiliation System in the Higher Education, National Book Promotion Policy, Protection and Preservation of Endangered Languages, etc. He briefly outlined the agenda of the Meeting and said that the XI Five Year Plan has just ended and the XII Five Year Plan is about to be rolled out with a number of new initiatives. He expressed confidence that CABE will be able to discuss and arrive at a conclusion on important issues under its consideration.

Shri Kapil Sibal, Hon'ble HRM

Shri Kapil Sibal, Hon'ble Human Resource Development Minister and Chairman, CABE placed on record his appreciation for the outgoing Members who were part of the CABE constituted in 2008 and acknowledged their contribution to the proceedings of the CABE. He described CABE as the body which charts the course of education in the context of 21st century challenges. He said that in the light of the ICT revolution and the nature of relationship between communities and in the context of the enormous flow of information that is available on the click of a button, an evolution is taking place in which all are trying to experiment with new ideas. If one really looks back at the societal relationships at the end of the 20th Century and compares them with the situation in 2012, it can be realised what an enormous change has taken place

which could not have been envisaged. Nobody could have even dreamt of this change, so we all are in the process of experimentation, evolving solutions and confronting challenges. Talking about the National Mission on Teachers & Teaching, he said that the teacher is no longer the repository of all knowledge and knowledge flows into the mind of the child through various ways, various avenues. He felt that ICT revolution is more important to the teacher than students because the need is to improve the quality of the teacher so as to improve the quality of learning. He spoke about the need for a new strategy in order to educate the children and ensure that the best minds come in the teaching profession.

Hon'ble HRM also referred to Meta Universities where students from different institutions will collaborate with each other through cyber space and be awarded Degree jointly by more than one university.

Dr. Narendra Jadhav, Member (Education) Planning Commission

Dr. Narendra Jadhav expressed pleasure in participating in the 59th meeting of CABE. He said that the underlying context for this meeting is the XII Five Year Plan, which began on 1st April 2012. The Approach Paper was presented to the National Development Council sometime back and it is significant to note that education and skill development have been designated as top priority sectors. He said that the XII Plan obviously is going to be built on the momentum of what was achieved in the XI Five Year Plan and will continue to place thrust on the Triple EEE's of Expansion, Equity and Excellence. He also emphasized the need for improving the overall quality of teaching learning in an average Higher Education institution in the country in general, and in particular, the state institutions which are in very large numbers. He felt that there is a very clear and a distinctive shift taking place in the thinking about education in the XII Five Year Plan.

Thereafter the Minutes of the last Meeting were confirmed and Action Taken Report was taken on record.

PRESENTATION – NATIONAL MISSION ON TEACHERS & TEACHING

Prof. R. Govinda VC, NUEPA.

Prof. Govinda Vice Chancellor, National University of Education Planning and Administration (NUEPA) informed that the Hon'ble President of India announced the setting up of a National Mission on Teachers & Teaching (NMTT) on 12th March, 2012, in her joint address to the Parliament. He said that in the recent past, there has been a rapid growth of educational institutions in the country and currently there are around 15 lakh schools, and around 50,000 Higher Education Institutions in the country which have definitely increased access to education in a very significant manner. But

the system should be inclusive. He highlighted that the fast expansion has resulted in a very high demand for teachers and it is necessary to find new means of meeting the demand in the States. At elementary stage alone, there are around 41.9 lakh teachers in position, and there is a requirement of another 12 lakh teachers. Similar is the case with respect to secondary education particularly in regard to teachers of Science, Mathematics, and English. He said that high shortages are observed in a few selected States, particularly Uttar Pradesh, Bihar, West Bengal, Madhya Pradesh, Chhattisgarh, Rajasthan, and Odisha. In higher education sector also, serious shortage of qualified faculty is found. As per the estimates, around 36% faculty positions in Central Institutions, including IIT's, and IIM's, are vacant, and around 40% to 50% teaching positions in State Universities are vacant. He felt that it is really important to reflect why talented youth are not attracted to the teaching profession. There are four issues that have prompted to really think on the affirmative (i) studies have shown that there is inadequate opportunity and institutional arrangement for continuous, professional development of teachers; (ii) studies also point out that in comparison to several other sectors that have emerged, there is a decline in the social and professional status of a teacher (iii) At the systemic level there is almost a total absence of standard setting for assessing performance of teachers at various levels, (iv) There is no mechanism of rewarding meritorious performance of teachers.

He said that the proposed National Mission would address immediate and urgent objectives of the Education System in the country in terms of supply of qualified teachers, attracting talent in to the teaching profession, and raising the quality of teaching in schools and colleges. The Mission will also focus on certain long-term goals, the goals of building a strong, professional cadre of teachers at all levels by setting performance standards and creating top-class institutional facilities for innovative teaching and professional development.

Smt. Krishna Tirath, Hon'ble MOS (Independent Charge) Ministry of Women and Child Development

Smt. Krishna Tirath, Hon'ble MOS, Independent Charge, Ministry of Women and Child Development was happy to note that the female literacy rate has increased from 53% to 65% as per 2011 Census. She said that health care of children is an important issue and special focus must be made on menstrual hygiene for adolescent girls. Some States have started free distribution of sanitary napkins for the adolescent girls. This model can be implemented across all States through a Central Scheme as this could boost girls participation in education. She felt that the value education scheme should be re-launched on large scale to cater to the needs of the school children to ensure that the children are imparted with right moral values which are important for holistic education. Improved transport facilities for girls must be provided for so as to ensure greater access to the schools and colleges. The Free Bicycle Scheme for girls for

promoting girls' education as initiated in some States is showing encouraging results and this needs to be up scaled further. Presently there is a restriction on opening more than one Nayodaya Vidyalaya per district. Relaxation of this restriction is required so that more Nayodaya Vidyalays can be opened in each district. More number of Kendriya Vidyalaya may also be opened. The Kasturba Gandhi Balika Vidyalaya (KGBV) Scheme also requires to be expanded further to cover more girls in rural and backward areas. More women friendly courses may be included in National Vocational Education Qualification Framework. Starting of innovation courses may be encouraged.

The Law to Prohibit Unfair Practices in School Education may ensure the safety of girls in schools. Reservation of female teachers and training of male teachers on gender sensitization is required. A national level review of curriculum and text book of the state governments may be taken up by NCERT from gender perspective. The guidelines of writing books should ensure the projection of women in the correct manner by incorporating gender friendly terminologies. Use of obscene and objectionable pictures should be prohibited. More number of colleges for women may be reserved in the proposed 374 model degree colleges which are to be established. More financial assistance may be provided to the girls especially from the socio-economic vulnerable groups. Mahila Samakhya is an important instrument for social mobilization and can play a significant role in the recently initiated National Mission for the Empowerment of Women (NMEW) of which Ministry of HRD is also a partner Ministry. Mahila Samakhya programme also needs to be scaled up and extended to states where it has not been initiated. Team of experts in the National Resource Centre for Women (NRCW) in the Ministry of Women and Child Development are already in touch with the M/o HRD for the collaboration of Mahila Samakhya in the Empowerment Mission.

Regarding Pre-primary education, Ministry of Women and Child is playing an important role. Non-formal pre-school education is one of the six services provided under the ICDS at Anganwadi Centres (AWCs). Also Mini AWS cater to a population of less than 1000 and can reach out to inaccessible and remote locations where there are pockets of smaller habitations. The AWCs are already operating in 13 lakh habitations and cater to addressing holistic needs of children in slum bastis and remote locations which normally get excluded from institutional support. She drew attention to the plight of working labourers who retain girl child in the house for looking after the younger children and suggested to make available a cabin or crèche adjacent to the school which will help the child to attend the school.

With reference to the National Mission on Teachers and Teaching, there is a need to incorporate training on early childhood care and education (ECCE) programmes also. Under the Mission, the process of preparation of a curriculum framework and norms for a pre-service course for Teacher Educators in ECCE may also be initiated.

Further, higher learning institutions such as Universities may be encouraged to set up more multi-mode multi-module and flexible, teacher education programmes in ECCE.

Smt. Geeta Bhukkal, Hon'ble Education Minister, Haryana

Smt. Geeta Bhukkal, Hon'ble Education Minister, Haryana also emphasized the need for moral education as a subject since female foeticide is very rampant in Haryana, which is an educationally backward state. She attributed poor accessibility of road connectivity and the feeling of insecurity among parents and children as the main reason for drop outs. In order to overcome these issues, she suggested making provision for opening more residential schools for girls. She felt that in backward and remote areas, teachers should be provided with residential facilities. She urged for earmarking certain reservation for female teachers. Other suggestions included opening of more KGBVs and Nayodaya Vidyalaya in all districts and opening of more Central Schools, improving the road connectivity, transport facilities and bringing value education in syllabus. She also informed that Haryana has made a separate teachers cadre for Mewat so that there will be separate recruitment of teachers who will not be transferable.

Sh. Vikram Sahay, Director (EE)

Sh. Vikram Sahay Director, (SE) in his presentation on two years of Right to Education Act, described various steps initiated by the Central and State Governments for implementation of RTE and the achievements made as a result of the implementation, as well as the steps that are required to continue the process of implementation. He said that Article 21 A and the RTE Act both were enforced from 1st of April 2010. Since then and so far thirty- three States/UTs have formulated the State Rules under the RTE Act. The norms of SSA, which is the implementation vehicle for the Right to Education Act have been revised. Mainly two sets of revisions have taken place which include the revision to align SSA with the existing norms laid down under RTE Act, requirement of additional classrooms and several new interventions including provision of uniform for all girls, SCs/STs, and BPL children, transportation for urban deprived children, in remote areas where habitation is sparsely populated areas, including new residential facilities. This new SSA framework is now the basis on which all interventions are taking place under the RTE Act. Along with the changes in the SSA framework, there has been change in the funding pattern and as against a sliding scale of funding pattern of 65:35 in the XI Plan; it has been revised for the period 2010 to 2015 in a fixed ratio of 65:35. An estimate of 2.21 lakh crore for this period had been approved. Other important developments include notification of Teacher Qualification Norms by NCTE in pursuance of Section 23 of the RTE Act. He clarified that relaxation means that persons who do not possess the professional qualifications i.e. a degree or a diploma in teacher education can also be considered for appointment

as teacher, on a condition that where a person without a professional qualification is appointed, he has to qualify the professional qualification within a period of two years from the year in which he is appointed through open/distance education institutes. He requested the States that there has to be some evidence that they have built adequate capacity of teacher preparation so that from 2015 onwards only persons who have professional qualification are appointed as teachers.

He pointed out that an area which still requires greater attention is constitution of State Commission for Protection of Child Rights or the Right to Education Protection Authority as provided in the Act. Those States that have not done it so far need to take necessary steps because this is an independent monitoring body which has been statutorily made responsible under the RTE Act to monitor the rights of the child under the Act. He clarified that a big awareness campaign was launched in Mewar in November of 2011 on the National Education Day. Also, the Prime Minister's letter was read out in schools along with letters of Chief Minister of the States and this has been followed by an awareness campaign at the ground level, with the aim to spread the awareness of the RTE Act at the grass root level and also to take steps for ensuring that every school becomes RTE compliant within the time frame which has been provided under the RTE Act.

Ms. Radha S. Chauhan, Joint Secretary (SE.I)

Ms. Radha Chauhan, Joint Secretary presented the Report of the CAGE Committee on ICT in School Education which was constituted under the Chairpersonship of Secretary School Education and Literacy. The Committee has recommended a holistic and integrated view of ICT. She said that it should not be limited only to educational content being provided within the classroom but it should also be utilized for an overall efficiency being infused into the overall school governance with emphasis on the National Curriculum Framework (NCF). The NCF 2005's objectives should be an integral part of whatever is being used to be provided through the ICT platform. She said that, with this in mind, the Committee went through the draft National Policy on ICT for School Education which is simultaneously being prepared in consultation with a wide range of stakeholders. The committee went through all the provisions of the draft policy and found that it had addressed most of the issues that were referred to it and has provided a comprehensive set of guidelines to support the States in their ICT initiatives. The Committee has endorsed it for discussion by the CAGE committee. The National Policy includes the provisioning for teaching learning processes within the classroom, skill development in ICT provisioning and the school governance to ensure efficiency and overall remodeling of the school in an ICT enabled environment.

Shri Bosiram Siram, Hon'ble Education Minister, Arunachal Pradesh

Shri Bosiram Siram, Hon'ble Education Minister, pointed out that the State has a large number of untrained teachers and that at present there is an inadequate number of Teacher Education Institutes/ Colleges of Teachers Education in the State. Though the State had submitted a proposal for giving permission for more B. Ed colleges, NCTE made some observation and they are yet to be granted permission. He requested for granting permission to reduce the large concentration of untrained teachers in the State. Regarding DIETs, he informed that out of the 11 DIETs in the State, 7 are functioning as full-fledged DIETs and remaining 4 are functioning as District Resource Centres. The State Government has recommended that these 4 be made full-fledged DIETs for which the permission is awaited. He requested that the 4 District Resource Centres may also be given permission for full functioning. With regard to RTE implementation, he stated that State has already brought out APTET - Arunachal Pradesh Teachers Eligibility Test. Regarding ICT, he said that BSNL has been authorized to give the broadband connection but in spite of repeated requests, they are yet to carry it out. He said that the State has a full of functional NIT at Itanagar, so instead of NIT Durgapur, NIT, Itanagar be entrusted the task, so that the broadband will be more accessible particularly in view of the poor road connectivity and other bottleneck prevailing in the State. He mentioned that 150 Schools had been selected for providing ICT programme, but there is no provision of having IT facilitators. This also needs to be addressed. He also mentioned about the non-availability of trained teachers in Rajiv Gandhi University and requested for permission to take more teachers on deputation. He welcomed the MHRD and IGNOU initiative for training untrained teachers and said that the State Government has deputed almost 1400 to 1500 teachers who are undergoing courses.

Prof. S.P. Singh, Former Vice Chancellor, Guru Nanak Dev University

Prof. S.P. Singh, former V.C Guru Nanak Dev University thanked HRD Minister for proposing a National Mission for Teachers and Teaching. However, he felt that the plight of the teachers has not been discussed in the presentation on Teachers and Teaching. He felt that teachers in private schools are poorly paid, sometimes as low as Rs.500/- onwards per month and that too only for 7 or 8 months per year. He said that same is the case with the colleges in the States. The teachers are being paid Rs. 2500 per month for seven months. He felt that special efforts need to be made, to attract good teachers and this is possible only if some consideration and some attention is paid to the plight of teachers. He felt that once the teachers are paid well and teachers are given their due regard, only then talented persons will come to the profession, otherwise second-rate quality people will be entering the teaching profession.

He also drew attention to teachers training. He felt that in most of the States, the number of the teacher training institutes is as per the requirement of the teachers, but the quality of teacher education is too poor, because only seven months or eight months training is available, and that is also not of the desired or expected levels. He suggested that teacher training courses should be made of two-year duration in order to get good teachers. He felt that in order to get good teachers emphasis should be given on quality training. Also their social status and the monetary package should be addressed.

Prof. K. Ramakrishna Rao, Chairman, Indian Council of Philosophical Research

Prof. Ramakrishna Rao conveyed that the number of vacancies/ percentage of vacancies that exist in Central Universities is truly alarming. He felt that the situation is even worse when it comes to the State Universities. The real problem is not lack of qualified teachers but the inadequacy of funds. He said that he is very familiar with the universities in the state of Andhra Pradesh and felt that the budget will not be enough to pay the salaries of the teachers if the vacancies are filled. He mentioned that if this is taken care of, other things may be resolved in the long run. Therefore, as a short term measure, every State Government should be provided adequate funds to fill all the existing vacancies of teachers.

Regarding training of the College Teachers, he felt that many of the College Teachers fumble during the first year for the simple reason that they do not have the basic understanding of curriculum construction, clarity of concepts and are unable to utilize the modern technology for effective teaching. He suggested that ways have to be explored of training University and Colleges teachers before they are entrusted with the responsibility of teaching. He felt that teachers must be involved seriously and intimately with the framing of the curricula. Further the curricula require a lot of changes, without which the quality of education cannot be improved.

HRM

HRM in response said that both Central and State Governments just do not have the kind of enormous finances to meet the burden of filling the increased vacancies because of the expansion that has happened over a period of last three years. That is why Government has been talking about increased investments in the education sector, to be made by the private sector in collaboration with other universities as also industry. It is about thinking innovating ways to bring investment into the education sector which is really the need of the hour and everybody needs to think about it. He stated that ICT can provide a huge and a very effective way forward by providing lectures and training facilities through the National Knowledge Network. Today, there are about 400 universities which are connected to the National Knowledge Network.

Also there are about 18000 colleges which are now connected. He recommended for setting up a CABE Committee on the proposed National Mission on Teachers and Teaching which can have Sub-Committees for each of these issues and provide us with possible solutions. In this context he said that the point made by Dr. Ramakrishna Rao was very valid.

Prof. Devang Khakhar, Director, IIT- Bombay

Prof. Devang Khakhar Director, IIT- Bombay said that the National Mission on Teachers and Teaching is very timely and extremely important for the Nation at this stage. He agreed with HRM that the main goal of the Mission should be to come up with conditions and incentives to attract the best minds into the teaching profession. He said this is something that needs to be looked into urgently, as a teacher impacts generations of students. One of big problems relating to higher education today is that the teachers faculty, who teach in Colleges and so forth, do not have a very good knowledge of the basic subject that they are teaching. He felt that an emphasis on the domain knowledge in the subject areas during teacher training is equally important.

Regarding the use of ICT he said that Akash Tablet is imminent and would be very useful if all textbooks are digitized and can be read on the tablet because this will provide great savings in terms of printing, distribution etc. and this can be done with relatively less effort and will have a huge impact.

HRM

HRM responded that digitisation of contents and uploading it on Akash is essential. NCERT has already digitized the textbooks and it will be put in the Akash Tablet. He said that there was a presentation on Akash Tablet, yesterday. It is his vision to have a child with the Akash tablet go to school without any books and with all the text material in the tablet, it will be a revolution and it is waiting to happen.

Shri P.K. Abdu Rabb, Hon'ble Education Minister, Kerala

Sh. P.K. Abdu Rabb, Hon'ble Education Minister, Kerala said that there are vacancies of teachers to the tune of 1.26 million in the country and additional vacancies to the tune of 0.15 million are likely to arise with the implementation of RTE Act. While this is the overall national position, he said that Kerala has in fact a situation where the total numbers of teachers are in excess of the requirements. This has enabled the State to introduce the mandatory pupil teacher ratio in RTE at the class level, rather than at the school level. Retirement age of teachers in Kerala is 55 years. The teachers are largely teaching in Malayalam medium. He demanded that the services of excess teachers or teachers who retire at age of 55 years should be used in meeting

the shortage at the national level, after giving some sort of orientation training to teach in a different medium. It would also be possible to look at leveraging the training infrastructure which is available in the State to train teachers for the rest of the country to meet the shortage in the short term. He said that Kerala has been making substantive investment in teacher education and it is one of the few States which have fully used the Centrally Sponsored Scheme for Strengthening of DIETs consistently. The State had introduced the Curriculum preparation in the teaching learning process as early in 1997 which is now being adapted in the National Curriculum Framework and activity-based training has now become well-established.

The National Mission on Teachers and Teaching must address intensive in-service training of Teacher Educators. This is extremely important as majority of the existing Teacher Educators have been trained in a different context & under different perspectives. To ensure that the objectives of NCF and enhancement of quality are met, it is of paramount an urgent importance to re-orient the existing Teacher Educators. He felt that there is a need to chart out a clear career path for teachers. After five to ten years of teaching experience, individual teachers may be assessed and identified for specialization in teacher education as well as education administration. In-service training programme for such teachers may be structured differently.

He said that Kerala would on its own set up a State Mission on Teachers in line with National Mission to ensure that quality of teachers available is enhanced substantially. As a small beginning, a ten-day module has been introduced focusing on management issues for teachers in collaboration with Management Institutions and Corporate Companies to enable the teachers to handle various operational issues effectively. In this regard, he requested that the guidelines of various Centrally Sponsored Schemes like SSA, RMSA should be made flexible to innovate on such training programmes for teachers based on actual field level requirements. He requested that considering the fact that 70% of the children in their State are studying in aided schools which are fully funded by the State Government in terms of meeting teachers salary and maintenance grant, he requested the Government of India to provide assistance to these aided Schools in Kerala also by liberalizing the norms for assistance under SSA particularly provisioning for teachers and uniforms for students.

He confirmed that the CABE sub-committee on ICT in school education had visited Kerala and looked at the ICT Scheme being implemented in the State which has been appreciated in the presentation. He expressed happiness that the Committee has recommended the ICT model adopted in Kerala as an effective model that demonstrate a high sense of ownership among stake-holders.

He concluded that the Government of Kerala would wholeheartedly support the various initiatives taken by Government of India regarding enhancement of quality of

education in the State and implement the same in letter and spirit to benefit the next generation.

Shri Om Prakash Sharma, President, U.P. Madhyamik Siksha Sansthan

Shri Om Prakash Sharma, President, U.P. Madhyamik Siksha Sansthan mentioned that though there are 16000 schools in Uttar Pradesh, most of the teachers are employed on part time basis. He felt that these part time teachers may not be able to provide either quality education or skill development. According to him, Uttar Pradesh is one of the most backward States in terms of education and as such proper implementation of RTE is very important but it seems that no action has been taken in this direction. He drew attention to the necessity for providing laboratories in the schools as well as to improve the infrastructure facilities. He also drew attention that Uttar Pradesh has many unrecognized institutions which are charging heavy fees from students.

HRM

HRM thanked to Sh. Om Prakash Sharma and said that those States which have special needs and problems, will be given special attention.

Shri Tapan Chakraborty, Hon'ble Education Minister, Tripura

Shri Tapan Chakraborty, Hon'ble Education Minister, Tripura thanked MHRD for taking the new initiative for launching National Mission on Teachers and Teaching and said that once the scope, functions and responsibilities of the proposed Mission are finalized, the overall development of education scenario in the country will improve considerably.

Regarding implementation of RTE, he expressed apprehension that the provisions of "no-detention", under Section 16 of the Act have adverse impact on quality of elementary education. This may lead to reduced attention of both teachers and students. He demanded that NCTE norms fixed for recruitment of teachers should be relaxed so as enable the State to engage teachers at the elementary level to meet RTE requirements. Norms for teachers prescribed in the schedule of RTE Act appears to be not practicable in the State, particular for schools located in the rural, far-flung and hilly areas, as in Tripura, around 70% of the schools are located in the rural and hilly areas. The State Government is of the view that ideally each and every class/section should have one teacher. Norms for provision of classrooms as prescribed in the schedule of RTE Act 2009, based on the number of teachers appears to be impracticable. There should be a provision for one classroom for each class or section. To introduce 45 teaching hours in a week for teachers, would mean a need for around

3000 teachers. He said that like few other States, there is dearth of teachers training institutions in the State. He suggested that all the new districts created throughout the country, should have a District Level Teachers Training Institution.

He agreed with the recommendations of CUBE Committee Report on provision of ICT in schools under the Chairmanship of Mrs. Anshu Vaish, Secretary, SE&L.

Shri Arun Kapur, Director, Vasant Valley Foundation

Shri Arun Kapur, Director, Vasant Valley Foundation, while referring to various presentations said that much focus has been given on creating teachers whereas the need is actually to first focus on creating teacher educators because good quality of teacher educators is absolutely crucial. He said that the presentation did not show that probably only 10% applicants pass the UGC NET and that really underlines the importance of the quality of teacher educators. He said that while talking about teacher training modules in the RTE Act, capacity of the teacher educator should also be increased. Even in ICT, it is education technology that needs to be talked about; therefore he felt that focus should be on teacher educators. Also when the quality of the teachers or the number of teachers is talked about teacher educator need a special focus because they will impact the teachers who in turn will impact the school children, and these school children will go on to college or into the world of work and therefore, the role of the teacher educators cannot be emphasized enough.

HRM

HRM said that the point raised is very important and unless a core of teacher educators of very high quality is available across the board in every subject, it may not be possible to realize the vision of Teachers Training.

Smt. Archana Chitnis, Hon'ble Education Minister, Madhya Pradesh

Smt. Archana Chitnis, Hon'ble Education Minister, Madhya Pradesh drew attention that the budget allocation for school education is about Rs.12000 crores, and the contribution from Government of India at present in view of the sharing pattern comes to Rs.2800 crore, which happens to be 24% of the total money spent by the State. She requested Govt. of India share be enhanced to 35% of actual spending.

Smt. Archana Chitnis mentioned that there are few schools which are trying to escape their responsibility towards RTE. She urged that the recent judgement of the Supreme Court regarding admission of children below poverty line under the RTE Act

should be enforced very strictly by both the Governments. Regarding Teacher Education, she drew attention that prior to this Government of India has been taking care of teachers training programmes and 100% contribution was made by Government of India. She was concerned that after having taken the new initiatives this contribution has been reduced to 75%.

HRM

HRM responded that the assistance was 100% for 4 plan periods. After 4 Plan period the share of centre Government has been marginally reduced. He remarked that at some stage, the States have to start contributing and but anyway, the suggestion of Hon'ble Minister will be certainly kept in mind.

Smt. Archana Chitnis, Hon'ble Education Minister of Madhya Pradesh also said that the major problem with our teachers is that nobody feels proud in becoming a teacher. She suggested that collectively, all the people put together, i.e. sociologists, psychologists; educationists should give their inputs so as to overcome the deficiencies and to make the teaching profession more attractive. She also pointed out that moral education; responsibility towards nation/environment should have been a major part of RTE Act. It will make an impact on the coming generations. She felt that relationship between the parent and the teacher especially in the case of students who come to government school, is very weak and if it is made a part of the Act, the teacher parent relationship could be strengthened and the bonds will be stronger. Parents and teachers need to meet regularly every year. She also pointed out that all the States are short of funds in implementation of RTE. She conveyed that due to paucity of funds, time limit for completion of infrastructure should be extended by a couple of years. She urged for increasing the Centres share of money spent on teachers and a common standard of teachers' salaries put across the board in the entire Nation. It will be a great contribution with respect to primary education and the teachers especially who teach in the rural areas.

Prof. Bimal K. Roy, Director, Indian Statistical Institute, Kolkata

Prof. Bimal K. Roy, Director, Indian Statistical Institute, Kolkata said that the selection procedure of teachers seems to be very complicated and it is a very long cumbersome procedure. He felt that there should be a policy to make recruitment of teachers much simpler and quicker. As in the case of standardisation of different Board syllabi done for IIT, JEE it is possible to standardise the selection and appointment of teacher if data is made available to the Institute, it could standardise the same starting from secondary, higher secondary, graduation or post-graduate level. The policy can probably set a standard that a teacher would have to attain at a

specified level. After the selection, candidates will also know that they have to complete the training before they start their job. He also felt that publishing the number of vacant posts of teachers must be at par with availability of funds. He was of the view that adequately qualified candidates are available for teaching post but the states do not have the funds to fill the all vacancies.

Shri Abdul Gani Malik, Hon'ble Education Ministry, J & K

Sh. Abdul Gani Malik, Hon'ble Education Minister, J & K appreciated and welcomed the allocations proposed for teacher education and said that this will bring forward the importance of teachers and teacher education. He said that from the presentation it is seen that at the national level institutions, there are large number of vacancies and to fill up those vacancies, there should be a well worked out contractual academic system throughout the country and with their experience and academic knowledge; these faculty can enter into the formal teaching system. He felt that for teacher education, there are no prominent institutions in the country. There are no exclusive universities for teacher education, nor is there any National College of Education or any Regional College of Education in the country. He felt that all these things should be considered so that the teachers' education gets priority. He said that SSA, RTE and ICT are very important in teacher education. He suggested the constitution of a Sub Group to work on the implementation of various schemes which will make recommendations for improving the appraisal system. He reiterated his demand for financial assistance from Central Government which is pending.

Ms. Shantha Sinha, Chairperson, National Commission for Protection of Child Rights

Ms. Shantha Sinha, Chairperson NCPCR talked out about the right of children particularly Right to Education in areas of civil unrest. She said that it is important to focus on this issue and look at education as emergency relief. She said that from her experience as Chairperson of the Commission on monitoring these rights, she found that continual education from pre-school, elementary, secondary school is very important in these areas. She suggested waiver of examination fee, tuition and coaching fee for these children. She also said that a strong policy for stabilising education is required there and it is important that we provide one generation of children, continual education from elementary to higher education level; only then it is possible to instil stability in that society.

She also spoke about guidelines that the NCPCR has issued on corporal punishments which were sent to all the State Governments. The Commission has been

receiving large number of complaints of corporal punishment. She urged Education Ministers to take a serious view of the subject.

She also drew attention to the non-academic duties that the teachers are performing in addition to Election, Census, and Disaster Management. They are also on deputation in many States to other jobs. She requested that this will have to be stopped immediately. At least a status report should be obtained from all the State Governments on how many teachers are being sent on deputation.

She expressed concern that there are not enough funds for maintenance and cleaning of toilets and it has been reported to the Commission that children from Dalit backgrounds are being used for such activities. This must be curbed and suggested for integrating the cleanliness activities with NREGA as NREGA has now expanded its scope to maintenance of sanitation also.

Sh. P.K. Shahi, Hon'ble Education Minister, Bihar

Sh. P.K. Shahi, Hon'ble Education Minister, Bihar said that when teacher education and quality of teachers is talked about, more importance should be given to teacher educators. He suggested for establishing a National Data Bank of Teacher Educators and State Data Bank of Teacher Educators so as to create a resource pool in order to draw teachers for deficit areas. He also suggested that ICT should be brought under SSA framework for better results. He felt that abolition of examination as provided in the RTE Act has adverse effects and that our education system is not yet ready for no examination policy.

HRM

HRM clarified that this issue was raised in the Parliament by Members from Bihar. He further said that as per the provisions of RTE Act, Board examinations were discontinued from 2010. However, it has come to light that the Government of Bihar had discontinued Board examinations from 2007 itself which means the Government of Bihar is also in support of abolishing Board Examinations.

Sh. P.K. Shahi, Hon'ble Education Minister, Bihar

Sh. P.K. Shahi, Hon'ble Education Minister, Bihar informed that for about two years, Government of Bihar has been treating VIII Class examination as Board examination and this was discontinued. HRM reiterated that as far as Continuous and Comprehensive Evaluation (CCE) is concerned, it is a continuous evaluation of the child with reference to all relevant parameters but it is not an examination. He made it clear that not conducting CCE is a serious issue. He was happy to inform that though CBSE

has discontinued X Board Examinations, the result of the CBSE XII Board was better than previous year.

Sh. Brij Mohan Agarwal, Hon'ble Education Minister, Chhattisgarh

Sh. Brij Mohan Agarwal, Hon'ble Education Minister, Chhattisgarh mentioned that the policy being made by Central Government is based on the inputs from CBSE and ICSE in metropolitan cities. He suggested conducting a survey in rural areas particularly in tribal belt to assess the situation there.

Shri Vinod Raina, Educationist

Shri Vinod Raina while referring to the RTE Act clarified that "No Detention" policy does not mean "no examination". In such situations, CCE is very much relevant in which teacher can organise as many tests as he would like so as to assess the performance and improve the progress of weak children but this should not be taken as a basis for failing the student in the class. He said that children who fail in their classes are likely to become drop outs and they lose their motivation. He also mentioned that RTE is applicable till Class VIII and X Board is not within the purview of the Act. Hon'ble Education Minister, Chhattisgarh responded that during the last five years, the result of X Board Exams was not good because students were promoted from VIII class without any examination.

Shri H.B. Sharma, Hon'ble Education Minister, Assam

Sh. H.B. Sharma, Hon'ble Education Minister, Assam stated that all the State Governments are of the view that discontinuation of exam and starting the CCE has created some concern about the quality of education. He suggested for a mid-term appraisal of this policy.

HRM

HRM agreed to analyse the issue and said that the impact of this will be seen in a few years from now. It cannot be seen in one or two years. He informed that the RTE does not prevent holding of any examinations.

Ms. Anshu Vaish Secretary (SE &L)

Ms. Anshu Vaish further clarified that only Board Exams have been abolished through the RTE Act. She said that the exams themselves have not been abolished but the idea is not to add to the stress of the child through a whole series of exams.

Shri H.B. Sharma, Hon'ble Education Minister, Assam

Shri H.B. Sharma, Hon'ble Education Minister, Assam while talking about CCE felt that people like it but there are schools where there is no teacher for CCE and as such no CCE is being conducted. Therefore, there is neither any exam nor detention.

Sh. P.K. Shahi, Hon'ble Education Minister, Bihar suggested constitution of a CABE Committee to re-visit the provision of CCE.

HRM

HRM agreed with the suggestion to constitute a CABE Committee to look into this matter and see if there is an adverse impact of CCE in schools, because it is a very important issue which affects all the States.

Shri Brijmohan Agarwal, Hon'ble Education Minister, Chhattisgarh

Shri Brijmohan Agarwal, Hon'ble Education Minister, Chhattisgarh conveyed that the condition in Government schools is very pathetic. If these children are evaluated we will be able to understand the real situation. This situation is same in all States whether it is U.P., Bihar, Chhattisgarh or Jharkhand.

Ms. Aditi Jain Chairperson, Pragyavataran Education Society

Ms Aditi Jain, Chairperson, Pragyavataran Education Society said that Education should be aimed to awaken the soul, and not the ego. Once education gets soul-centric, it starts contributing to nation-building, thus resulting in liberty, equality, and fraternity, which our constitution-makers talked about. She drew attention that pre-primary education is highly neglected in India and said that the first two thousand days are very important in a child's life. According to her unless 0 to 6 years in a child's life is given due weightage, the subsequent education cannot be termed as correct. There needs to be regulation in early education which is presently not at all regulated. It may be important for government to intervene in early education and make sure that no school is conducting teaching classes before the age of six years. Big schools should not be handling kids before the child is six years at least. Early education is a specialised field, and should be dealt by special early educators. When we talk of the developed nations, class one starts with seven years and above. However, in India, children are admitted in class one at age of five and the child is expected to read and write Hindi and English at that age and also do a bit of Mathematics, thus hindering the potential of the child.

She described children as most creative in their formative years but they should not be bogged down with stressful curriculum so early that their power of imagination

and creativity get destroyed. These early years should be allowed to conceptualise something which is original and self-born and is in tune with child's inspired breath.

Dr. Mithu Alur, Founder Chairperson, Spastics Society of India

Dr. Mithu Alur spoke about children with special needs as the Hon'ble Minister rightly called them "differently-abled children". She said that there are large number of children with special needs who are out of school coming from the marginalised groups. Unfortunately, the National Mission on Teachers and Teaching has made a glaring omission, by not addressing educators for children with special needs at all. One of the reasons for confusion is that bureaucrats and administrators think special education is inclusive education. In fact, special education is segregated education. She was of the opinion that inclusive education through "Mixed ability teaching", differentiated curriculum, has not come up within the National Mission for Teachers and this is necessary to synchronize it with the RTE. She felt that in order to address Inclusive Education in the correct perspective, the first thing to be done is really to have an intensive course amongst the policy-makers and administrators. She felt that teachers generally are not aware how to handle children with special needs, so they should be educated. She said that a lot of training is given under SSA but it is said that since the SSA teachers are paid much less in comparison to regular teachers, they drop out in very large numbers. They do not know anything about identification, mapping, remedial education, or how to do diagnosis in the classroom, what to do if there is a child who is different. She felt that if education for all is to be achieved inclusive education in the classroom should be introduced which makes high quality education. She urged HRM to address these issues in the National Mission on Teachers and Teaching.

HRM

HRM agreed with the points made by Dr. Mithu Alur and said that the National Mission on Teacher Education must be inclusive in nature, and it must include the differently-abled, and how to integrate them in the classroom. He also agreed that special education is different. He acknowledged the efforts Dr. Mithu Alur and her organisation, whose contribution has enabled, enormous changes in the Right to Education Act.

Prof. M. Aslam, Vice Chancellor, Indira Gandhi National Open University

Prof. M. Aslam emphasized that the role of Open and Distance Learning, given the fact that it can reach out to very large numbers with the quality interventions. He felt that a negative mindset that ODL interventions are inferior to classroom teaching is not correct particularly in today's world of ICT which has completely changed the whole scenario.

He said that there are fourteen State Open Universities and IGNOU is making efforts to forge collaboration between IGNOU and the State Open Universities through Inter-University Consortium. He felt that capacity-building is critically important. Presently, IGNOU is offering B.Ed programmes through 307 centres across the country as per NCTE norms. He said that 35000 teachers get into B.Ed every year through IGNOU and that this could be increased in collaboration with the 14 State Open Universities.

He said that while it is easy to state that a teacher cannot be appointed without a diploma, however, it has to be ensured that accessibility of teachers to the diploma programme is in place. He explained as to why forging the integration among Open Universities is important, particularly in the field of teacher education.

Smt. Geeta Bhukkal, Hon'ble Education Minister, Haryana

Smt. Geeta Bhukkal, Hon'ble Education Minister, Haryana while discussing about RTE said that initially there were some teething problems, but now all those problems have been overcome. Almost all the State Governments have noted that there is very good impact of RTE as enrolment has increased in Government Schools and dropout rate has considerably reduced.

Ms. Shabnam Hashmi, Social Activist

Ms. Shabnam Hashmi while discussing about the National Mission on Teachers and Teaching drew attention that there are lots of schools especially in Gujarat where minority children are not allowed to take admission. However, this was strongly objected by Hon'ble Education Minister of Gujarat who requested Ms. Hashmi to provide evidence for the same.

She also drew attention that though many of States claim that they are power surplus in most of the rural areas, electricity is scarce. She has personally seen that several schools where computers are available, but they are kept idle because of lack of electricity. She felt in such situation just providing a computer does not help. Regarding vedic pathshalas, she said that she is not questioning the right of minority institutions to open their own schools and colleges, however, the right of the children whether they should go to a normal school or a formal school or whether they are being sent to the vedic paathshalas and madrasas is a significant point which must be taken into account. Regarding moral education, she felt that this is something which needs to be read with caution because in the name of moral education, schools mostly end up educating and giving jingoistic nationalism to children. She felt that it may not be possible to give moral values to children by teaching or by having one hour of moral education. It is a much bigger issue which runs across subjects and across the whole

process of bringing up the children. Referring to Mewat, she emphasized the need to look at rural women's' education especially education of minority rural girls in the 8 to 16 age group. She felt that Government should think of new schemes to involve this age group which is not going to school in States like Haryana (Mewat), Kashmir and Bihar, as it is difficult to find a girl after 15 years in school.

She requested for uploading MHRD Steering Committee Report on 12th Five Year Plan as she is keen to see the aspects related to minority education.

Smt. Geeta Bhukkal, Hon'ble Education Minister, Haryana

Smt. Geeta Bhukkal, Hon'ble Education Minister, Haryana drew attention to the National Education Day celebrations held at Mewat Haryana and informed that being educationally backward area, 100 percent illiteracy is prevailing. As teachers from other parts are not prepared to serve in Mewat, Haryana Government has started a special Recruitment Board as well as special cadre of teachers for this minority area. She mentioned that Government of Haryana is taking all steps for the overall development of Mewat which include health, education, and other related areas. During the above mentioned meeting Education Minister of Haryana brought to the notice of all concerned that centralized kitchens run by NGOs like ISCKON are supplying cooked mid-day meal to the schools as per the enrolment which is much higher than the actual number of children opting for MDM. She suggested that each child in a school should be given an ID number for child tracking to avoid any wastage.

Shri Brijmohan Agarwal, Hon'ble Education Minister, Chhattisgarh

Shri Brijmohan Agarwal, Hon'ble Education Minister of Chhattisgarh mentioned that in recruitment of Lecturers/Professors, Public Service Commissions has completed the selection process, but High Court has stayed. He suggested to device adopt suitable procedure at the national level for recruitment of teachers so that State Educational Institutions can adopt the same and make the recruitment easier. He conveyed that processes of RTE are to be implemented by 2013, but no extra budgetary support has been made for this by the Centre. He felt that it will be difficult to implement it even by 2020. For proper implementation of RTE, he demanded for central assistance in the ratio of 75:25. He reiterated the States demand for opening KGBVs in naxal affected blocks in the State. He also suggested for provision of a computer lab under ICT Scheme which should be located in the campus of Primary, Middle, High School and Higher Secondary School so that the children of Middle School will get at least one period of computer in a week. While mentioning about the standard of education in Govt. schools as compared to private schools, he demanded for provision of furniture and fittings and LCD TV through ICT Mission, so that children

will be able to develop more interest in their studies. For this purpose he demanded a provision of Rs.5.00 lakh for each school which could also be used in EDUSAT, teacher training and laboratory.

Prof. Krishan Lal, President, Indian National Science Academy

Prof. Krishan Lal President, INSA highlighted the importance of experimental science and requested to give proper emphasis to this area as students who are admitted cannot properly read even a screw gauge/ micro meter. He felt that the focus in first few years of schooling should be on the weaker performing children; they must not feel as if they are a separate category, otherwise the number of dropouts will increase. He said that the Academy has taken a decision to send the most endowed teachers/ scientists to go and interact with the schools in the rural/ remote areas. Academy has launched some awards for recognizing outstanding teachers and advertisement will be issued in the news papers shortly.

While speaking about dropout children, he said that while attention is being given to the number of women teachers and their proportion is going up but it seems that there is more to it than just women teachers. It is necessary to have disaggregated data in terms of SC, ST and Minority as he felt our school classrooms can be discriminatory. In higher education, the refresher course system for College Teachers in their respective disciplines offered by academic staff colleges, needs review so that the problem is diagnosed and mistakes are not repeated.

Dr. Mary E. John, Senior Fellow, CWDS, referred to the agenda notes at P-44 Table 6 - enrolment by social categories saying that the percentage enrolment share of various groups, marked as SC/ST and Muslims is higher than their proportion in the population. She felt that if this data is correct, it actually throws into even a sharper light the problem of dropouts. She also felt that even a higher proportion of children from these deprived groups are there. Regarding women teachers, she expressed happiness that attention is being given to the number of women teachers and that the proportion of that is going up. She suggested disaggregating further in terms of SC, ST Minority etc. if it is not done, she felt that the classrooms could be very much discriminatory. Regarding the teacher education, she drew attention to the refresher course system of Academic Staff Colleges where there has been no shortage of finance but clearly something has gone wrong. She urged the need to diagnose what has gone wrong in the refresher course system for College teachers. She suggested for review of the refresher course system of the Academic Staff Colleges.

Dr. M.K. Bhan, Secretary, Department of Biotechnology

Dr. Bhan referred to the two opportunities raised in this meeting regarding teachers and teaching and the other is ICT. He felt that there is a lot of emphasis is on input description but there is the need to create a very helpful measurement matrix to enable an external audit process of measuring outputs. Many of our policies are low in implementation as they cannot be scaled up and while the stronger State benefits, the weak ones suffer. Instead, he suggested that about 60 or 70 consortiums should be funded and where it is mandatory, the State Government should be a partner and powerful NGOs, local institutions, national institutions should come together. They could work with State Governments on strategy. They could do piloting, help with scaling up, improve tools, bring in expertise from outside for problem solving. If these 60-70 consortia are funded, there will be a lot of powerful regional activity. He suggested for some radical thinking on how to scale up implementation. He was of the view that this is a common experience for both health and education and suggested to put a group together to think through this and it would unleash a lot of innovation thought in the country.

Prof. Pravin Sinclair, Director, NCERT

Prof. Pravin Sinclair, Director, NCERT said that the curriculum of Teacher Educators should be in line with the NCF 2005 and also the philosophy of it. Constructivism is not practiced in the teacher education classrooms and this needs to be looked into. She also felt the need for work ethics for teacher educators' teachers and others. She suggested that not only conditions to make teaching more attractive or attract people to become teachers, but role models maybe highlighted as also conditions of work like freedom should be there. She felt that teachers have no academic freedom in practice because the so called inspectors/ administrators do not seem to appreciate this need. There needs to be a discussion on academic issues to give them confidence about what they are thinking and to engage with that particularly because the CRCs and DRCs are not functioning in the way they were envisaged.

She felt that what is happening abroad cannot just be transplanted and even adaptation needs to be done very carefully. There could also be centre versus state issues. Regarding the allegation against NCERT of being gender- in sensitive in materials, value education, and so on, she said that NCERT has created tools for looking into materials from the gender-sensitivity point of view, so as to prevent them from stereotyping. She mentioned that NCERT studies have shown that students of Kasturba Gandhi Balika Vidyalyayas, attend up to the primary/ elementary level but it need to go much further for which the parents of those children want a secure hostel preferably not too far from home.

Regarding usage of Open Source/ Free Software, she felt that the guidelines should clearly indicate what is meant by that, because Microsoft gives their packages and they give it free initially. People need to understand using of Open Source Software, which must be promoted. Kerala and Karnataka have done a lot in ICT and that has to be promoted throughout the country. She said that if EDUSAT is to be used, the States should take them over and take responsibility for that. EDUSAT is very useful for teaching, be it teacher training, or children being trained. Regarding science labs, she informed that NCERT has created mini-labs that can be used at the early school level and upper school level at different places and science kits can be used to get a hands-on understanding of concept.

Shri S.L. Garg, President, Indian Institute of Engineers, Kolkata

Sh. S.L. Garg, President, Indian Institute of Engineers, Kolkata drew attention to the need for continuing professional development programmes for teachers and requested that this may be made mandatory for all the teachers. He said that Institution of Engineers India is running an Engineering Staff College at Hyderabad where continuous Professional Development Programmes are conducted. He clarified that the land, infrastructure and the faculty is already available and in case the CIBE make professional development mandatory, the resultant expansion can be done at a very reasonable cost. He supported the decision of the AICTE to recruit B.Tech faculty for the time being due to shortage of technical faculty with a condition that they must complete the PG course within a period of 3 years. He also suggested that in order to attract good students to the teaching profession especially for technical education, creation of All India Education Services on the pattern and at par with, the Indian Administrative Services and the State Civil Services, needs to be considered.

Prof. W.N. Gade, Vice Chancellor, Pune University

Prof W.N. Gade said that teacher training programmes; particularly in State Universities is a very serious problem. He felt that the service conditions in the State Universities and the Central Universities are quite different. Now with the availability of options, people prefer to go to Central Universities or Private Universities and the last option they exercise is the State Universities. He said that the minimum condition for setting up new colleges is that there has to be prescribed number of faculty members otherwise they will not get the affiliation. So what actually happens is that whoever is available is recruited as a teacher, he may or may not have a passion for teaching or even the required qualification as such to make them a competent teacher. He called for continuous well organized teacher training programmes at the Central Government level. He said that one way to overcome this problem to a certain extent is what HRM mentioned very well in his opening remark which is the use of ICT, particularly creation of virtual classrooms in the university departments and also in the affiliated colleges.

But the problem is the connectivity available presently is very limited. Universities like Pune have got 628 affiliated Colleges. Colleges should have adequate bandwidth capacity which is not available at the moment. He urged Central Government to intervene in the matter. Regarding employability of our graduates, he said that according to the National Skill Development Corporation, only 5% of the graduates particularly in arts, commerce and science are employable. In order to increase their employability, he felt that skill development component has to be introduced in the curriculum and that is possible only if industry is involved in curriculum framework. He urged the Central Government to talk to the industry and bring them on board for formulation of academic programmes.

Shri Vinod Raina, Educationist

Sh. Vinod Raina said that while talking about PPP in education, there is a great deal of PPP in education today which is involved in preparation of teachers. He said that 95% of the teachers are trained in private teacher education colleges offering, B.Ed and D.Ed. Out of these not more than 7% could pass the TET test which is a reflection on the poor on quality of these degree-giving colleges operating in the private sector. These colleges keep on producing people who are not worth being teachers. He said that NCTE is supposed to regulate this, but it is not happening properly. He urged that while considering the problem of teacher educators and creating better teachers in large numbers, there is a need to see that their quality is regulated through means which will have to be devised. On ICT in school education, he appreciated the support received from the Government of Kerala, and hoped that the Draft policy in the report submitted will have CABE's acceptance.

About the RTE, he mentioned that there is a lot to talk about the CCE and he wondered how it is possible if there is one teacher in a school in remote areas. He apprehended that if schools do not become RTE compliant in terms of teacher and infrastructure etc. then many of the education processes cannot be fulfilled within the timeframe of 2013. He urged HRM to put all processes at the State and Central level to ensure that if not 100 percent at least 80 percent schools reach that stage so that the other quality parameters can be applied on them.

Prof. Dinesh Singh, Vice Chancellor, Delhi University

Prof. Dinesh Singh VC Delhi University spoke about Meta University. He said that there are talks on between the University of Delhi, the Jamia Millia Islamia, Jawahar Lal Nehru University and the IIT Delhi under the aegis of the Ministry of Human Resource Development to bring together and crystallise the form of Meta University. He said that this is really a paradigm shift in education. The philosophy is to create new programmes as simple as possible, from the existing activities in higher

education and drive change by creating these new programmes through the much needed effort. It is proposed to utilise and create synergy between academic programmes and institutions that are through the platform of Meta University.

Shri R.P. Sisodia, Joint Secretary, Department of Higher Education

Sh. R.P. Sisodia, JS, Department of HE in his presentation said that the country today has a GER of about 17%, which means out of 100 students who are eligible, only 17 are making it to the higher education. He said that the policy planning of education depends on two key components, one key component is supply side, the other component is demand side. Currently supply side has been taken care of. Since independence from just three universities and 200 odd colleges, today India is one of the largest education system in the world as far as number of institutions is concerned. There are more than 600 universities and more than 40,000 colleges in India. The education today has become an expensive affair. The students who belong to disadvantaged classes/ with poor background are not able to afford the higher education beyond a point while in school education the demand has been met to a very large extent by introducing the RTE and other initiatives like SSA.. Still in higher education the demand has not been met. He said that in the developed countries like UK, USA, France and Germany (where education is being availed by the students who are paying) have a very ambitious, comprehensive student support, and educational loan guarantee schemes. In 2001, an education loan scheme was launched by Indian Banks Association which is applicable to all the scheduled banks in the country. The main features of the scheme is that up to Rs.4 lakhs of the education loan that a student avails, he/she need not provide any security except that the parents also would be co borrowers. If a student wants to avail of loan between Rs.4 lakhs to Rs.7.5 lakhs, then the student has to produce third party guarantee and if one is taking loan beyond Rs.7.5 lakh, then one has to provide tangible collateral security. In 2009 an educational interest subsidy scheme was launched. Such students whose family income is below slab of Rs.4.5 lakh annually are supported in terms of subsidy scheme by providing full interest subsidy during the period of moratorium, which has become very successful. Every year Government of India is spending about Rs. 800 crores to reimburse the interest part of the loan that is availed by the students who have taken education loans under the scheme. This is one of the interventions by which Government has been able to generate higher demand and the second intervention is an old one in terms of scholarships, free ship or tuition fee waivers.

He mentioned that in the speeches of the Finance Minister as well as Hon'ble President of India, it was announced that there will be a Credit Guarantee Fund. This fund is being created in order to ensure that the kind of reluctance or hesitation which is there on the part of the bankers in lending to the students for educational loans is taken care of by minimizing the risk element of default in repayment. Under the credit

guarantee fund, the Government assures the bankers that in case a student defaults on the loan that is taken by him or her, the loss would be made good by the credit guarantee fund. He also informed that a Credit Guarantee Authority is going to be set up shortly.

Prof. M. Aslam, Vice Chancellor, IGNOU

Prof. M. Aslam, VC, IGNOU while acknowledging the proposal of Meta University by Dr. Dinesh Singh said that these good initiatives have taken place in the recent past. He requested that under the concept of Meta University, ODL should be included.

HRM

HRM informed that a special Committee has been set up for open and distance learning. He felt that ODL needs a lot of quality control. In open distance learning instead of accrediting institutions, courses will have to be accredited. He said that once the ICT framework is in place anybody can collaborate with anybody and one can imagine the potential of those collaborations ranging from doctorate programmes to making own courses, giving joint degrees. It is a very exciting future that we have ahead of us.

Sh. Vinod Raina- Educationist

Sh. Vinod Raina- Educationist said that there can be absolutely no dispute about the desirability of allowing students to take credit from multiple institutions which implies that a student has a choice to design his/her own course and for that course can take credit from different institutions. He said that he gets a bit fearful when he tries to think about the role of ICT because the human element in education is a very major factor and one should not completely try to eliminate it in the name of ICT as it can have many negative consequences.

Prof. Dinesh Singh, Vice Chancellor, Delhi University

Prof. Dinesh Singh, VC, Delhi University also agreed with the views of Shri Vinod Raina on the use of ICT in Education with an example of students who took the course of Calculus in Mathematics Department. He felt that quality of Maths educators is generally poor in most of the schools. He suggested a solution for this by reciting a couplet from Tulsidas, where he says that the king is really worthy, if he collects taxes the way, the sun collects water from the ocean, no one notices, but the sun aggregates the water in such a way that when the monsoon comes everyone benefits. He felt that the few good maths teachers available should be brought together and their wisdom, their teaching methodologies should be imbibed into the ICT programme,

and then it can be transmitted to all those classrooms, where either the teacher is absent or is very poor.

Ms. Shabnam Hashmi, Social Activist

Ms. Shabnam said that the concept of Meta University is very exciting and that the subject of Maths and Music are very close and while looking at different Universities and interaction between subjects along with Maths, music should also be brought in. She felt that at the graduation level, the concept of a Meta University is probably a bit early as 17 plus age students may probably find it difficult to decide. At the post-graduate level this would be a very interesting experiment. She also supported the idea of the combined Ph.D. if it can be implemented.

While discussing about the Educational Loan Scheme she said that there are, rural girls who have never been to school and who are being made literate through adult education centres. They can start with literacy and move up to high school and then 12th standard, through the private mode of Jamia. Most of these girls belong to very poor families and even unable to afford the fees, books and stationery, There is no scheme, either scholarship or loan, which can support them. She requested to consider special scholarship schemes for girls in rural areas who are going in for private education.

Prof. K. Ramakrishna Rao, Chairman, ICPR

Prof. K. Ramakrishna Rao, Chairman, ICPR while congratulating Prof. Dinesh Singh for his presentation on Meta University said that some more clarification is needed regarding the very concept of Meta University. He felt that the concept of Meta University is very relevant and has, far-reaching consequences in the area of research. The problems that we confront today in every sphere require multi-disciplinary approach. They require the expertise available at different institutions, and therefore, the entity of Meta University will be able to take advantage of it, and bring them together to solve problems at national and international level. He also mentioned that national integration is a very important topic. National integration has ramifications on Political Science, Philosophy, Culture, and so many other areas. The proposed Meta University must cover projects such as national integration, non-violence, individual identities, conflict of identities etc. These problems can be taken up one at a time, on two-three at a time, and bring in expertise available at different places, so it will have (a) virtual campus and (b) will have floating faculty by which experts could be borrowed from other institutions. They work on the project for a given period of time and within three-four years a perspective document could be made that deals with the pros and cons of the issue, on possible policy remedial measures that could emerge

etc. He suggested that the concept could be considered as having multiple connotations and serving multiple purposes.

HRM

HRM said that the whole concept of Meta University came about some years ago, as the economics of education requires using assets wherever they are located for a particular purpose. That is the economic model of education in the 21st century because duplicating the same facility all over the country may not be optimum use of assets and the human mind is also an asset. And, if there are human minds, who are scattered all over the country, and those assets are isolated, then it is required to connect them to each other for optimal utilisation. He said that the Meta University concept is an economic model, which optimises the human assets that are available around not just in India but also the rest of the world. So, the concept fits in well, both in the context of research as well as learning. It fits in well with national collaboration and it fits in well with regional and state collaboration, and also inter-state collaboration.

Shri Rajendra S. Pawar, Chairman, NIIT

Shri Rajendra S. Pawar, said that it has been delightful to see the complete canvas of education in the country, from one extreme to the other and it has been really a marvellous day for him personally. He felt that Professor Dinesh Singh's concept has been very fundamental for the simple reason that it is essentially questioning the rigidities and the conventions. He pointed out to the rigidities that exist in educational institutions and in that sense; the new concepts are questioning the conventions and the norms. He also felt that there are many other points where there were constraints by the limits of experience. He shared that he had done a little experiment with the IIM, Ahmedabad to look at remote teaching, with high quality technology. However IIM said, we use the case method, it being used at Harvard and the class never goes beyond a certain size, and this kind of technology will not work. It took twelve months, four or five curious faculty members, and a set of people from our team, to prove that not the same levels of output were attainable, with 180 students as could be achieved with 60 students earlier..

He pointed out the need for PPP and felt that unless the system becomes more open, to private institutions; it will not be possible to solve the problems. He felt that the idea of Meta University can be a starting point which will help to break the conventions and norms being followed so far.

HRM

HRM said that when we talk about ICT, it is termed as urban-centric, but he felt that rural children are as much entitled to access quality education through ICT as

anybody else. In fact, if there is one tool that will empower them more than any other, it is ICT. He gave an example as to how mobile telephony has empowered the rural people in our country. He felt that in the same way ICT is going to empower the rural people immensely, particularly in the field of education.

Prof. Wasim Barelvi, Vice Chairman, National Council for Promotion of Urdu Language

Prof. Wasim Barelvi thanked HRM for the range of ideas expressed in the meeting and highlighted that literature and culture should be used as a building block for secular and inclusive society.

Dr. Mary E. John, Senior Fellow, Centre for Women's Development Studies

Dr. Mary E. John, Senior Fellow, CWD Studies expressed her concern that it seemed that just all of a sudden the education sector is opening up in a way that, we are running together many different things.

HRM

HRM agreed with Ms. Mary John and felt that the real problem is that the best people are not attracted into the teaching profession. This needs to be resolved at the level where the problem exists. There has to be a policy framework so that right kind of people can be attracted to teaching profession. He said that being a multi-layered society, and a very diverse society these solutions have to be multi layered. He conveyed that in this direction, a great deal of thinking, debate, and discussion is required.

Shri Arun Kapur, Director, Vasant Valley Foundation

Sh. Arun Kapur, Director, Vasant Valley Foundation- expressed that the people who are wanting to become school teachers will at the same time be able to continue their own learning because what happens mostly is that after entering the teaching profession, they stop learning, and unless the teacher is in a learning mode, himself or herself, he or she cannot possibly motivate the children to be in the learning mode. He felt that Meta Universities as a great opportunity that without having to leave there work, those who are interested, they could actually be in a continuous learning mode. He felt that the teacher educators should be motivated to being better teachers themselves, only then the teachers will become of a certain standard. At the end of the meeting Hon'ble HRM, read out the Summary Record of Discussion along with

Resolutions which were unanimously adopted by CABA. A copy of the same is at Annexure-I (2).

The meeting ended with a Vote of Thanks to the Chair.

ANNEXURE-I(1)

**LIST OF PARTICIPANTS OF THE 59TH MEETING OF
CENTRAL ADVISORY BOARD OF EDUCATION (CABE)
(6TH JUNE, 2012)**

S. No.	NAME, DESIGNATION & ADDRESS
1.	Shri Kapil Sibal, Union Minister of Human Resource Development - CHAIRMAN
	REPRESENTATIVES FROM GOVERNMENT OF INDIA
2	Smt. Krishna Tirath, Union Minister of State (Independent Charge) for Women & Child Development, New Delhi
3	Dr. Narendra Jadhav, Member (Education), Planning Commission, New Delhi
	REPRESENTATIVES OF STATES/UTs (MINISTERS)
4	Shri Bosiram Siram, Education Minister, Govt. of Arunachal Pradesh
5	Shri P. K. Shahi, Education Minister, Govt. of Bihar
6	Shri Ramanlal Vora, Education Minister, Govt. of Gujarat
7	Smt. Geeta Bhukkal, Education Minister, Govt. of Haryana
8	Shri Ishwar Dass Dhiman, Education Minister, Govt. of Himachal Pradesh
9	Jenab Abdul Gani Malik, Minister (Higher Education), Govt. of Jammu & Kashmir
10	Shri P.K. Abdu Rabb, Education Minister, Govt. of Kerala
11	Ms. Archana Chitnis, Minister, Education Minister, Govt. of Madhya Pradesh
12	Shri M. Okendro, Education Minister, Govt. of Manipur
13	Shri R.C. Laloo, Education Minister, Govt. of Meghalaya
14	Shri Lalsawta, Education Minister, Govt. of Mizoram

15	Shri T. Thiagarajan, Education Minister, Govt. of Pudducherry
16	Shri Brij Kishore Sharma, Education Minister, Govt. of Rajasthan
17	Shri N.K. Pradhan, Education Minister, Govt. of Sikkim
18	Shri Tapan Chakraborty, Education Minister, Govt. of Tripura
19	Shri Ram Govind Chaudhary, Education Minister, Govt. of Uttar Pradesh
	EX-OFFICIO MEMBERS
20	Ms. Shantha Sinha, Chairperson, National Commission for Protection of Child Rights, 5 th Floor, Chanderlok Building, 36, Janpath, New Delhi-110001
21	Smt. Anshu Vaish, Secretary, Deptt. of School Education & Literacy, Ministry of Human Resource Development, New Delhi
22	Dr. T. Ramasami, Secretary, Department of Science and Technology, Technology Bhavan, New Mehrauli Road, New Delhi-110016
23	Prof. M.K. Bhan, Secretary, Deptt. Of Biotechnology, Block-2, 7 th Floor C.G.O. Complex, Lodi Road, New Delhi-110 003
24	Prof. Ved Prakash, Chairman, University Grants Commission, New Delhi.
25	Prof. S.S. Mantha, Chairman, All India Council for Technical Education, New Delhi
26	Prof. Sukhdeo Thorat, Chairman ICSSR & Prof. JNU, Delhi, Aruna Asaf Ali Marg, New Delhi-110067
27	Prof. Basudev Chatterji, Chairman, Indian Council of Historical Research & Prof. of Modern History, Delhi University, ICHR, 35, Ferozshah Road, New Delhi-110001
28	Prof. K. Ramakrishna Rao, Chairman Indian Council of Philosophical Research, 36, Tughlakabad Institutional Area, M.B. Road, New Delhi-110062
29	Prof. Pravin Sinclair, Director, National Council for Educational, Research and Training , Aurobindo Marg, New Delhi-110016

30	Shri Vineet Joshi, Chairman, Central Board of Secondary Education, 2, Community Centre, Preet Vihar, New Delhi-110092
31	Prof. M. Aslam, Chairman, Distance Education Council & Vice Chancellor, Indira Gandhi National Open University, New Delhi
32	Prof. Krishan Lal , President, Indian National Science Academy, Bahadur Shah Jafar Marg, New Delhi-110002
33	Shri S.L. Garg , President, Indian Institute of Engineers, 8, Gokhale Road, Kolkata-700020
	VICE CHANCELLORS OF UNIVERSITIES / HEADS OF INSTITUTIONS OF NATIONAL IMPORTANCE
34	Prof. Dinesh Singh, Vice Chancellor, University of Delhi, Delhi-110007
35	Prof. Abhijit Chakrabarti, Vice Chancellor, Jadavpur University, 188, Raja S.C. Mullik Road, Kolkatta-700032
36	Prof. W.N. Gade, Vice Chancellor, Pune University, Ganeshkhind, Pune-411007
37	Prof. A.N. Rai, Vice Chancellor, North-Eastern Hill University, Shillong 793 022
38	Prof. A.S. Brar, Vice Chancellor, Guru Nanak Dev University, Amritsar,Punjab-143001
39	Prof. Devang Khakhar, Director, IIT, Bombay, Powai, Mumbai-400076
40	Prof. Bimal K. Roy, Director, Indian Statistical Institute, Kolkata
	CABE MEMBERS
41	Shri Rajendra S.Pawar, Chairman, NIIT, 85, Sector-32, Institutional, Gurgaon-122001
42	Dr. S. Ramadorai, Advisor to PM on National Council for Skill Development, Chairman, CMC Ltd. PTI Building, 5 th Floor, 4 Sansad Marg, New Delhi
43	Dr. Mary E John, Senior Fellow, Centre for Women's Development Studies,

	25, Bhai Vir Singh Marg (Gole Market), New Delhi-110001
44	Dr. Mithu Alur, Founder Chairperson, Spastics Society of India (ADAPT), Opposite- Afgan Church, Colaba Road, Mumbai-400005
45	Prof. S.P. Singh, former VC, Guru Nanak Dev University, 19, G.F. Rajguru Nagar, Ferozepore Road, Ludhiana-141001
46	Ms. Shabnam Hashmi, Social Activist, 23, Canning Lane, New Delh-110001
47	Shri Arun Kapur, Director, Vasant Valley Foundation, Sector-C, Vasant Kunj, New Delhi-110070
48	Shri Om Prakash Sharma, President U.P. Madhyamik Shiksha Sansthan, 15, Royal Hotel, Lucknow-Uttar Pradesh.
49	Smt. Aditi Jain Anil, Chairperson, Pragyavataran Educational Society and Gaia Schools NS 2, Sector 93 Opp. Gate No. 2 of ATS Greens, Noida-U.P.— 201301
50	Dr. Vinod Raina, Educationist, E7/32B, Arora Colony, Bhopal, Madhya Pradesh- 462016
51	Shri P.A. Inamdar, Educationist, Doulat Building, Nana Peth, Ardeshir Irani Bang, Pune-411002
52	Prof. Wasim Barelvi, Vice Chairman, National Council for Promotion of Urdu Language, Farogh-E-Urdu Bhawan, FC-33/9, Institutional Area, Jasola, N. Delhi-110025
53	Shri Gopaldas Neeraj, Janak Puri, Marice Road, Aligarh-202001 (Uttar Pradesh)
54	Shri Satyavrat Shastri, C-248, Defence Colony, New Delhi-110024
	MEDIA REPRESENTATIVE
55	Shri M.K. Razdan, PTI, PTI Building, 4, Parliament Street, New Delhi- 110001

	MEMBER SECRETARY
56	Shri Ashok Thakur, Secretary, Department of Higher Education, Ministry of Human Resource Development, New Delhi.
	PERMANENT INVITEES
57	Shri Pradeep K. Deb, Secretary, Department of Sports, Ministry of Youth Affairs & Sports, Shastri Bhavan, New Delhi.
	MHRD OFFICIALS
58	Shri N.K. Sinha, Additional Secretary (TEL), MHRD, New Delhi
	Ms. Vrinda Sarup, Additional Secretary (SE), MHRD, New Delhi
59	Dr. Amarjit Singh, Joint Secretary, MHRD, New Delhi
60	Shri A.N. Jha, Joint Secretary & FA, MHRD, New Delhi
61	Shri Anant Kumar Singh, Joint Secretary, MHRD, New Delhi.
62	Shri Amit Khare, Joint Secretary, MHRD, New Delhi
63	Shri Jagmohan Singh Raju, Joint Secretary, MHRD, New Delhi.
64	Ms. Radha Chauhan, Joint Secretary, MHRD, New Delhi
65	Shri Apurva Chandra, Joint Secretary, MHRD, New Delhi
66	Shri R.P. Sisodia, Joint Secretary, MHRD, New Delhi
67	Shri R.C. Meena, Economic Advisor, MHRD, New Delhi
68	Shri R.D. Sahay, Joint Secretary, MHRD, New Delhi
69	Dr. Vijay P. Goel, DDG, MHRD, New Delhi
70	Shri A.N. Bokshi, CCA, MHRD, New Delhi
71	Dr. Alka Bhargava, Director (VE), MHRD, New Delhi
72	Shri K. Mathivanan, Director (Fin & SS), D/o SE&L, MHRD, New Delhi.
73	Shri P.K. Tiwari, Director, MHRD, New Delhi

74	Shri Gaya Prasad, Director, MHRD, New Delhi
75	Dr. Suparna S. Pachori, Director, MHRD, New Delhi
76	Ms. Maninder Kaur Dwivedi, Director, MHRD, New Delhi
77	Ms. Meenakshi Jolly, Director, MHRD, New Delhi
78	Ms. Sanjukta Mudgal, Director, MHRD, New Delhi
79	Shri I.P.S. Bakshi, Director, MHRD, New Delhi
80	Shri Sanjay, Director, MHRD, New Delhi
81	Shri Jaipal Singh, Director (ICC), MHRD, New Delhi.
82	Shri R. Srinivasan, Director, MHRD, New Delhi
83	Shri Virender Singh, Dy. Secretary, MHRD, New Delhi
84	Shri Azam Mian, Addl. PS to HRM, MHRD, New Delhi.
85	Shri Ram Kumar, Under Secretary, D/o SE&L, MHRD, New Delhi.
	STATES/UTs OFFICIALS
86	Shri Rajeshwar Tiwari, Principal Secretary(SE&IE) Govt. of Andhra Pradesh, Hyderabad
87	Shri R.M. Dobriyal, Spl. Secretary. Higher Education, Govt. of Andhra Pradesh, Hyderabad
88	Ms. V. Usha Rani, State Project Director(SSA), Govt. of Andhra Pradesh, Hyderabad
89	Shri T. Taloh, Director (School Education), Govt. of Arunachal Pradesh, Itanagar
90	Shri Bodong Yirang, Director (Elementary Education)-cum-Chairman (REPA), Govt. of Arunachal Pradesh, Itanagar
91	Dr. V.N. Sharma, State Liaison Officer, Govt. of Arunachal Pradesh, Itanagar

92	Shri Dinesh Kumar Chaturvedi, OSD(Education), O/o Resident Commissioner, Arunachal Bhavan, New Delhi.
93	Dr. Atul Bora, Director(Tech. Education), Govt. of Assam, Guwahati
94	Shri K.R. Pisda, Secretary(School Education), Govt. of Chhattisgarh, Raipur
95	Dr. B.K. Agrawal, Addl. Secretary(School Education),Govt. of Chhattisgarh, Raipur
96	Shri Diwan Chand, Secretary (Education), Govt. of NCT of Delhi
97	Ms. Rashmi Krishan, Director SCERT & Spl. Director(Education), Govt. of NCT of Delhi
98	Shri L.S. Marawi, Addl. Director(School Education),Govt. of Chhattisgarh, Raipur
99	Dr. Sunita S. Kaushik, Addl. Director (Education), Govt. of NCT of Delhi
100	Shri Marcel Ekka, Dy. Director, Govt. of NCT of Delhi
101	Ms. Shruti Bodh Agarwal, OSD(RTE), Directorate of Education, Govt. of NCT of Delhi
102	Dr. Hasmukh Adhia, Principal Secretary(Education), Govt. of Gujarat, Gandhi Nagar
103	Shri A Shreenivas, Director(Secondary Education), Govt. of Haryana, Panchkula
104	Shri B.R. Vats, Joint Director (Secondary Education), Govt. of Haryana, Panchkula
105	Shri Kuldeep Mehta, P.O., Govt. of Haryana, Panchkula
106	Shri K. Sanjay Murthy, Secretary(Education), Govt. of Himachal Pradesh, Shimla
107	Shri Gazzanfer Hussain, Secretary,Higher Education Deptt., Govt. of Jammu & Kashmir, Srinagar

108	Shri Farooq Ahmed, Secretary(School Education), Govt. of Jammu & Kashmir, Srinagar
109	Shri B.K. Tripathi, Principal Secretary(HRD), Govt. of Jharkhand, Ranchi
110	Shri G. Kumar Naik, Secretary (Primary & Secondary Education), Govt. of Karnataka, Bangalore.
111	Dr. Rakesh Shrivastava, OSD(Higher Education), Govt. of Madhya Pradesh,Bhopal
112	Shri Sanjay Saksena, Dy. Director, Govt. of Madhya Pradesh
113	Shri Sanjay Kumar, Principal Secretary(Hr &Tech Edu), Govt. of Maharashtra, Mumbai
114	Shri J.S. Saharia, Addl. Chief Secretary. (School Education), Govt. of Maharashtra, Mumbai
115	Dr. Wagh Abhay, Deputy Secretary, Govt. of Maharashtra, Mumbai
116	Shri D.G. Jagtap, Dy.Director(PRI), Govt. of Maharashtra, Pune.
117	Shri K. Moses Chalai, Commissioner & Secretary(Hr & Tech Edu), Govt. of Manipur, Imphal
118	Shri C.C.M. Mihsill, Joint Secretary & Director Education, Govt. of Meghalaya.
119	Shri Lallian Hmuaka, Superintendent (School Education), Govt. of Mizoram, Aizol
120	Shri T. Imnongienba Ao, Commissioner & Secretary(SE/SCERT),Govt. of Nagaland, Kohima
121	Shri F.P. Solo, Commissioner & Secretary(Hr & Tech Edu), Govt. of Nagaland, Kohima
122	Shri E. Vallavan, Director(School Education), Govt. of Puducherry.
123	Shri S. Ravi, PS to Minister for Education & Power, Govt. of Puducherry.
124	Shri Ashok Singh, Spl. Secretary(School Education), Govt. of Punjab,

	Chandigarh
125	Shri Jasbir Singh, DPI College, Punjab, Chandigarh
126	Shri Bhaskar A. Sawant, Education Secretary, Govt. of Rajasthan, Jaipur
127	Shri B.P. Tomar, PS to Education Minister, Rajasthan.
128	Shri C.S. Rao, Secretary (HRD), Govt. of Sikkim, Gangtok
129	Shri D. Sabitha, Principal Secretary (School Education), Govt. of Tamilnadu, Chennai.
130	Dr. Cynthia Pandrai, Vice Chairperson, Tamil Nadu, State Council for Higher Education, Chennai
131	Shri B. Sinha, Principal Secretary(School Education), Govt. of Tripura, Agartala
132	Shri P.S. Jangpangi, AS (SE) & DG -cum-SPD (SSA), Govt. of Uttarakhand, Dehradun
133	Shri R.K. Kunwar, Addl. Project Director(SSA), Govt. of Uttarakhand, Dehradun
134	Shri S.B. Joshi, State Project Manager, State Literacy Mission Authority, Uttrakhand
135	Dr. Harendra Singh Adhikari, Lecturer, SCERT, Uttarakhand, Tehri
136	Shri P.S. Kathait, Incharge (ICT), Directorate of School Education, Uttarakhand, Dehradun
137	Shri Vikram Sen, Principal Secretary(School Education), Govt. of West Bangal, Kolkata
138	Dr. R. Dev Das, Director Education, Andaman & Nicobar Administration, Port Blair
139	Shri Upkar Singh, DPI (S), Chandigarh Admn. Secretariat, Chandigarh

	OFFICIALS OF OTHER ORGANIZATIONS
140	Shri Ravindra Singh, Addl. Secretary, Ministry of Culture, New Delhi
141	Shri Vivek Joshi, Joint Secretary, Ministry of Women & Child Development
142	Ms. Ghazala Meena, Joint Secretary, Ministry of Social Justice and Empowerment, New Delhi
143	Shri S.S. Jena, Chairman, National Institute of Open Schooling (NIOS), New Delhi
144	Dr. Dinesh Kumar, Additional Commissioner (Acad.), Kendriya Vidyalaya Sangathan, New Delhi.
145	Dr. C. Chandramohan, Senior Advisor, Planning Commission, New Delhi
146	Ms. Mamta Verma, Director, Press Information Bureau, New Delhi.
147	Prof. C.B. Sharma, Director DEP-SSA, School of Education, IGNOU, New Delhi
148	Shri A.K. Arora, Scientists 'F', Deptt. of Electronics and Info. Technology, New Delhi
149	Shri Jai Kishan Jain, Dy. Director, Central Social Welfare Board, New Delhi
150	Ms. Rita Khanna, Addl. Director, Ministry of Environment and Forests, New Delhi
151	Dr. K.D. Prasad, Regional Director (Planning), IGNOU, New Delhi.
152	Shri Dilip Chenoy, MD & CEO, National Skill Development Corporation, New Delhi
153	Shri Basab Banerjee, Head STDS & QA, National Skill Development Corporation, N.Delhi
154	Shri H.R.P. Yadav, Director, Institute of Engineers India, New Delhi
155	Shri Sindhu M.T., Research Officer (HRD), Planning Commission, New Delhi
156	Shri G. Prabhakar, Imm. Past President, Institute of Engineers India, New Delhi
157	Dr. Khwaja Mohd Ekramuddin , Director, National Council for Promotion of Urdu Language (NCPUL), Farogh-E-Urdu Bhawan FC-33/9, Institutional Area, Jasola, New Delhi-110025
158	Ms. Varsha Hooja, Trustee & Acting CEO ADAPT, Mumbai-400050.

**SUMMARY RECORD OF DISCUSSION OF THE 59TH MEETING OF CENTRAL
ADVISORY BOARD OF EDUCATION HELD ON 6TH June, 2012**

The Fifty Ninth Meeting of the Central Advisory Board of Education (CABE) was held on 6th June, 2012 at New Delhi under the Chairmanship of Shri Kapil Sibal, Minister of Human Resource Development. Smt. Krishna Tirath, Union Minister of State (I/C) for Women & Child Development, Dr. Narendra Jadhav, Member (Education), Planning Commission along with 18 Ministers-in-charge of Education from various States/UTs attended the meeting. Smt. Anshu Vaish, Secretary, Department of School Education & Literacy, Shri Ashok Thakur, Secretary, Department of Higher Education and Member Secretary (CABE), Dr. M. K. Bhan, Secretary, Department of Biotechnology, Dr. T. Ramasami, Secretary, Department of Science and Technology, eminent educationists, authors, artists, linguists etc. apart from Heads of different autonomous organizations and senior officials of different departments of the Government of India attended the meeting as its members.

2. The CABE is the highest advisory body to advise the Central and State Governments in the field of education. The previous meeting i.e. 58th meeting of CABE was held on 7th June, 2011. The minutes of the previous meeting were confirmed today along with the Action Taken Note on them.

3. In his opening remarks, Hon'ble HRM indicated that this august body would be charting the course of action in the education sector. While making policy prescriptions, the child's interest is of paramount importance and this should be the foremost consideration for all of us. Education is one sector which greatly impacts the socio economic fabric and the changes that are taking place in the society are such as were never envisaged earlier. The challenge therefore is how to cope with these changes and address the issues of access, inclusion and quality that concern this sector. The multilayered problems require a holistic approach.

Hon'ble HRM highlighted the importance of teacher and teacher education in the society as also the use of ICT in education. He said that we propose to have a National Mission mainly to address the quality related issues. Teacher is no longer the sole repository of knowledge and inputs of information flow from different sources. Therefore, we should have a national mission to address issues relating to teacher education in a holistic manner. Referring to the higher education sector, HRM mentioned that a major challenge before us is to increase our GER which is less than the global average. To achieve higher GER, we need to explore newer ways of access as the existing conventional models would not be adequate and concept of Meta

University needs to be considered. He also proposed to set up a Credit Guarantee Fund to facilitate larger numbers of students to gain access to higher education. HRM also highlighted the use of ICT in education and appreciated the work done by the CABE Committee on ICT in School Education which has submitted its report.

Hon'ble HRM also thanked the outgoing members of the previous CABE Committee for their valuable contributions and stated that he looks forward to this august body in furthering the course of action to give every child the opportunity for a quality education.

4. Union Minister of State (Independent Charge) for Women & Child Development Smt. Krishna Tirath in her speech thanked the Hon'ble HRM for his endeavor in educational development of the country particularly of the girl child. She highlighted various issues related to education of girls and women, both at school and higher education levels.

5. Dr. Narendra Jadhav, Member (Education), Planning Commission expressed delight in participating in this august forum and mentioned that Education and skill development have been identified as a priority area in the Approach Paper to the XII Five Year Plan. Highlighting the broad contours of the XII Plan as far as the education sector is concerned, he said that we need to align education to the growing aspirations of a large youth population as well as with the economy and labour market. The three Es of Expansion, Equity and Excellence in both school and higher education call for a holistic approach.

6. After deliberations on all the agenda items, the CABE resolved as under:-

- (i) CABE decided to constitute a Committee for assessment and implementation of Continuous and Comprehensive Evaluation (CCE) in the context of the no detention provision in the RTE Act. While there was agreement that Board Examinations are not required, guidelines for implementation of CCE need to be evolved for examining and testing the child during the elementary education cycle. The CABE Committee would be chaired by Smt. Geeta Bhukkal, Hon'ble Minister of Education, Haryana which will include other State Education Ministers with representation from academics and civil society. The Committee will submit its report in 3 months after consulting State Governments and other stakeholders.
- (ii) CABE appreciated the initiative to launch the National Mission on Teachers and Teaching. It was decided to constitute a CABE Committee for developing the framework and processes of the National Mission on

Teachers and Teaching. The CAGE Committee would be headed by Dr. D. Purandeswari, Hon'ble Minister of State for HRD. The Committee will include other State Education Ministers with representation from academics and society. The Committee will give special focus on Teacher Educators and developing teachers for inclusive education for children with special needs.

- (iii)** The report of CAGE Committee on ICT in School Education and the draft National Policy on ICT were unanimously adopted. Suggestions were made on making available digital version of test books on Akash Tablet for use by both teachers and students in schools, focus on capacity building of teacher educators and need for States to review their current ICT Policy and strategies in light of the provisions of the National Policy.
- (iv)** The proposed concept of Meta University as a collaborative platform for a network of universities with a view to utilise create and synergize between different programme activities and institutions providing credit based multi disciplinary courses was appreciated by members. It was felt that the State universities and other state institutions could take similar innovative measures to bring a paradigm shift in higher education.
- (v)** Members endorsed the initiative to create a Credit Guarantee Fund to ensure better flow of credit to deserving students.

AGENDA ITEM-2: Brief Status Report on the Work of the CABE Committee on “Extension of the Right of Children to Free and Compulsory Education Act 2009 to Pre-school Education and Secondary Education”

Central Advisory Board of Education (CABE) constituted a Sub Committee on the “Extension of the Right of Children to Free and Compulsory Education Act 2009 to Pre-school education and secondary education” under the Chairpersonship of Dr. D. Purandeswari, Hon’ble Minister of State, Ministry of Human Resource Development, Government of India. Terms of Reference of the committee are:

- To examine the feasibility of bringing pre-school education and secondary education under the Right of Children to Free and Compulsory Education Act 2009 (RTE)
- To prepare draft legislation covering pre-school and secondary education within the ambit of RTE
- To estimate additional resources required

The Subcommittee has held three meetings.

The first meeting of the Sub- Committee on the Extension of the Right of Children to Free and Compulsory Education Act 2009 to Pre-school and Secondary Education was held on September 19, 2011 under the chairpersonship of Dr. D. Purandeswari, Hon’ble Minister of State, MHRD.

There was consensus in the committee that we need to extend the RTE but one point that emerged clearly was that we should not rush headlong into

extending this, either to pre-school or to the secondary sector. There are many issues that need to be discussed such as recruitment of teachers at various levels, curriculum preparation for teacher educators, financial allocations.

Two drafting committees were constituted – one on Extension of RTE to Pre-school education and the other on Extension of RTE to Secondary education. The committees worked independently and concomitantly.

The second meeting of the Sub -Committee, held on June 29, 2012 primarily reviewed the progress made by both the drafting committees. The Chairperson observed that the Committee on Pre-school education may examine the ICDS scheme and try to create convergence with the Ministry of Women and Child Development who is presently implementing the ICDS. With regard to the secondary level of education, one of the major issues discussed was the large scale presence of private sector in the delivery of secondary education. It was felt that this necessitates examining the regulatory framework while formulating legislation. IT was also emphasized that the work of the drafting Committees needs to be expedited and the Committees should try to come up with a draft framework for legislation.

The Third meeting of the Sub-Committee was held on October 10, 2012 under the chairpersonship of Dr. D. Purandeswari, Hon'ble Minister of State, MHRD to discuss the framework prepared by two drafting committees and the future course of action.

Ms Archana Chitnis, Hon'ble Minister of Education, Madhya Pradesh Chairperson of the Drafting Committee on Extension of RTE 2009 to pre-school education briefed the members of the highpoints of the discussions on the feasibility of the extension of RTE to pre-school and the draft Framework prepared by the group.

The Drafting Framework prepared by the group focused on the following five dimensions: defining and setting the boundaries of preschool education including age of entry; content, curriculum and methods; entitlements; role of the providers – state and the private institutions, and qualifications of the teachers of preschool education and anganwadi.

Salient features of the draft framework are: Every child of the age of 3 to 6 has right to preschool education in the neighbourhood. Child shall not be liable to pay any kind of fees or charges in pre-school and detained or expelled from the school. No rote tasks will be given either at the preschool or at home. The child will not be given any homework or subjected to physical punishment or mental harassment.

In a classroom of mixed ages or same age the number of children shall not exceed 25. There should be one assistant teacher and one helper for every group of 40 children (mixed or same age).

The prescribed time should be between 3 to 4 hours: where a pre-school provides inputs and facilities for holistic development. There should be minimum number of working hours for teachers including preparation time. Teaching-learning equipment and materials should be suitable for meeting

the all-round developmental and play needs of all children including children with special needs.

At least one hot cooked midday meal locally produced and one mid-morning or mid-afternoon snack as per age requirement.

There should be no formal instruction of the 3R's. The curriculum should be oriented towards the child's holistic development and develop academic skills and readiness for entering formal education. Curriculum is to be transacted in a manner that would promote child's self-expression, self-esteem, and self-confidence in a fear-free, secure, caring, inclusive and supportive environment.

The committee preferred to use the term interaction instead of instruction. The medium of interaction has to be mother tongue/home language/first language of the child, within a multilingual environment including alternative communication methods and devices such as sign language.

The major issues that were identified for further discussion were: (1) the entry age for pre-school under the extended framework; (2) qualifications and capacity building of teachers for preschool; (3) ensuring focus on child-centered pedagogy, play-way method and holistic development as critical elements of pre-school education; and (4) need for effective coordination with ICDS.

Ms. Geeta Bhukkal, Hon'ble Minister of Education, Haryana, Chairperson of the Drafting Committee on Extension of RTE 2009 to secondary education pointed out that detailed deliberations are required on four dimensions- (i)

Assessment of existing infrastructure, coverage of age of children in the secondary education (15-16 or 15-18) and duration of secondary education (IX-X or IX-XII). (ii) appointment of additional teachers as per new PTR norm which would be fixed if RTE is extended, (iii) to have consultation with all partners like state governments (on various issues like the norms of opening school, school infrastructure, teacher recruitment etc), NCERT on curriculum and NCTE for qualification of teacher appointment, Teacher eligibility test, Teacher training institute, role and regulatory mechanism of the private sector (iv) sharing of financial responsibility between the Center and the states.

It was emphasized that before a final framework is prepared it is essential to have inputs from all stakeholders. Feedback should also be taken on the existing experience of implementation of RTE 2009.

Besides, detailed deliberations are required on various issues such as abolition of Board Examinations, parents' views on 'no detention policy' and no denial of admission around the year, free admission in private school to disadvantaged category, coverage of Children with Special Needs, formation and functioning of School Management Committees (SMC).

One of the significant issues that need to be discussed is the status of vocational education at the secondary level - the kind of preparation required for implementing the National Vocational Education Qualification Framework (NVEQF).

Effective delivery of secondary education is contingent on availability of well trained and motivated teachers. Additional requirement of teachers must be estimated.

Certain areas require indepth examination like the duration of teacher education programme (B.Ed) which may be extended to two years (one year academic and second year as internship); modification in National Council for Teacher Education (NCTE) norms and standards for establishment of Pvt./Govt. Teacher Training Institutes, development of refresher courses for the in-service teachers.

Role of parents needs to be specified. They should at least have the obligation to send their ward to school. The element of compulsion should be fixed both for the state as well as parents/families. Role of the private institutions need to be well defined in terms of Academic and financial liabilities, reservation of disadvantaged category, reimbursement of funds.

Common parameters like quality, equity, admission, enrollment, evaluation, free entitlement, coverage at the secondary level of education should be uniform throughout the country however States would be having autonomy for further necessary modifications as per their State specific requirements. RMSA framework could be used as a benchmark.

Both the Committees proposed that wider consultation with different stake holders is required and necessary estimations need to be made before the existing RTE 2009 is extended to Pre-school and Secondary education.

AGENDA ITEM 3: Draft legislation for prohibiting unfair practices in school education sector.

Background

Central Advisory Board of Education in its 58th meeting held on 7th June, 2011 deliberated on the matter about the increasing trend of adoption of unfair practices in school education sector and decided to constitute a CABE committee comprising State Education Ministers, members of civil society as well as educationists to formulate a draft legislation for further consideration of the CABE.

Constitution of a CABE Committee

With the approval of Minister of Human Resource Development, a Committee of CABE was constituted vide order dated 26th September, 2011 on the subject of prohibiting unfair practices in school education sector under the chairpersonship of Dr. D. Purandeswari, Minister of State, MHRD with Education Ministers of seven States (Delhi, Karnataka, Tamil Nadu, Maharashtra, Meghalaya, Gujarat, West Bengal), educationalists, senior officials of Educational Institutions, Ministry's representatives.

The First meeting of the CABE Committee on the above subject matter was held on 18th January, 2012. Prevalent scenario of unfair practices in the schools was discussed and it was decided to constitute a small drafting Committee under the chairpersonship of VC, NUEPA.

The drafting committee in its various deliberations, primarily drawing from the draft legislation proposed for prohibiting unfair practices in higher education, placed before the CABE Committee issues such as nature of practices to be defined as 'unfair', scope and coverage of schools-government, aided and private, extent and quantum of compoundable acts under the legislation, mechanism for redress and disposal of complaints , tribunal and its function and seeking inputs and guidance from the members of the Committee. Copy of the minutes of the CABE committee meetings are at **Annexure I**.

The CABE Committee in its last meeting held on 31st October 2012, discussed the provisions made in the draft legislation to prohibit unfair practices. The proposed legislation defines the various practices in the school education sector which will be treated as 'unfair' such as charging of capitation fee and demanding donations for admitting students, not issuing receipts in respect of payments made by or on behalf of students, admission through non-transparent and questionable admission processes and false claims through misleading advertisements, engagement of unqualified or ineligible teachers, forcible withholding of certificates and other documents of students. The draft provides for mechanism of redress of complaints while prescribing the quantum of punishments for acts that violate the provisions of the proposed legislation.

Draft proposed based on the deliberations in the Committee, is enclosed for consideration of the CABE.

THE PROHIBITION OF UNFAIR PRACTICES IN SCHOOLS BILL, 2012

ARRANGEMENT OF CLAUSES

CHAPTER I

PRELIMINARY

CLAUSES

1. Short title, extent and commencement.
2. Definitions.

CHAPTER II

PROHIBITION OF ACCEPTING ADMISSION FEES AND OTHER CHARGES WITHOUT RECEIPT, ADMISSION WITHOUT INTER SE MERIT LIST, ACCEPTING CAPITATION FEE AND PUBLICATION OF INFORMATION NOTICE, ETC.

3. Prohibition of accepting admission fee and other charges without receipt.
4. Prohibition of admission without specified *inter se* merit for selection of students.
5. Mandatory publication of information notice, its contents and its pricing.
6. Prohibition of capitation fee and other unfair practices.
7. Prohibition on refusal to, return, or, withholding certificates, or, refund of fee, etc.
8. Prohibition of advertisements not based on facts.

CHAPTER III

IMPOSITION OF MONETARY AND/OR OTHER PENALTIES

9. Penalty for doing contrary to information in information notice.
10. Penalty for demanding or accepting capitation fee and for other unfair practices.
11. Penalty for refusal to return or withholding documents.

12. Penalty for false or misleading advertisement.
13. Confiscation of capitation fee, etc.
14. Appropriate government to notify authority to adjudicate and Grievance Redressal in Schools
15. Adjudication of penalty.
16. Adjudication of penalty (contd.)

CHAPTER IV

MISCELLANEOUS

17. Bar of jurisdiction.
18. Frivolous or Vexatious Complains.
19. Power to call for information.
20. Power of appropriate Government to make rules.
21. Rules to be laid before Parliament.
22. Protection of action taken in good faith.
23. Application of other laws not barred.
24. Power to remove difficulties.

STATEMENT OF OBJECTS AND REASONS

There is public concern that schools should not resort to unfair practices, such as charging of capitation fee and demanding donations for admitting students, not issuing receipts in respect of payments made by or on behalf of students, admission through non-transparent and questionable admission processes and false claims through misleading advertisements, engagement of unqualified or ineligible teachers, forcible withholding of certificates and other documents of students.

Prompt and effective deterrent action is constrained in the absence of any Central law prohibiting such unfair practices. It would be in public interest to protect the interests of students and parents by providing measures against such unfair practices.

THE PROHIBITION OF UNFAIR PRACTICES IN SCHOOLS, 2012

A

BILL

To provide for the prohibition of certain unfair practices in the schools and to protect interests of parents and students admitted or seeking admission therein and to provide for matters connected therewith or incidental thereto.

BE it enacted by Parliament in the Sixtieth Year of the Republic of India as follows:—

CHAPTER I

PRELIMINARY

1.

- | | |
|--|--------------------------------------|
| 1) This Act may be called the Prohibition of Unfair Practices in the Schools Act, 2012 | Short title, extent and commencement |
| 2) It extends to the whole of India except the State of Jammu and Kashmir | Short title, extent and commencement |
| 3) It shall come into force on such date as the Central Government may, by notification in the Official Gazette, appoint; and different dates may be appointed for different provisions of this Act and for different States, and any reference to commencement in any provision of this Act in relation to any State shall be construed as a reference to the commencement of that provision in that State. | Short title, extent and commencement |

Definitions
(Can be improved further)

2. In this Act, unless the context otherwise requires,-
- I “admission fee” means fee charged in one lump sum at the time of admission in a school.
 - II “Screening procedure” means method of selection for admission of a child in preference over another, other than a random method.

III “advertisement” means any document described or issued through any form of media and includes any notice, circular or other documents inviting persons domiciled in India for admission to school;

IV “Appropriate Authority” means

1. the Central Government for schools established, owned or controlled by the Central government, or by the administrator of the Union territory, having no legislature,
2. The affiliating body for private independent schools provided such body affiliates schools in more than one State;
3. the State Government for a school, other than the school referred to in sub-clause 1) and 2), established within the territory of a State
4. the Government of a Union territory having legislature for a school other than the school referred to in sub-clause 1) and 2), established within the territory of that Union territory;

V “Appropriate Government” means-

1. the Central Government for (i) schools established, owned or controlled by the Central government, or by the administrator of the Union territory, having no legislature,
2. the State Government for a school, other than the school referred to in sub-clause 1), established within the territory of a State
3. the Government of a Union territory having legislature for a school other than the school referred to in sub-clause 1), established within the territory of that Union territory;

VI “capitation fee” means any kind of donation or contribution or payment other than the fee notified by the school:

- VII “disability” means disability as defined in the Clause (i) of Section-2 of the ‘Persons with Disabilities (Equal Opportunities Protection of Rights and full Participation) Act, 1995 and as defined under clause (j) and (o) of section 2 of National Trust for Welfare of Persons with Autism, Cerebral Palsy, Mental Retardation and Multiple Disabilities Act, 1999 & amendments thereto’.
- VIII “examination” means examination or assessment conducted by the school or any Board of school education.
- IX “guardian”, in relation to a child, means a person having the care and custody of that child and includes a natural guardian or guardian appointed or declared by a court or a statute.
- X “information notice” means any publication, whether in print or otherwise, issued for providing fair and transparent information relating to a school to the general public including to those seeking admission in such school by the management of such school or any authority or person authorized by such school to do so.
- XI “local authority” means a Municipal Corporation or Municipal Council or *Zila Parishad* or *Nagar Panchayat* or *Panchayat*, by whatever name called, and includes such other authority or body having administrative control over the school or empowered by or under any law for the time being in force to function as a local authority in any city, town or village;
- XII “other fees and charges” – such fee including tuition fee and charges levied by the school on such regular intervals (monthly/ quarterly/ half-yearly/ annually)

as specified by the affiliating body or the Appropriate Government, as the case may be.

XIII “parent” means either the natural or step or adoptive father or mother of a child;

XIV “prescribed” means prescribed by rules made under this Act;

XV “private coaching” means teaching or guidance to students for some monetary consideration other than that given by the school as salary.

XVI “school” means any recognized school imparting school education and includes-

1. a school established, owned or controlled by the appropriate Government or a local authority;
 2. an aided school receiving aid or grants to meet whole or part of its expenses from the appropriate Government or the local authority;
 3. an unaided school not receiving any kind of aid or grants to meet its expenses from the appropriate Government or the local authority;
- and
4. Includes pre-school classes.

XVII “school education” means education from pre-school classes through class one to twelfth;

XVIII “sexual harassment” means any unwelcome sexual gesture or behavior whether done directly or indirectly, sexually coloured remarks; physical contact and advances; showing pornography; a demand or request for sexual favours; any other unwelcome physical, verbal/non-verbal conduct being sexual in nature.

XIX “society” in relation to a school means any Body corporate registered under the Societies Registration Act, 1860 and, “trust” means any Body registered under the Indian Trusts Act, 1882 or any other law for the time being in force;

XX “State” means a State specified in the First Schedule to the Constitution and shall include a Union territory;

XXI “Ward” means a student under the care and control of any ‘Institution’/’School’ to which he is admitted or likely to be admitted.

CHAPTER II

PROHIBITION OF ACCEPTING ADMISSION FEES AND OTHER CHARGES WITHOUT RECEIPT, ADMISSION WITHOUT INTER SE MERIT LIST, ACCEPTING CAPITATION FEE AND PUBLICATION OF INFORMATION NOTICE.

3.

- 1) (a) No School shall, for admission in respect of any seat in any Class run in such School, accept any payment towards admission fee and other and charges other than such fee or charges for such admission as declared by it in advance at least sixty (60) days prior to date of admission in the information notice issued by the schools or as specified by the appropriate government/ authority (?) for admission against any such seat; and
(b) The School shall issue a proper receipt in writing for such payment to the parent/guardian of student concerned so admitted.

Prohibition of accepting admission fee and other charges without receipt.

- 2) No School shall charge any fee for information

notice, or, admission form, or for screening procedure and shall place all information contained in them on its website or notice board.

4. Prohibition of admission without specified inter-se merit for selection of students

- 1) In case of selection for admission to classes IX-XII, for seats declared by the school in its information notice, no person shall be eligible for admission except through *inter se* merit based on the applicable laws, rules, regulations, bye-laws of the appropriate authority and the process of deciding inter se merit will be mentioned in the information notice of each school.
- 2) Every school referred to in sub-section (1) shall:-
 - a) maintain the records of the entire process of screening of students in respect of the admission of each student;
 - b) exhibit such records in its website/records maintained ;
 - c) be liable to produce such record, whenever called upon to do so by the appropriate authority under this Act or any other law for the time being in force.

Prohibition of admission without specified *inter se* merit for selection of students.

Provided that the records under this clause shall be maintained for a period of two years reckoned from the date of completion of the admission process subject to the condition that where the admission has been questioned in any court of law or tribunal, the records shall be maintained for such period as the court or tribunal may deem fit.

- 5. Every school, shall publish free of cost, at least sixty days prior to the date of the commencement of admission, an information notice containing the following, for the purposes of informing those parents/guardians intending to seek admission of their wards to such school and the general public, namely:—**

Mandatory publication of information notice, its

- (i) each component of the fee, deposits and other charges and amounts payable thereon by students admitted to such school for different classes and the other terms and conditions of such payment; contents and its pricing.
- (ii) the percentage of tuition fee and other charges refundable to a student admitted in such school in case such student withdraws from such School before or after completion of course or programme of study and the time within, and the manner in, which such refund shall be made to that student;
- (iii) the number of seats available in different classes for which admission is proposed to be made;
- (iv) the conditions of eligibility including the minimum and maximum age limit of persons for admission as a student in a particular class, where so specified by the appropriate government.
- (v) the process of admission and selection of eligible candidates applying for such admission, including all relevant information in regard to the details of screening procedure for selecting such candidates for admission to each class beyond class 8;
- (vi) details of the teachers, including their educational qualifications and teaching experience and also indicating therein whether they are on regular basis or on contract;
- (vii) the minimum pay and other emoluments payable for each category of teachers and other employees;
- (viii) information with regard to physical and academic infrastructure and other facilities including hostel accommodation, laboratory, library and health checkup, industry tie-up wherein the practical training is to be imparted to the students and in particular the facilities accessible by students on being admitted to the school;
- (ix) broad outlines of the curriculum followed by the School for every class, text books followed including the teaching hours, criteria for promotion to higher classes, practical sessions and other assignments;

(x) all relevant instructions in regard to adhering to code-of-conduct for students within the campus of the school, and the consequences thereof for violating the provisions of any instructions in this regard.

(xi) any such other information which may be specified by the appropriate authority;

Provided that a school shall also publish information referred to in items (i) to (xi) of this sub-section, on its website/ notice board, and the attention of prospective students and the general public shall be drawn to such publication on the website/ notice board through information displayed prominently at the entrance of the school;

6. (1) No school shall, directly or indirectly, demand or charge or accept, capitation fee or demand any donation, by way of consideration either in cash or kind or otherwise for admission to any seat or seats in any class of study.

Prohibition of capitation fee and other unfair practices .

(2) No person shall, directly or indirectly, offer or pay capitation fee or give any donation, by way of consideration either in cash or kind or otherwise, for obtaining admission to any class in any school.

(3) No school shall indulge in any kind of sexual harassment.

(4) No school shall impose or collect any fees or amount other than the fees, as specified in Clause 5 (i) during the mid session.

(5) No school shall deny admission or expel any student on the ground of having HIV/ AIDS or any other serious ailment or on the grounds of disability.

(6) No school shall directly/indirectly insist for private coaching in the school or outside the school, after the school hours.

(7) No school shall insist for purchase of books, uniform, stationary or any other related materials from the school premises or a particular shop or a shop notified for this purpose,

(8) No school shall subject its students to physical punishment or mental harassment.

(9) No school shall withhold its students to appear in any Examination for which they are eligible and desirous of appearing.

(10) No school shall expel any student on account of poor academic performance or detain him/ her arbitrarily.

7. (1) No school, shall in its possession or custody, of any document deposited with it by a student for the purpose of seeking admission in such school, shall refuse to return such certificate, document to that student or withhold such certificate or other document with a view to induce or compel such student to pay any fee or fees in respect of any course which such student does not intend to pursue or avail any facility in such school.

Prohibition on refusal to, return, or, withholdin g certificates , or, refund of fee, etc.

(2) In case a student, after having been admitted to a school, for pursuing any course, subsequently withdraws from that school, no school in that case shall refuse to issue TC and refund such percentage of fee deposited by such student, within such time and in such manner as has been mentioned in the information notice of that school.

(3) No school shall give/issue pass Transfer Certificate to any student who has not qualified/cleared the subjects as specified by the appropriate authority to become eligible for promotion to higher class.

8. No school shall, issue or publish any advertisement not based on facts for inducing students for taking admission, including claim of being recognised/affiliated by the appropriate authority where it is not so recognised/affiliated;

Prohibition of advertise ments not based on facts

CHAPTER III IMPOSITION OF MONETARY PENALTIES

9. Any school, which knowingly does anything contrary to

Penalty for

the information published by it in its information notice in violation of the provisions of section 5, shall, without prejudice to any proceedings for prosecution under the provisions of any other law for the time being in force, be liable to monetary penalty which may extend to ten lakh rupees.

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10. (1) Any school, which demands or accepts capitation fee or donation, in any manner whatsoever, in violation of the provisions of clause 6(1) & 6 (2), shall, without prejudice to proceedings for prosecution under provisions of any other law for the time being in force, be liable to a monetary penalty which may extend to ten times the capitation fee charged.

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(2) Any school, which indulges in other unfair practices , in violation of the provisions of clauses 6(3) to 6 (10), shall, without prejudice to proceedings for prosecution under provisions of any other law for the time being in force, be liable to a monetary penalty which may extend to ten lakh rupees.

11. Any school, which refuses to return any certificate or any other document or withholds such certificate or any other document without having sufficient cause to do so, or fails to refund the fees in violation of the provisions of section 7(2), shall, without prejudice to proceedings for prosecution under the provisions of any other law for the time being in force, be liable to a monetary penalty which may extend to one lakh rupees.

Penalty for
refusal to
return or
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12. Any school, which publishes any advertisement, which is false or misleading, and in violation of the provisions of section 8, shall, without prejudice to proceedings for prosecution under the provisions of any other law for the time being in force, be liable to a monetary penalty which may extend to ten lakh rupees.

Penalty for
false or
misleading
advertise
ment.

Confiscation of capitation fee, etc.

13. (1) Any capitation fee or donation or any other charges collected in contravention of the provisions of this Act, shall, without prejudice to proceedings for prosecution or imposition of penalty under the provisions of this Act or any other law for the time being in force, be liable to be confiscated, by an order made, by the body authorized to do so by the appropriate Government or by the State Education Tribunal, if available.

(2) The capitation fee or donation or any other charge confiscated shall be dealt in such manner as may be prescribed by the appropriate government.

Appropriate government to notify authority to adjudicate and Grievance Redressal in Schools

14. The Appropriate Government shall within a period of six months from the date of commencement of this Act, notify the Authority and its jurisdiction to adjudicate the disputes and impose the penalty to be levied on the school which commits any act in contravention with the Provisions of this Act.

Provided that such an authority will ensure that every school in its jurisdiction establishes, in accordance with such requirements as may be specified by that authority, a mechanism to redress the grievances under this Act.

15. (1) The authority notified in section 14 shall not admit any application unless it is satisfied that the applicant had availed of all the remedies available to him under the mechanism for redressal of grievances established under proviso to section 14.

Adjudication of penalty

(2) For the purposes of sub-section (1), a person shall be deemed to have availed of all the remedies available to him-

(a) if a final order has been made by the grievance redressal authority competent to pass such order under such rules, rejecting any appeal preferred or

representation made by such person in connection with the grievance; or

(b) where no final order has been made by the grievance redressal authority competent to pass such order with regard to the application made, if a period of three months from the date on which such application was received has expired.

(3) The Notified Authority of appropriate jurisdiction may, if it finds merit in the contention of the applicant, award such relief to the applicant as to recompense him for the cost of litigation and other damages for injuries.

16. (1) A Notified Authority of appropriate jurisdiction shall not admit an application-

Adjudication
of penalty

(a) in a case where a final order referred to in clause (a) of sub-section (2) of section 15 has been made, unless the application is made, within one month from the date on which such final order has been made;

(b) in a case where an application such as is mentioned in clause (b) of sub-section (2) of section 15 has been received and a period of three months had expired thereafter without such final order having been made, within one month from the date of expiry of the said period of three months.

(2) Notwithstanding anything contained in this section, an application may be admitted after the period of one month specified in clause (a) or clause (b) of this section, if the applicant satisfies the Notified Authority of appropriate jurisdiction that he had sufficient cause for not making the application within such period.

CHAPTER IV MISCELLANEOUS

17. No court shall have jurisdiction to entertain any Bar of

dispute or proceeding in respect of any matter which the Notified Authority, is empowered by or under this Act to determine, and no injunction shall be granted by any court or other authority in respect of any action taken or to be taken in pursuance of any power conferred by or under this Act.

Jurisdiction

18. When a matter instituted before any Notified Authority is found to be frivolous or vexatious, it shall, for the reasons to be recorded in writing, dismiss the application and make an order that applicant shall pay to the opposite party such cost, not exceeding fifty thousand rupees, as may be specified in the order.

frivolous or vexatious complains

19. Notwithstanding anything contained in any other law for the time being in force, appropriate authority may, by a general or special order, call upon school to furnish to that authority, periodically or as and when required any information concerning the activities carried on by the school as may be specified to enable that authority, to carry out the purposes of this Act.

Power to call for information.

Provided that such information pertaining to admission which is more than two years old shall not be called.

Power of appropriate Government to make rules.

20. (1) The Appropriate Government may, by notification in the Official Gazette, make rules for carrying out the provisions of this Act within a period of six month.

(2) In particular, and without prejudice to the generality of the foregoing power, such rules may provide for all or any of the following matters, namely:—

(a) any such other information to be contained in the notice under clause (xi) of section 5;

(b) The manner in which capitation fee or donation or other charges confiscated shall be dealt with under sub-section (2) of section 14;

(c) Any other matter which is to be or may be,

prescribed or in respect of which provision is to be made by the appropriate Government by rules.

Rules to be laid before Parliament.

21. Every rule made under this Act shall be laid, as soon as may be after it is made, before each House of Parliament while it is in session for a total period of thirty days which may be comprised in one session or in two or more successive sessions, and if, before the expiry of the session immediately following the session or the successive sessions aforesaid, both Houses agree in making any modification in the rule or both Houses agree that the rule should not be made, the rule shall thereafter have effect only in such modified form or be of no effect, as the case may be, so, however, that any such modification or annulment shall be without prejudice to the validity of anything previously done under that rule.

Protection of action taken in good faith

22. No suit or other legal proceedings shall be instituted against the Government or any officer or authority or person exercising powers or discharging functions under this Act for anything, which is in good faith done or intended to be done in pursuance of this Act or the rules or directions issued there-under.

Application of other laws not barred

23. The provisions of this Act shall be in addition to, and not in derogation of, the provisions of any other law for the time being in force.

Power to remove difficulty

24. (1) If any difficulty arises in giving effect to the provisions of this Act, the Central Government may, by order published in the Official Gazette, make such provisions not inconsistent with the provisions of this Act, as may appear to be necessary for removing the difficulty:

Provided that no order shall be made under this section after the expiry of the period of three years from the date of commencement of this Act.

(2) Every order made under this section shall be laid, as soon as may be after it is made, before each House of Parliament.

Annexure-3(I)

MINUTES OF CABE COMMITTEE HELD ON 09.10.2012

The 3rd Consultative meeting of the Central Advisory Board of Education (CABE) Committee for proposing draft legislation to prohibit unfair practices in School Education Sector was held on 09-10-2012 under the chairpersonship of Dr. D. Purandeswari, Minister of State.

2. With the permission of the Chair, Ms. Radha S. Chauhan, JS (SE-I) recapitulated the deliberations of the 2nd meeting held on 18th July, 2012 wherein the proposed draft that had highlighted various issues were discussed and further inputs from the members were sought for finalization of the draft. She informed that the drafting committee met a few times subsequently and after examining all the inputs received from various quarters, has drafted the current version of the legislation to prohibit unfair practices in School Education Sector. She invited Chairman CBSE Shri Vineet Joshi to present the proposed draft before the Committee for further discussion and comments/advise.

3. Shri Vineet Joshi, Chairman, CBSE made a presentation on the draft legislation that was previously shared with all the members.

4. Shri Rajendra Darda, the Education Minister, Maharashtra appreciated the contours of the proposed legislation and sought clarification as to cases where there are specific State Acts on some of the unfair practices such as one in Maharashtra covering capitation fees. It was clarified that the central act will prevail over State Act. The member suggested some changes/modifications viz.

- (i) Relating to the age of the child [clause 2(III)], - Whether 6-14 or 5-17
- (ii) Necessity of inclusion of aided schools in the definition of School Management Committee mentioned at [para 2(IX)].

- (iii) Necessity of changing designation from Director (as mentioned in para 2(XXIV) to Managing Director/Chairman
- (iv) Clarity on definition of appropriate Government mentioned in para 2(I).
- (v) Provision for keeping the records by the school discussed under para 4 from one year to two years from the date of the completion of the admission test.
- (vi) Clause 9 of chapter 3 relating to penalty for doing anything contrary by striking off the words “withdrawal of affiliation”.

These changes were noted and draft legislation was proposed to be corrected suitably.

5. Shri R.C. Laloo, Education Minister, Government of Meghalaya referred to the para relating to adjudication of penalty (para 16 on page 15) and emphasized the necessity on elaboration of the para by giving proper clarifications on the words like ‘beyond fee’ and ‘prescribed’ fee. He also pointed to the need for age being defined including pre-school, i.e. 3 onward.

6. Dr. Kiran Walia, Education Minister, Delhi informed that Delhi has a good system of Municipal Counselors who keep close watch on schools. She also pointed to the need for including age 3 onward to bring it in line with RtE formulation and then excluding ‘the stand alone’ pre-schools which mostly are in the nature of play schools. Also on the issue of SMCs in aided schools she suggested that since this already is covered under the RtE Act we may not cover it under the proposed legislation to avoid confusion and repetition. It was agreed that this being part of RtE Act, the same need not be repeated in the proposed legislation.

7. Shri Vishweshwara Hegde Kageri, Minister of School Education, Karnataka, suggested that draft legislation should be prepared keeping in mind the role and responsibility of the teachers and functions of the schools. The coverage and ambit of the legislation must be clearly defined. He also raised the issue of whether the proposed bill covers the pre-school children. The other members of

the committee also cited examples where children as young as two years old are enrolled in such play schools.

8. Smt. Shyama Chona, Educationalist sought to know whether 'stand alone' pre -schools which are almost exclusively under private domain be covered under the legislation. V.C. NUEPA, informed the Committee that this issue was discussed in the drafting committee but it was felt that considering the practicality of enforcing the Act, it would be appropriate to limit it to schools that have pre -primary classes as part of their set up and exclude the 'stand alone' pre-schools which are mostly in the nature of play schools.

9. Ms. Abha Sehgal, Principal Sanskrit School, sought clarification on the provision relating to admission tests being conducted in a transparent manner in notified institutions. It was clarified that this para is in reference to special category schools such as Model Schools, JNVs Pratibha Vikash Vidyalayas etc., where such exemptions could be made.

10. The para concerning School Management Committee (para 2(IX) on page 5 of the draft) was also discussed and members including the Education Minister, NCT of Delhi stressed that the said para needs to be recast or removed.

11. Chairman, NIOS brought to the notice of the members that even in the open schooling system, instances of unfair practices prevail yet the proposed bill does not extend its provisions to open schools. The Chair directed that this issue may need further deliberation by the drafting Committee Members. The members authorized the Chair to take a final view on behalf of the Committee, on the recommendation of the drafting committee on the issue.

12. Director, NCERT desired to know whether sexual harassment or such type of offences cognizable or non - cognizable is covered under the legislation. Secretary (SE&L) clarified that there was no need to incorporate provisions on sexual harassment in schools as this issue is covered under other Acts of the Government of India, a cognizable offence under IPC/Cr.P.C. She also raised the

issue of maintaining discipline mentioned in para 5 (I) (xi) of the draft in this regard.

13. Secretary (SE&L) suggested that the Bill should also be scrutinized in such a way that the Bill has corresponding clauses relating to all the items listed in the Statement of Objects and Reasons in the Bill, since it appears that some of the items from the Statement of Objects and Reasons, such as "Not following safety guidelines" do not have corresponding clauses in the Draft Bill. The list of definitions also needs to be made more exhaustive since some items such as "appropriate statutory authority" in clauses 4, 7 etc. have not been defined under the Definition clauses. In addition, modality for incorporating the quantum of monetary penalty in the main Bill would also need to be checked. He also stated that the word "advance" mentioned in para 3(I) of Page 7 of the draft should be made more specific in terms of time period.

14. The Hon'ble MOS (HRD) appreciated the work of the Drafting Committee and thanked the Members for their insightful and valuable suggestions. She requested the drafting committee to amend the draft based on inputs and decisions taken in the meeting so that this may be placed for consideration of the CABE in its next meeting

15. The meeting ended with a vote of thanks to the chair.

AGENDA ITEM 4: CABE Committee on University Reforms

Report of the CABE Committee on University Reforms as approved by MOS, who is the Chairperson of the CABE Committee on 23rd October, 2012 is placed below for consideration of CABE.

***Committee of the Central Advisory Board on
Education (CABE) on University Reforms***

Report of the CABE Committee

**Ministry of Human Resource Development
(Department of Higher Education)**

New Delhi-110 001

Composition of CABE Committee on “University Reforms”

1.	Dr. D. Purandeswari	-	Chairperson
2.	Shri. P.K. Shahi	-	Member
3.	Shri Vishweshwar Hegde Kageri	-	Member
4.	Sri Rabiranjana Chattopadhyay	-	Member
5.	Mr. Thiru P Palaniappan	-	Member
6.	Shri Ramanlal Vora	-	Member
7.	Dr. Himanta Biswa Sharma	-	Member
8.	Prof. K.C. Reddy	-	Member
9.	Prof. A.K. Sharma	-	Member
10.	Prof. Ved Prakash	-	Member
11.	Prof. S.S. Mantha	-	Member
12.	Shri Sailendra Raj Mehta	-	Member
13.	Prof. R.K. Shevgaonkar	-	Member
14.	Prof. Dinesh Singh	-	Member
15.	Prof. Mihir Kanti Chaudhuri	-	Member
16.	Prof. Arun Diwakar Nath Bajpai	-	Member
17.	Prof. Suranjan Das	-	Member
18.	Col. Dr. G. Thiruvassagam	-	Member
19.	Shri M. G. Gopal	-	Member
20.	Prof. Ajaib Singh Brar	-	Member
21.	Prof. A. Jayakrishnan	-	Member
22.	Prof. Prasant Kumar Sahoo	-	Member
23.	Principal Secretary (Higher Education), Govt. of Jharkhand	-	Member
24.	Principal Secretary (Higher Education), Govt. of Odisha	-	Member
25.	Principal Secretary (Higher Education), Govt. of Uttar Pradesh	-	Member
26.	Principal Secretary (Higher Education),		

	Govt. of Maharashtra	-	Member
27.	Dr. Renu Batra	-	Member Convenor
28.	Sh. R.P.Sisodia	-	Special Invitee
29.	Sh. Harpreet Singh	-	Special Invitee

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Chapter 1

The Committee and its Methodology

1.1 The Background

The Central Advisory Board on Education (CABE) is the apex body to advise the Central and the State Governments on matters related to education. In the 58th meeting of the CABE held on 7th June, 2011 (**Annexure-I**), it deliberated on several critical issues, including those which had a bearing on providing a new direction to the quality of higher education. One of the recommendations of this Committee which had a focus on university reforms is reproduced below:

“The recommendations of the Vice-Chancellors’ Conference held on 25th -26th March, 2011 were presented before the CABE. Considering the criticality of the need for expansion in higher education consistent with quality in order to address issues of access with equity, university reforms including governance reforms are essential. In order to chart a road map for such reforms, it was decided to constitute a committee of CABE consisting of State Ministers and academics. The CABE Committee on

University Reforms would submit its report within three months. All the State Governments were requested to examine the recommendations of the Vice-Chancellors' Conference and send their views and comments to the CABE Committee.

In view of this recommendation of the CABE, the Ministry of Human Resource Development, Department of Higher Education, vide its Order No F.11-5/2011-U.5 dated 24th October, 2011 constituted a Committee of the CABE on University Reforms (**Annexure-II**) with the following Terms of Reference (ToRs):

1.2 Terms of Reference

The Committee was given the following ToRs:

- (i) Review of the existing State Universities' policies, particularly pertaining to affiliation, autonomy and for enforcing accountability.
- (ii) Academic reforms required in the State Universities.
- (iii) Promotion of innovation and research in the State Universities.
- (iv) Leadership development among the State Universities.

The CABE Committee felt that a coordinated and holistic approach would be of paramount importance in addressing the ToRs assigned to it.

The chapters of the Report that follow discuss in specific terms the implications of the issues highlighted above, based on which some concrete recommendations have been attempted. The whole range of issues referred to above have been discussed in the following chapters of the Report:

- Chapter 1 The Committee and its Methodology
- Chapter 2: Higher Education Today
- Chapter 3: Academic and Affiliation Issues
- Chapter 4: Governance and Leadership Issues
- Chapter 5: Innovation and Research

Chapter 6: Recommendations: Scheme of Rashtriya Uchchatar Shiksha Abhiyan (RUSA)

1.3 Methodology of Work

The inaugural meeting of the Committee was held on 19th December, 2011 under the Chairpersonship of Dr. D. Purandeshwari, Hon'ble Minister of State for Human Resource Development. The Committee deliberated on the ToRs and outlined the following methodology for its work:

- Inviting views of the Vice-Chancellors of State Universities on the ToRs of the CABE Committee.
- Finalizing issues for discussion for the 1st CABE Committee
- Constitution of Sub-Committee-I of the CABE Committee to detail out issues and concerns related to ToRs (i) and (iv)
- Constitution of Sub-Committee-2 of the CABE Committee to detail out issues and concerns related to ToRs (ii) and (iii) **(Annexure-III)**.
- Seeking final comments of the members of the CABE Committee on University Reforms as reflected in the Reports of the Sub-Committees 1 and 2 towards finalizing the Report.
- The Committee convened four meetings. In the first meeting, issues for deliberations were finalized and views of Vice-Chancellors of State Universities were invited on the ToRS of CABE. Subsequently, in the Second Meeting, the responses received from the Vice-Chancellors of State Universities and the Schemes of Rashtriya Uchchatar Shiksha Abhiyan (RUSA) were discussed and Sub-Committee – I and II of the CABE were constituted to detail out issues and concerns related to the ToRs. In the third meeting, the Reports of the Sub-Committees were considered and based on the observations made therein, final comments were sought from the members of the CABE Committee. Finally, in the fourth meeting, the Draft

Report of the Committee of the Central Advisory Board on Education (CABE) on University Reforms was adopted.

1.4 Setting the Agenda: The Backdrop of Ideas

The CABE Committee on University Reforms, in its inaugural meeting, deliberated on the scope and nature of university reforms based on the recommendations of the Vice-Chancellors' Conference which had laid great emphasis on the criticality of the need for expansion of higher education, consistent with quality, and to address issues of access with equity, including governance reforms, particularly in relation to the State universities. This set the agenda for the CABE Committee on University Reforms for detailed deliberations.

It was expressed that although several committees were set up in the past on educational reforms, it is for the first time that a CABE Committee focusing exclusively on the issues pertaining to the State Universities has been set up. It was also felt that there was a dire need to extend help and support to the State university system as it was not getting adequate share of resources and attention, despite the fact that 84% of the students in higher education were enrolled in the State universities.

There has been unprecedented expansion of universities and colleges since 1950-51: while universities grew 20 times, colleges grew 49 times till date. Currently, 86% of the students are enrolled at the undergraduate level while 12% at the postgraduate level, 1% each in research and diploma/certificate courses. There is a wide disparity in discipline-wise enrolment which is as high as 40% in the case of Arts subjects and only 1% in Agriculture and allied subjects.

It is also important to share concerns about the low enrolment in the case of women, Scheduled Castes (SCs), Scheduled Tribes (STs) and disadvantaged groups, besides the regional imbalances in providing access to higher education in the country. While in some of the educational institutions, the capacity remains grossly underutilized, in

others, there was inadequate infrastructure and abysmally low student-teacher ratio. There is a need to strengthen the existing State institutions and also to set up new institutions to enhance the Gross Enrolment Ratio (GER)¹ in higher education. While some of the 11th Five-Year Plan (FYP) schemes have yielded the desired results, there is still a need to upscale and streamline the schemes for the 12th FYP period. There is need for a pace-setting college/‘model college’ in each district with outstanding infrastructure, good library, etc. so that the other sister institutions within the districts are able to access the facility available in such a college to showcase the methodology to achieve the quality of education for the students studying there in.

It emerged during deliberations in the inaugural meeting that the State Governments are concerned with access, equity and quality in higher education which are the three cornerstones of any endeavour for transforming education. It is true that several programmes have been formulated by the Government of India (GoI) in the hope that the State Governments will capitalize on them and move forward. The collective efforts of the GoI and the State Governments alone can help to achieve the target of access, equity and quality.

It is a matter of concern to judiciously decide the periodicity with which our university system has to revise the curricula as a process of quality upgradation. There is a general perception that the graduates of our university system are not provided with the skills required for the employment market which consequently necessitates for periodic upgradation of the curriculum. There is also a need to look at how much industry-academia interaction is taking place along with qualitative research. Research must be high on the agenda for higher education and in view of the acute faculty shortage; there is a need to find timebound, innovative solutions. There is a great need for both the State and the Central Governments to work together and to address all issues and

*Gross Enrolment Ratio is the total enrolment in higher education as a percentage of population in five year (18-22 years, more than 18 years, but not yet 23 years) age cohort. This Plan considers 5-year age cohort in place of 6-year age (18-23 years) taken in the past to facilitate international comparisons. On 6-year age cohort, GER in 2007-08 was 12.7% that increased to 16.9% in 2011-12.

challenges arising out of these common concerns urgently, in view of the fast-track changes in the global scenario of higher education. Some of the international paradigms to be achieved in our country are enhanced mobility of students across universities and increasing the number of institutions seeking accreditation.

In respect of enhancing access, equity and quality, the gap in the pattern of funding between the State and the Central universities needs to be reduced and it would not be correct to lose sight of the fact that 84% of the students are enrolled in the State universities. In order to achieve the target of 30% GER by 2020, number of higher education institutions are required to be established to give fillip to *Rashtriya Uchchatar Shiksha Abhiyan (RUSA)*, a scheme under active consideration of the Govt. There is a need to review the mandate and functioning of the Academic Staff Colleges (ASCs). The State universities should be strengthened with infrastructure, equipment, etc. The issue of affiliation needs to be addressed in totality as the existing structure of the State universities is not conducive to enhance the quality of teaching and learning. Reforms in the affiliation system should be taken up on priority. Affiliated colleges, with proven potentials to initiate academic reforms may have to be accorded with autonomous status, proactively. Quality research, curricula up-gradation/revision, teaching-learning methodology, evaluation system are other important areas requiring reforms. The institutions of higher education should emerge as centres of innovations, excellence and development.

Emphasis on having residential university system is important and this would require adequate funding for developing hostel facilities on the university campuses. There is a need to provide residential facilities to the students in the campuses of the State Universities. There are issues arising out of inbreeding of faculty. It is a matter of great concern that none of the Indian Universities figure in the list of world's top 200 universities. There is a need to introspect and remove the bottlenecks which hamper the acquisition of this status. Towards this goal, enhanced resources may be required for infrastructural development, providing research facilities and appointing quality faculty. The idea of mandatory accreditation of higher education institutions needs to be

implemented with vigour. The State Governments may have to revisit their Acts, Statutes/Ordinances to enable the universities to be globally competitive. Because of weak governance, the higher education system takes a back seat and the situation needs to be remedied.

Effective and outcome-related governance is the only key to reforming the university system. The contribution of the alumni of the universities and their role in the governance structure of the universities need to be explored, as is the situation in most of the universities in the United States of America (USA).

The CABA Committee felt that the Vice-Chancellors are the leaders of the university system for providing quality education to the youth of the country and hence there is also an important need of identification of men of distinction and eminence who could be chosen as the Vice-Chancellors of the State universities. Autonomy of the university system comes with accountability and there is a need to make the system more transparent and the Vice-Chancellors have a critical role to play in this regard.

1.5 Identifying the Reform Agenda

The following major issues which could form the Reform Agenda of the State Universities emerged out of the deliberations of the CABA Committee:

-
- Modalities of enhancing resource support to the State universities
 - Steps towards reducing wide disparity in discipline-wise enrolment
 - Enhancing enrolment of women, SC, ST and disadvantaged groups
 - Need for pace-setting colleges in each district
 - Appointment of Vice-Chancellors, the collegiums modality
 - Autonomy, accountability and transparency in the university system
 - Meeting acute faculty shortage
 - Obsolescence removal from the university system

- Modalities of partnership between Central and State universities and reducing disparity in resource allocation
- Student mobility across universities
- Mandatory accreditation of universities
- Reducing the burden of affiliation on the State university system
- Improving governance structure in the State university system
- Role of alumni in the growth and development of the State universities
- Strengthening residential nature of the State university system
- Reviewing the role of the ASCs to augment professional development programmes.
- Implementing academic reforms like semester system, choice-based credit system, curriculum transaction pedagogies, evaluation system to provide continuous assessment models, etc.
- Improvement in recruitment system to minimize in-breeding
- Institutionalizing university-industry linkages
- Boosting a competitive university system to meet global rankings
- Setting up University Service Commission
- Bridging regional disparities in establishing new institutions
- Quality implications arising out of the emerging phenomena of private universities
- Governance perspectives in higher education
- Flexibility in recruitment of faculty
- Faculty mentorship programme
- Attraction and retention of quality teachers
- Rotation of headships in the university system
- Prioritizing vocational education programme in higher education

1.6 The Way Forward

In a nut-shell, in respect of higher education at the degree level, priority should be on access, equity, quality and inclusive education. To improve access, larger State

support in terms of expansion and upgradation of facilities in public-funded institutions will be needed. The infrastructure and underutilized spaces in the non-aided institutions may also be utilized by forming appropriate Public Private Partnership (PPP) models. At the same time, profiteering motive of the private players in higher education needs to be closely monitored and checked. High level of student participation is to be encouraged at this level through proper counseling and information sharing at the higher secondary level of the school stage. India's target of creating over 500 million skilled manpower by 2022 depends crucially on the end creation of opportunities and improved access of the nation's youth to higher education.

The vision of higher education is thus to make institutions of higher education emerge as centres of innovation, excellence and development. The major focus has to be on quality. The focus should be to provide world class quality education, while opening the portals of higher education to students from rural and backward areas and marginalized groups. The aim should be to develop, recognize and enhance talent and skills in our youth, to equip and enable them to meet the emerging challenges and demands of the century. The emphasis must remain on inclusive growth in higher education.

Significant expansion has taken place in higher education, particularly during the 11th FYP. The 12th FYP should move towards consolidation in terms of equity and quality before embarking on further expansion. While equity parameters are defined with reasonable amount of precision, quality is still a subject of intense debate. Given higher enrolment in the State universities and un-aided institutions, any attempt to improve quality must focus on these institutions.

Enhancing participation in higher education is linked with a number of factors including making higher education synchronous with the growth of schooling in the long run, enhancing access to higher education, ensuring participation of socially and economically disadvantaged sections of the youth population and a focus on gender mobility for higher education. The three challenges of access and expansion, equity and inclusion and quality and excellence cannot be addressed in isolation from one

another. The State education system, therefore, has to make a special note of it. A single minded pursuit of excellence can turn into chasing often meaningless statistics, exclusive focus on equity could compromise quality, and pursuit of excellence could be confined to a few islands.

Chapter 2

Higher Education Today

2.1 Indian Higher Education System

India, the largest democracy, and a country of one billion plus also has one of the largest higher education systems in the world. The sheer vastness of the Higher Education System can be gauged from the fact that there has been a twenty-four-fold increase in the number of universities and forty-five-fold increase in the number of colleges since independence. The past six decades have seen an impressive growth in the universities (from 25 to 613), colleges (from 700 to 33,023 and students from 1 lakh to 169.75 lakhs and teachers from 15,000 to 8.17 lakhs.

2.2 Gross Enrolment Ratio: Existing Scenario

With a large number of India's children now successfully finishing elementary school, the demand for secondary schooling— grades 9 to 12 - is growing. Over the next decade, the number of secondary school students is expected to increase from 40 to 60 million. An increasing share of these students will come from rural and lower income groups who will be less able to afford private secondary education. India being a very large country with a highly stratified social and class structure, there are disadvantaged groups which suffer from very low levels of education. The GER for three main age groups relevant to higher education is given in Table 2.1.

India, however, does not compare favourably with its global competitors in terms of the overall educational attainments of its people. Even countries like Vietnam and Bangladesh which have lower per capita income than India have higher GER in secondary schools. India's GER in secondary school is 40%, compared to 70% in East Asia and 82% in Latin America; GER in higher education is an abysmal 18.8%, which is lesser than even the Asian average of 21%.

Table 2.1: Present GER indicators in Education

Age Group	Population (crore)	No. of Students in Schools (crore)	GER
14-16	4.84	2.89	59.82
16-18	4.86	1.66	34.25
18-24	10.54	1.70	13.58

Source: Selected Educational Statistics, MHRD, 2008-09

Further, despite large growth in the number of institutions, their geographical spread remains highly skewed with large concentration of institutions of higher education in big cities and towns. As per 2011 census, there are 12,111 (4,672 rural and 7,439 urban) habitations with a population of more than 10,000 and less than 1, 00,000. In addition, there are about 18,000 settlement clusters that would have population of more than 10,000, mostly around villages having over 5,000 people. It is estimated that one-half of such habitations / settlement clusters (about 15,000) are without an institution of higher education. Thus, notwithstanding, very low enrolments in a large number of existing colleges, new colleges may also have to be established in these areas.

2.3 Enrolment Growth, Projections and Targets

Enrolment growth in the 11th FYP broadly corresponds to the increase in the number of institutions. Over 33,000 colleges, mostly affiliated to the State universities, continue to enroll about 84% students and remain the mainstay of the country's higher education

system. Average enrolment in the State and private institutions are 503 lakh and 466 lakh respectively and has decreased from 605 and 516 five years ago. Average enrolment in a Central institution is much higher at 2,300 and has remained unchanged. During the 11th FYP, the total number of institutions increased by 9,996, while the enrolment grew by 36.41 lakh. This enrolment growth includes increased enrolment in the existing institutions; thus, most of the new institutions set up in the 11th FYP have small enrolments and perhaps a large unutilized capacity. The expected and targeted enrolment growth and strategies to achieve the targets in the 12th FYP are given in Table 2.2.

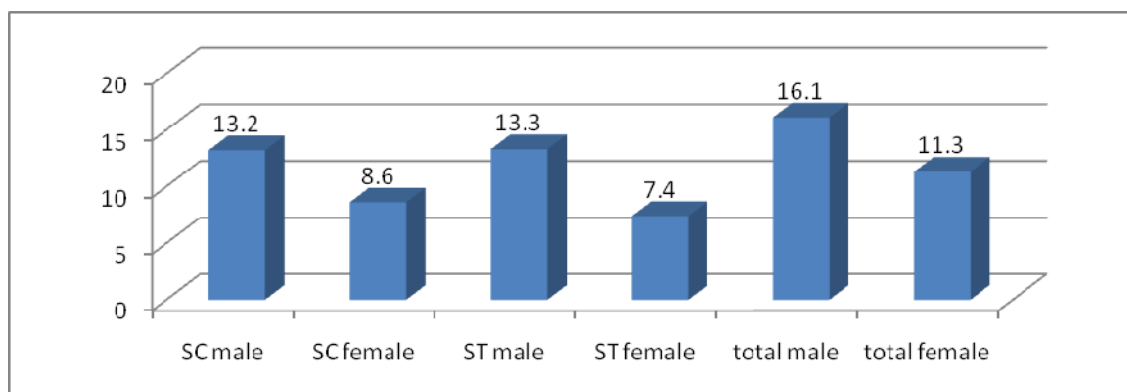
**Table 2.2: Enrolment Growth: Expected, Target & Strategy
(Enrolment in lakh)**

Level and Type	Estimate 2011-12	Expected 2016-17	Target 2016-17	Growth Strategy for the 12th FYP
Degrees				
Ph D	1.0	1.3	3.0	Raise growth from current < 5 % to 25% per annum
UG General	114.1	140.0	125.5	Reduce growth from current >4% to 2% per annum
UG Technical	41.0	76.3	66.0	Projected growth 10% against current 13% per annum
PG General	16.8	26.3	33.0	Raise growth from current < 10 % to 15% per annum
PG Technical	4.5	7.2	11.2	Raise growth from current < 10 % to 20% per annum
Sub total	177.4	255.2	238.7	Some slowdown due to plateauing
Diplomas	20.5	45.0	61.5	Raise growth from current < 17% to 25% per annum
All (Regular)	200.3	300.2	300.2	Overall maintain growth momentum
Open and	41.5	66.1	66.5	Maintain growth

Distance Learning				momentum
Regular+ Open	241.9	366.3	366.7	Maintain momentum growth

It is evident that higher education enrolment in regular courses is expected to increase from the current 200 lakh in 2011-12 to 300 lakh by the end of the 12th FYP (2016-17). Of the current enrolment, about 180 lakh is in the universities and colleges and the remaining 20 lakh in non-degree awarding institutions. The GER in higher education is expected to increase from 18.8 % in 2011-12 to 30.8% during the 12th FYP period. Within this, the share of technical education will increase from 27% in 2011-12 to 35% in 2016-17. Enrolment in the Open and Distance Learning (ODL) programmes is expected to reach 66 lakh by 2016-17 from 41.5 lakh currently. Thus the overall enrolment in higher education is projected to increase from 242 lakh in 2011-12 to 366 lakh in 2016-17*. The GER for SCs/STs is given in Figure 2.1.

Figure 2.1: GER for SCs/STs Groups



Source: SES MHRD, 2008-09

The enrolment growth in the 11th FYP is given in Table 2.3 and the data pertaining to category-wise growth of institutions and their enrolment in the 11th FYP is given in Table 2.4, as a benchmark to the scenario for the 12th FYP.

* Based on projections of enrolment data from the "Selected Educational Statistics (SES)" for the period 2000-01 to 2009-10, of the Ministry of Human Resource Development.

Table 2.3: Enrolment Growth in the 11th FYP

Enrolment in lakh	2007-08	2011-12	% Increase
Regular	135.92	200.34	47.4
Open and Distance Learning (ODL)	36.19	41.51	14.7
Total	172.11	241.85	40.5
Gross Enrolment Ratio (%)	15.2	20.2	32.9

Table 2.4: Growth of Institutions and their Enrolment in the 11th FYP

(Enrolment in lakh)

Category	2007-08		2011-12		Increase	
	Institutions	Enrolment	Institutions	Enrolment	Institutions	Enrolment
Central Institutions						
Degree Awarding Institutions	75	2.36	138	3.31	63	0.95
Colleges	58	0.95	69	1.54	11	0.59
Sub total	133	3.31	207	4.85	74	1.54
State Institutions						
Degree Awarding Institutions	253	11.25	316	14.34	63	3.09
Colleges*	9,500	47.84	13,024	52.21	3,524	4.37
Sub total	9,753	59.09	13,340	66.55	3,587	7.46

Private Unaided Institutions						
Degree Awarding Institutions	80	2.07	191	5.01	111	2.94
Colleges*	13,706	68.85	19,930	88.85	6,224	20.0
Sub total	13,717	70.92	20121	93.86	6,335	22.94
Total	23,614	133.22	33,668	169.68	9,996	36.41
Diploma Programmes	6,500	12.4	11,000	20.5	4,500	8.1

** Data on number of colleges and enrolment therein pertains to the year 2010-11.*

Expansion, however, should not mean having more institutions of the same kind, but also about new kinds of institutions, at least some of which can function as communities of scientists and scholars. Universities of the 21st century will have to be different in their scale and scope from the model of comprehensive universities. There are already good models in the country for universities that specialize in science and technology, in agriculture and in law, and we should explore these models and see how we can extract the best out of them for setting up viable institutions for study and research that will work in the future; the problem will be with universities whose focus will be on the humanities and social sciences, where public funding would be needed. Thus, while, thinking of institutional expansion, focus should be more on differentiation than on quantitative expansion to create a comprehensive university system that has room for individual universities of various kinds.

2.4 Advantage of Demographic Dividend and GER Targets

In the Indian situation, out of a population of above 1.1 billion, 672 million people are in the age-group of 15 to 59 years, which is usually treated as the “working age population”. It is predicted that India will see a sharp decline in the dependency ratio

over the next 30 years, which will constitute a major ‘demographic dividend’ for India. In the year 2001, 11% of the population of the country was in the age group of 18-24 years which is expected to rise to 12% by the beginning of the 12th FYP. This large youth population should be considered as an invaluable asset which if equipped with knowledge and skills, can contribute effectively to the development of national as well as global economy.

In order to reap benefits of this demographic dividend, access through expansion and equity through inclusion and quality have to be the major concerns in the higher education sector. In spite of tremendous progress made since Independence, the GER in higher education, continues to be low and is estimated to be nearly 13.5% as of 2007. This is much below the world average of 24%, two thirds of that of developing countries (18%) and way behind that of developed countries (58%). The GER of different countries is estimated to be as under:

USA	UK	Sweden	Brazil	Japan	China	Russia	India
84	59	82	25	55	23	71	13.5

Source: UNESCO Institute of Statistics

Need has been felt that the GER in higher education should be raised to a significant level in a time bound manner and it is expected that the GER will reach 15% by 2012, 21% by the end of 12th FYP and 30% by 2020.

2.5 Towards Enhancing GERs: Establishing Model Colleges in Educationally Backward Districts

The concept of GER, as a gross measure that includes all enrolled in higher education proportionate to the population in the 18-23 years age group, is applied for identification of Educationally Backward Districts (EBDs) for the purpose of planning and allocation of funds for higher education. Since enrolment in higher education is significantly influenced by the availability of educational infrastructure and facilities, College-Population Index (C-PI) has been calculated as a measure of college availability. C-PI

represents the number of colleges per lakh population in the age group of 18-23 years in a given district. Accordingly, 374 districts have been identified as EBDs and categorized as follows: Category A: GER >3.0 (n=11); Category B: GER 3.01-6.00 (n=79), Category C: GER 6.01-9.00 (n=143), Category D: GER 9.1-12.4 (n=140)

In order to facilitate phase-wise prioritization plan of establishing Model Colleges in the identified EBDs, in view of limited yearly financial allocation for this project under the 11th FYP, a scientific approach of using C-PI as the parameter is suggested; Phase-I EBDs are 86 with C-PI equal to or below 4.0; Phase II EBDs are 114 with the C-PI range of 4.01-8.0 and Phase III EBDs are 172 with C-PI range of 8.01-12.4. Also, only degree-level college education, excluding enrolment in vocational institutions has been considered for the purpose of identifying EBDs. Exclusion of enrolments in vocational institutions accounted only for about 1.5 to 2.25 per cent of total enrolment and thus was not likely to affect inter-district patterns of GER in any significant way.

The Census is the only source which covers the entire population and also provides enrolment data at the district level for higher education. The EBDs have been identified as those with GER below the national average of 12.4. On the basis of this criterion, 374 districts out of 593 (as per the configuration of 2001 Census) have been identified as EBDs. It may be noted that the fact that, post-2001, more districts have been carved out of the existing ones and the total number of districts in the country has gone up. However, authentic data about the exact number as of 2008 is not readily available. Table 2.5 shows the distribution of EBDs in the States based on the GER 2001, and is given to provide a direction for considering establishment of Model Colleges in EBDs in the different States of the country. During the 12th FYP, the aim should be to provide access to higher education in all habitations and settlement clusters with a population of more than 10,000; low-cost, technology-enabled colleges should be set up in such locations. To keep costs low, the premises of existing schools or other available infrastructure could be used. Technology should be leveraged to overcome teacher shortages in such colleges. For planning such colleges, the States would have to be encouraged to map the catchment areas of higher education institutions within their

States in order to identify habitations/settlement clusters, where such colleges should be established. In addition, all district headquarters (640) and other towns with population of more than 100,000 (about 100) should become local hubs for higher education with different kinds of institutions of higher education and one or more general colleges of high quality.

Table 2.5: State-wise Distribution of EBDs based on GER, 2001

States/UTs	GER 2001	Total Districts	EBDs (GER based)				
			All Categories				
			(Below 12.4)	A (<3.0)	B (3.1-6.0)	C (6.1-9.0)	D (9.1-12.4)
India	12.4	593	374	11	79	144	140
Andhra Pradesh	14.19	23	11	0	0	0	11
Arunachal Pradesh	7.01	13	11	4	6	0	1
Assam	15.28	23	12	0	0	2	10
Bihar	11.95	37	25	0	3	12	10
Chhattisgarh	8.91	16	15	0	4	8	3
Goa	14.96	2	0	0	0	0	0
Gujarat	8.94	25	20	0	8	9	3
Haryana	12.83	15	7	0	0	1	6
Himachal Pradesh	16.12	12	4	0	0	2	2
Jammu & Kashmir	12.58	14	11	0	2	4	5
Jharkhand	14.76	18	12	0	2	5	5
Karnataka	12.04	27	20	0	0	8	12
Kerala	17.6	14	4	0	0	1	3
Madhya Pradesh	8.92	45	39	0	16	18	5
Maharashtra	17.33	35	7	0	0	1	6
Manipur	33.37	9	0	0	0	0	0
Meghalaya	14.97	7	5	0	0	4	1

Mizoram	9.0	8	6	0	4	2	0
Nagaland	24.55	8	2	1	1	0	0
Orissa	13.66	30	18	0	2	7	9
Punjab	11.12	17	13	0	0	5	8
Rajasthan	8.23	32	30	1	11	12	6
Sikkim	6.24	4	4	2	1	0	1
Tamil Nadu	9.5	30	26	0	4	13	9
Tripura	6.24	4	4	1	2	1	0
Uttar Pradesh	12.57	70	41	0	5	18	18
Uttarakhand	17.81	13	2	0	1	0	1
West Bengal	8.63	18	17	0	5	8	4
Andaman & Nicobar Islands	7.42	2	2	1	0	1	0
Dadra & Nagar Haveli	3.30	1	1	0	1	0	0
Daman & Diu	3.91	2	2	0	1	1	0
Delhi	18.21	9	0	0	0	0	0
Lakshadweep	2.67	1	1	1	0	0	0
Puducherry	18.15	4	1	0	0	0	1

Source: Report of Thyagrajan Committee on Model Degree Colleges, UGC.

Some of the economically and educationally backward States (with respect to literacy rate and school enrolment) such as Orissa, Assam, Jharkhand and Andhra Pradesh have shown significantly higher enrolments in higher education in comparison with relatively better off States such as Tamil Nadu and Karnataka. There could be a number of factors responsible for this pattern. The foremost factor is the GER which includes those enrolled in higher education irrespective of the age. Since GER is a gross and not a net measure it could be safely assumed that the extent of grossness on account of over-aged persons attending colleges in the relatively backward areas (as is generally observed in rural areas), may be responsible for inflating the enrolment ratio. It needs to be understood that higher education has essentially been the prerogative of the

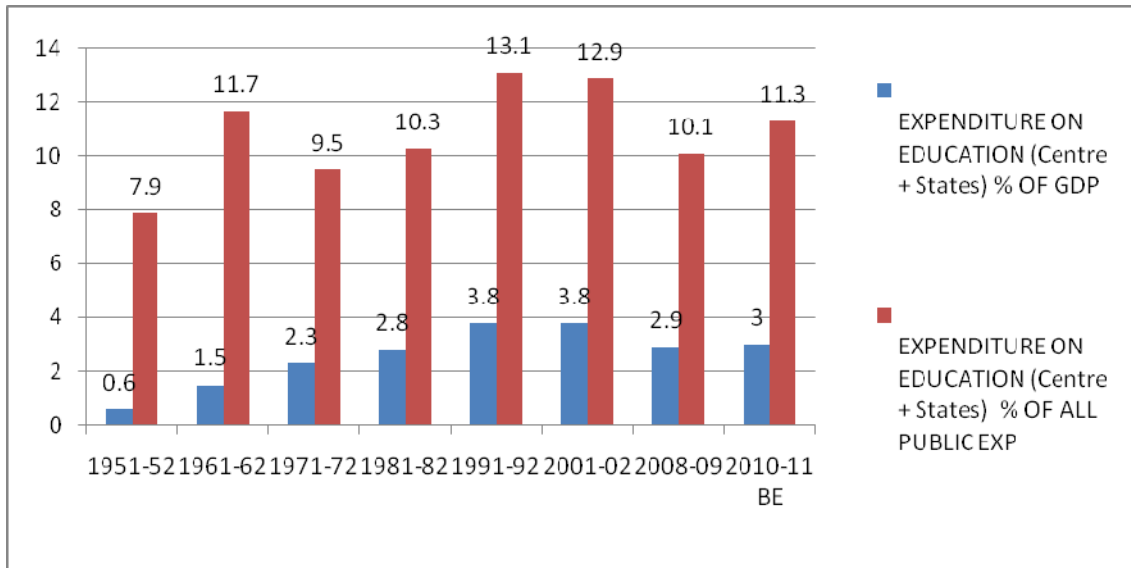
relatively better-off sections: salaried and self-employed in urban areas and landed upper classes (as well as castes) in rural areas. These sections irrespective of their place of residence have always found means to access opportunities in higher education. This coupled with the overall scenario of educated unemployment in India may have different implications for different sections of population. While the better-offs may still continue to wait and carry on education until such a time they found employment of their choice, for others poverty may force them to join the workforce in any capacity without waiting for further education or better job prospects.

2.6 GDP in Higher Education

In order to support expansion in the number of institutions, the government spending on higher education has grown steadily over the years. The Central plan spending has grown most rapidly by over six times between 2005-06 and 2009-10, while State non-plan funding grew at a modest pace even though the expansion in the State sector has been much more. As a result, the quality of the State institutions has continued to be affected over the years. The present level of expenditure in India is about 3.78% of GDP which is way below the targeted expenditure of 6% as recommended by the Education Commission, 1964-66. Figure 2.3 shows the trends of expenditure in India as %age of GDP and as %age of total public expenditure on education.

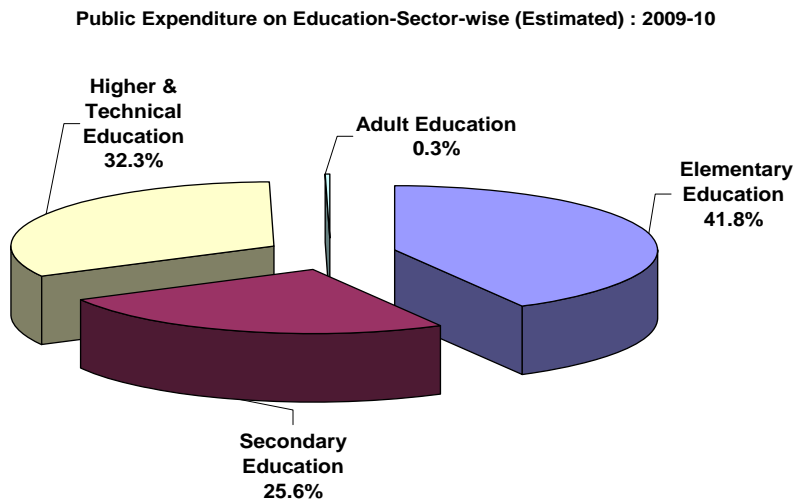
Figure 2.3 shows the sector-wise (estimated) public expenditure on education - 41.8% on Elementary Education, 32.3% on Higher and Technical Education, 25.6% on Secondary Education and 0.3% on Adult Education.

Figure 2.2 – Public Expenditure on Education



Source : http://www.education.nic.in/cd50_yeears/g/w/16/ow160401.htm

Figure 2.3 Public Expenditure on Education – Sector-wise (estimated): 2009-10



Source: Information and Statistical Bureau, UGC

The role of private sector in education has so far been marginal and needs to be suitably enhanced in view of competing claims from other relevant sectors for enhanced public spending. Out of the total allocations in the education sector, elementary education takes a lion's share. The elementary education sub-sector is now saturated with 104% GER. The share of higher education is 11.89% while the share of technical education is 4.78%. The 12th FYP approach paper has set a target of spending 25% of the total budget on higher and technical education. Similarly, the approach paper also mentions a target of spending 1.0% of GDP on higher education and 0.5% of GDP on technical education. The need for higher allocation entails an active cooperation and collaboration by the State governments. There is a need to ensure a targeted and synergistic approach towards creating new institutions and expanding the existing ones.

During the XI Plan, Central funds were provided to setup model colleges in the low enrolment districts and establish polytechnics. State universities and colleges also received grants from the UGC through over 50 schemes. Despite this, Central funding of state higher education is small; its reach is limited and its impact insignificant. The State governments are often unaware of the UGC grants to the State institutions. As a result they are not able to factor in such grants in their own plans for support to State institutions. Overall, the Central funding of State higher education is poorly coordinated, leading to excessive bureaucracy, duplication, inefficiencies, low degree of monitoring, and poor quality of outcomes and value for money for all stakeholders.

2.7 Paradigm shift in Central Funding for State Higher Education

A paradigm shift is needed in the manner the State universities and colleges are funded and supported by the Central government. In place of Central funds directly or via the UGC for individual universities and colleges across different States, Central funding should be done for the State higher education system as a whole. This is essential for three reasons. First, the circumstances and the level of development of higher education varies widely across the States. Due to this diversity, State institutions should be subjected to only one type of intervention and support. Secondly, the Indian higher

education is now too big for effective planning and coordination, State higher education systems are more manageable units. Thirdly, it is seen that the mobility of students across the States is minimal except for top-tier institutions that attract students from all over the country, especially from the north-eastern region, where students in large numbers move out for higher studies. Thus, the States are units for planned and coordinated development of higher education.

Apart from other things, the Central funding could be used to induce the States to increase government spending on higher education; enable them to expand their higher education capacity aligned to the growing demand from students coming out of the school system on the one hand and skill needs of the State on the other; promote equity through focused interventions to target underserved communities through scholarships and free-ships, low-enrolment districts and regions, reduce gaps in higher educational attainments; create enabling environment to undertake academic and governance reforms which include reforming the affiliating college system to promote quality and excellence, promote clustering approach, make provision for common facilities for institutions. Such a plan should take a holistic view and take within its purview central as well as private institutions, so that all three segments of higher education within the state can develop to bring about a quantifiable change. By encouraging private investment and focusing on internal generation of resources, the Plan should build a financially sustainable model. The paradigm shift in Central funding for State higher education may be summarized as follows:

- Enable a systemic view and benefit from synergy in spending by the Central and State governments.
- Based on comprehensive State higher education plans that use interconnected strategy to address issues of expansion, equity and excellence together
- Linked to academic, administrative and financial reforms of the State higher education
- Planned expansion linked to the demand from the school sector and the needs from the economy and society.

- Norm-based funding process may be developed during the 12th FYP under 3 major categories (a) minimum substantial grants on mandatory basis to all universities on transparent and objective 'unit cost-criteria' on pro-rata basis, (b) provision of maintenance grant to all universities based on the demonstrated need and objective criteria, and (c) performance linked incentive grant based on assessable, accountability-linked indicators of performance which are above the minimum standards required from the university system.(recommendation of the MHRD/UGC conference of the Vice-Chancellors)

Education being a subject in the Concurrent List of the Constitution of India, setting up of higher educational institutions is the joint responsibility of the State and the Centre. Even though the State Legislatures are competent to establish universities and new institutions, over a period of time, public investments in higher education have declined. However, while the Central Plan outlays have been increased to over 10 times of the actual expenditure during the 10th FYP, the higher education sector can be meaningfully impacted only if the States are also induced in making proportionately higher investments. At present, the States' share of expenditure on higher education is around 67 % of the total expenditure on higher education.

The National Policy on Education, 1986 (as modified in 1992), envisages that 6% of GDP should be spent on education. At present, India's public expenditure on education is approximately 3.7% of the GDP (2008-09), with the Central share being 0.84% of GDP and that of the States being 2.73% of GDP. Concerted efforts would have to be made by the State Governments as well the GoI to significantly improve expenditure on higher education, including technical education. While the Central Government has consistently increased its expenditure on education as percentage of GDP from 0.61% in 1999-2000 to 0.84% in 2006-07, there is some concern that the share of the States has declined during this period from 3.58% of GDP in 1999-2000 to 2.73% of GDP in 2006-07. The plan allocations by the States have been showing a declining trend as can be seen from Table 2.6:

Table: 2.6 Plan Expenditure: Projections*
(in crores)

Plan Period	Central Plan	State Plan	Total
9 th FYP	2,272	1,724	3,996
10 th FYP	4,233	3,035	7,268
11 th FYP	34,785	5,342**	40,127
12 th FYP (projections)	180,000	10,683***	190,683

*From Plan projections : Planning Commission

**Calculated @ 0.76% increase over 10th plan

***Calculated @ 2 times increase over 11th plan

2.8 The Educational Scenario thus Far: Towards Designing New Approaches

The preceding pages highlight the concerns of enhancing GER in higher education and synergizing it with a paradigm shift in the funding of State higher education system in terms of GDP spending. The achievements in higher education in all its aspects leave scope for revisiting earlier initiatives, after due introspection.

The need for expansion, upgradation and quality improvement of higher education system has never been greater. Efforts in the past in this area have shown that quality of higher education in State institutions and reforms in the State sector would greatly depend upon the extent and manner of support of the Central Government. Reforms in the affiliation system would depend greatly on creation of new universities. Issues of autonomy and accountability can also be addressed with necessary changes in the State policies on higher education by the State Governments. Crucially, almost 84% of the enrolment takes place in the State institutions. The support should not only

supplement initiatives of the State Government but should also seek to incentivize them to address all issues related to expansion, upgradation and quality improvement in a comprehensive and holistic manner.

Chapter 3

Academic and Affiliation Issues

3.1 Academic Reforms in the State universities

There is a plethora of academic reforms suggested by various Commissions and Committees, including National Knowledge Commission and Yash Pal Committee Report. The State universities do not have enough means to put in practice these reforms and that is why they remain limited to universities and institutes funded by the Central government. Central to these reforms is deployment of right kind of academic and technical human resource to bring and sustain functionality. Academic reforms stand on the scaffolding of good infrastructure which is woefully short in terms of academic buildings, student residencies and expandability. Any academic reform introduced without taking into account these scaffoldings will encourage status quo.

Support system for sustaining academic quality has completely crumbled in the state universities, which gets reflected in absence of quality technical manpower required to keep the research facilities and laboratories running. Investment of crores of rupees in state of the art instruments make them no bodies property and kills the initiative of the faculty who work hard to get funding for such facilities.

An effective intervention is urgently required to address this imbalance in the UGC funding pattern. Time has come to change the existing pattern of UGC funding for the university system. For instance, the UGC has to bear a part of the maintenance expenditure of State universities. At same time, such UGC grants as 'One Time Catch Up Grant for non-12B university or college' should not tagged with the condition of a

matching grant from the State government or the Trust, as the case may be. Again, unless the UGC takes the responsibility of funding in perpetuity the posts it sanctions to the State universities under a Plan Period, it becomes difficult for the State universities to recruit teachers/staff for such posts. The State universities which have been recognized as Universities with Potential of Excellence can also be accorded the status of institutions of National Importance, so that they can receive additional support from the UGC and MHRD.

State universities have been forced to introduce innovative and interdisciplinary teaching programmes on self-financing basis because of paucity of public funding. Such programmes very often become inaccessible to poor but meritorious students. Additional financial support for these schemes should be forthcoming from the UGC to reduce the burden of tuition fees paid by students for such courses.

3.2 Specific Areas of Academic Reforms

Concurrent with the national attention towards expansion in higher education and providing for equity, it is also necessary to ensure that quality and excellence are sustained and upgraded in all the institutions of higher education to match upto international levels. In this context, the possibility of mandatory accreditation along with supplementary measures would generate pressure on the higher education system to evolve adequate norms and standards and approaches to assessment.

State universities require serious attention and support to improve their quality of teaching and research. Central government must support State universities through additional grants. This support should be in two forms - those that have excellence should be provided additional funding for reaching higher standards, those that are in remote or under-developed areas should be provided additional funding for improving standards.

Based on the inputs received from Vice-Chancellors of various State Universities and recommendations of Conference of Vice Chancellors during 25-26 March, 2011, the following Academic Reforms need to be implemented:

(a) *Regular Revision of Curriculum:*

The curriculum of professional or science courses need to essentially include experiential learning or the concept of learning. Periodical reorientation and designing of curriculum should be made mandatory and such revisions need to cope up with global as well as location specific advancements and requirements. Courses should be designed to suit the needs of the professions and that the curricula should have the right mix of theory and practice to enhance employability. The curriculum and syllabus should be prepared by a committee comprising representatives from all sections of stakeholders followed by the approval from Board of studies and other academic bodies. Re-structuring and redesigning of curriculum should be at par with national and international standards

(b) *Admission:*

Each University and college should adopt processes of selection that are transparent to the public and each college and University shall provide their admission rules on the website.

(c) *Infrastructure:*

Good existing universities and new universities may be provided with sufficient infrastructure and other resources to have a students intake to the tune of 20000. This will help in effective administration of choice based credit system, proper sharing of resources and development of multi-disciplinary learning.

(d) *Industry-Academia interaction:*

To develop effective University - Industry programmes. Universities be promoted to start innovative multi-disciplinary demand driven courses with public private partnership.

(e) *Faculty Improvement:*

After recruitment faculty should be given training for six weeks. Refresher/orientation programme should be made mandatory for all disciplines. Training and upgradation of teachers, setting up of teacher training centres, incentive policies to attract and retain quality teachers.

(f) *Information and Communication Technology (ICT)/Website :*

A common portal for the each state should be developed for submitting the applications for higher studies. Use of IC) should be made in university administration and governance, teaching and learning process, and examination system and for expanding equitable and quality tertiary education. Virtual classrooms in all the Universities.

(g) *Evaluation:*

Continuous evaluation of students with the help of specified criteria like class tests, seminars, assignments and punctuality to the class etc. and credit system should be adopted for each subject. The CBCS is considered an innovation of great academic value which would give a better assessment of the students than the marks based annual examination system. This has to be backed by regular syllabi renewal and resetting of the curriculum objectives at fixed intervals. At the end of the Under Graduate courses there should be a provision for giving a Course Certificate to all students. In that certificate the particular area or areas in which the students are capable of doing well; as assessed by the tutor (or its equivalent the Lecturer or Asst. Professor in charge) should be marked priority wise. A cluster of Universities preferably at the state level can appoint a committee to externally evaluate the reforms introduced in evaluation in particular Universities. The system may be designed on the international credit system so as to make our system competitive with foreign university system.

(h) *Addressing Shortage of Faculty:*

The UGC and the state governments should take necessary steps for filling up the requisite positions in the colleges as well as provide support for developing the infra-structure for ensuring quality in education. The issue of faculty shortage is also linked to recruitment and retention of quality faculty. This problem can be addressed by ensuring for state university teachers the same service conditions enjoyed by their counterparts in central universities.

Recommendations:

Unlike expansion, access enhancement, quality, excellence, equity and inclusion where policy formulation is still under discussion and in making, the policies concerning reforms in the arena of academics, administration and governance are already well formulated and publicly announced. These are all elaborated upon in detail in the reports of Radhakrishnan Commission (1948), Kothari Commission (1968), National Education Policy (1986), Programme of Action document (1992), CABE Committee reports, Resolutions of the Conferences of the Vice-Chancellors organized by the UGC and AIU, Gnanam Committee, Sunehri Committee, and all other committees constituted by the UGC and MHRD from time to time have repeatedly made several innovative recommendations on such reforms. While recommendations of these committees have been accepted nearly by all and a national consensus has been developed, majority of these recommendations have not been implemented and operationalized. Some of these have been tried and failed while some others have been implemented on selective basis. As a result there is a lot of institutional variations in admission, examination, faculty and governance related practices. Given the fact that most such recommendations are reflected of the most prevalent, if not the best, global practices, it is high time that they are put into practice without further delay. These practices are: mechanism of periodical up-gradation of curriculum, universalization of the semester system, continuous internal evaluation and assessment to eventually replace annual examinations, introducing Credit System to facilitate spatial and temporal flexibility/mobility of students, qualitative admission process.

Some critical Recommendations on Academic Reforms which need to be implemented on priority are given below:

1. Evolving a Perspective Plan by each university for Academic and Administrative Reforms and implementation by all universities;
2. Each university to have a website containing updated information on admission policy, courses and curricula, faculty inputs, faculty profile, research specializations of each faculty and department;
3. Adoption of semester and choice-based credit system with well defined policies of credit transfer to be implemented across all central and state universities;
4. Increased use of technology for expanding equitable and quality tertiary education. Use of Information and Communication Technology (ICT) in teaching and learning process, and examination system as well as use of E-Course ware;
5. Addressing the issue of shortage of faculty. Incentive policies to be introduced to attract and retain the quality faculty;
6. Introduction of four year B.Sc. degree programmes suggested by the Science Academies to encourage interdisciplinary approach to frontier areas of learning (e.g., National Mission in Teacher Education) should be introduced for all subjects including social sciences and humanities as well.

3.3 Policies of the State Universities in relation to the Affiliation System

The affiliation of colleges and research institutions to the universities has been a feature of the Indian higher education system. The affiliating system helped the country to provide access to higher education at low cost as the colleges are distributed over a larger geographical area and serve a large section of the student community. In fact, about 90% of the undergraduate students, 70% of the postgraduate students and 80% of the faculty members belong to the affiliated colleges. The number of students enrolled in the universities and colleges in the Academic Year 2009-10 was 14.624 million, with 12.706 million (86.88%) in the affiliated colleges and the rest in the State

and the Central Universities. Over a period of time, the total number of colleges in the country has increased to 31,324 as on August, 2011, affiliated to 297 State universities in the country. This shows that the number of colleges affiliated to a University and the students' enrolment has increased exponentially. As a result, large sections of administrative and academic human resource and machinery of the universities is used for managing the affiliated colleges, leaving very limited academic productivity time for the universities and their faculty to innovate and to create new knowledge. Consequently, the load of affiliated colleges, ranging up to 900 colleges with some of the universities, has crossed enormous proportions affecting the sustenance of the quality of the higher education system. The National Knowledge Commission and the Yash Pal Committee have also strongly recommended reducing the burden of affiliation of colleges on the universities.

There are 297 affiliating State Universities in India. On an average, each university has 300 affiliated colleges out of which 75% are multidisciplinary, professional, and arts and science colleges. On an average, each college has around 3,000 students and 250 members of the faculty. Every year around 3 million students graduate from the portals of the colleges. To manage these affiliated colleges, each university has to spend more than 60% of its time for the administration of the colleges in respect of processing of applications for granting permission to start new colleges, to start new courses, to examine applications for increase in the student strength in various courses, conducting examinations, valuation of the answer scripts and distribution of certificates and degrees.

Although as per the UGC stipulation, a university should not have more than 100 colleges affiliated to it, some of the State Universities have as many as 500-600 affiliated colleges. These colleges may be spread over a large geographical area around the university. Whereas the main university is expected to focus on post-graduate education and research, the affiliated colleges predominantly impart undergraduate education.

It is time to review the system of affiliation. What is implied is that the practice of affiliation of a number of colleges to a particular State university may be reduced phase-wise. Affiliated colleges that are ready to accept and absorb the education reforms may be given autonomy (both academic and financial) with stringent accountability for their functioning/performance. The colleges that are not yet ready to accept education reforms in letter and spirit may still continue to be affiliated for a period of another three years so as to enable them to be ready for autonomy.

Most universities do not grant permanent affiliation to colleges. Instead, temporary affiliations are given since it becomes an additional source of revenue through affiliation fees. This trend needs to be checked. At the same time it needs to be also ensured that the universities are adequately funded. The distribution of affiliated colleges (as on 31.03.2012) to State universities (as on 21.09.2012) is given in Table 3.1.

Table 3.1 : Distribution of Affiliated Colleges to State Universities

Sl. No.	State	No. of State Universities (as on 21.09.2012)	No. of Affiliated Colleges (As on 31.03.2012)
1.	Andhra Pradesh	33	4066
2.	Arunachal Pradesh	-	16
3.	Assam	07	507
4.	Bihar	14	653
5.	Chhatisgarh	11	641
6.	Delhi	05	243
7.	Goa	01	54
8.	Gujarat	20	1836
9.	Haryana	10	902
10.	Himachal Pradesh	04	344
11.	Jammu & Kashmir	06	328
12.	Jharkhand	07	231
13.	Karnataka	23	3078
14.	Kerala	11	1063
15.	Madhya Pradesh	17	2236
16.	Maharashtra	20	4631
17.	Manipur	-	76
18.	Meghalaya	-	64

19.	Mizoram	-	28
20.	Nagaland	-	55
21.	Orissa	12	1100
22.	Punjab	08	852
23.	Rajasthan	14	2412
24.	Sikkim	-	15
25.	Tamil Nadu	24	2267
26.	Tripura	-	39
27.	Uttar Pradesh	23	3859
28.	Uttarakhand	06	360
29.	West Bengal	20	942
30.	Andaman & Nicobar Islands	-	6
31.	Chandigarh	01	25
32.	Lakshadweep	-	3
33.	Daman & Diu	-	4
34.	Dadra & Nagar Haveli	-	1
35.	Puducherry	-	86
36.	Total	297	33,023

Sources: Annual Report, 2010-11

In order to effectively address this issue, it is imperative that the States are adequately incentivised to create more Universities so that the affiliation process does not result in a large number of colleges being tied academically to one university. The target should be to ensure that the maximum number of colleges to be affiliated to any university does not exceed 100. All norms in respect of affiliation must be in strict accordance with the UGC Regulations, and if this, entail revision of the Acts/Statutes of the State universities, the same should be undertaken.

3.2 Recommendations on Affiliation

- (i) Every state should be mandated to prepare a road map on higher education which could contribute to the formulation of a scientific policy on affiliation. An effective, and not routine or mechanical, monitoring of the colleges by the affiliating university is urgently required. Conditions are usually laid down while granting affiliation, but the universities are not normally able to monitor the fulfillment of such conditions. This practice

needs to be changed. A college not fulfilling the required standards in teaching-learning process and governance should be disaffiliated after giving prior warnings. Of course, in such eventualities, the interests of the students, teachers and staff have to be preserved.

- (ii) The Acts and Statutes of the State universities may be amended suitably to accommodate the vision for a higher enrolment ensuring social equity as well as quality of education. The existing Acts and Statutes may have to be fine-tuned to address the educational issues of the present century.
- (iii) It is important to ensure that accreditation is not limited to universities and colleges but also made mandatory for individual departments and programmes of the university. Funding should be contingent on accreditation. This should lead to more or less uniform quality assurance.
- (iv) The States may not be permitted to constitute uni-disciplinary universities under any circumstances and central funding may be cut to such Universities. Multi-disciplinary synergy is an inalienable element for any university to be worth the name. The UGC and the Centre should view this trend seriously.
- (v) Colleges in the government and aided sector having more than 25 years standing and having National Assessment and Accreditation Council (NAAC) Grade A may be considered for being given autonomous status.
- (vi) Since self-financing colleges and self-financing courses of aided colleges alone have job-oriented interdisciplinary courses, the students who are economically weaker and enrolled in the State colleges are not getting the opportunity to benefit from such courses. Hence State colleges and aided colleges must be supported by the State government to introduce job-oriented inter-disciplinary courses.
- (vii) The affiliated colleges located in rural areas are unable to attract qualified faculty to serve in these institutions. To overcome this drawback, the faculty should be given incentives by the government to motivate them to serve in the rural areas.

Chapter 4

Governance and Leadership Issues

4.1 Policies of the State Universities in Relation to Autonomy and Accountability

The issue of autonomy is crucial to the growth and development of higher education. Autonomy has been a subject of discourse in the Reports of the Commissions and Committees set up from time to time, since our independence, to review the system of education and to initiate the needed reforms and innovations. A study of such Reports not only shows expression of sensitivity towards the erosion of the principle of autonomy in the academic institutions but also the overall environment of lack of accountability in the higher education system in the country. It is acknowledged that there is an interesting interplay between the issues relating to autonomy and accountability and it is not easy to separate the two.

Higher education system in India covers a wide spectrum of institutions. On the one end, we have premier educational institutions like the Indian Institutes of Technology (IITs), Indian Institutes of Management (IIMs), old and established Central and State Universities, on the other, we have some universities established in the private sector which are in their formative years. The issues of autonomy and accountability relating to all these institutions ought to conform to the same set of norms which are essentially required for achieving intellectual excellence in the growth and development of knowledge.

Autonomy broadly emphasizes the freedom to function to achieve academic excellence and to administer the institution through its own rules and regulations. The university autonomy should percolate down to the various organs of the university system. The university autonomy in the present context is not absolute as it has to function within the regulatory framework enforced by the State as the university is established by an Act of

Parliament or State Legislature, which sets the limits of its autonomy. The objectives, functions, governance structures and powers of different functionaries and bodies are enunciated in the Act itself which limits the scope of autonomy to function in the absolute sense. This may call for revisiting the Acts of the universities to provide for autonomy in the various facets of their functioning.

Autonomy of university cannot be and should not be delinked from its accountability. A university is accountable to the society, future of the students, and future of the country. At another level, the university has also to be accountable to the generation of new knowledge and establishment of truth. The society has to put in place appropriate mechanisms to ensure enforcement of the norms of accountability. Each university is under obligation to ensure that it does what it is expected to do in the discharge of its commitments towards the responsibilities entrusted to it and uses the resources provided in a responsible manner to ensure the delivery of outcomes of the tasks undertaken.

The institutional autonomy lies principally in the fields namely, selection of students, appointment and promotion of teachers, determination of courses of study, pedagogy, assessment, areas of research and use of resources. Appointment and promotion of teachers should be based on a nationally determined transparent set of criteria, associating persons of eminence with the process of selection. The determination of courses of study, methods of teaching, and the implementation of evaluation procedures are best left to the academic expertise of the universities. Identification of areas and problems of research which can elevate the status of basic and fundamental research should be undertaken as priority while not ignoring areas of research which lead to solution of critical problems of concern to the nation. Resources of the universities should be suitably apportioned to the prioritized areas of study identified by the university itself.

4.2 Levels of University Autonomy

- (a) **Administration:** The levels of autonomy in the higher education system spans institutional administration, including the Vice-Chancellor, Registrar, Finance Officer, Controller of Examination, Governing Bodies of the University, Departments of the University, teachers and students. Universities should not become administration or administrator oriented. The principal function of the administration is to serve the academic interests of the university. Universities should be visualized as an integrated community in which the teachers are, as it were, 'senior scholars', the students are 'junior scholars' and the administration is a service agency to both. There is too much centralization in the process of decision making in the universities. The governance structures should be such as are conducive for the preservation of autonomy. They should have enough space for consensus making on the basis of discussion and debate. The focus should be to develop such conventions as would largely shift the centre of gravity of authority to the academic wings of the university's governance. The Academic Council should be the final authority in all academic matters. The tendency to attach importance to ideas and proposals merely because they emanate from persons who happen to hold important positions is unhealthy and particularly out of place in the university system where they must be judged objectively and on their intrinsic merit.
- (b) **Departments:** The Departments of a university are its main operational units on the academic side; wider administrative and financial powers should be delegated to them. Departments with DRS, DSA and CAS status could be considered for grant of status of Autonomous Departments within the university set up. Such Departments should enjoy academic, administrative and financial autonomy within the universities.
- (c) **Teachers:** The kingpin of the university autonomy is the teacher; he/she is the pivot on which the excellence of the institution will depend. His/her academic freedom coupled with accountability to the concerns of truth and generation of new knowledge have to remain paramount in the system of higher education. His/her

role is not just to execute the dictates of the hierarchical authority but to make his/her personal intellectual contributions to the advancement of the goals and concerns for which the universities stand. It is evident that there is low involvement of faculty and also students in most policy decisions.

- (d) **Students:** The Education Commission, 1964-66 stated that the students should be encouraged to take part in institutional governance and to make them realize their responsibilities in the day to day functioning of the institution. Representatives of student community should be associated with Academic Councils and all other statutory bodies of the university. The issue is not without its elements of concern and may need to be seriously deliberated by the universities, examining its practical implications. But a support to such involvement is found in some foreign universities where alumni are associated with the governing bodies of the university in the process of decision making.

4.3 Enforcing University Autonomy : Some Key Concerns

(i) **Revisiting the Acts:** There is a need to revisit the Acts of various State universities to find out if there are some clauses detrimental to their autonomy. Such clauses should be replaced by clauses more conducive for the enhancement of autonomy.

(ii) **Streamlining the Recruitment Process:** The universities must have the autonomy to recruit the most competent faculty as per the laid down procedures and purely on the basis of merit. Only persons of impeccable integrity, strong credentials and high achievements in their fields should be nominated on the selection/search committees. The faculty should be recruited purely on the basis of merit and not on any other consideration.

(iii) **Membership of Governing Bodies:** A university is administered by the senior functionaries under the guidance of its statutory bodies like executive committee, syndicate, senate, etc. The persons to be nominated on these bodies must have specialized knowledge in the relevant disciplines and should not have conflict of

interests so far as decision making in the university is concerned. These bodies should not be packed with ex-officio members and government nominees.

(iv) Participation of Alumni in the Governance should be encouraged.

(v) ***Institutional Leadership:*** It is the duty of the Vice-Chancellor to safeguard the university autonomy. This is possible only when the Head is a 'Leader' in true sense of the term in both academic and administrative matters. Special orientation programs or conferences on the management of universities should be organized to enable the Vice-Chancellors, Directors, Pro-Vice Chancellors, Deans, and Heads of Departments to hone their management skills.

(vi) ***Changing Role Perceptions of Public Representatives and Civil Servants:*** The political class and civil servants in education ministries must appreciate that their role vis-à-vis institutions of higher education is restricted to policy making, enactment of legislation and also to monitoring and enforcement of norms of accountability. They must realize that they do not have any legitimate role in the administration of the institutions.

4.4 Autonomy and Accountability: Recommendations

The issues of autonomy need to be addressed in terms of their implications for academic, administrative and financial autonomy governing the university system. This triangular grouping focuses on integrated understanding avoiding water-tight compartmentalization of issues. Many issues related to university autonomy are as relevant today as they were any time before, but for non-implementation, their importance has remained relevant even today and hence reiteration of the same in the context of this Report of the CAFE Committee. The relevant issues have been flagged below:

(a) Academic Autonomy

- Designing of curriculum with a focus on innovation and experimentation to transform teaching and learning into a fascinating and rewarding experience for

teachers as well as students; introduction of new courses to meet local, state, national and global needs.

- Undertaking innovations for periodic revision of curriculum making the process of revision simplified, less cumbersome and less time consuming.
- Autonomy to design own procedure for selection of research fellows with potential for research to enable them to utilize their talents and contribute to quality research.
- Research endeavours not to suffer for want of funds; faculty to be accountable to research of acceptable standards evidenced by publication in reputed journals.
- Adoption of choice-based credit courses along with semester system.
- Switching over to internal evaluation of students over a period of time.
- Setting up an Internal Quality Assurance Cell (IQAC) to continuously assess the performance of the Institution on objective and pre-defined parameters and making the output performance public to ensure transparency and accountability.
- Autonomy of departments within the institutional set-up.
- Transparency and objectivity in the selection of faculty, to be open on All-India basis.
- Performance Appraisal of teachers with adequate weightage for research work based on quantifiable parameters.
- Internal resource generation to fund and encourage participation in national and international consultations, seminars, workshops, conferences, etc.
- Programme for developing human resource for new and emerging realities in the field of higher education.
- Quality of research with the focus on use of international benchmarks such as Citation Indices, Patents, etc.
- Synchronization of academic calendars, at least to begin with for institutions within a State, to ensure mobility of students from one institution to another, if the need so arises.

- Institutional mechanism, infrastructure and facilities for attracting international students and to enter into collaborative arrangements with their counterparts.
- Autonomy to establish linkages for academic and research collaboration with their counterpart academic and research institutions, industry and professional organizations both in India and abroad.
- Development and observance of a Code of Professional Ethics for university and college teachers.

(b) *Administrative Autonomy*

- Management system in the university to encourage best practices of governance, speedy decision making, networking, team effort and collective responsibility to meet the emerging challenges.
- Outsourcing of non-academic activities to achieve better efficiency and greater effectiveness by reducing the overall burden of normal responsibility of running the administration.
- Expedious disposal of litigations on service matters – a case for a Central/State Higher Education Tribunal; grievance redressal mechanisms.
- Norms of accountability for individuals and institutions to be evolved which must be open, participative and data-based.
- Charter of responsibility and devolution and delegation of authority defined for different levels within the university system.
- A mechanism of Academic Audit be introduced under the auspices of Higher Education Councils.
- Placement of Audited Annual Accounts and Annual Reports of State Universities before State Legislatures be made mandatory.
- A system of Student Assessment/Student Feedback be initiated.
- Various statutory bodies of the universities should be represented by eminent academicians.

(c) *Financial Autonomy*

- Provision of funds to individual universities in an untied manner to ensure greater degree of freedom in setting up priorities.
- Mechanisms for deciding the fee structure.
- Free-ships and scholarships to meritorious and deserving students coming from lower economic strata of the society.
- Undertaking consultancy assignments and sponsored research projects.
- Inducing user agencies of the Central and State Governments to contribute to development and growth of the university system by earmarking certain percentage in their respective budgets for such purposes.

4.5 Leadership Development for Educational Administrators in Higher Education:

There is concern and unanimity of the view that one of the major ways in which quality of higher education can be improved is through the twin approaches of high quality leadership and a requisite governance structure.

4.6 Importance of Leadership Development

The Indian Public University system (comprising both State and Central Universities) is one of the largest such systems in the world. Both the State and the Central Governments play a significant role in funding, overseeing and guiding this system. Recently, there has been a significant commitment for additional funding to expand and upgrade both the human as well as infrastructural aspects of the university system. However, with increasing globalization, the renewed prominence of the private institutions and the expected entry of foreign universities in India, it is expected that Public Universities will face increased challenges on multiple fronts, especially the need for leadership development in higher education.

Institutional heads are generally chosen from among academics with some expectations. The Vice-Chancellors come across a plethora of situations which may require innovative handling. So, there is a dire need for professionalizing academic administration by building the needed competencies in the domain of leading people, vision building, crafting appropriate strategies, ensuring suitable structural support, developing relevant systems and processes, inculcating appropriate skills and attitude at all levels in the administration. It is important to emphasize that there is a need to develop leadership acumen in current incumbents at various levels of university administration (VC, Pro VC, Registrars, Deans, and Heads) in the institutional hierarchy but to also create a leadership pipeline in each institution to prepare for future leadership requirements. In this way there will be focus not only on developing leaders for the present but also for the future. Presently, faculty members assume such responsibilities on rotation based on seniority without any formal exposure or induction to management domain which can help them to effectively handle their roles and responsibilities.

4.7 Academic and Administrative Leadership

Leadership can be academic as well as administrative. An individual with good academic leadership may not possess good administrative leadership. Academic leadership nowadays can be quantified fairly well whereas administrative leadership is rather difficult to quantify. Leadership is all about taking the right decisions though sometimes they may not be popular, and the ability to carry majority of people with you. Leadership also requires penetrating honesty and integrity in the individual that ensure trust of the people. Often in the University system where academics should have a fiercely independent mind, political and other expediencies result in academics taking decisions which are not in the best interests of the University and student community.

It is better that those with academic leadership are trained to be administrative leaders in the University system because in the absence of excellent academic

credentials, the individual cannot earn the trust and confidence of the academic community however good an administrator he may be. Moreover, recent surveys have shown that those possessing high academic credentials are able to attract the best talents to the University system and also ensuring transparency, efficacy and accountability in administration.

The first point to note in the development of a program, especially for Vice Chancellors, Deans and Heads of Departments, is that they are always highly experienced, having spent many years advancing in the system. As such a program for leadership development must be designed very differently from standard degree courses which are designed for younger students; the features of such a programme include the following concerns:

- non-prescriptive
- issue centered
- based on problem posing and knowledge creation
- a continuous negotiation
- shared individual and group responsibility for learning
- valuing process as part of learning

The entire approach to learning for senior university administrators must be to capitalize on their knowledge base and facilitate both learning from experts and from each other.

4.8 Modules of a Leadership Programme

The programme may consist of several modules. The modules should be chosen to reflect the priorities of the universities under consideration. As such, the State universities would differ from Central Universities in terms of the modules that are of

interest to them as would independent institutes (such as the IITs and the IIMs) when compared to full-fledged universities. Therefore, the listing given below would need to be customized to suit individual purpose and one may need to create different programme for different categories of educational players and not all topics listed below may be covered in any one programme.

(a) Strategic Outlook

One of the first items that participants in any program need to look at are the following:

- What is the vision, mission, values and purpose of my university?

Thereafter the following questions need to be asked:

- What stakeholders am I serving?
- What does the external environment look like?

Finally based on this, we need to ask what are my strengths? This leads to an analysis of the strengths in: research, teaching, service, infrastructure and curriculum

These need to be matched to the environment.

(b) Self-Awareness and Coaching

There are several instruments that are used to provide feedback to people about their personal styles. It is often very useful to understand the strengths and weaknesses of one's style as an aid to better decision making. Self Awareness, thus, is often a key component of leadership development programs. There are several instruments that are regularly used in Executive Education Programs throughout the world and in the design of the programme, they may be consulted by the institution entrusted with the task of organizing the same.

(c) Raising and Allocating Resources: A Prime Task of a University Administrator:

A modern university is a heavily subsidized endeavor. Even in the United States, where private universities are common and very prominent, on average no more than a quarter of the full cost of educating a student is recovered from the student by way of fees. Raising resources, whether from government agencies, foundations, private donors and alumni, then becomes one of the prime tasks of a university administrator. A good leadership development program will prepare participants to raise resources in a manner that is consistent with their status, mission, vision and values. Further, it may be necessary to also focus on putting proper procedures in place for regular audits and verification of expenditures.

(d) Organizational Best Practices and Benchmarking:

Different universities and even colleges are innovating in key areas pertaining to curriculum design., faculty development, collaboration with global universities, infrastructure management and deployment, research support and the like.

Participants should collectively identify relevant benchmarks for themselves through discussion and through inputs by outside experts.

(e) Developing People

No organization can continue to develop if it is not thoughtful about developing its people through exposure to interesting administrative challenges, training, exchange programmes and peer-review. Good leaders must constantly help their subordinates develop and must act as coaches and mentors to them. How this can be facilitated is a key topic that must be covered in a good leadership development programme.

(f) Leadership Skills for Creating a Research Environment:

One of the key functions of a university is research. A research environment does not just materialize suddenly. It has to be purposively nurtured. In fact, a research

environment has to be thought of a series of steps that ultimately culminate in research impact. It consists of at least the following steps:

- Access to ideas through interface with corporations, NGOs, academics, travel, reflection, reading
- Assessment of ideas through discussion with colleagues, exploration, assessment; dropping of unpromising ideas.
- Developing the ideas and having access to a seminar circuit to present the ideas in a formal setting, eliciting feedback and refining ideas.
- Becoming a part of a network of peer reviewers, understanding their requirements developing one's own work for submission to a journal in that light
- Going through the journal submission and article revision process
- Building thought leadership on the basis of one's published oeuvre

While related, these are distinct competencies and must be developed separately but must function together as an ecosystem. Further, each one of them is a social activity and needs to be nurtured in an institutional context. How one helps universities develop such skills is, without doubt, one of the most pressing challenges facing Indian Academia. This is especially so, since only a handful of Indian Universities find a listing in the global top 200 research institutions. Any leadership program would do well to have expert inputs and peer inputs on this important topic.

(g) Performance Management:

Universities, especially public universities, are accountable to various stakeholders. As an input into the accountability process and also to facilitate continuous improvement it is imperative to define key performance measures and to track them over time. It may be useful, as part of a leadership development process, for participants to reflect on how such processes have been designed for universities world-wide.

There are two sets of measurements that may be used – one is organization wise and the other focuses specifically on faculty performance.

(h) Leadership Role for Designing Innovative Curriculum

Innovative methods must go hand in hand with modern, innovative curricula. Experts in instructional design should help in this regard. Topics of great interest to the Indian University System should include:

- 1) Globalization issues
- 2) Cutting edge practices in leadership
- 3) Social networking for business
- 4) Financial Engineering
- 5) Risk Management
- 6) Execution

4.8 Innovative Use of Technology

In today's day and age, a lot of traditional limitations about access to current research and to research materials, have been lifted by the advent of the Internet. Further, communities of scholars have used technology to not only create tools for research collaboration but also for innovative teaching and administration. Therefore, a session on the innovative uses of technology in higher education is another module that may profitably be made part of a leadership development program.

4.9 Peer Guidance

Newly appointed leaders in the Indian University System may benefit immensely from having a peer guidance network (comprising of academic leaders from the same region) that they may turn to for guidance and support. Building such explicit peer guidance systems into executive education programs, may be very useful.

4.10 Development of Cases

Given the importance of understanding the broad range of experiences of Indian Universities, it will be necessary to develop a rich repository of cases along the lines of what is done in Schools of Public Policy, Administration and Management. It will be necessary to identify both success stories as well as situations where the outcomes fell short of what was desired (if necessary by disguising the situation) and then study them and document them from the point of view of the multiple stakeholders. The focus should be on understanding the implementation process and the challenges encountered there. It may be necessary to also pull in, where relevant, global examples of transformation.

4.11 Sample Curriculum Modules

Several sample curricula need to be developed. For example a program for Vice Chancellors may be a three day program that includes the following topics –

- Strategy Formulation,
- Raising Resources,
- Developing a Research Environment,
- Coaching and Mentoring,
- Creating a Research Environment, and
- Peer Guidance.

For Heads of Departments a three day program may include

- Performance Management,
- Self-Awareness,
- Innovative Uses of Technology in a University Environment and
- Developing People.

Recommendations:

- I. Guidelines at the national level for appointment of Vice Chancellors and Pro-Vice Chancellors.
- II. The Vice Chancellor should not have to undertake financial responsibilities. He should devote his entire time to policy making, promotion of research, mobilization of funds, and liaison with the government, national bodies, funding agencies and the general public.
- III. Appointment of key university administrators (Registrar, Controller of Examinations, Financial Officer etc) should be undertaken only after determining their managerial and people skills as well as their competence to handle the specific assignment for which they are selected.
- IV. Selected faculty members of the university should regularly undergo special training programmes so as to ensure that they develop management and leadership skills and are capable of competently assuming administrative responsibility should the need arise.

Chapter 5

Innovation and Research

5.1 Research Scenario in the State Universities

There is an imminent need to clearly define the research role of State Universities in the context of national and international expectations in the domain of knowledge generation. Research in universities has at times been under criticism for not being innovative, original and of high quality. While the essential mandate of the universities is to train and produce high quality personnel who

can enter into the challenging assignments of the dynamic society and who can meet with most varied tasks and environments of employment, the fact remains that good teaching evolves out of good research and from teachers who engage themselves in research.

For quality research and innovation to happen in the State universities, the basic infrastructure in the universities has to be improved considerably. Funding is a major constraint, as well as critical mass of faculty in each Department. Coupled with this, in-breeding also contributes to poor output in research. Most State universities fail to attract faculty from other States. Research is centered around individuals and the best students are attracted to those individuals who are engaged with high-end research. Industry partnerships in research are not much in vogue in our university system. Basic and fundamental research ought to happen in the university departments since the same does not take place in industry. Criteria such as the number of research publications, impact factors of journals, citations, the amount of funding attracted, etc., should be drawn up for faculty promotions.

To promote and incentivize research, funding of research through the UGC should be on the pattern of Council of Scientific and Industrial Research (CSIR). It should be focused and outcome-oriented. Also part of the infrastructure (one time) funding for research purposes received by the universities should be converted into recurring grants for research. The process of acquiring, especially importing, scientific equipment for laboratories should be simplified. Mobility of researchers is important and should be facilitated. Equally important is the mobility of the research assistants, which also needs to be addressed.

The issues of research and innovation need to be addressed at various levels, namely: (i) the way the research programmes such as M.Phil and Ph.D are organized and carried out adhering to the minimum standards stipulated by UGC for production of quality M.Phi/Ph.D; (ii) time and energy devoted by the faculty in carrying out

independent research projects (iii) the outcome and quality of researches undertaken by the faculty; and (iv) integrating research with teaching. There is a need to enhance the involvement of faculty working in the postgraduate and research departments, and colleges to engage themselves in research, since they are presently engaged predominantly in classroom teaching. The initiatives taken by the UGC in this direction need to be supported and supplemented by creating appropriate mechanisms and structures in the State universities and the colleges so that teachers could be motivated to undertake research as an important agenda of their professional responsibilities and career progression .

State universities that have had a long and reasonably good academic culture of research and innovations have also been facing serious procedural problems such as lack of administrative support, delay in clearance of research proposals, timely release of funds and institutional monitoring of research needs. Most of our universities need to strengthen the support for Intellectual Property Rights (IPR) related initiatives in order to encourage successful patenting as well as innovation in teaching and research.

5.2 Suggestions to promote Innovations and Research

State universities require serious attention and support to improve the quality of teaching and research. State and Central governments should enhance the quantum of inputs in this area. The Committee endorsed the specific suggestions and recommendations of the conference of Vice Chancellors held from 25-26 March, 2011 to promote innovation and research in the State Universities:

(i) Specialization-Oriented Inter-University Centres (IUCs)

More speciality-oriented Inter-University Centres (IUCs) may be created, particularly in view of the enormous benefits presently accruing to the faculty/scientists from the existing IUCs. Provision of "Central Instrumentation Facility" catering to all the faculties should be made. To maintain the instruments and their running costs, a Corpus Fund with the support of the UGC may be created in each State university. A data bank of all the major equipment may be

maintained at the State university level and shown on the university web page to enable collaborations and for optimal utilization by all the stakeholders. An IUC for informal knowledge systems pertaining to cultures, communities, heritages, endangered languages, etc. should be set up by the UGC at the national level.

(ii) *Innovation Clusters / Innovation Incubators:*

University Innovation Clusters should be set up in all geographical locations with the State university acting as a nodal point of such a cluster, with a view to building an innovation network with industry, other universities and Research and Development (R&D) laboratories. This would ensure optimum use of human and infrastructural resource. An Innovation Incubator should be established to create the necessary linkages between the State university, relevant local/national industry, research labs. / Institutions, Civil Society and the Government. The funding for such initiatives on creating clusters and incubators be realized through PPP mode. For State universities/institutions located in remote/rural/ less developed areas special steps should be taken to develop their human resource and infrastructural capacities. These steps may include 'mentoring' by reputed National Institutions/Labs./ Industry/Individual's, etc.

A concerted and collective effort may be made by the State universities and research institutions located in various geographical regions to access, coordinate and develop cross border resources and knowledge pools. Measures like incentive networking with the cross border academic and research institutions and exchange of scholars, professionals and experts could be undertaken in order to facilitate the same. To encourage university-industry partnership, adequate measures should be taken including fiscal incentives.

(iii) *Research Grants:*

The UGC should provide block grants of Rupees 20-40 crore per annum (depending on the size of the State universities) to the State universities and give them full autonomy of its utilization. State Governments or the UGC may allocate

sufficient fund (@ 2.5 lakh/annum/ teacher) to all teachers per year for the promotion of research. Funds for development of research infrastructure facilities like Special Assistance Programme (SAP) programme be given to each PG department of the State university. Separate funding for enhancing research for State universities of high reputation in research like PURSE scheme need to be implemented. Generous funding may have to be given to the State Universities for carrying out quality research so that high caliber human resource is produced.

(iv) *Industry-Academia Interaction:*

The faculty of the State universities could be allowed to take up consultancy and collaborative research with industry and other private stake- holders. Every State university should enhance the relationship between universities and industries for the scientific advancement as well as for developing quality workforce.

(v) *Incentives to Teachers:*

For the promotion of research activity, the State Government should encourage the college teachers by providing seed money or Research starter-grant for research projects. Faculty with higher performance and output in terms of research should be considered for incentive promotions. There should be a non-lapsable pool earmarked for research work at the State university level with due incentives, awards and recognition for outstanding research work. At the State level, a body involving distinguished scholars / researches having distinction in different areas both at the national and international level, should be constituted.

(vi) *Research Facilities:*

A separate common fund for developing sophisticated facilities is necessary for developing research capabilities of the State university system. Common research facilities should be available to researchers of all universities in the State, with appropriate maintenance funding for such common facilities. The scholars should be given appropriate research scholarships and the universities

should be able to build up facilities like well-equipped laboratories, language laboratories, libraries, archival collections, etc.

(vii) *Intellectual Property Rights (IPR) Cells:*

The scientist inventing the IPR should be given priority in sharing the IPR alongwith the sponsoring agency and the State university and should be encouraged to develop, disclosed patent and commercial intellectual property.

(viii) *Data Bank:*

A data bank be created on problems faced by industry / enterprises / society for undertaking research projects in the State university. The interdisciplinary expertise, equipped laboratories, students, library services in the State universities / affiliated colleges should be used for joint research with research institutions / industry. Databank of universities in the State should also be created.

(ix) *Research Publications:*

Research publications by the faculty of the State universities, on acceptance by international journals could be considered for funding towards full or partial cost. The faculty should be allowed to draw royalty income from transferring of their inventions to industry. They should also be encouraged to take up paid consulting work for companies or positions in Advisory Boards.

(x) *Foreign Collaboration:*

The government should liberalize the policies for collaboration with foreign countries and to receive the grants for research.

(xi) *Research Incentives for Students:*

The government should increase amount and number of student fellowships. Fellowships should be given at different stages starting from entry to graduate programme. The conducting of course work for Ph.D. should be undertaken by the recognized research guide in collaboration with the University Departments

and, if necessary, invite experts from outside the State university. The UGC should provide funds to introduce Masters-Ph.D. integrated courses in the State Universities for at least 20% of students in each subject.

(xii) *Information and Communication Technology (ICT):*

ICT content development be made compulsory at the State university level. The research scholars should be motivated to opt for innovative inter-disciplinary research to take advantage of the convergence of technologies. Centres of Excellence in Research and Development should be created in at least 10 important and specific areas chosen by an expert committee. Joint ventures and Memoranda of Understanding with world class universities and premier institutions across the world should be encouraged

(xiii) *Developing Centres of Excellence:*

The State universities may develop at least one centre of excellence in a discipline considering its own human resource endowments and regional requirements. Existing models either in the central universities or research centres in this regard may be studied. It is also necessary to study success models of coordination and collaboration between and State universities and Central Universities and Research Laboratories.

(xiv) *Innovative Academic Programmes:*

Promoting quality research, requires, besides other things quality Research students. One initiative suggested is introduction of four year programme with a provision for Master Programme with additional credits. This has to be supported not only to augment quality input but more importantly to retain them for research.

(xv) *Funding for Cutting-edge Research:*

Top academicians prefer to join only those special institutions which have good research funding rather than a university. This trend is very much against the international practice where the cutting edge research is carried out in the

universities and not in the institutions outside the university system. Carrying out cutting edge research in a university has a merit that there is always a fresh blood and also the young minds are motivated to take research as their career. It is most important that the cutting edge research is brought into the State university system commensurate with funding so that high calibre human resource is produced by the university.

5.3 Recommendations:

In respect of Research and Innovations, the following emerged as the major recommendations:

- Earmarking of budget allocation for research and innovations for individual universities.
- Establishment of specialization-oriented Inter-University Centres (IUCs).
- Establishment of Innovation Incubators to create necessary linkages between the university, relevant local/national industry, research labs, civil society, through PPP mode.
- Issue related to Intellectually Property Rights (IPR).
- Role of University Innovation Clusters for building an innovation network with industry, other universities and R & D Labs to ensure optimum use of human and infrastructural resource; and
- Enhancing the number as well as amount of Research Fellowships;

However, there is a need to further identify and deliberate on key areas of concern in order to convincingly make our way forward. Research and innovation capabilities need to be developed with social accountabilities. There should be a social relevance in the research. University can develop a thrust area of their researchers. Based on it some incentives should be provided with special grants to the R and D Programmes of the

Universities. The research capabilities of the individuals researches should be enhanced and encouraged through the packages of incentives.

Chapter 6

Recommendation: Scheme of Rashtriya Uchchar Shiksha Abhiyan (RUSA)

The proposed Rashtriya Uchchar Shiksha Abhiyan is a new centrally sponsored scheme for funding the state universities to achieving the aims of equity, access and excellence. The salient features of RUSA are as follows

- It is an umbrella scheme that would subsume other existing schemes in the area.
- The central funding would flow from MHRD through State Councils of higher Education to institutions.
- The funding to states would be given on the basis of state plans of higher education prepared by the states. The plans would address each state's strategy to address the issues of equity, access and excellence.
- All funding under the RUSA would be norm based and future grants would be outcome dependent. Certain academic, administrative and governance reforms will be precondition for receiving funding under RUSA.
- Centre-State funding to be in the ratio of 65:35 for non special category states and 90:10 in special category states.

6.1 Goal

The objectives of RUSA would be to achieve the target of GER of 30%, which the central Government has set for itself, by the year 2020. The central Government also aims to improve the quality of state universities and colleges and enhance existing capacities of the institutions. The scheme has a clear focus on the objectives to

- Improve the overall quality of existing state institutions by ensuring that all institutions conform to prescribed norms and standards and adopt accreditation as a mandatory quality assurance framework.
- Expand the institutional base by creating additional capacity in existing institutions and establishing new institutions.
- Correct regional imbalances in access to higher education by facilitating access to high quality institutions in urban & semi-urban areas and set up institutions in un-served & underserved areas.
- Improve equity in higher education by providing adequate opportunities of higher education to socially deprived communities; promote inclusion of women, minorities, SC/STs and differently abled persons.

6.2 Scope

RUSA will support all state universities and colleges (Both 12B and 2f and non-12B and non-2f) from all states and Union Territories (UTs) across the country. An estimated 316 state universities and 33,023² colleges will be supported under this initiative to improve learning outcomes and employability of Graduates and scaling-up research, development and innovations. The project will also support these institutions to improve their policy, academic and management practices.

The project would also enable and empower the states to develop sufficient capabilities to plan, implement and monitor. A Baseline Survey, based on project norms, will be undertaken by the states, as part of the project to map the states on higher education.

6.3 Approach

RUSA will fund the institutions under a few key components. The yardstick for deciding the quantum of funds for the states and institution will be the norms that would reflect the key result areas (access, equity and excellence). The State plans will capture the current position of the states and institutions on the basis of these norms as well as

² Chapter on Higher Education, XIIth Five year Plan, Planning Commission of India, New Delhi, 2012

the targets that need to be achieved. The State Higher Education Council, to be set up by each State, will undertake this process of planning and evaluation, in addition to other monitoring and capacity building functions.

In order to achieve these targets, certain reform processes and commitments will have to be made. Under RUSA some of these conditions will be *a priori*; commitments made by the states as well as institutions, for them to become eligible for funding under the Scheme. The non-negotiables include academic, sectoral and institutional governance reforms, creation of State Higher Education Councils, funding commitments by states, filling faculty positions etc. RUSA will provide financial support for meeting these conditions, given that the commitment to fulfill them is made by the concerned body. Once eligible for funding under RUSA after meeting the non-negotiable commitments, the States will receive funds on the basis of their achievements on the norms.

The approach to RUSA



6.4 Strategy

The project will be implemented through the Ministry of Human Resource Development (MHRD) of the Government of India as a “centrally Sponsored Scheme” with matching contribution from the state Governments and Union Territories (UTs). MHRD and states will share the project cost. Project cost in the funded and aided institutions (12B and 2f as well as non 12B and non 2f) for all sub-components will be shared between the central Government and state governments in the ratio of 65:35 by all states except the Special Category states for which the ratio will be 90:10.

A set of eligibility criteria for states will be enforced to achieve a high and sustained impact of the project. The criteria will seek to incentivise the states to undertake governance, academic and affiliation reforms, deliver quality education and undertake research and innovation in an efficient manner. These will form the essentials of the State Higher Education Plan, guided by the norms and parameters of RUSA. The states will be required to set up State Higher Education Councils not only to prepare the State Higher Education Plans, but also to implement it and manage funds disbursement at the state level.

The project will require the institutions covered under RUSA to implement academic and non-academic reforms for their self-conceived development programs that focus on equity, quality and excellence in teaching and research, resource mobilization and greater institutional autonomy with accountability.

The project will lay major emphasis on monitoring and evaluation. The prime responsibility of monitoring will lie with the institutions themselves. The management structure at the Institutional level i.e. the Board of Governors (BoG) will monitor the progress of Institutional projects on a regular basis and provide guidance for improving the performance of institutions in project implementation. The information from project institutions will be collected through a scalable web-based Management Information System (MIS). State Governments will regularly monitor and evaluate the progress of institutions. The Government of India will conduct annual reviews of the project with

assistance from the RUSA Mission Authority. The monitoring will be based on action plans prepared by each project institution and achievements made on a set of norms, which will be defined in the Institutional Development Plans.

6.5 Components of RUSA

RUSA is envisaged as a prime vehicle for strategic funding of state institutions so as to ensure that issues of access, equity quality and excellence are addressed in a holistic manner with the State as a unit of planning. The following are the primary components of RUSA that capture the key action and funding areas that must be pursued for the fulfillment of the targets:

1. Creation of new University and Colleges
2. Institution of Scholarships
3. Expansion of courses and disciplines
4. Research and innovation grants/funds
5. Accreditation authority
6. Infrastructural upgradation of existing institutions
7. Establishing Management Information System
8. Faculty support – recruitment and capacity building
9. Sectoral reforms
10. Administrative reforms
11. Academic reforms
12. Affiliation reforms

A cornerstone of RUSA will be certain conditions or non-negotiables, which are the essential reforms and commitments regarding financing processes that are necessary for the scheme to achieve its goals. The non-negotiables are at two levels, commitment by States to Center and the commitment by Institutions to States. Unless these commitments are fulfilled, the States and institutions will not be able to avail of grants through this CSS.

Non-Negotiables

Non Negotiable	
From States	<ul style="list-style-type: none"> • State Higher Education Council • State Plan • State contribution to higher education • State funding commitment – share and timeliness • Filling faculty positions • Affiliation reforms • State accreditation authority • Sectoral governance reforms • Institutional density • Establishment of Management Information System
From States for the Institutions	<ul style="list-style-type: none"> • Institutional governance (administrative) reforms • Academic reforms • Examination reforms

6.6 State Higher Education Council

In order for the State Higher education system to function effectively, states need to set up State Higher Education Councils. The Councils will perform multiple roles such as strategy and planning, monitoring, evaluation fund management at state level etc.

6.7 State plan

The States must make a detailed State Plan keeping in mind the norms and indicators prepared under RUSA as well as the prescribed format for the State Plans. The State Plan will be the primary vehicle that will be used by States to plan for the growth of the higher education sector in their States. The plans will be made keeping in view the five-year targets that the state wishes to achieve. These targets will be broken down into yearly milestones and plans will be made around these targets. Each state plan will be made according to the timelines and broad parameters prescribed under

RUSA and will be sent to the RUSA Mission Authority for evaluation. Based on the targets as well as past performance of the States, they will be allotted monies.

6.8 State funding commitment – Share and Timeliness

The project envisages for a center to state funding in the ratio of 65% to 35% and 90% to 10% for special category states. It has been observed that many state universities have not been able to perform well for want of adequate resources. The center has committed to allocating 65% of the resources. While the state would have to commit 35% of the resources as per the center-state share upfront. Such a commitment from the State government will help in timely disbursement of resources for the implementation of the State higher Education plan.

6.9 Filling faculty positions

The faculty forms the backbone of any good educational institution. State Universities in most cases suffer from acute faculty shortages, both in terms of poor student-faculty ratios as well as a large proportion of vacant faculty positions out of those sanctioned. In the previous sections we have explored the reasons behind the faculty shortages, mostly the lack of financial resources restricts the states from appointing faculty. For any significant changes in quality, in some cases even for the functioning of institutions, its necessary to appoint full time faculty. Hence, the States must ensure that the faculty positions are filled in a phase-wise manner.

6.10 State Accreditation Authority

Assessment and accreditation in the higher education, through transparent and informed external review process, are the effective means of quality assurance in higher education to provide a common frame of reference for students and others to obtain credible information on academic quality across institutions thereby assisting student mobility across institutions, domestic as well as international. Presently, accreditation is voluntary as a result of which very few colleges and universities are accredited. Mandatory accreditation in the higher education would enable the higher education system in the country to become a part of the global quality assurance system.

Mandatory accreditation in the higher education would require a large number of competent and reliable accrediting agencies to be recognized, monitored and audited for academic competence through an independent but accountable institutional mechanism.

It is therefore proposed to establish a state level accreditation agencies which would be invested with the responsibility of accrediting higher educational institutions including universities, colleges, institutes, institutions of national importance and programs conducted therein. Institutions imparting higher education beyond twelve years of schooling would be mandatorily accredited.

6.11 Affiliation reforms

A large number of institutions and enrollments are under the affiliated college system and any serious attempts at improving the quality of higher education institutions must necessarily address the ills of affiliation. Given the financial support that the affiliate colleges give to the university, there is always a reluctance on the part of the universities to undertake these reforms.

Under RUSA, the State Government's commitment to undertake reforms in the affiliation system is an *a priori* condition to getting the funding. Following are the paths that can be taken in reforming the affiliation system:

1. Limit the number of colleges to be affiliated to any University to 100³. However, this would mean establishing more affiliating universities than the present numbers.
2. Create College Cluster Universities by clustering a minimum of 50 colleges in the area surrounding a city or district giving the university its own independent establishment and relevance.

³ UGC- Affiliation Reforms Committee Report, 2011

3. A number of colleges could be encouraged to merge, to create a larger institution. It is likely that this larger institution would have the capacity to become autonomous.
4. Establish new constituent colleges where there is a large youth population. Unlike the affiliated colleges, which are managed by college management committee, the University will manage the administrative control of the constituent colleges.

6.12 Governance Reforms

There are in particular two strands of governance that must be improved:

- Sector governance: Managing the higher education system with a strategic framework and appropriate accountability so that institutions achieve the state objectives.
- Institutional governance: The structures and processes within which institutions are given autonomy to plan and manage their affairs so as to achieve both the state and their own local/regional objectives.

6.13 Sectoral Governance Reforms

It is for States to very clearly define their role and give enough autonomy to Universities but build in strong accountability mechanisms. Therefore the State must do the following:

- Set state specific targets and policy goals for higher education and agree about the “size and shape”
- Strategic planning for the sector
- In addition, the State must also ensure that there are certain Governance Conformity mechanisms that are facilitated. These would be :
- Adoption of funding models that give institutions greater freedoms and that encourage them to develop new sources of income

- Creation of external agencies that monitor the quality of all courses delivered by institutions
- The development of new forms of accountability through reporting on performance and outcomes in achieving nationally set for the sector, as well as institutionally set targets
- Gradual withdrawal of the state from, decisions on appointment of chair of the board or president and members of the board

6.14 Institutional Governance Reforms (Administrative Reforms)

The following would be a way forward in bringing about better institutional governance:

Introduce more autonomy in universities. There are generally three main forms of autonomy: academic, financial, administrative/human resources. While the universities currently have some level of administrative autonomy, there is a need to devolve more authority to the universities in the areas of academic, finance and human resources. For example, the universities should be recognized as experts in academic matters and be given the authority to take all decisions including curriculum and examinations. In the areas of finance, the universities could be given autonomy to manage their own budgets including sourcing for their own funds and being allowed to keep them subject to well-defined policy and reporting parameters. In the areas of human resources, the proposal is that universities should be allowed to select and recruit their own staff (both academic and non-academic). This gives the university more flexibility, and enhances its effectiveness and competitiveness; leading to an overall improvement in the quality of education.

6.15 Academic Reforms

An action plan is needed for the phase-wise introduction of substantive academic reforms in the institutions of higher education in the country. Academic reforms are a key towards imparting better quality education that is oriented towards employability and innovation. In addition to changes in the existing system, new policies need to be

introduced that make the higher education system more flexible to the needs of the students and the society. The reforms in this area would include;

- 1. Semester System**
- 2. Choice-Based Credit System**
- 3. Curriculum Development**
- 4. Admission Procedure**

6.16 Examination Reforms

Higher education in India has thus far been largely examination centered. Examination only at the end of academic session or year, more often than not, insulates students from the quest of knowledge, the excitement of discovery and joy of learning. Often the annual examination, along with marks, percentages and divisions, leads to insensitive cramming up of superficial information. It is surprising that, in several instances, university certified degree holders are subjected to fresh written examination, before they are accepted for jobs in public and private sectors.

Most *universities* and institutions of higher education in Western Europe and North America base the assessment of their students wholly on "internal evaluation", following the principle, 'those who teach should evaluate'. However, looking to the prevailing conditions in India, an adoption of this approach would be too radical and abrupt. Given these considerations, it may be more prudent that the assessment of the student performance be carried out through the following;

- 1. Continuous Internal Evaluation**
- 2. End-of-Semester Evaluation**
- 3. Integration of Continuous and End -of- Semester Evaluation**

6.17 Governance Structure for RUSA

The following is the proposed governance structure with corresponding roles assigned for each level.

Level	Institution	Composition	Role
National Level	RUSA Mission Authority	<ul style="list-style-type: none"> • HRM – Chairman • Secretary HE – Vice Chairman • Chairman UGC • Four chairpersons of State Higher Education Councils • Three Experts in the field of HE • Financial Advisor in MHRD • Joint Secretary HE – Member Secretary 	<ul style="list-style-type: none"> • Overall policy and planning • Review functioning of the Project Approval Board • Allocate funds to Project Approval Board for release to States • Commission studies
	Project Approval Board	<ul style="list-style-type: none"> • Secretary HE – Chairman • Chairman UGC • Chairman AICTE • Chairman State Higher Education Council of the concerned State • Two experts in HE sector • Financial Advisor in MHRD • Joint Secretary HE 	<ul style="list-style-type: none"> • Examine and approve state plans • Assessing performance states and institutions • Approving release of funds
	Technical Support Group	<ul style="list-style-type: none"> • To be appointed on contractual basis 	<ul style="list-style-type: none"> • Monitor flow of funds and information • Generate MIS reports as required • Provide all operational support to the Project Approval Board
	Project Directorate (in MHRD)	<ul style="list-style-type: none"> • Joint Secretary – as Project Director • Three DS/Director ranked officers • Three Under Secretary ranked officers • Adequate support staff 	<ul style="list-style-type: none"> • Facilitate holding meetings of the Mission Authority and Project Approval Board • Overall project fund management • Overseeing project implementation at the central and state levels, • Policy inputs for Mission Authority • Maintain statistical data

			<ul style="list-style-type: none"> and MIS reports • Engage project auditors as required
State Level	State Higher Education Council	<ul style="list-style-type: none"> • Eminent Academic - Chairman • Eminent Academic and Administrator -Chief Executive, • Nominee of State Government - Member • Nine individuals in the fields of Arts, Science and technology, culture, civil society, industry etc. - Members 	<ul style="list-style-type: none"> • Preparing the State Perspective Plans and Annual Work and Budget Plans • Monitoring and implementing these Plans • Advise State Government on matters of higher education • Advise universities on statute and ordinance formulation • Coordination between regulatory bodies and governments • Maintain statistical data and MIS reports • Receive funds from Centre and disburse in accordance with Plan • Release State's share of funds to institutions • Evaluate state institutions on the basis of norms and KPIs developed under RUSA
	Project Directorate (in State Government)	<ul style="list-style-type: none"> • State Mission Director • Adequate support staff 	<ul style="list-style-type: none"> • Overseeing project implementation at the state levels, • Maintain statistical data and MIS reports • Engage project auditors as required

	Technical Support Group	<ul style="list-style-type: none"> • To be appointed on contractual basis 	<ul style="list-style-type: none"> • Monitor flow of funds and information • Generate MIS reports as required • Provide all operational support to the State Higher Educational Council
Institutional Level	Board of Governors	<ul style="list-style-type: none"> • To be constituted as per Act/UGC regulations 	<ul style="list-style-type: none"> • All policy decisions for implementation of project at Institutional level • Ensure proper utilization of project fund and timely submission of Utilization Certificates, • Adherence to fiduciary requirements under the project such as Access, Equity, Excellence and Disclosure Management Framework (DMF), and • Monitor progress of all activities, resolve bottlenecks, and enable the Institution to achieve targets for all key indicators.
	Project Monitoring Unit	<ul style="list-style-type: none"> • Institution head – Project Director • Administrative officers, faculty members, student representatives, technical and non-technical staff - Members 	<ul style="list-style-type: none"> • Procurement of Goods, Works and Services • Financial management • Implementation of faculty and staff development activities and programs; • Monitoring project implementation • Achievement of targets for all indicators as proposed and keeping MIS updated • Organizing monitoring and performance audits, etc.

6.18 State Higher Education Plans

States would be required to prepare perspective plans on expansion, up gradation and quality improvement of higher education. Central funding under RUSA would be based on annual plans and five-year perspective plans of states. The perspective plans would include mapping of institutions for capacity building, identifying areas of demand for new institutions, correction of imbalances – regional, caste, gender, ethnicity etc., new universities to be established so that the number of affiliated colleges in existing state universities does not exceed 100, a model degree college in each district etc. improving infrastructure in existing and new institutions– classrooms, hostels, laboratories, library, and use of ICT etc. The plans should also cover academic and examination reforms including CBCS and semester system, governance reforms and accreditation plans and faculty and resource planning.

It is proposed that the funding pattern should be 65:35 for general and 90:10 for special category states. (50% of the state share could be mobilized through PPP). The concerned state governments will meet the balance funds including recurring cost of the institutions. Land will be provided free of cost by the state government. The flow of funds will be either through the UGC to 2(f) and 12B institutions or from the Ministry of HRD to the concerned state governments. All reimbursements would be outcome based.

It is also recommended that funding under RUSA should be graded with the initial funding at 1/3 of the central share. This could then be further incrementally linked to governance and academic reforms as detailed under RUSA. This would be more appropriate and implementable for universities. For colleges, putting in place the basic infrastructure should be the principal focus of RUSA and therefore funding need not be graded and should only be norm based.

6.19 Approach, Planning and Appraisal

Under RUSA, a detailed planning and budgeting exercise will be taken up every year to fix the annual targets for program implementation and hence the required budget for them. To effectively implement and monitor the activities during the year,

each Implementing Agency in the State is required to prepare a plan of action. This should indicate the physical targets and budgetary estimates in accordance with the approved pattern of assistance under the RUSA. These should cover all aspects of the program activities for the period from April to March each year, and are sent by each State/ UT to the Ministry of Human Resources Development, Government of India for approval well before the start of the year. It is important that the action plan is realistic, practically implementable and correlates the physical outputs with the cost estimates.

6.20 Bottom Up Approach

RUSA follows a Bottom Up approach for planning and budgeting. The process begins at the institutional level, which prepares the “Institutional Development Plan” based on inputs/ discussions with the multiple – stakeholders within its jurisdiction and sends to the SCHE. In addition, the State Council for Higher Education (SCHE) should also engage in consultation with multiple stakeholders across the State taking into account Regional requirements as also requirements in keep with equity and access concerns (especially underserved and backward districts). These are then aggregated to form an integrated State Higher Educational Action Plan.

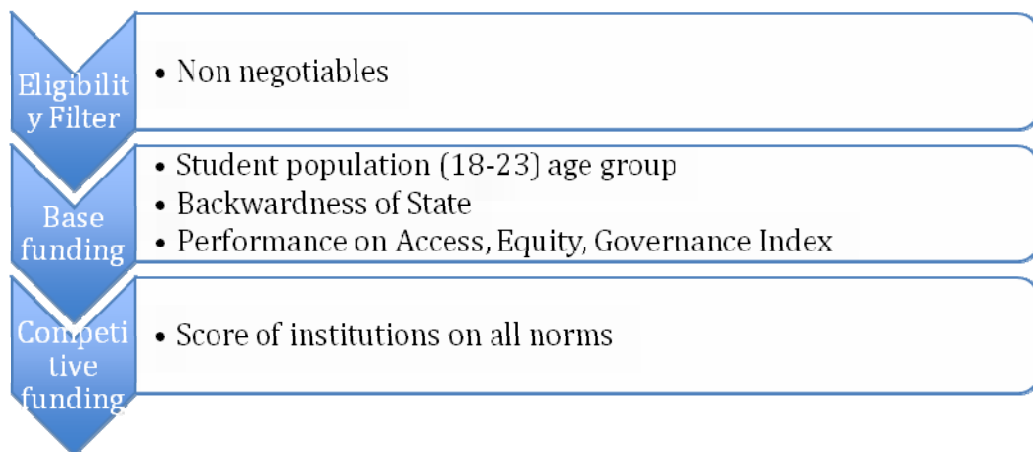
6.21 Financing Strategy of RUSA

(i) Norm based funding

As already discussed, central funding should be strategic, based on State Higher Education plans which should be leveraged to stimulate enhanced state funding. It is imperative also that central funding is linked to academic and governance reforms. The most transparent and objective way to do so would be through norm-based funding for state universities and colleges. In addition institutions should be encouraged to raise their own funds through various legitimate means. Allocation of operating budget should be based on objective norms and new investments based on competitive grants and performance contracts.

The overall norm based funding schema should apply filters at the primary, secondary and tertiary levels to determine the eligibility of institutions to receive funding. At every level, the kind of funds for which the institution becomes eligible will be defined. The norms, which would determine the eligibility of institutions to receive funding, would also grade the institutions based on their level of compliance to regulations to determine the quantum of funding. The institutions will be given an objective score against these norms and it will decide the quantum of funds they will be eligible for.

This funding would necessarily have to be expended in the higher education sector in the state – and would not substitute state funding, since the state government would have to necessarily increase its annual investment by a fix percentage. As such, the funding will not be cost-based in which the Center finances specific investments, rather the center’s funding contributes to the state’s investment program in higher education. As part of the design, it would be discussed to which degree the norms would vary in a pre-fixed and transparent manner across states to take into account differences in sizes, priorities, and sector characteristics.



(ii) Performance based funding

The other component of RUSA would be performance based funding. The State Higher Education Councils will create State Higher Education plans. These would serve as the benchmark against which the performance of the state and particular institutions will be graded. Depending upon the level of achievement in various spheres of the plan,

the funding for the future would be decided. Of course, the funding for the future would also take into account the new Plans submitted by the Councils. This assessment would clarify the state and institutions ability to fulfill the targets it sets for itself; it will also trigger healthy competition amongst the institutions.

(iii) Fund Flow from MHRD to State

- After the approval at MHRD, sanctions are issued to respective SHEC accounts and funds are transferred online to the states/ UTs.
- The State will deposit its proportionate share to the SHEC in the same financial year and confirm the credit of 35% of State's share under RUSA (based on total releases under RUSA).
- The funds with the SHEC do not lapse at the close of financial year. SHEC will be empowered to utilize the unspent balance during the next financial year for the same purpose for which the funds were allocated. The amount shall however be taken into account while releasing grants-in-aids for the next year. Also, the amount remaining unutilized at the close of the program shall either be refunded or utilized in a manner as decided by the Government of India.

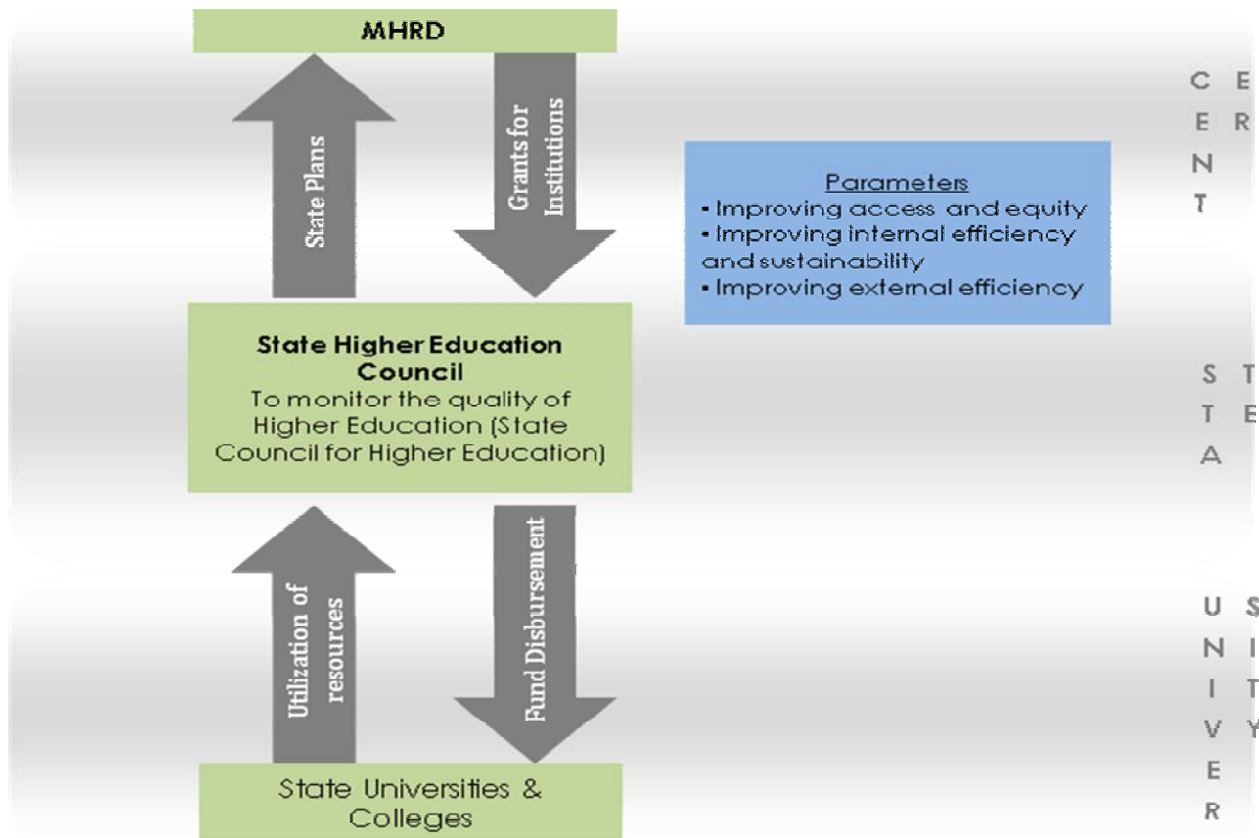
(iv) Fund Flow from State to Institutions (Universities and Colleges)

SHEC should transfer the funds to the districts within 15 days of the receipt of funds from Gol. These funds include all components agreed to in the State Higher Education Plan as agreed to by the Gol.

- SHEC should directly credit to the bank account of the main account of Institutions
- The releases made to Institutions should be as per the approved Institutional Action Plans and after adjusting unspent balances from the previous year

6.22 Flow of information

Since RUSA's basic principle in norm-based funding, the backbone of the plan is the information on the basis of which norm-based and performance appraisal decisions can be taken. Hence RUSA envisages a robust MIS to be in place for the purpose.



6.23 University

The basic Unit of Information collection will be the university. The university will collect all the information from affiliated and constituted colleges. The information will be collected through the Management Information System that will be developed and installed in all universities for this purpose.

6.24 State Higher Education Council

The State Higher Education Council will collate this information at a state level. The responsibility of timely and accurate data collection and maintenance of the MIS systems is one of the major responsibilities of the State Higher Education Council. This information would have three-fold use for the Council:

- Assessing the performance of every university on an yearly basis, in terms of the norms set by RUSA and advising universities to improve their performance
- Assessing the performance of universities against specific grants or project based funding
- Formation of the five year state education Plans on the basis of the current performance and possible future growth

6.25 RUSA Mission Authority

The Information collected on a state-wise basis would be sent to the RUSA Mission Authority. At this level, the information will be used to ascertain eligibility of the institutions for further funding for the next financial period.

6.26 Management Information System

Collection of data from state universities has not been attempted at this level ever. The existing mechanisms are inadequate to capture the required data in a timely fashion. Hence, the first step towards implementation of RUSA would be the installation of a new Management Information System, developed for all the institutions falling under the scope of RUSA. A common tool would be developed to get standardized information that would help in the calculation of norms.

Universities and colleges will be provided adequate infrastructural support to install the MIS and required training to the personnel for using the system.

AGENDA ITEM 5: Report of Justice Verma Commission on Teacher Education

Background

The four Regional Committees of the National Council for Teacher Education (NCTE) – Northern Regional Committee, Jaipur, Western Regional Committee, Bhopal, Eastern Regional Committee, Bhubaneswar, and Southern Regional Committee, Bangalore are empowered under the NCTE Act, 1993 to grant recognition to institutions for conducting programmes on teacher education. In 2008, the Western Regional Committee (WRC) gave recognition to 291 institutions of Maharashtra for starting the Diploma in Education (D.Ed) programme, in spite of the explicit recommendations of the Government of Maharashtra that the State did not require more D.Ed institutions due to limited employment opportunities for the graduates of this programme. When the matter came before the Hon'ble Bombay High Court (Nagpur Bench) in a Public Interest Litigation (PIL), after looking into the facts and circumstances of the cases, the High Court quashed the order of the WRC granting recognition to the 291 colleges, vide its order dated 7th January, 2009 on the ground that the recognition had been granted in breach of the directions issued by the Central Government under section 29 of the NCTE Act.

Earlier in 2007, the Ministry of Human Resource Development, Government of India, had issued directions under section 29 of the NCTE Act, 1993 to the NCTE which inter alia provided that in respect of cases before the WRC where there was a difference of opinion between the views of the State Government and that of the WRC, such cases should be referred to the NCTE Headquarters. The Hon'ble High Court held that the grant of recognition by the WRC to the 291 colleges was in breach of the Ministry's direction since the Government of Maharashtra had given a categorical general statement that no new teacher education institution offering the D.Ed. programme should be opened in Maharashtra. This was for the reason that the supply of trained elementary teachers was already far in excess of the demand for such teachers in the State. These institutions challenged the decision of the Hon'ble High Court and filed Special Leave Petitions (SLPs) (c) Nos. 4247 and 4248/2009 before the Hon'ble Supreme Court of India.

The Hon'ble Supreme Court allowed the institutions, recognized by the WRC to admit students to the D.Ed course taking the view that the issues raised in these SLPs were of 'considerable public importance'. During the hearing of the SLPs, the Hon'ble Supreme Court vide its order dated 13th May, 2011 appointed a High-Powered

Commission under the Chairpersonship of Justice JS Verma, former Chief Justice of India, to examine the entire gamut of issues which have a bearing on improving the quality of teacher education as well as improving the regulatory functions of the NCTE.

Terms of Reference of the Commission

The Government of India notified the constitution of a High-Powered Commission and the Terms of Reference vide Notification dated 27th June, 2011, published in the Gazette of India on 28th June, 2011. The Terms of Reference (ToRs) of the Commission are as follows:

- (a) "whether in the context of the provisions of the Right of Children to Free and Compulsory Education Act, 2009 the Regulations on Recognition Norms and Procedure that lay down the norms and procedure for various teacher education courses which are adopted by the NCTE are adequate or need review."
- (b) "Whether further reforms are necessary to improve quality of teacher training and in-service training."
- (c) "To review whether the Regulations on Recognition Norms and Procedure, currently in force as laid down by the NCTE are being properly enforced. If not, how to evolve a fair and transparent manner in which these norms and standards may be enforced."
- (d) "To review the existing practice of appointment of members to the NCTE and the Regional Committees of NCTE and recommend measures to ensure that a transparent process in which the appointments to the NCTE are undertaken, so that the NCTE discharges its crucial role in providing vision and direction in the functioning of the NCTE."
- (e) "To evolve standards and norms for evaluating teacher performance and audit of teachers."
- (f) "To review whether the present provisions empowering withdrawal of recognition of institutions are adequate."
- (g) "To determine what the methodology should be to examine / enforce quality in teacher training institutions."
- (h) "To review whether the 291 institutions in the Western Region qualify to be recognized as Teacher Training Institutions."

Main Recommendations

The Commission submitted its Report to the Hon'ble Supreme Court on 29th August, 2012. The Report is in three Volumes. Volume I contains the analysis on the matters covered under the Terms of Reference. Chapter 7 contains a summary of the recommendations. Volume 2 contains a report on each of the 291 institutions inspected by the Commission. The Annexures are in Volume 3. The main recommendations of the Commission are summarized as under:

A Quality of Pre-service Teacher Education

1. The Commission has noted that 90% of pre-service teacher education institutions are in the non-Government sector, and most of the States of the Eastern and North Eastern Region of the country are facing acute shortage of institutional capacity of teacher preparation in relation to the demand have witnessed extremely low contribution of the State Governments. The Commission recommends that the Government should increase its capacity for establishing teacher education institutions and increase the institutional capacity of teacher preparation especially in the deficit States.
2. Government may explore the possibility of instituting a transparent procedure of pre-entry testing of candidates to the pre-service teacher education programme, keeping in view the local conditions.
3. Teacher education should form part of the higher education system. The duration of programme of teacher education needs to be enhanced, in keeping with the recommendations of the Kothari Commission (1966), the implementation of which is long overdue.
4. It is desirable that new teacher education institutions are located in multi- and inter-disciplinary academic environment. This will have significant implication for the redesign of norms and standards of various teacher education courses specified by the NCTE. This will also have the implication for employment and career progression of prospective teachers. Existing teacher education institutions may be encouraged to take necessary steps towards attaining academic parity with the new institutions.
5. Current teacher education programmes may be re-designed keeping in view the recommendations in the National Curriculum Framework of Teacher Education (NCFTE, 2009) and other relevant material.

6. In keeping with the recommendations of the Education Commission, every pre-service teacher education system may have dedicated school attached to it as a laboratory where student teacher get opportunities to experiment with new ideas and hone their capacities and skills to become reflective practitioners.

7. There is a need to establish a national level academic body for continual reflection and analysis of teacher education programmes, their norms and standards, development of reading material and faculty development of teacher educators.

8. As a matter of policy, the first profession degree/diploma in teacher education should be offered only in face to face mode. Distance Learning programmes and the use of blended learning material may be developed and used for continued profession development of school teachers and teacher educators.

9. The institutional capacity should be increased for preparation of teacher educators. There is need to make the masters in M.Ed programme, 2 year programme with the provision to branch out for specialization in curriculum and pedagogic studies, foundation studies, management, policy and finance.

10. The NCTE would need to develop broad-based norms specifying the qualification of teacher educators which would enable induction of persons with post graduation degrees in education, science, social sciences, languages and mathematics, along with a professional degree in teacher education or a research degree in education, as teacher educators.

11. The idea of creating opportunities for teaching practitioners to teach in teacher education institutions, as visiting faculty, may be explored. Similarly teacher educators could be considered as visiting faculty in schools.

12. Faculty development programmes for teacher educators should be institutionalized.

13. There is need for enhanced capacity in promotion of research in education in general, and in teacher education in particular in Universities; creation of an inter University Centre could play a significant role in this regard.

Quality of In-service Teacher Education

14. The Government is required to appoint an Expert Group to develop a policy framework for in-service teacher educators in consultation with national and State level

institutions, including institutions of higher education, representatives of the state Government and teacher organizations, while taking into account the principles suggested in this Report, and also develop a national action plan for implementation of the policy and guidelines for formulation of Station Action Plans.

15. All existing teacher training institutions imparting in-service teacher education need to be strengthened. In particular, the decentralized structures of BRCs and CRCs be strengthened with provisions for human and physical resources to enable them to perform effectively. Similarly, the DIETs and SCERTs also require strengthening.

16. There is an urgent need to develop comprehensive programmes for continuing professional development of secondary school teachers. Towards this, existing institutional arrangements have to be significantly enhanced, along with strengthening of CTEs and IASEs. Besides some post-graduate colleges and Department of Universities may also function as training centres, specially for secondary school teachers, as well as for educational planners and administrators.

Teacher Performance and Teacher Audit

17. The Central Government, in consultation with the State Governments and other stake holders, may develop the framework for assessment of teacher performance, keeping in view the guidelines suggested in this Report.

Strengthening the Regulatory functions of the NCTE

18. The NCTE needs to review the existing norms and standards for the various teacher education programmes and create a Standing Committee for periodic review of curriculum and a the norms and standards of the programmes.

19. The NCTE should develop comprehensive guidelines for innovative teacher education programme for grant of recognition.

20. The NCTE should develop a new framework for undertaking inspection of the recognized institutions, with enhanced focus on process parameters, to ascertain the quality of the institutions, and take appropriate action to improve the overall quality of the teacher education system.

21. The NCTE should formulate appropriate regulations for implementing Section 17, taking into consideration the guidelines incorporated in this Report.

22. The NCTE should set up a Teacher Education Assessment and Accreditation Centre (TEAAC), and constitute a Committee to prepare a comprehensive framework of accreditation, suggested in this Report.
23. The NCTE should set up an institutional platform in close coordination and collaboration with State Governments, Universities, UGC, Distance Education Council (DEC), etc. and take decisions on standards, procedures and quality parameters.
24. The NCTE should notify Regulations to govern inspections of teacher education institutions. These should include eligibility conditions for empanelment as inspection team members, composition of an inspection team, time required for conducting inspection, format for obtaining the required information from the concerned institution and submission of the inspection report.
25. In order to ensure accountability, it is essential to establish a Vigilance Cell in the NCTE, on priority, which would investigate into any act of misbehavior and misconduct on part of the various functionaries associated with the NCTE.
26. The tenure of the office of the Chairperson and Vice-Chairperson of the NCTE should be raised from 4 years to 5 years and the upper age limit should be raised from 60 years to 65 years.
27. The Central Government should develop guidelines regarding the manner of appointment of members of the Council. Further, members of the Regional Committee should be appointed by the Council.
28. The Commission examined the implications of the ruling of the Supreme Court in the case of NCTE vs Vaishnav Institute of Technology and Management, dated 12th April, 2012 and the consequent difficulties in causing inspection under Section 17 of the NCTE. The Commission proposes that Section 17 of the NCTE be suitably amended to enable inspection of institutions, unless the Supreme Court reconsiders its decision.
29. Appropriate amendments be made in the Act to provide for the following:
 - (i) Empower the Council to issue directions to the Regional Committees on matters of policy and for effective implementation of the Act, which shall be binding on the Regional Committees;
 - (ii) Empower the Regional Committee to review its order to rectify a mistake apparent from record; and

- (iii) Enable the Council to revise an order passed by the Regional Committee under sections 14 and 15 of the Act, either on its own motion or on the basis of information made available, where the Council is satisfied, of reasons to be recorded in writing that the Regional Committee has granted recognition/permission in contravention of the provisions of the Act, or the Rules and Regulations made there under, and pass appropriate orders, after affording reasonable opportunity to the institution.

30. The NCTE should appoint a Task Force to finalise organizational restructuring of the NCTE, and to work out its human resource requirement, as suggested in this Report.

31. Recommendations in respect of the 291 institutions offering D.Ed programme are listed separately in Volume 2 of the Report.

General Recommendations

The above recommendations indicate the trajectory of reform that needs to be taken to reform the existing system of teacher education. The Commission, therefore, recommends the constitution of a Committee to enable the setting up of structural mechanism and processes for instituting each of the recommendations outlined in this Report.

Decision of the Supreme Court

The Supreme Court while hearing the case on 10th October, 2012 decided that the recommendations of the Commission deserve to be accepted. It has given two months time to the Central Government and the NCTE to file affidavits indicating the steps proposed to be taken for implementing the recommendations of the Commission.

Suggested follow-up action

A. Requiring immediate action

- (i) Ministry to constitute an Expert Group to develop a comprehensive policy on in-service teacher education
- (ii) NCTE to recommend action to be taken in respect of the institutions inspected by the Commission.

- (iii) NCTE to appoint a Task Force to undertake organizational restructuring
- (iv) Greater investment by Universities in research in teacher education
- (v) Central Government to propose amendments to the NCTE Act on :

- (a) Increasing the tenure of Chairperson/Vice-Chairperson, NCTE
- (b) Empowering the Council to issue directions to Regional Committees
- (c) Enable powers of review and revision of orders

B. Requiring action in short term

UGC, along with NCTE, to hold a wide ranging consultation to prepare Action Plan to take forward the following recommendations:

- (i) Bringing teacher education under the higher education system;
- (ii) Enhancing duration of programme for content enrichment, as recommended by Kothari Commission and NCFTE, 2009
- (iii) Locating teacher education in multi- and inter-discipline academic environment
- (iv) Increasing duration of programmes for preparation of teacher educators
- (v) Develop broad based norms for qualification of teacher educators

- (vi) First professional degree only in face-to-face mode

C. Requiring action in short term by NCTE

- (i) Develop Guidelines for innovative programmes
- (ii) Develop Framework for mandatory inspection of all institutions
 - a. Prepare Rules enabling mandatory inspection
 - b. Develop inspection format
 - c. Composition of the inspection team
 - d. Training of inspectors

- (iii) Prepare Regulations enabling withdrawal of recognition
- (iv) Create an institutional platform for close coordination with UGC, Universities, State Governments, etc
- (v) Constitute a Standing Committee for periodic review of norms & standards, and curriculum

D. Requiring action in medium term

- (i) NCTE to establish a Teacher Education Assessment and Accreditation Centre
- (ii) Establishment of a national level academic body for continued reflection and analysis of teacher education programmes
- (iii) Establishment of an Inter-University Centre
- (iv) Conduct by Universities of faculty development programmes for teacher educators

E. Requiring consultation with States

- (i) Pre-entry testing of candidates for admission to teacher education programmes
- (ii) Increase investment in establishing teacher education institutions
- (iii) Develop a framework on school audit and teacher performance
- (iv) Strengthen BRCs/CRCs and develop their institutional linkage with the DIETs
- (v) Explore possibility of teacher educators as visiting faculty in schools

The above recommendations are placed before CABE for its consideration.

AGENDA ITEM 6: Reforms in the Polytechnic sector

Background

Polytechnic education has been traditionally aimed at preparation of supervisory technicians for the workforce in contrast to engineering education which was designed for meeting the higher-level technology demands of the economy. However, the structure of technical and technology education has become skewed with the ratio of intake in polytechnics to engineering education being 1:5 instead of an ideal ratio of 3:1. The oversupply in engineering institutions and the undersupply in polytechnic institutions has led to students who graduate as engineers finding employment as technicians. The skewness between the two kinds of institutions is also on account of the nature of growth in the Indian economy with the services sector outperforming the manufacturing sector in the last few decades. Engineering education is viewed as offering greater opportunities for employment in this scenario than polytechnic education which was not been able to re-orient to the emerging workforce requirements of a service sector-led economic growth. Besides, a crucial problem with vocational training is a negative association with manual labour. The quality as well as the image of the polytechnic sector needs to be actively promoted in order for it to be viewed as comparable to general secondary education, and as relevant in terms of employability and progression.

Present Scenario of the polytechnic sector

Polytechnics in the country offer three year generalized diploma courses in conventional subjects such as civil, electrical, and mechanical engineering. The courses are now diversified to include electronics, computer science and information technology etc. Eligibility for admission to polytechnics requires passing the Class X examinations. The polytechnic sector recorded an impressive growth in the Eleventh Plan with the number of institutions doubling during the Plan period. There were 3224 polytechnics with a total capacity of 12 lakhs of which 80% of the seats are in the field of engineering and technology. Of the 3224 polytechnics, 2204 institutions have been established with private funding. Till 2010, the Boards of Technical Education in States regulated polytechnics under the mandate of the All India Council of Technical Education (AICTE). Since 2010, recognition of polytechnics has been taken up by AICTE directly while the assessment and evaluation of students of polytechnics is with the State Boards.

AICTE has taken several initiatives in the past two years to increase capacity in the polytechnic sector. Some of the initiatives include raising intake raised from 180 to 300, tuition Fee waiver for 5% supernumerary seats for economically weaker sections in all polytechnics, lateral entry to polytechnics from ITI's, permission for 2nd shift for

polytechnics in degree colleges and 2nd shift in existing polytechnics, permission to conduct modular courses for skills in the evening in existing Polytechnics, recognition of experience of polytechnic teachers recognized for appointment in degree colleges etc. Besides, the Central Government has supported States in establishing polytechnics in unserved and underserved districts and over 281 such polytechnics have been started. A scheme for establishment of polytechnics in the PPP mode has been floated though it has not taken off to the extent desired.

In order to understand the needs of the polytechnic sector better and to re-orient the sector in accordance with the changing environment, AICTE has organised consultations with State Boards, polytechnic institutions and industry on a common platform. The consultations have thrown up the need for urgent reform to ensure that polytechnics remain relevant and enhance quality of education.

Reform of polytechnic sector

There are four strands of reform that have been identified in the process of consultations namely:

- content and curriculum reform.
- faculty development and enrichment.
- reforms in assessment and certification methods.
- reforms in regulatory measures and institutional incentives.

Content and Curriculum reform:

It was felt during the consultations that students who choose to enter polytechnics are generally those who have been unable to obtain admission to science courses at the Class XI. Such students are also those who are less comfortable with English whereas the course curriculum and text-books in polytechnics is largely in English. This puts students at a disadvantage at entry and is one of the reasons identified for low percentage of passing. There are two interventions required to resolve this issue. First, text books in Indian languages have to be prepared and made available. It may, therefore, be appropriate to commission the preparation of textbooks on the lines of NCERT textbooks for which the copyright would be available with the textbook developer and which can easily be translated into Indian languages. AICTE can initiate steps to commission the writing of textbooks and their translation. Secondly, polytechnics should organise preparatory courses in English, physics and mathematics for students who are weak in the subjects to opt for preparatory courses. This will enable students to approach the subjects in the regular course with confidence. AICTE would design the contours of the preparatory courses and make them available to the polytechnic institutions and to State Boards of Technical Education. Besides, State

Boards of Technical Education can approach the National Mission for Education through ICT (NMEICT) for support in development of content for the preparatory courses which can be delivered through connectivity to be provided to all polytechnics. Class rooms must be ICT enabled to derive advantage of the e-content to be created. State Boards may also associate colleges and universities in the local area to mentor the polytechnics in delivering English and mathematics education.

The basic aim of polytechnic education earlier was to prepare students to assume supervisory positions in industry. With the service sector led growth in the economy, the nature of jobs has changed. The curriculum and offering of courses in polytechnics has to be based on the emerging demands of industry. It is, therefore, important to link curriculum standards to industry requirements to ensure employability of graduates from polytechnics. With the notification of the National Vocational Education Qualifications Framework (NVEQF) which provides for National Occupational Standards (NOS) for various levels to be specified by Sector Skills Councils (SSCs) drawn from industry sectors and curriculum to follow the NOS, it is necessary that all polytechnics should align their courses and curriculum with the NVEQF within the next two-three years. States may take steps to undertake alignment of the course curriculum with NVEQF and obtain industry feedback through the Sector Skills Council. The NVEQF Cell in the Ministry of Human Resource Development would co-ordinate with States, AICTE and Sector Skills Council to facilitate the process.

It is also necessary to build a larger component of practical experience and hands-on training to accompany theory. While polytechnics have workshops for students to learn through practice, such workshops have proved to be insufficient in imparting actual field training. A need has been expressed to migrate to a dual-track education with a formal internship programme accompanying theoretical study of technical subjects. A mandatory internship (or apprenticeship) programme with a relevant industry may be introduced to enable students to have actual practical experience in field conditions which would greatly enhance the employability prospects of students. The Boards of Apprenticeship Training (BOATs) could assist State Boards of Technical Education in formalizing an internship programme in association with industry groups. Development of an internship programme with relevant industries and entering of MoUs with industries may be considered as a necessary condition for extension of approval and recognition of polytechnics by AICTE.

Faculty Development and enrichment:

Polytechnics have been unable to attract good faculty because of the image factor. The image factor would take time to change. Therefore, avenues for faculty development and faculty enrichment should be structured. A two-way exchange wherein industry personnel can be seconded to polytechnics as visiting faculty and

existing faculty from polytechnics would have to do orientation programmes in industry for a short duration needs to be developed. Every faculty member should be expected to go for three month training in industry at least once every five years. Besides, State Boards should organise faculty development seminars and workshops with industry participation. The National Institute of Technical Teachers Training (NITTTR) may assist the State Boards in organizing these workshops and seminars. They could also create programmes for academic leadership for senior faculty from polytechnics. A comprehensive programme with Central Government support could be envisaged for each State depending on local needs and industry association.

Assessment and Evaluation Reforms:

At the core of the reforms in the polytechnic sector is to ensure comprehensive assessment and evaluation with industry certification of outcomes. The archaic examination system presently followed as a means of certifying the ability of students, unfortunately does not really test the kind of skills they require to be successful in either the pursuit of pure theoretical knowledge or in practical real world situations. Evaluation practices simply broaden the scope of memory-based questioning, with the occasional rote-based 'application' question masquerading as real-world problem solving. In doing so, they entrench the student's lack of ability to examine and understand the real world, as a result of which their engagement with people or issues remains scarce once they enter the world of work, with implications for their employability.

For reform to take root, the framework outlined under NVEQF may be followed. A unified system of assessment based on NOS will be applied for assessment of 'learning outcomes'. A total range of written, oral and practical tests/examinations, projects and portfolios must be used to evaluate the student's progress in the course unit or module. This would require a shift to Competency Based Assessment (CBA). CBA is about achieving standards rather than performance in a set task or over a whole course. It involves the collection of evidence of what learners know, understand and can do. That evidence is then judged against criteria expressed in NOS. The criteria for assessment would be established by NSDC/SSCs based on the knowledge and skill levels for technical competencies at each level of qualifications. Achievement standards for generic competencies will be developed by AICTE based on NOS and attested by the Sector Skills Councils. Assessments must comply with the assessment guidelines included in the applicable qualifications pack or the assessment requirements specified in accredited NOS. The objective of the assessment will be transformation of assessment from resource-oriented to result-oriented learning outcomes. All assessment criteria for a specified task, indicated in the unit, should be demonstrated by the learner in order to be assessed as 'competent'. The learner will have achieved competence, if

what is demonstrated by him/her through performance meets the NOS specified in the unit.

People who are experts in the respective field will be accredited by the Boards of Technical Education and Sector Skills Councils jointly as assessors. Assessors should be proficient in the subject matter and possess necessary skills to assess and evaluate candidates. They should meet the unit standard requirements or qualifications for which they are to be registered to assess. A person who wishes to be an assessor will have to provide evidence that he/she has the expertise, knowledge and experience in assessment, as well as prove that he/she will be able to assess a particular unit standard, set of unit standards, or qualification. The assessor will have to undergo the process of accreditation and training (if required). Accredited assessors will judge all evidence against NOS, regardless of where the evidence came from. The number of units that can be assessed by an assessor in a day will vary with the type of occupation.

The diploma or post-degree qualifications formally recognizing the achievements of the student, following a standard assessment procedure, will be issued by the State Boards of Technical Education. They will adopt the national guidelines for continuous competency based assessment and guide the learners towards assessment of their existing skills and knowledge. A policy of complete transparency will be adopted where candidates are given an opportunity to discuss the marks awarded to them with the concerned teacher or trainer. Evaluation report will be prepared by the assessor in the prescribed format and sent to the State Boards of Technical Education for issuance of "National Competence Certificate" (NCC) for that qualification. Learners who do not require complete qualification will be issued "Nationally Recognized Statement of Attainment" (NRSA) for completion of one or more units of NOS. NSDC, as the industry body, would periodically monitor the assessment and evaluation methodologies of State Boards of Technical Education through accreditation, audit and moderation.

Reforms in regulatory measures and institutional incentives:

The above measures must be accompanied with reforms in regulatory measures and incentives to polytechnic institutions to enhance quality. Industry training centres could be recognised by AICTE as equivalent to polytechnics with bridge courses to be offered by the industry training centres, if required. Polytechnics should also be required to go for mandatory periodic accreditation and assessment with rankings based on benchmarked standards. Such accreditation should be carried out by industry sponsored agencies recognised by AICTE with the involvement of State Boards of Technical Education. Institutional incentives such as soft loans based on accreditation ranking could also be considered. The Central Government is already proposing to put in place a credit guarantee mechanism for student loans to be obtained for education including in polytechnics where soft loans would be made available to students for

pursuit of education. The credit guarantee mechanism is expected to be implemented from the next academic year i.e 2013.

Proposed action:

In order to carry the agenda of reform forward, it is proposed that an Implementation Committee may be constituted at the national level under the Ministry of HRD with representation from AICTE, NSDC, the concerned State Secretaries and State Boards of Technical education. The implementation agenda could be placed before CATE for approval.

AGENDA ITEM 7: National Higher Education Qualification Framework

1. Background:

- 1.1. National System of Qualifications in the Indian context comprises of School Education, Vocational Education and Higher Education. The School education comprises of twelve years of schooling subdivided into Pre-primary, Primary, Elementary, Secondary and Senior Secondary level. The School Education is largely governed by the National Curricular Framework (NCF) and is by and large uniform across the country. The system of Vocational Education, aimed at skill development and employability, which has so far been overlapping across the school and higher education and largely seen as terminal, is now being sought to be streamlined through a National Vocational Education Qualification Framework (NVEQF) recently notified by the MHRD.
- 1.2. Higher Education is broadly categorized under the General, Professional and Technical Higher Education. Irrespective of the category, the higher education usually comprises of three levels i.e. undergraduate, postgraduate, research degree. Often certificate, diploma, advanced diploma and postgraduate diploma are also offered by the higher educational institutions.
- 1.3. Conventionally, the higher educational programmes, their curricula and syllabi have been designed and developed by the Universities and the convention required that the degrees/diplomas offered by a recognized university shall be recognized as equivalent to their own degrees/diplomas by all other recognized universities of the country, thus permitting recognition and acceptability of qualifications across the country.
- 1.4. In order to facilitate recognition and acceptability of higher educational qualifications offered by different universities and colleges affiliated thereto, through the country and internationally, the University Grants Commission (UGC) has put in place Regulations for the Undergraduate, Postgraduate and Research Degree programmes. These regulations essentially seek to specify the entry qualification and minimum duration and minimum standards of teaching-learning of different courses and programmes of higher studies. Similarly, various professional councils and other regulatory bodies have also laid down certain minimum standards for qualifications falling under their domain in order to be nationally, if not universally, recognized and accepted.
- 1.5. While universities are autonomous in academic matters and are free to determine and prescribe curricula for their academic programmes, all universities in the country follow the prescribed norms for the minimum entry qualification and duration for the recognition of their qualification/degrees.

Mandated by the University Grants Commission Act 1955, the UGC has been charged with the responsibility of specifying the degrees and accordingly it has setup a mechanism of Standing Committee on Specification of degrees which has so far been considering and according approval for award of degrees on the basis of proposals received from different universities on case to case to case basis. Recently, however, the Standing Committee, in consultation with all the professional and technical higher education regulatory bodies and council, has come up with a standardised format for specified degrees, specifying the nomenclature, minimum entry qualification and duration which universities can offer without seeking prior approval of the UGC.

- 1.6. As regards equivalence of foreign degrees is concerned, the mechanism involves the Association of Indian Universities (AIU), which is essentially an association of vice chancellors of universities in the country. Usually, in all such cases where an Indian university is not sure as to whether a foreign qualification is to be recognised as equivalent to an Indian degree, the matter is referred to the AIU. In principle, a foreign degree offered by a foreign university and which is recognised in the home country is usually considered as equivalent to the Indian degree.

2. Contemporary Challenges and Issues:

- 2.1. The existing practices of recognition and equivalence of higher education qualifications may have worked well when the country had small number of limited types of higher educational institutions. However, as the number, size and types of higher educational institutions and enrolment are increasing by leaps and bound, the nation needs a more structured and holistic approach to recognition and equivalence of qualifications to permit hassle-free, seamless global mobility of students for further higher education and employability.
- 2.2. With more than 600 University level institutions of various types – public, private, deemed and many more types of degree-awarding institutions and colleges in excess of 36000, the country does not only have one of the largest system of higher education found anywhere in the world but is also the most complex one. While universities, deemed universities and institutions of national importance are autonomous institutions entitled by law to design, develop and offer programmes of studies which they consider relevant and appropriate for the national needs, the colleges and institutes are expected to be regulated by the universities with which they are affiliated or associated with. At the same time, it is imperative that the Higher educational qualifications offered by these

institutions are globally compatible and are recognised for their equivalence to permit vertical and horizontal mobility.

- 2.3. Twenty years of reforms initiatives in the academic arena of higher education have, rather than simplifying, further complicated the higher education system in the country. As things stands today the higher educational system has become quite variable in terms of extent of academic reforms adopted by them. Consequently there are issues of compatibility of higher educational qualifications with those of not only other countries of the world but also within the country. While there has been a general consensus that the Semester System, Comprehensive Continuous Assessment and Evaluation System and Choice-Based Credit System (CBCS) are desirable, different universities and higher educational institutions have adopted these practices to varying extents. Some have adopted these in all programmes of studies whereas there are other higher educational that have adopted these practices only partially, in some programmes of studies but not in all. Quite a significant number of higher educational institutions have not implemented the semester system or the credit system at all. Such institutions include a good number of state and some central universities.
- 2.4. Besides, there are also differences in the definition of Credit across different institutions. Some define Credit in term of number of lectures/practicals/tutorial per week assigned to a particular courses whereas others define it in terms of total number of hours of teaching of a particular course/paper during the semester. Globally, however, the credits are defined in terms of Total Students Effort or Learning Outcomes. Further, universities/degree awarding institutions also differ in terms of evaluation of performance of their students. Some still follow absolute marks rather than the Grading System. Even within those which have adopted Grading System, there are variations - ranging from six-point scale to ten-point scale.
- 2.5. Under the above circumstances, many universities/degree awarding institutions find it difficult to determine equivalence and recognition of qualification earned by students from other universities. Interestingly, however, universities/degree awarding institutions of the country do recognise the degrees/diploma awarded by others as equivalent to their own with the only condition that the degree/diploma has been awarded by the recognised universities/degree awarding institutions. Most Universities/degree awarding institutions recognise degrees/diplomas awarded by other recognised universities/degree awarding institutions. To address any confusion or controversy in this regard, most universities resolve the issue by referring the case to a standing committee called Committee on Equivalence of Degrees/Diploma or Qualification.

2.6. The above practices and mechanism for recognition and equivalence of qualifications in the country have been largely in sync with the global practices. However, starting from 1990s, most countries of the world have adopted a more structured approach to recognition of qualifications and today most countries of the world have either developed or in the process of developing a National Qualification Framework to make their higher education qualification globally compatible. As global mobility of student is increasingly gaining importance, the issues of equivalence of degrees and qualifications offered by universities across the world is going to become more complex and requires a comprehensive and holistic solutions. Under the WTO framework all universities of the member countries need to recognise the degree and qualification offered by the universities of other member countries. Accordingly, most countries of the world have been emphasising upon the need of a national qualification framework for higher education to address the issue of compatibility and seamless recognition of qualification across all institutions of higher education.

3. National Higher Education Qualification Framework (NHEQF)

3.1. In view of the above, it is imperative that necessary initiatives are taken to evolve a National Higher Education Qualification Framework (NHEQF) on priority. It is important to mention here that the NHEQF is not to be confused with the National Curricular Framework (NQF). The NHEQF essentially seek to provide a standardised framework in terms of minimum entry qualification, programme durations, teaching-learning processes and learning outcome aimed at national, and ultimately the universal, acceptability, recognition and equivalence of not only the degrees but also the qualifications. The essential purpose of the NHEQF is to provide the broad framework within which individual universities and other degree-awarding higher educational institution could design and develop the curricula, syllabi and modules that they consider relevant and appropriate without any interference of external agencies and thus enjoy their academic autonomy to the fullest extent in a responsible manner and without adversely affecting the horizontal and vertical mobility of students.

3.2. The NHEQF shall be a structured instrument for the development, classification and recognition of knowledge, skills, competencies and learning outcome associated with a qualification. Consequently, it will indicate the comparability of different qualifications and path of progression from one level to another and also from one institution to another. The NHEQF may provide a comprehensive indicator of all learning achievement and pathways within and across different disciplines and shall represent a consensus of views of all stakeholders and

accordingly, it shall provide a basis for specifying, monitoring and regulating the quality and compatibility of higher education across discipline and institutions and thereby facilitating the recognition of qualifications within the country and internationally. Yet another salient and distinctive expectations from the NHEQF shall be to ensure that the qualifications could be viewed as independent of institutions offering those qualifications for it seeks to prescribe the minimum standards in terms of input, processes and outcome. Other distinctive features of the NHEQF could include such features as making the programmes of studies modular, thereby permitting accreditation or certification of a component part of the larger qualification.

- 3.3. Broadly, one may expect the NHEQF to provide a comprehensive definition of a single system of levels for all qualifications offered by a variety of higher educational institutions across all discipline and thereby making higher education qualification compatible and comparable nationally and internationally. Besides, it may provide a standardised framework of qualifications based on standards or outcomes and may facilitate higher educational institutions to offer programmes in a flexible and modular manner and thus facilitate students to seek certification and recognition of a module and thus be able to seamlessly move and progress in higher education and across occupation. All these may help evolve a national system of credit accumulation and transfer because the focus of the NHEQF is to evolve a common approach to specifying qualifications and follow a common classification system across disciplines and institutions.
- 3.4. Thus the NHEQF serves as a unequivocal description of higher education qualification at the national level with the aim that the higher education system of the country is internationally understood. It seeks to describe a standardised framework of all qualifications and learning achievements in higher education such that all levels of higher education relate to each other in a systematic and coherent way.

4. The Proposal:

Considering the exigency and need for a national framework for higher education, it is proposed to constitute a CABE Committee to consider the proposal and make recommendations for evolving the National Higher Education Qualification Framework (NHEQF). The CABE Committee may constitute a Sub-Committee comprising the experts drawn from academics and representatives of the national level regulatory bodies and state government, which may study and examine the global initiatives taken during the last two decades for evolving national higher education qualification framework in other countries of the world and the specific issues faced by the country in this regard. The report of the Sub-Committee may provide valuable input to the CABE Committee in formulating its views and recommendations for prescribing the NHEQF.

AGENDA ITEM 8: Role of States in Mandatory Accreditation

1. Accreditation – Introduction

The terms- “Assessment” and “Accreditation” imply, broadly, the evaluation of “Quality Status” of an institution.

In the context of Higher Education, “**accreditation**” means the **process of quality control in higher education**, whereby, as a result of evaluation or assessment or by any other scientific method followed by accreditation agencies, a higher educational institution or any programme conducted therein is recognised by it **as conforming to parameters of academic quality and benchmarking of such academic quality** determined by the appropriate statutory regulatory authority.

“**Assessment**” means the process involved in ascertaining or verifying the **preparedness of a higher educational institution** in terms of its physical infrastructure and human resources prior to the commencement of its academic programmes

Assessment and accreditation in the higher education, through transparent and informed external review process, are the effective means of quality assurance in higher education to provide a common frame of reference for students and others to obtain credible information on academic quality across institutions thereby assisting student mobility across institutions, domestic as well as international.

Benefits of Accreditation:

- Enables an institution to know its strengths, weaknesses, and opportunities through an informed review process undertaken by a third party. .
- Makes available reliable data, relating to compliance with quality parameters, to all the stakeholders (students/ government/ funding agencies/ employers etc.) as inputs in their decision making process
- Fosters innovation and adoption of best practices.
- Encourages intra and inter-institutional interactions.

Presently, accreditation is voluntary; as a result of which less than one-fifth of the colleges and less than one-third of all universities have obtained accreditation.

Mandatory accreditation in the higher education would enable the higher education system in the country to become a part of the global quality assurance system.

Therefore, there is a need to make assessment and accreditation mandatory.

2. Proposals to make Accreditation mandatory for Higher Educational Institutions

(a) The Department of Higher Education has already introduced the **National Accreditation Regulatory Authority for Higher Educational Institutions Bill, 2010, (NARAHEI Bill) in Lok Sabha**. This Bill proposes the Central Government to establish a regulatory authority to register, monitor and audit the functioning of accreditation agencies which would be invested with the responsibility of accrediting higher educational institutions including universities, colleges, institutes, institutions of national importance and programmes conducted therein. Institutions imparting higher education beyond twelve years of schooling would be mandatorily accredited. Every higher educational institution and every programme conducted therein shall require accreditation in the manner provided in the proposed legislation. Higher educational institutions engaged mainly in agricultural education and research have been kept out of the purview of the proposed legislation.

Clause 19 of NARAHEI Bill provides that:

"No accreditation agency shall, except under, and in accordance with the conditions of a certificate of registration obtained from the Authority under this Act, and in accordance with rules and regulations made thereunder, undertake accreditation of any higher educational institution or any programme conducted therein: "

b) **Mandatory Assessment and Accreditation of University, in accordance with UGC Regulations, is also on the anvil.** The draft UGC Regulations on the matter stipulate mandatory accreditation of each Higher Educational Institution (HEI) after passing out of two batches or six years whichever is earlier. HEIs so eligible, at the date of coming into force of the regulations, shall apply within a period of six months to the Accreditation Agency.

3. The UGC has reported that there are 607 universities and 33002 colleges in the higher education sector. Only 7802 colleges were recognized upto 31.3.2011 under Section 2 (f) of the UGC Act constituting 24% of total number of colleges. This pool of

HEIs are serviced for accreditation purposes by either:

- a) National Assessment and Accreditation Council (NAAC) for a score and grade based institutional assessment and accreditation and;
- b) National Board of Accreditation for programme accreditation in Technical Institutions (the term "Technical Institution" as defined under AICTE Act).
- c) Accreditation Committee of Bar Council of India.
- d) National Accreditation Board of Medical Council of India.

4. NAAC, the largest Assessment and Accreditation Authority in India, has **assessed and accredited 592 Higher Education Institutions** (576 Colleges and 16 Universities) **during 2010-11**

First Cycle/ Second Cycle	Universities	Colleges
Accreditation (First Cycle)	2	277
Reaccreditation (Second Cycle)	14	299
Total	16	576

5. Overall, NAAC has accredited 172 universities (11 central universities, 55 deemed universities, 106 state universities, 106 state universities) and 4,867 colleges in first cycle; 75 universities and 1043 colleges in second cycle and; 1 university and 20 colleges in third cycle.

6. NAAC draws its expertise from senior academics from all over India. NAAC has created national collegiums of assessors from a pool of present and past Vice-Chancellors, Directors of National Institutes, Deans and Professors of Universities and Principals of Colleges. NAAC has undertaken institute accreditation of institutes in the field of Health, Medical & Dental Sciences, Engineering and Technology, Management, Teacher Education, Physical Education, UGC -ASCs apart from General Education (Arts, Sciences, Commerce, Social Sciences, Humanities, etc.). NAAC accredited colleges include Health Science [Medical, Dental, Nursing, Homeopathic, Physiotherapy and Pharmacy]- 40; Technical [Engineering & Technology]- 80; Social Work -33; Law- 80; Management [includes Hotel Management]- 45; Teacher Education Institutions -830.

7. It is seen that although NAAC has been functioning in the field of Assessment and Accreditation for quite some time (1994), the number of institutes which it can assess and accredit is limited as compared to the overall numbers of HEIs. Moreover, it has functioned in an era of voluntary assessment and accreditation and a through ramp up of its capacities is required. Similar bottlenecks exist with NBA also.

The Central Government is seized of the need to set up more Assessment and Accreditation Agencies/ expand the capacity of existing Agencies/ setting up Regional Centres of these Agencies.

8. Within this backdrop the states have the following role to play in the proposed regime of mandatory accreditation:

- a) In the short term to initially disseminate amongst the State Higher Educational Institutions the need to undergo assessment and accreditation and familiarize them with the processes required. Assistance in this regard can be provided by NAAC/ NBA etc.
- b) To impress upon and monitor the State Higher Educational Institutions to undergo assessment and mandatory accreditation. Consequences of non-compliance are already detailed in the NARAHEI Bill and UGC Regulations.
- c) In the medium term to adopt mandatory accreditation as one of the norms for deciding state funding / intervention in a particular State Higher Educational Institution.
- d) In the long term to explore formation of credible Assessment and Accreditation Agencies. In this regard, required assistance can be extended by NAAC/ NBA.
- e) To ensure the regular functioning of the State Higher Education Council. This Council can be a key to ensure setting up and functioning of Assessment and Accreditation Agencies.

AGENDA ITEM -9: Review of implementation of RTE

Since the coming into effect of Right to Children to Free and Compulsory Education (RTE) Act, 2009, the following are the developments in respect of status of implementation of RTE Act.

- (i) All States/UTs have notified RTE Rules
- (ii) 24 States/UTs have constituted SCPCR/REPA as per details given below :-

Sl. No.	States/UTs having SCPCR	States/UTs having REPA
1	Assam	1. Andaman & N Island
2	Bihar	2. Haryana
3	Chhattisgarh	3. Mizoram
4	Delhi	4. Andhra Pradesh
5	Goa	5. Arunachal Pradesh
6	Himachal Pradesh	6. D&N Haveli
7	Karnataka	7. Daman & Diu
8	Madhya Pradesh	8. Tamil Nadu
9	Maharashtra	9. Tripura
10	Orissa	10. West Bengal
11	Punjab	
12	Rajasthan	
13	Sikkim	
14	Uttarakhand	

- (iii) All States/UTs have notified Academic Authority

(iv) In pursuance of Section 29(2) of RTE Act, the following is the status of curriculum renewal:-

Curriculum Renewal done in	In Process	NCERT Textbooks	Neighboring States
Bihar, Chhattisgarh, Haryana (Pr), Karnataka, Kerala, Manipur, Mizoram, Meghalaya, Nagaland, Orissa, Uttar Pradesh, Uttarakhand, Gujarat, Madhya Pradesh.	Andhra Pradesh, Assam, Himachal Pradesh, Maharashtra, Sikkim, Tamil Nadu , Tripura, Punjab, West Bengal	Chandigarh, Delhi, Goa, Haryana (Up. Pr.), Himachal Pradesh (Up. Pr) , Jammu & Kashmir, Jharkhand. Lakshadweep, Rajasthan	Daman & Diu and Dadar & Nagar Haveli (following Gujarat) Puducherry (follow curriculum of Tamil Nadu, Kerala and Andhra Pradesh)

(v) In response to Section 25(1) and schedule to the RTE Act, 23 States/UTs have conducted TET exam and are in the process of recruitment. CBSE has also conducted 3 rounds of TET.

(vi) Section 23(2) of the RTE Act

- NCTE has given permission to Uttar Pradesh, Madhya Pradesh, Jharkhand, Bihar, Chhattisgarh, Odisha, West Bengal and Assam for training of the untrained teachers.

(vii) The following advisories / guidelines have been issued during the last one year

- (a) Advisory on Implementation of the provisions of section 29 of the Right to Children to Free and Compulsory Education (RTE) Act, 2009 issued under section 35(1) of the RTE Act.
- (b) Advisory on implementation of Sections 31 and 32 of the Right to Children to Free and Compulsory Education (RTE) Act, 2009

- (c) Guidelines under section 35(1) of the Right to Children to Free and Compulsory Education (RTE) Act, 2009 regarding free and compulsory education in a neighbourhood school.
- (d) Section-wise Rationale/Clarification of the provisions of the Right to Children to Free and Compulsory Education (RTE) Act, 2009.
- (e) Guidelines under section 35(1) of the Right to Children to Free and Compulsory Education (RTE) Act, 2009 in respect of residential Schools.
- (viii) Status of compliance with regard to norms and standards given in schedule to the RTE Act :-

- (a) **Untrained Teachers (DISE 2011-12)**: As per DISE 2011-12 there are about 20 percent (8.6 Lakh) untrained teachers as per NCTE norms. States with large number of untrained teachers are West Bengal (1.97 Lakh), Bihar (1.86 Lakh), Jharkhand (77 thousand), Jammu and Kashmir (31 thousand), Meghalaya (14 thousand), Arunachal Pradesh (9 thousand) and Mizoram (6 thousand), Uttar Pradesh (1.43 Lakh), Chhattisgarh (48 thousand), Odisha (40 thousand), Assam (16 thousand), Tripura (10 thousand).

NCTE has given approvals for training of untrained teachers in distance mode to the States of Assam(for 68727 teachers), Bihar(for 39,210 teachers), Chhattisgarh(for 45,233 teachers), Jharkhand(for 15,967 teachers), Madhya Pradesh(for 34,902 teachers), Odisha(for 30,067 teachers), Uttar Pradesh(for 1,24,000 teachers) and West Bengal(for 75,715 teachers).

- (b) **Status of teachers' recruitment and vacancies**

State/UT	Sanctioned Post			Vacancies			Status of TET
	By State	Under SSA	Total	By State	Under SSA	Total	
Andman & Nicobar Island	1804	167	1971	125	16	141	Conducted
Andhra Pradesh	212977	38135	251112	15379	0	15379	Conducted

State/UT	Sanctioned Post			Vacancies			Status of TET
	By State	Under SSA	Total	By State	Under SSA	Total	
Arunachal Pradesh	6774	6527	13301	0	374	374	Under process
Assam	132474	25751	158225	13757	0	13757	Conducted
Bihar	190337	403413	593750	55464	205378	260842	Conducted
Chandigarh	2769	1390	4159	109	881	990	Conducted
Chhattisgarh	159730	63104	222834	50766	1814	52580	Conducted
Dadra & Nagar Haveli	1008	1033	2041	294	538	832	Conducted
Daman & Diu	449	104	553	145	6	151	Conducted
Delhi	39607	6541	46148	3006	4132	7138	Conducted (CTET)
Goa	2685	6	2691	86	6	92	Not conducted
Gujarat	174481	33372	207853	0	1660	1660	Conducted
Haryana	55414	11320	66734	13906	34	13940	Conducted
Himachal Pradesh	45860	5776	51636	1009	1704	2713	Conducted
Jammu & Kashmir	53103	43471	96574	5438	4545	9983	--
Jharkhand	65070	106880	171950	23656	24044	47700	Not Conducted
Karnataka	170845	25708	196553	15336	3242	18578	In Process
Kerala	52430	8374	60804	88	7	95	Under process
Lakshadweep	641	32	673	40	0	40	Conducted
Madhya Pradesh	186210	170602	356812	16244	76057	92301	Conducted
Maharashtra	297254	41404	338658	6729	26017	32746	Not Conducted
Manipur	15591	1595	17186	0	360	360	Conducted
Meghalaya	7154	16639	23793	0	0	0	Not conducted

State/UT	Sanctioned Post			Vacancies			Status of TET
	By State	Under SSA	Total	By State	Under SSA	Total	
Mizoram	13085	508	13593	0	0	0	not conducted
Nagaland	12922	0	12922	7	0	7	
Odisha	126459	88975	215434	23679	7523	31202	Court Case, Next TET Planned
Puducherry	3442	41	3483	552	6	558	Conducted
Punjab	81639	14090	95729	19161	633	19794	Conducted
Rajasthan	117052	113032	230084	31169	18831	50000	Conducted
Sikkim	5433	312	5745	0	15	15	Not Conducted
Tamil Nadu	123268	39609	162877	14495	0	14495	Conducted
Tripura	24613	5913	30526	0	0	0	under consideration
Uttar Pradesh	394960	465501	860461	147593	162317	309910	Conducted
Uttrakhand	43485	10649	54134	7746	5354	13100	Conducted
West Bengal	342947	154820	497767	98473	18969	117442	Conducted
TOTAL	3163972	1904794	5068766	564452	564463	1128915	

(c) **Favourable PTR**

State/UT	Overall PTR of State	Number of schools with RTE Compliant PTR	
		Number	%age
A & N ISLANDS	9	318	96.36
ANDHRA PRADESH	18	67224	85.69

ARUNACHAL PRADESH	17	1823	43.69
ASSAM	29	20848	50.24
BIHAR	59	10235	14.85
CHANDIGARH	37	67	60.36
CHHATTISGARH	23	34093	73.22
D & N HAVELI	43	85	30.91
DAMAN & DIU	35	59	67.05
DELHI	39	1499	53.88
GOA	15	676	65.00
GUJARAT	29	26079	77.89
HARYANA	26	9956	66.94
HIMACHAL PRADESH	15	13627	90.41
JAMMU & KASHMIR	13	19500	85.73
JHARKHAND	42	14134	35.04
KARNATAKA	21	41514	82.60
KERALA	19	4727	91.80
LAKSHADWEEP	11	46	100.00
MADHYA PRADESH	38	44880	42.03
MAHARASHTRA	25	56932	81.66
MANIPUR	13	1971	79.86
MEGHALAYA	16	6782	86.92
MIZORAM	13	2170	87.82

NAGALAND	15	1801	85.48
ORISSA	27	36704	63.29
PUDUCHERRY	12	420	96.55
PUNJAB	20	13953	68.57
RAJASTHAN	27	44885	57.71
SIKKIM	11	857	95.12
TAMIL NADU	28	27477	75.13
TRIPURA	18	3778	88.37
UTTAR PRADESH	38	59379	38.57
UTTARAKHAND	20	11087	64.00
WEST BENGAL	30	51322	63.10
Total	30	630908	59.05

(d) **Infrastructural norms for Drinking Water and Ramps**

State/UT	Total Schools	Number of schools with Drinking Water		Number of schools with Ramp	
		Number	%age	Number	%age
A & N ISLANDS	330	317	96.06	77	23.33
ANDHRA PRADESH	78450	66989	85.39	16318	20.80
ARUNACHAL PRADESH	4173	3197	76.61	181	4.34
ASSAM	41500	36582	88.15	27619	66.55
BIHAR	68925	64333	93.34	40236	58.38

CHANDIGARH	111	111	100.00	47	42.34
CHHATTISGARH	46562	43493	93.41	20215	43.42
D & N HAVELI	275	271	98.55	63	22.91
DAMAN & DIU	88	88	100.00	55	62.50
DELHI	2782	2782	100.00	2215	79.62
GOA	1040	1034	99.42	549	52.79
GUJARAT	33481	33476	99.99	31038	92.70
HARYANA	14874	14785	99.40	10352	69.60
HIMACHAL PRADESH	15073	14866	98.63	8755	58.08
JAMMU & KASHMIR	22746	18123	79.68	3011	13.24
JHARKHAND	40336	36306	90.01	15973	39.60
KARNATAKA	50257	49979	99.45	37045	73.71
KERALA	5149	5053	98.14	3782	73.45
LAKSHADWEEP	46	46	100.00	28	60.87
MADHYA PRADESH	106771	104379	97.76	65054	60.93
MAHARASHTRA	69722	64296	92.22	60058	86.14
MANIPUR	2468	2332	94.49	174	7.05
MEGHALAYA	7803	4619	59.20	1960	25.12
MIZORAM	2471	2231	90.29	1333	53.95
NAGALAND	2107	1538	72.99	227	10.77
ORISSA	57994	54900	94.66	29907	51.57
PUDUCHERRY	435	435	100.00	304	69.89

PUNJAB	20349	20347	99.99	17382	85.42
RAJASTHAN	77774	72913	93.75	52559	67.58
SIKKIM	901	864	95.89	33	3.66
TAMIL NADU	36575	36575	100.00	28703	78.48
TRIPURA	4275	3202	74.90	2486	58.15
UTTAR PRADESH	153934	150764	97.94	128370	83.39
UTTARAKHAND	17323	16520	95.36	9434	54.46
WEST BENGAL	81335	79358	97.57	42932	52.78
Total	1068435	1007104	94.26	658475	61.63

(e) **Infrastructural norms for Toilets**

State/UT	Total Schools	Schools with Common toilet		Schools with girls and boys toilet	
		Number	%age	Number	%age
A & N ISLANDS	330	14	4.24	271	82.12
ANDHRA PRADESH	78450	22026	28.08	37997	48.43
ARUNACHAL PRADESH	4173	775	19.63	1237	31.33
ASSAM	41500	13592	32.75	21632	52.13
BIHAR	68925	15657	22.72	35039	50.84
CHANDIGARH	111	0	0.00	111	100.00
CHHATTISGARH	46562	12107	26.00	18623	40.00

D & N HAVELI	275	32	11.64	174	63.27
DAMAN & DIU	88	3	3.41	84	95.45
DELHI	2782	37	1.33	2745	98.67
GOA	1040	243	23.37	715	68.75
GUJARAT	33481	9490	28.34	23937	71.49
HARYANA	14874	1386	9.32	13005	87.43
HIMACHAL PRADESH	15073	2281	15.21	12313	82.08
JAMMU & KASHMIR	22746	4789	21.39	5175	23.12
JHARKHAND	40336	4471	11.08	27398	67.93
KARNATAKA	50257	815	1.62	49185	97.87
KERALA	5149	409	7.97	4462	87.00
LAKSHADWEEP	46	5	10.87	36	78.26
MADHYA PRADESH	106771	29041	27.20	73701	69.03
MAHARASHTRA	69722	16542	23.73	49772	71.39
MANIPUR	2468	1	0.04	2467	99.96
MEGHALAYA	7803	1923	24.64	2891	37.05
MIZORAM	2471	768	33.57	1394	60.93
NAGALAND	2107	561	26.64	1344	63.82
ORISSA	57994	24989	43.09	22348	38.54
PUDUCHERRY	435	15	3.45	419	96.32
PUNJAB	20349	2647	13.02	17638	86.74
RAJASTHAN	77774	16416	21.11	58626	75.38

SIKKIM	901	174	19.40	707	78.82
TAMIL NADU	36575	10500	28.71	23411	64.01
TRIPURA	4275	1482	34.67	2018	47.20
UTTAR PRADESH	153934	16840	10.94	124788	81.07
UTTARAKHAND	17323	3039	17.60	13661	79.13
WEST BENGAL	81335	31179	38.33	42452	52.20
Total	1068435	244249	22.88	691776	64.80

(f) **Norms for working days and instruction hours**

The RTE Act stipulates the minimum number of working days and instruction hours to ensure school effectiveness. Accordingly, for primary, it stipulates 200 days and 800 hours in a year, while for upper primary, it stipulates 220 days and 1000 hours in a year.

Most of the states/UTs have followed the above stated stipulation in their notifications on the subject and have specified the number of working days and working hours either more than or equal to the minimum specified. However, there are some exceptions too. Following are the states/UTs that stand out.

- Goa has 210 working days and 925 instruction hours at upper primary level
- Meghalaya and Mizoram both have 600 instruction hours for primary and upper primary
- Rajasthan has not yet specified instruction hours

(ix) Amendments to the RTE Act

The following amendments have been notified on 20th June, 2012:-

Section	Subject
Section 2: Child with disability have been defined under Clause (e) of section 2.	A child with disability inserted within the meaning of child belonging to disadvantaged groups under clause (d) of section 2.
Section 3	A child with multiple disabilities and a child with severe disability shall have the right to opt for home based education
Section 21	The School Management Committee constituted under sub-section(1) in respect of an aided school-
Section 22	The School Management committee constituted under section 21(1) in respect of an aided school will not be required to prepare the School Development Plan.
Section 25: within 3 years (instead of 6 months specified earlier), the approved Government and local authority shall ensure that the Pupil-Teacher Ratio, as specified in the Schedule, is maintained in each school.	The principal Act, in sub-section (1), for the words "Within six months", the words " Within three years" shall be substituted.
New Section 39	After section 38 of the principal Act, the following section shall be inserted, namely:- "39(1) if any difficulty arises in giving effect to the provisions of this Act, the Central

Section	Subject
	<p>Government may, by order, published in the Official Gazette, make such provisions not inconsistent with the provisions of this Act, as may appear to it to be necessary for removing the difficulty:</p> <p>Provided that no order shall be made under this section after the expiry of three years from the commencement of the Right of Children to Free and Compulsory Education (Amendment) Act, 2012.</p> <p>(2) Every order made under this section shall be laid, as soon as may be after it is made, before each House of Parliament.</p>

- (ix) In the last one year, the Central Government has issued notification under section 22(2) of the RTE Act. This relaxation is the teacher qualification laid down by the NCTE in respect of the State Governments of Meghalaya, Tripura, Odisha, Uttar Pradesh and Nagaland.

The above agenda is placed before CABE for its information and review.

AGENDA ITEM 10: ALL INDIA SURVEY ON HIGHER EDUCATION

Higher education is of vital importance for the country, as it is a powerful tool to build knowledge-based society of the 21st Century. The Government has accorded high priority to the development of social sector and for this purpose a number of flagship programmes are being implemented to build the social infrastructure, especially in the area of education. With the growing size and diversity of the higher education sector particularly in terms of courses, management and geographical coverage, it has become necessary to develop a sound database on higher education. It is widely recognized that the existing data base on higher education is inadequate, out-of-date. Collection and dissemination of data on higher education suffers from incomplete coverage, inordinate time lag etc.

1.2 In view of this an effective institutional system needs to be evolved to get the timely and quality data on the progress achieved in the social sector including education sector, which is having implications for human development. In view of this MHRD has initiated an All India Survey on Higher Education to build a database and to assess the correct picture of higher Education in the country. The key idea behind this Survey is to prepare a sound database on the large and diverse system of Higher Education in the country. The Survey compiles and manages statistics directly online from respondent institutions.

1.3 The main objectives the survey is to

- identify & capture all the institutions of higher learning in the country
- Collect the data from all the higher education institutions on various aspects of higher education

2. CONSTITUTION OF TASK FORCE

2.1 A Task Force has been constituted under the chairmanship of Chief Secretary, Government of Chhattisgarh, with Representatives from MHRD, UGC, AICTE, MCI, IASRI, CSO, Universities, State Higher Education Departments etc as members, to lay out the modalities and proper conduct of the survey. The Task Force finalized the Data Capture Format, took the decisions to entrust the financial and administrative responsibility of Main Survey to National University of Education Planning and Administration (NUEPA) and finalized the format of reports to be generated from the data collected under the Survey. Statistics Division of MHRD has been given the responsibility for providing Technical support for the survey. Software support is being provided by NIC.

2.2 Through this survey an effort has been made to Standardize the data capture formats and remove the multiplicity of agencies for collection of data.

3. COVERAGE OF INSTITUTIONS

3.1 All the Institutions of Higher Learning (i.e. all institutions offering courses or programmes of Study of a duration of 9 months or longer, leading to a Degree, Diploma or other awards) which includes

- University & University Level Institutions i.e. the Institutions which are empowered to award degree under some Act of Parliament or State Legislature.
- Colleges/Institutions which are not empowered to provide degree in its own name and therefore are affiliated/recognised with Universities.
- Stand-alone institutions (not affiliated with Universities) which are not empowered to provide degree and therefore run Diploma Level Programmes. During 2010-11 survey, 3 types of such Institutions have been covered. These are, (i) Technical such as Polytechnics, Post Graduate Diploma in Management recognised by AICTE and administered by State Directorate of Technical Education, (ii) Teacher Training such as District Institute of Education & Training recognized by National Council for Teacher Education and administered by State Council for Education Research & Training and (iii) Nursing Institutes recognized by Indian Nursing Council and administered by State Nursing Council/Boards.

3.2 Items of Data Collection

- Institution's Basic Details
- Teacher's Details
- Details of Non-Teaching Staff
- Programme conducted under various Faculties/Schools & Departments/Centres
- Students enrolled in these Programme
- Examination result of terminal year of each Programme
- Financial Information such as Receipt and Expenditure under various heads

4 PREPARATION OF LIST

4.1 The most important and phenomenal task of the survey was to prepare the list of all the higher education institutions in the country. The list of all the Universities and Stand-Alone Institution (diploma level institution under control of various councils e.g. Polytechnics) has been prepared by MHRD by adopting the following methodology

- Consulting the websites of the States Departments, Ministries and Institutions.
- Writing to all the Central Ministries, Councils and State Governments for providing the list of Institutions under their control.

Thereafter an exhaustive list has been prepared by removing the duplication. The list is being updated during the survey also.

4.2 College list is being dynamically generated through University during the survey. **As soon as the university uploads its form on the portal, college list is automatically populated in the data-base which is an important feature of the survey.**

5. ORGANISATION OF THE MAIN SURVEY

5.1 A portal (<http://aishe.gov.in> or <http://aishe.nic.in>) has been developed for collection & compilation of the data.

5.2 All the Institutions covered under survey have to register on the Portal for downloading/ uploading of the form. Portal can be accessed only by authentic users.

5.3 Nodal department/officer has been identified in each State for coordinating the survey. He/ She can monitor the progress and give the registration approval (for accessing the portal) to stand-alone Institutions in the State. Under State nodal department, there can be 3 nodal officers one each from Directorate of Technical Education (for Polytechnics), SCERTs (for DIETs) and State Nursing Council.

5.4 MHRD for several years has been collecting data through State Higher Education Departments for its regular publication. And for this survey too almost all the States have appointed a State Level Nodal Officer to co-ordinate the Survey work. This has helped in covering large number of institutions in the first year of survey itself. In the recently held meeting with state nodal officers, they agreed to continue to co-ordinate the survey.

5.5 Nodal Officer appointed by the University has to upload the data in respect of University, co-ordinate and guide the colleges in uploading the data in DCF-II. University has the facility to download DCF-II in respect of its Colleges or Off-Campus centers and upload the same from its user id. In view of this, the role of University, particularly affiliating university, becomes more important.

5.6 Following documents have been prepared by MHRD for the ease of Institutions

- Item-wise Instruction Manual to fill up the Data Capture Formats (DCF). It includes concepts and definitions of various terms used in the survey.
- Guidelines for the three types of Institutions (Universities, colleges & Stand-Alone Institutions) and State Level Nodal Officers.
- Doubts and clarifications for quick reference for filling up the DCFs.
- Common Problem for accessing the Portal.
- Guidelines for the three types of Institutions (Universities, colleges & Stand-Alone Institutions) and State Level Nodal Officers were prepared.

All these documents have been placed on the AISHE portal.

5.7 An interesting feature of survey is that unlike other surveys, **the Data Capture Format is dynamic**. E-version of DCF expands according to the structure/size (Number of Faculties/Departments, Programmes, etc.) of the university. It has been tested in the field and the mandatory information required in the DCF, are available in the records of the university.

5.8 Since, such online survey is being undertaken for the first time, Institutions needs to be explained its purpose and procedure. These are explained through workshops. Technical details about the management of the Portal, downloading the form, filling up the form and uploading it on the portal are discussed in the workshop.

6. REPORT GENERATION

6.1 There are two types of reports; one is Static in pre-defined format and other is customized reports. 72 Static reports have been prepared with different combination of parameters. These reports have been made available to all the registered users for their use. Apart from this customized reports have been prepared in which parameters can be selected and reports can be generated as per requirement by the user itself. These reports can be used for making informed policy decisions. Presently this facility is being provided upto State level only.

6.2 Static reports are automatically updated as soon as data is uploaded whereas Customised reports are updated every day. There is a provision that all the States can see the State-specific reports and some general reports of All India level on the AISHE portal itself and can use it for their policy making.

7. PRESENT STATUS

7.1 A list of 621 Universities and 11643 Stand Alone Institutions has been prepared after updating it during the survey through state Nodal Officers. As on 10.10.2012, 501 Universities have uploaded the form on the portal out of which 240 had affiliated & constituent colleges, 32741 in number. Out of these many number of colleges 11458 have uploaded the form on the portal. As regard to Stand alone Institutions 4427 have uploaded the form.

- Except Delhi, Jharkhand, Kerala, Maharashtra, Rajasthan, Tamil Nadu, Uttar Pradesh and West Bengal all the States have almost completed University work.

- College work is almost completed in Andaman & Nicobar, Tripura, Mizoram, Nagaland, Sikkim, Gujarat, Daman & Diu, Puducherry.

- In Andhra Pradesh, Arunachal Pradesh, Bihar, Chandigarh, Delhi, Goa, Jammu & Kashmir, Chhattisgarh, Tamil Nadu and Uttarakhand more than 50% work is completed.

- Special emphasis is required for Jharkhand, Kerala, Madhya Pradesh, Maharashtra, Rajasthan, Uttar Pradesh and West Bengal.

- Support from NE States in the Survey is excellent. Mizoram Completed in March, 2012 itself.

- States may be requested to extend their support during next year survey too and make all possible efforts for 100% completion.

8. RELEASE OF PROVISIONAL REPORT

8.1 Hon'ble Minister of Human Resource Development, Shri Kapil Sibal, released the first Provisional Report of the ambitious All India Survey on Higher Education (AISHE) on September 28, 2012. The report contains countrywide estimates of Gross Enrolment Ratio on the basis of data collected till July 31, 2012, from the Higher Education (HE) Institutions of the country including Universities, Colleges, and Stand-Alone Institutions

8.2 The Report also contains statistical information on various aspects of all the Institutions of Higher Education in India. It is heartening to know that the overall Gross Enrolment Ratio (GER) of the country stands at 18.8% (based on estimated figures collected till July 31, 2012). Few more detailed reports will be released soon. The estimated statistics are bound to be revised, considering the fact that the data is still being uploaded on the AISHE portal The entire survey has been voluntary, based on motivation of respondents; and without any statutory mandate in place for collecting information of this nature.

8.3 There is a need of Survey like this to bring out the correct and complete picture of the system so that relevant statistics are available to the Central Government as well as State Governments, in order to devise future policies. Keeping in view the importance of the survey Ministry has decided to continue it on annual basis. Survey for the year 2010-11 will be closed by 31st October, 2012 and All India/ State-Level estimates will be generated on the basis of actual data and proposed to be released by 11th November, 2012 i.e. Education day. Survey work for the year 2011-12 and 2012-13 proposed to be started simultaneously in November, 2012.

8.4 UGC has also been requested to use this portal for collection and compilation of data and extend full support in coordinating the survey. 2011-12 and 2012-13 survey is proposed to be started simultaneously in the month of November, 2012.

8.5 It has been decided to wind up present year survey by 31st October, 2012 and start next year survey on 11th November, 2012.

9 IMPORTANT ISSUES

9.1 There is Very Good response from most of the States. States are requested to continue their support for this survey which is to be conducted every year.

9.2 Most of the States have nominated Higher/ Technical Education department as Nodal department/ agency for coordinating the Survey. However, Andaman & Nicobar Island, Chandigarh, Dadra & Nagar Haveli, Jammu & Kashmir, Jharkhand, Kerala, Lakshadweep and Puducherry have not yet involved its Higher Education Departments in the survey. Since Ministry has decided to continue this survey on Annual Basis so as to collect entire higher education data, the involvement of State Governments is very much required for its sustainability.

9.3 Various reports generated from the data collected under survey have been made available to all the States. Customised reports may be used for generating reports as per requirement and may be used for informed policy decisions. States are requested to use this tool to generate State Level reports and publish it so that peoples at large may be benefitted from it.

LIST OF PRE-DEFINED REPORTS

BASIC INFORMATION

1. UNIVERSITY
2. COLLEGE
3. STAND ALONE INSTITUTION

LIST OF INSTITUTIONS

1. STATE-WISE, DISTRICT-WISE LIST OF UNIVERSITIES & ITS ATTACHED INSTITUTIONS
2. STATE-WISE, DISTRICT-WISE LIST OF STAND-ALONE INSTITUTIONS

NUMBER OF INSTITUTIONS

1. STATE-WISE NUMBER OF INSTITUTIONS
2. STATE-WISE NUMBER OF INSTITUTIONS-URBAN
3. STATE-WISE NUMBER OF INSTITUTIONS – RURAL
4. STATE-WISE SPECIALISATION-WISE NUMBER OF INSTITUTIONS
5. STATE-WISE NUMBER OF COLLEGES BY RECOGNITION
6. STATE-WISE NUMBER OF STAND ALONE INSTITUTIONS BY RECOGNITION
7. TYPE-WISE NUMBER OF INSTITUTIONS ATTACHED WITH UNIVERSITY
8. MANAGEMENT-WISE NUMBER OF INSTITUTIONS ATTACHED WITH UNIVERSITY
9. STATE-WISE NUMBER OF UNIVERSITY OFFERING EDUCATION THROUGH DISTANCE MODE

DISCIPLINE

1. INSTITUTION-WISE LIST OF PROGRAMMES & DISCIPLINE

TEACHING STAFF

1. STATE-WISE & POST-WISE NUMBER OF MALE & FEMALE TEACHER
2. STATE-WISE & CATEGORY-WISE NUMBER OF MALE & FEMALE TEACHER
3. POST-WISE NUMBER OF MALE & FEMALE TEACHER IN UNIVERSITY
4. CATEGORY-WISE NUMBER OF MALE & FEMALE TEACHER IN UNIVERSITY
5. POST-WISE NUMBER OF MALE & FEMALE TEACHER IN INSTITUTION
6. CATEGORY-WISE NUMBER OF MALE & FEMALE TEACHER IN INSTITUTION

7. POST-WISE NUMBER OF MALE & FEMALE TEACHER IN VARIOUS TYPES OF UNIVERSITIES
8. CATEGORY-WISE NUMBER OF MALE & FEMALE TEACHER IN VARIOUS TYPES OF UNIVERSITIES
9. FACULTY & DEPARTMENT-WISE NUMBER OF MALE & FEMALE TEACHER IN EACH INSTITUTION

NON-TEACHING STAFF

1. STATE-WISE & POST-WISE NUMBER OF MALE & FEMALE NON-TEACHING STAFF
2. STATE-WISE & CATEGORY-WISE NUMBER OF MALE & FEMALE NON-TEACHING STAFF
3. UNIVERSITY-WISE & POST-WISE NUMBER OF MALE & FEMALE NON-TEACHING STAFF
4. UNIVERSITY-WISE & CATEGORY-WISE NUMBER OF MALE & FEMALE NON-TEACHING STAFF
5. INSTITUTION-WISE & POST-WISE NUMBER OF MALE & FEMALE NON-TEACHING STAFF
6. INSTITUTION-WISE & CATEGORY-WISE NUMBER OF MALE & FEMALE NON-TEACHING STAFF
7. UNIVERSITY TYPE-WISE & POST-WISE NUMBER OF MALE & FEMALE NON-TEACHING STAFF
8. UNIVERSITY TYPE-WISE & CATEGORY -WISE NUMBER OF MALE & FEMALE NON-TEACHING STAFF

STUDENT ENROLMENT

1. STATE-WISE & LEVEL-WISE MALE & FEMALE STUDENT ENROLMENT
2. STATE-WISE & LEVEL-WISE MALE & FEMALE STUDENT ENROLMENT THROUGH DISTANCE MODE OF EDUCATION
3. STATE-WISE & LEVEL-WISE MALE & FEMALE STUDENT ON ROLL IN DISTANCE MODE OF EDUCATION
4. STATE-WISE & LEVEL-WISE MALE & FEMALE STUDENT ENROLMENT IN SELF-FINANCING MODE
5. STATE-WISE & MANAGEMENT-WISE MALE & FEMALE STUDENT ENROLMENT
6. LEVEL-WISE MALE & FEMALE STUDENT ENROLMENT IN UNIVERSITY
7. LEVEL-WISE MALE & FEMALE STUDENT ENROLMENT IN VARIOUS TYPES OF UNIVERSITIES

8. INSTITUTION-WISE & LEVEL-WISE MALE & FEMALE STUDENT ENROLMENT
9. STATE-WISE & CATEGORY-WISE MALE & FEMALE STUDENT ENROLMENT
10. CATEGORY-WISE MALE & FEMALE STUDENT ENROLMENT IN UNIVERSITY
11. CATEGORY-WISE MALE & FEMALE STUDENT ENROLMENT IN VARIOUS TYPES OF UNIVERSITIES
12. INSTITUTION-WISE & CATEGORY-WISE MALE & FEMALE STUDENT ENROLMENT
13. STATE-WISE & LEVEL-WISE INTAKE AND STUDENT ENROLMENT IN 1ST YEAR
14. DISCIPLINE GROUP & LEVEL-WISE STUDENT ENROLMENT
15. DISCIPLINE GROUP & PROGRAMME-WISE STUDENT ENROLMENT
16. DISCIPLINE GROUP & PROGRAMME-WISE STUDENT ENROLMENT - MALE
17. DISCIPLINE GROUP & PROGRAMME-WISE STUDENT ENROLMENT - FEMALE

GENDER RATIO

1. STATE-WISE & CATEGORY-WISE GENDER RATIO FOR STUDENT
2. STATE-WISE & LEVEL-WISE GENDER RATIO FOR STUDENT
3. STATE-WISE & LEVEL-WISE GENDER RATIO IN SELF-FINANCING MODE
4. STATE-WISE & MANAGEMENT-WISE GENDER RATIO FOR STUDENT
5. LEVEL-WISE GENDER RATIO FOR STUDENT IN UNIVERSITY
6. LEVEL-WISE GENDER RATIO FOR STUDENT IN VARIOUS TYPES OF UNIVERSITIES
7. INSTITUTION-WISE & CATEGORY-WISE GENDER RATIO FOR STUDENT
8. INSTITUTION-WISE & LEVEL-WISE GENDER RATIO FOR STUDENT
9. DISCIPLINE GROUP & LEVEL-WISE GENDER RATIO FOR STUDENT
10. PROGRAMME-WISE GENDER RATIO FOR STUDENT

OUT-TURN

1. STATE-WISE & LEVEL-WISE OUT-TURN
2. LEVEL-WISE OUT-TURN IN UNIVERSITY
3. LEVEL-WISE OUT-TURN IN VARIOUS TYPES OF UNIVERSITIES
4. LEVEL-WISE OUT-TURN IN INSTITUTIONS
5. DISCIPLINE GROUP & LEVEL-WISE OUT-TURN
6. PROGRAMME-WISE OUT-TURN

FINANCIAL

1. INSTITUTION-WISE RECEIPTS & EXPENDITURE

2. INSTITUTION-WISE EXPENDITURE PER STUDENT

INFRASTRUCTURE

1. INSTITUTION-WISE AVAILABILITY OF INFRASTRUCTURE

PUPIL TEACHER RATIO

1. STATE-WISE PUPIL TEACHER RATIO IN DIFFERENT TYPES OF INSTITUTIONS

GROSS ENROLLMENT RATIO

STATE-WISE -- CATEGORY & SEX – WISE (To be calculated manually from the tables generated)

AGENDA ITEMS / ISSUES SUGGESTED FOR INCLUSION IN THE 60TH CABE MEETING SCHEDULED TO BE HELD ON 1ST NOVEMBER 2012

ITEM No. 1 : Review of the curriculum at all levels of education from the point of view of women' issues

1.1 National Policy on Education, 1986 and Programme of Action, 1992 emphasizes equal opportunities by suitable re-designing of the curriculum and using education as an instrument to achieve equality of opportunities. At National Level, the curriculum at Secondary Level is designed by National Council for Education, Research and Training (NCERT). The curriculum at University and Technology levels are framed by University Grants Commission (UGC) and All India Council for Technical Education (AICTE). NCERT has prepared the National Curricular framework (NCF) for Primary and Secondary Education. NCF 2005 is the latest framework and on the basis of this, many states have reviewed and revised their curriculum. The UGC/ AICTE may also take up a review of the textbooks used by the Universities (especially in the recently launched private universities) to ensure fair curriculum from gender lens point of view and free from any gender disparities. This issue needs to be attended on priority basis in view of the recent discussions in the Parliament.

1.2 The State Governments have set-up their own text books societies for the designing, developing and preparation of curriculum and text books based on the National Curriculum framework. To encourage local specific issues the State Governments have the freedom to adapt/adopt the National Curriculum. While preparing their text books it may be ensured by the authorities concerned that in the states the material prepared is free from gender disparity. The states may also review the curriculum and the text books used currently in their educational institutions to be free from any objectionable material.

ITEM No.2 : Incorporation of women friendly terminologies in all the documents related to women

2.1 In order to project women in respectable way occupying different positions at various levels of government and private agencies and to encourage them to take leading positions at various levels, it is essential to project them in a gender friendly manner and use terminologies respecting their position. At present, different agencies are using terminologies found appropriate to them. NCERT has developed a booklet on the use of gender friendly terminologies. Like that many agencies would have prepared such terminologies. It would be

appropriate that Central & State Governments may develop a directory of standard context specific gender friendly terminologies to be used in their different departments/ organizations.

ITEM No.3 : Ensuring the safety of girls in Educational Institutions

3.1 For the promotion of girls' education and enhancing their enrollment especially at the higher education level, it is essential that steps need to be taken to ensure the safety of the girls for continuing their education. Disturbing reports appear in the media frequently relating to harassment of girls and use of mal-practices against girls which lead to their drop out in school/ colleges. The State and Central Government may issue guidelines to the authorities concern for ensuring the safety measures for the girls in the educational institutions, provision of safe transport facilities.

ITEM No.4 : Starting of subject on Women Studies at school level

4.1 National Policy on education prescribes designing and developing of curriculum as a vehicle for women's development and equalizing opportunities. The University Grants Commission has introduced a curriculum for women's studies and also releases grants for the establishment of women study centers. So far, 159 women study centers have been formed for the purpose in universities and colleges. At the school level no major efforts have been undertaken either by NCERT or State Governments. Elements of women empowerment has been incorporated in the curriculum of science and social studies in NCERT and NIOS. It is appropriate time that courses like women studies are offered as a separate subject at secondary or higher secondary level. The State Governments may take appropriate steps through their Boards of Education to design and develop curriculum for the introduction of women studies as subject.

ITEM No.5 : Delineation of responsibilities for Early Childhood Education

5.1 As per the Business Allocation Rules of the Government of India, "*Care of pre-school children including pre-primary education*" is the responsibility of the Ministry of Women and Child Development.

5.2 In recognition of the overwhelming need in our country for affordable and quality early childhood education with equity, the Ministry of Women and Child Development had constituted a Core Committee for preparing the ECE Framework and policy. This committee has formulated the Draft National Early Childhood Care and Education (ECCE) Policy, Draft National Early Childhood Education Curriculum Framework and Draft Quality Standards for ECCE. These policy documents take into cognizance an integrated and holistic view of the child. This ECE Policy and Framework will help the Government of India to ensure the best start for each of its young citizens.

5.3 The Ministry has also initiated the exercise of strengthening and restructuring of the ICDS programme. In strengthened and restructured ICDS programme, ECCE would now be significantly positioned.

5.4 In our view no single stand alone right can meet the developmental needs of young children. Early years need a bouquet of rights embracing relevant sectoral components and facilitating service delivery in a coordinated manner, promoting a coherent approach.

ITEM No.6 : Inclusion of topics relating to Constitutional provisions and gender specific legislations

6.1 The Constitution of India guarantees equality and equal protection in law and prohibits discrimination on the grounds of religion, race, caste and sex or place of birth. Article 14 of the Constitution speaks of Right to Equality, which states that “The State shall not deny to any person equality before law or equal protection of the laws within the territory of India”. Article 15 of the constitution dealing with Prohibition of Discrimination on grounds of religion, race, caste, sex or place of birth ensures that “the State shall not discriminate against any citizen on grounds only of religion, race, caste, sex, place of birth or any of them” (Article 15 (1)) and further that “Nothing in this article shall prevent the State from making any special provision for women and children” (Article 15.3). Article 51 (A) (e) of the Constitution dealing with Fundamental Duties – To renounce the practices derogatory to the dignity of women, states that “It shall be the duty of every citizen of India

(v) to promote harmony and the spirit of common brotherhood amongst all the people of India transcending religious, linguistic and regional or sectional diversities; to renounce practices derogatory to the dignity of women;”.

6.2 Ministry of Women and child Development is administering a number of women specific laws for the welfare and empowerment of women and to further the goals of equality and non-discrimination as laid down in the constitution. These include the Immoral Traffic (Prevention) Act, 2005, The Dowry Prohibition Act, 1961, The Indecent Representation of Women (Prohibition) Act, 1986, The Protection of Women from Domestic Violence Act, 2005 and The Prohibition of Child Marriage Act, 2006.

6.3 However, inspite of these enabling, protective and empowering provisions, incidence of violence, harassment, torture etc directed at women remain endemic in our society. According to latest National Crime Records Bureau (NCRB, 2011) data, a total of 2,28,650 incidents of crime against (both under IPC and SLL) were reported in the country during the year, recording an increase of 7.1 % over 2010. As per the National Family Health Survey (2005-06), which covers several dimensions of domestic violence, around 40% of ever married women have experienced emotional, physical or sexual violence. Even these numbers are at best a conservative estimate since, in a patriarchal society, most women internalise domestic violence inflicted on them as natural and remain silent. Violence faced by women within a domestic space is not limited to married women. Women and girls face violence in their parental homes; older women face violence in the homes of their children etc.

6.4 The Ministry has institutional mechanisms in the form of National Commission for Women (NCW) and State Women's Commissions to spread awareness about these legislations to the target group. Considering the gravity of the situation, we feel that awareness creation of these aspects requires a multi- level and multi- pronged handling. Schools and other educational institutions will be an effective platform for creating awareness of such laws among children of our country. Including material on such legislations in the school curriculum from an appropriate level, say from Secondary or Higher Secondary level, will be an effective forum for inculcating knowledge and responsibility among both girls and boys and can a long way in addressing issues like violence against women and social customs like child marriage, dowry etc.

ITEM No.7 : Integration / Convergence of services available for children for education with those for child protection

7.1 Child Protection is the protection of children from all forms of visible or insidious, harm, abuse and exploitation. As the Right to be safe is intrinsically linked to a child's

enjoyment of all other rights, special measures are needed to ensure it. These would include building of an environment, based on integrated and special systems and mechanisms, wherein dedicated structures, services and skilled personnel ensure that all children are protected and that partnerships are forged at all levels between families, communities, government and nongovernmental stakeholders, to ensure safety, development and growth. The primary objective of all measures being, to prevent situations which may result in separation of children from loving families and equip service providers with the skills necessary, to care and protect children in especially difficult circumstances who are more vulnerable to falling out of the social safety net.

7.2 In order to put these systems in place, legislations, such as the Juvenile justice (Care and Protection of Children) Act, 2000, the Commissions for Protection of Child Rights, Act 2005 and the Protection of Children from Sexual Offences, Act 2012, have been enacted and the National Commission for the Protection of Child Rights and various State Commissions established. The Integrated Child Protection Scheme (ICPS) was also introduced in 2009, to provide financial support to State Governments/UT Administrations, for providing protection and rehabilitation services to children in difficult circumstances, including those 'in need of care and protection and those in conflict or contact with law', through structures and personnel established specially for the purpose. The Scheme is being implemented across the country by all State Governments/UT Administrations (except for Jammu and Kashmir) and dedicated structures for Child Protection are already in place at State and district level in more than 24 States/UTs.

7.3 It is therefore necessary for coordinated interventions between Ministry of Women and Child Development and Ministry of Human Resource Development, to address these issues. It may be mentioned at the outset that State Child Protection Societies and District Child Protection Units established under ICPS provide a platform for convergent actions in this regard. Areas of convergent action could include:

- Placement of teachers in Homes, Open shelters where not available by the department of Education, on request for the same.
- Provision of special modules and teachers for, children with special needs
- A review of educational services/personnel in all such facilities and addressal of gaps identified, including provision of books, equipment, uniforms, transport etc.
- Assistance for placement of disadvantaged children and young adults, (who are availing care and protection services under the Scheme), by reservation in

mainstream schools and institutes for higher and specialized education. It is suggested that an officer be designated in all districts from department of education, to focus on maintaining links with the District Child Protection Unit, providing information as necessary and facilitating placement of children and teachers when and where required.

- Conversion of certain Homes, which are running primarily for purpose of providing education to vulnerable children, into educational hostels based on recommendation of State Government or transfer of children to existing/new residential schools.
- Training of teachers already working in Homes with special focus on their role as caregivers.

ITEM No.8 : Inclusion of topics on policy, legislations and programmes for care and protection of children in curriculum

8.1 There is a need to build in information pertaining to policy, legislations and programmes for the care, protection and nurture of children in mainstream education, so that children and through them, their parents, are made aware of the child's rights. This would include :-

- Integrating of modules in school curricula: on the rights of children and laws, schemes and crucial services pertaining to the protection of children such as emergency outreach services through 1098, a dedicated helpline for children in crisis. These could include information on how to, protect oneself, to recognize and deal with abuse, to reach out for help etc.
- Inclusion of special modules in all certified courses for Teachers training and B.ED, on caregiving of children in especially difficult circumstances, including methods of identifying and dealing with abuse, Child rights and Child Protection.

ITEM No.9 : Introduction of New Courses on Counseling

9.1 Globalisation, rapid urbanization, the break up of traditional family structures and what we call 'modern life' altogether, has resulted in several new concerns regarding the safety and well being of children. While the access for children to information and technology has increased in multiple ways, the traditional community and family structures that provided emotional anchoring have almost disappeared, leaving children vulnerable in many

situations, without a hand to hold or a pair of ears that would listen and understand. Inordinate access to technology, without safeguards being put in place, has resulted in cyber crimes, both against and committed by children; isolation has manifested in growing aggression, emotional detachment, addiction and in worst case scenarios, suicide.

9.2 It becomes necessary, therefore, to put in place in all institutions, schools, colleges etc. integrated interventions that promote and protect the mental and emotional health of children, including placement of counselors etc. Our experience has shown us that courses offered for counseling are woefully inadequate in numbers and quality, to address the country's growing need for mental health professionals. In most cases the individuals appointed are academically qualified (as psychologists for instance) but have no comprehension of the sensitivity necessary to deal with a troubled child/young adult.

9.4 As a result trained mental health professionals are either difficult to find or inadequately equipped and most posts under ICPS for the same continue to remain unfilled. It is therefore urgently required that courses on counseling, which focus on emerging protection needs, are added to the repertoire of courses available in institutions for higher education so that a cadre of mental health professionals specializing in Child Protection can be created.

ITEM No. 10 : Awareness generation on the Protection of Children from Sexual Offences Act, 2012

10.1 The Protection of Children from Sexual Offences (POCSO) Act, 2012 was notified in the Gazette of India on 20th June, 2012 (copy of the Act is enclosed). The POCSO Act, 2012 defines a child as any person below the age of 18 years and provides protection to all children under the age of 18 years from the offences of sexual assault, sexual harassment and pornography. These offences have been clearly defined for the first time in law. The Act provides for stringent punishments, which have been graded as per the gravity of the offence. The punishments range from simple to rigorous imprisonment of varying periods. There is also provision for fine, which is to be decided by the Court.

10.2 For the first time, a special law has been passed to address the issue of sexual offences against children. It is thus necessary to educate children about sexual abuse and inform them about the new law that has been adopted to protect them.

10.3 The subject of child sexual abuse is still a taboo in India. Very often children do not even realise that they are being abused. Child sexual abuse includes both touching and non-touching behaviors. The touching behaviour includes fondling a child's body for sexual pleasure, encouraging or forcing a child to do likewise, etc. Similarly non-touching behaviors include encouraging a child to watch or hear sexual acts, looking at a child sexually, encouraging or forcing a child to read/watch pornography, giving pornographic material or using the child in pornography, etc. Spreading awareness among children about sexual abuse and educating them about the provisions in the law will help in prevention and protection of children from sexual abuse and exploitation.

10.4 The Act provides for the establishment of Special Courts for trial of offences under the Act, keeping the best interest of the child as of paramount importance at every stage of the judicial process. The Act incorporates child friendly procedures for reporting, recording of evidence, investigation and trial of offences.

10.5 The HRD Ministry is requested to give wide publicity on the key provisions of the Act and on the understanding of phenomenon of child sexual abuse through various means including incorporation of these in the course curriculum at various levels.

ITEM No.11 : Curbing Teacher absenteeism:

11.1 Absenteeism of teachers has been pointed out by the Committee on the Rights of the Child in its concluding observations on the 1st Periodic Report of India, 2001. Adequate information was not available with this Ministry in preparing the response to this concluding observation in India's 3rd and 4th Periodic Report on CRC.

11.2 Further, it has also come to the notice of the Ministry during the assessment of implementation of Bal Bandhu Scheme in areas of civil unrest that that there is acute shortage of teaching staff in most of the schools. In addition to this, teachers do not attend school regularly. As a result, studies of children are badly affected. Ministry of Human Resource Development may take necessary steps to fill up the vacancies of teaching staff and also step up monitoring to check teacher absenteeism.

Agenda item 12- Educating children to know the importance of nutritious food

Health and nutrition education needs to be an important part of learning and behavior development. Good health supports successful learning as much as successful learning supports health and nutrition (nutrition is the foundation for good health).

During the last two decades there has been considerable emphasis on nutrition and health education for school children as it is widely recognized correct knowledge and dietary habits imbibed in the early years have a life long effect. Children constitute a very effective 'target group' for preventive and promotive activities related to health and nutrition. Further, children also serve as 'change agents' and have the capacity to bring in change within the family and community settings.

Educating children to know the importance of nutritious food increases the efficacy of other investments in child development, ensures good current and future health, better educational outcomes and improves social equity and all the services are provided for in a cost effective manner.

Several national health programmes like the Reproductive and Child Health, Integrated Child development services, HIV/AIDs; Tuberculosis etc have been emphasizing on health and nutrition education with children as one of the 'target groups'. There is an enormous potential for the adoption of innovative strategies which need to be integrated into curriculum planning for school going children.

The National Nutrition Plan of Action on Nutrition, 1995 envisages that nutrition and health education concept shall be effectively integrated into the school curricula, as well as into all nutrition programs.

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There is thus an urgent need to bring in innovative ways to impart health and nutrition education to children, with concepts of healthy tiffins, appropriate food selection. While NCERT books do have food and nutrition component for classes I to X, there is a need for regular review to factor in the latest developments and tackle emerging challenges such as childhood obesity, lack of exercise, early onset of diet related chronic disorders etc. The School Health Programme has to be a coordinated effort between the education and health departments with the latter providing preventive, curative and promotive services at all levels of schooling. Further, schools can have a wide range of activities including horticultural activities, development of backyard fruit and vegetable gardens, and use of irrigation and water harvesting systems. For such activities there will be a need to collaborate with the frontline agricultural workers as together it is possible to have a greater impact.

There is also a need to review the curriculum and syllabus of the teacher's training programme for health, nutrition and physical education offered by different colleges, institutions and deemed universities.

Agenda Item 13 Personal hygiene and sanitation i.e. clean and separate toilet facilities for girl children.

Personal hygiene and sanitation are very important for a healthy life. Sanitation & hygiene for school children, hand washing with soap, particularly after contact with excreta, can reduce diarrhea diseases and respiratory infections significantly which are the number one cause for child deaths in India.

Adequate, well-maintained water supply and sanitation facilities in schools encourage children to attend school regularly and help them achieve their educational goals. Inadequate water supply and sanitation in schools are health hazards and affect school attendance, retention and educational performance.

Schools are considered to be the most important and basic links which have a definite reach to the parents, individual families and consequently the community. It is a universal fact that children are far more receptive to new ideas and are definitely at an age when they can be influenced to cultivate good hygienic habits. The promotion of personal hygiene and environmental sanitation within schools can help the children to adopt good habits during the formative years of their childhood and adolescence.

There is a general paucity of safe hygienic facilities in several schools which often lack safe drinking water provisions and toilets. Separate toilet facilities for girls do not even exist in many schools. In this scenario, the growing girls often drop out of school or are absent after recess when they go home and do not return to school. Thus Sanitation facilities have a direct bearing on enrolment and retention of girls in schools. Thus it is critical to have separate toilet facilities for girl students.

Besides having Sanitation & hygiene facilities in schools, it is also clear that use of toilets cannot be sustained without provision of adequate water supply. Sanitation and drinking water programmes have to be converged at all levels of implementation .

A Note on need for Awarding credits under National Service Scheme

1 The National Service Scheme (NSS) was created to foster relevance between higher education institutions and social well-being. The programme was inspired by Mahatma Gandhi's philosophy based on the role of the youth in the nation's freedom struggle. The Motto of the NSS programme is "Education through Service". Introduced in 1969 on a pilot basis in 37 universities and three other institutions of higher education, the NSS initially involved about 40,000 students. Since then, the Scheme has grown considerably from 0.04 million in 1969 to 3.2 million in 2011-12, operating in 299 institutions of higher learning across all States and 6 Union Territories. They have been doing a commendable contribution all through. A comprehensive review of the NSS commissioned by the Ministry of Youth Affairs revealed that the Scheme has enormous potential to strengthen knowledge, capacity and skills of students in a number of Social and Economic Development areas.

2. During 2011-12, 26,696 villages and slums were adopted by the NSS units for implementation of various developmental activities and about 21,88,742 saplings were planted by the Volunteers during 2011-12. NSS Volunteers not only donated 2,00,507 units of blood, but also administered polio drops to 11,85,701 children during 2011-2012. The contribution of NSS in creation of durable assets in the community during the special camping programs, deserve special appreciation. Disaster Management is a core component in NSS activities. NSS has always played a vital role during the natural calamities by not only assisting in relief and rescue operations but also in lending a sympathetic and moral support to the victims of the disasters. The Department of Youth Affairs is in the process of further improving the activities of NSS by introducing skill up gradation courses for the volunteers. Tata Institute of Social Sciences alongwith the Prime Minister's office on Skill Development Council and Deptt of Youth Affairs are jointly working on transforming NSS into National Service and Skill Development Scheme. At the moment inputs from different stake holders at the State level including industries, civil society and various Govt Departments are being collected. A proforma has been circulated amongst NSS volunteers of selected Universities to gather feed back on their aspirations. These two inputs will be viewed together and suitable skill development programmes will be conducted to impart employable skills to the student volunteers. It is hoped to Create socially conscientious students better connected with people – respect for people and welfare concerns become rooted;

3. In view of the selfless service rendered by NSS volunteers in nation building activities it will be appropriate to adequately reward them by way of special recognition/facilities. some State Governments/UTs/Universities are already giving various incentives to NSS An effort has been made to compile illustrative data on various incentives being given in different states/ U.Ts. A brief synopsis of these incentives is as under:

S.No.	States	Incentives
1.	ANDHRA PRADESH	ANDHRA PRADESH has decided to create 1% super-numerary seats in PG/UG Courses in all colleges in its jurisdiction. NSS volunteers with extra-ordinary talent, viz. participation in Republic Day Camp/International Exchange/Youth Exchange programmes are considered under this quota. Nagarjuna University,

		<p>Guntur follows the same pattern as AU.</p> <p>ii) Osmania University, Kakatiya University-Warangal, Sri Krishna Deva Raya University, Anantapur and Sri Venkateswara University consider NSS volunteers alongwith NCC and Sports students for selection against 1% seats reserved for these 3 categories.</p>
2.	ARUNACHAL PRADESH	Provision for providing incentives in the form of weightage of marks at the time of admission in Post Graduate level and B. Ed. There is also weightage in the job pertaining to the Government of Arunachal Pradesh. SLO, NSS.
3.	ASSAM	Assam Agricultural University, Jorhat made NSS compulsory in the first semester with 100 marks.
4.	BIHAR	<p>3% to 5% seats are reserved for NSS volunteers at the time of admission in Under Graduate and Post Graduate courses.</p> <p>ii) Governor Secretariat has proposed to provide 10% marks as weightage at the time of admission in Graduate and Post Graduate courses but still not implemented.</p>
5.	DELHI	DELHI – Jamia Millia Islamia gives 2% - 5% weightage for higher education.
6.	GOA	Goa University, Goa-7 marks added to grand total in the last year of degree course (counted for grace mark for passing, if required)
7.	GUJARAT	Veer Narmad South Gujarat University, Surat give 2% extra for PG Admissions

8.	HARYANA	Ch. Devi Lal University, Kurukshetra university, M.D.University give 5% weightage for those who have completed 240 Hours, two special camps, made 5 persons literate/2 blood donation/ bravery awards/participation in pre-Republic Day or Republic Day Camps for higher education and 2% weightage in services in Haryana during recruitment
9.	HIMACHAL	HIMACHAL PRADESH – gives 2% weightage in admission.
10.	JAMMU & KASHMIR	University of Jammu – gives weightage at admission level as well as for selection to the post of Lecturers.
11.	JHARKHAND	Ranchi University gives 5% weightage on obtained marks at the time of admission in Under Graduate and Post Graduate courses. ii) Vinobha Bhave University, Hazaribagh gives 3% weightage to those NSS volunteers who have attended Pre Republic Day Parade Camp, 5% Republic Day Parade Camp and National Level NSS camp at the time of admission in Under Graduate and Post Graduate courses.
12.	KARNATAKA	1. KARNATAKA has allotted one seat to NSS volunteers in each branch of PG course in the Universities of Karnataka State. 2. The academic council of Karnataka has approved NSS as a recognised co-curricular activity under the credit based semester scheme for undergraduate degree programmers. A maximum mark of 50 per semester have been approved.

13.	KERALA	<p>The NSS volunteers seeking admission to Degree courses are eligible for 15 marks and PG courses for 5 marks as weightage (other than professional courses).</p> <p>(ii) One MSW seat is reserved for the best NSS Volunteer in M.G. University.</p> <p>(iii) The State NSS Awards are given to 1 University @ Rs.15,000/- and 4 Pos @ Rs.2500 each and Rs.1000 each to 7 NSS volunteers.</p> <p>(iv) NSS volunteers having NSS Certificates are given 2% grace marks in +2/VHSE/Polytechnic/Engineering/University Examinations.</p> <p>(v) NSS Volunteers attended National Camps are given 3% grace marks in +2/VHSE/Polytechnic/Engineering/University Examinations.</p> <p>(vi) NSS Volunteers attended Republic Day Camps are given 5% grace marks in +2/VHSE/Polytechnic/Engineering/University Examinations.</p> <p>(vii) Universities /Directorates are giving different Cash Awards to Programme Officers/Volunteers in addition to Certificates*</p>
14.	MADHYA PARDESH	<p>i) Weightage in Admission for A, B & C certificate holder of NSS Volunteers.</p> <p>ii) Weightage in Student Union Election and the preference will be given to NSS Volunteers if the number of votes of same.</p>
15.	MAHARASHTRA	<p>Incentive marks for NSS Volunteers who have completed 240Hrs of Regular Activities & 1 Special Camp ie for complete tenure of NSS. However no benefits are given for dropout from Volunteer ship before 2 years. This system is not applicable in +2 levels & varies in Agriculture universities. **</p>

16.	MEGHALAY	North Eastern Hill University (NEHU) gives 7 grace marks for admissions to PG Courses.
17..	ORISA	In orissa NSS Volunteers, who have represented the country at International level are given direct admission in Higher Education and 7% grace marks for National Awardees. 5% grace marks for State Awardees and 3% grace marks for University awardees.
18.	PUNJAB	<p>Punjab Agricultural University – grace marks from 1 to 3.5 are given to NSS Volunteers for participation in different camps.</p> <p>ii) Punjab University, Chandigarh - gives 1% weightage in admission.</p> <p>iii) Punjabi University, Patiala - gives upto 6 marks in PG admission for NSS and NCC.</p>
19.	RAJASTHAN	10 grace marks for admission in PG courses with a National Level participation certificate in RAJASTHAN
20.	TAMIL NADU	<p>15 grace marks for admission at graduation level and</p> <p>i) 5 grace marks for admission in PG level.</p> <p>ii) 5 grace marks for admission in Higher education in Maharashtra and Rajasthan for NSS Volunteers with a State Level Participation certificate in addition to 240 hours + one special camp.</p> <p>iii) 3 grace marks for admission in Higher Education for State Level programmes in Kerala.</p>

21.	UTTARKHAND & UTTAR- PRADESH	5 grace marks for those who have completed 240 hours as a Volunteer for admission in B.Ed. i) 10 grace marks for those who have completed 240 hours as NSS volunteer and attended 1 Special Camp for admission in B.Ed. ii) 15 grace marks for those NSS volunteers who have completed 240 hours and attended 2 and more than Special Camps for admission in B.Ed. In some universities NSS is a part of the curriculum.
22.	WEST BENGAL	Only 240 hours completion certificate provided to volunteers by the University/Council.

4. It would be in the fitness of things, if UGC considers issuing an advisory to various participating universities/colleges to recognize the NSS as a co-curricular activity under the credit based semester scheme for both under graduate and post graduate programmes. NSS Volunteers can be given grace marks for admission to Graduate and Post Graduate levels. Similarly, as a part of extension and co-curricular activities, NSS can be considered for API Scores to the Lecturers and Professors.

5. Intervention of CABE, the highest decision making body in the field of education is solicited for recognizing and supporting the cause of NSS volunteers and to extend uniform incentives all over the country at graduate/post –graduate levels.