

**REPORT OF THE
WORKING GROUP ON HIGHER EDUCATION
FOR THE
XII FIVE YEAR PLAN**



**GOVERNMENT OF INDIA
MINISTRY OF HUMAN RESOURCE DEVELOPMENT
DEPARTMENT OF HIGHER EDUCATION
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I. Background

The Planning Commission has constituted a Working Group on Higher Education for the formulation of the XII Plan. The Notification is at **Appendix-IA**. The Working Group on Higher Education has met thrice and on the basis of the deliberations, this Working Report has been finalized. The Working Group on Higher Education was sub-divided into three sub-groups: Access, Equity and Quality (**Appendix 3A**). These Sub-groups have made specific proposals on the three focus themes, which have been consolidated by the UGC and have been appended with this Report. A separate Sub-Committee on Social Science Research and on the three Councils of ICSSR, ICHR & ICPR has been constituted by the Department of Higher Education and their Report is also included at **Appendix 4**.

II. Introduction

Education is recognized as one of the critical elements of the national development effort and Higher education, in particular, is of vital importance for the nation, as it is a powerful tool to build knowledge-based society of the 21st century. The activities of Department of Higher Education are focused towards developing India as a knowledge society. The Department's constant endeavour is to improve and expand education in all sectors, with a view to eliminate disparities in access and lay greater emphasis on the improvement in the quality and relevance of education at all levels. The role of Department, therefore, includes policy formulation, programme implementation, coordination with other stakeholders, knowledge management, research and innovation, creation of intellectual property, training and capacity building, reaching out to

disadvantaged sections, women and minorities in the higher education sector. The Department has also established a number of premier institutions which have come to acquire a reputation for excellence and national importance.

Improvement of access along with equity and excellence, the adoption of state-specific strategies, enhancing the relevance of higher education through curriculum reforms, vocationalisation, information technology, quality of research, networking and distance education are some of the main policy initiatives of the higher education sector. The other important policy initiatives in higher education include programmes for general development of universities and colleges; special grants for the construction of hostels for women; scholarships to students, scheme to provide interest subsidy on educational loans for professional courses to ensure that nobody is denied professional education on account of financial wherewithal and making interventions to attract and retain talent in the teaching profession in the higher and technical education. Emphasis has been laid on expansion with equity, use of ICT in education, promotion of research and quality education.

III. Vision and Mission

The Department's Vision is to realize India's human resource potential to its fullest in the higher education sector with equity and inclusion. The three pillars of our strategy in higher education are expansion, inclusion and excellence.

The Mission of the Department of Higher Education is as follows:

- (i) Provide greater opportunities of access to higher education with equity to all eligible persons and in particular to the vulnerable sections;
- (ii) Expand access by supporting existing institutions, establishing new institutions, supporting State Governments and Non-Government

Organizations/civil society to supplement public efforts aimed at removing regional or other imbalances that exist at present;

- (iii) Initiate policies and programmes for strengthening research and innovations and encourage institutions – public or private – to engage in stretching the frontiers of knowledge;
- (iv) Skill development so as to reap the benefits of the demographic advantage of the country;
- (v) Promote the quality of higher education by investing in infrastructure and faculty, promoting academic reforms, improving governance and institutional restructuring;
- (vi) Engage with civil society, state governments and with the international community in furtherance of knowledge, language and culture.

IV. Objectives:

- (i) To expand the higher education sector in all its modes of delivery to increase the Gross Enrolment Ratio (GER) in higher education to 15% by 2011-12 and to 21% by XII Plan and 30% by the year 2020.
- (ii) To expand institutional base of higher education (including technical, professional and vocational education) by creating additional capacity in existing institutions, establishing new institutions and incentivizing state governments and Non-Governmental Organizations / civil society.
- (iii) To provide opportunities of higher education to socially deprived communities and remove disparities by promoting the inclusion of women, minorities and differently-abled persons.
- (iv) To remove regional imbalances in access to higher education by setting up of institutions in unserved and underserved areas.

- (v) To enhance plan support for infrastructure and faculty development in the institutions of higher learning and to attract talent towards careers in teaching and research.
- (vi) To create conditions for knowledge generation through improved research facilities in universities and colleges.
- (vii) To promote collaboration with International community, foreign governments, universities/institutions and regional and international institutions, for the advancement of universal knowledge and intellectual property rights.
- (viii) To promote development of Indian languages.
- (ix) To promote autonomy, innovations and academic reforms in institutions of higher learning.
- (x) To undertake institutional restructuring for improving efficiency, relevance and creativity in higher education.

V. Achievements of the XI Plan

1. New Central Universities

To increase access, improve quality and to remove regional imbalances in higher education, XI Five Year Plan envisaged establishment of 16 Central Universities in hitherto uncovered States of Bihar, Jharkhand, Orissa, Gujarat, Haryana, Punjab, Rajasthan, Himachal Pradesh, J&K, Karnataka, Kerala, Goa, Chattisgarh, Madhya Pradesh, Uttarakhand and Tamil Nadu. Accordingly 15 new Central Universities, including three State Universities converted to Central Universities, were established under the Central Universities Act 2009. Three State Universities which have been converted into Central University are - Guru Ghasidas Vishwavidyalaya in the State of Chhattisgarh, Dr. Harisingh Gour Vishwavidyalaya in the State of Madhya Pradesh and Hemvati Nandan Bahuguna

Garhwal University in the State of Uttarakhand. Thus, all states except Goa, which has not been included on the request of the State Government, now have at least one Central University. In addition, a new Central University has also been established in Jammu and J&K now has two Central Universities.

2. New Degree Colleges

A new Scheme has been envisaged in the XI Plan to provide central assistance to State Governments for setting up of a model college in each of the indentified 374 educationally backward districts with GER for higher education less than the national average, with Central-State funding. It is proposed to provide Central assistance to the extent of 1/3rd of the capital cost for establishment of each college, limited to Rs 2.67 crore. For Special Category States, the Central share shall be 50% of the capital cost limited to Rs. 4.00 crore for each college. 45 Model Degree Colleges have been sanctioned so far.

3. Construction of girls' hostels :

The colleges and universities which come within the purview of the UGC and are fit to receive grants under Section 12 B of the UGC Act are eligible to receive financial assistance. In order to achieve the goal of enhancing the status of women, UGC has been providing financial support on a cent per cent basis for construction of hostels for women and other related infrastructural facilities in colleges. The support varies from Rs. 60.00 lakhs to Rs. 2.00 crores depending upon the extent of women enrolment and the location of the colleges, whether in Metropolitan or Non-Metropolitan urban areas or rural areas. The UGC took special initiative to increase the number of hostels for girls and the amount of grants. UGC has sanctioned --- number of Girls' Hostels so far.

4. Education of Scheduled Castes and Scheduled Tribes, Minorities and persons with disabilities:

The share of Scheduled Castes and Scheduled Tribes enrolment as a percent to total enrolment in higher education has been steadily increasing over the years. However, their enrolment share in higher education is still lower as compared to their total population. The enrolment of SC and ST students as a percentage of total enrolment in higher education (Including Open Universities & Polytechnics) is 11.6% and 9.8% respectively. At the doctoral level the enrolment share of SC and ST is 11% and 4% respectively. Besides, their enrolment in science courses both at the masters and bachelors levels are also low.

Several schemes of UGC support the education of Scheduled Castes and Scheduled Tribes e.g. remedial coaching at UG and PG level, coaching classes for preparation for National Eligibility Test (NET), coaching classes for entry in services, postgraduate scholarships, establishment of centres in universities for study of social exclusion and inclusive policy. Every University has also been requested by the UGC to create an Equal Opportunities' Cell in order to ensure equity and inclusion.

4.1. Persons with Disabilities:

The Department of Higher Education has taken several initiatives to promote higher/professional education among the persons with disabilities. UGC has integrated schemes such as Teacher Preparation in Special Education (TEPSE) and Higher Education for Persons with Disabilities (HEPSN) to support differently abled persons in higher education. All India Council for Technical Education (AICTE) also has a scheme of tuition fee waiver for physically challenged. UGC has furthermore issued several guidelines to the universities including 3 percent reservation for PWDs, relaxation of marks etc.

Under the scheme for Upgrading Existing Polytechnics to Integrate the Physically Disabled in the Mainstream of Technical and Vocational Education, 50 existing Polytechnics in different locations of the country have been selected for up-

gradation so as to enable them to introduce technical / vocational and continuing education programmes for the persons with disabilities. The Scheme is targeted to benefit around 1250 disabled students every year in formal diploma level courses and 5000 students in short duration technical / vocational courses.

4.2. Educational Advancement of Minorities

For inclusive development of higher education, educational advancement of students belonging to minority communities is a point of focus. New Model Degree Colleges being established in districts with Gross Enrolment Ratio (GER) lower than the National average in higher education include 62 districts having minority concentration. Under the Sub-Mission on Polytechnics, the Government of India provides Central financial assistance to the State Governments / UTs for setting up of polytechnics in the un-served and underserved districts during the XI Plan. As per the Scheme criteria, 57 districts out of 90 Minority Concentration Districts are eligible for consideration under the Scheme.

Academies for Professional Development of Urdu Medium Teachers have been set up at three Central Universities viz. Aligarh Muslim University (AMU), Aligarh, Jamia Millia Islamia (JMI), New Delhi and Maulana Azad National Urdu University (MANUU), Hyderabad. Two new campuses of AMU are being established at Murshidabad in West Bengal and Mallapuram in Kerala.

National Commission for Minority Educational Institutions (NCMEI) has been established by an Act of Parliament with the key objective of ensuring that the true amplitude of the educational rights enshrined in Article 30 (1) of the Constitution is made available to the members of the notified religious minority communities. In order to make the procedure of giving minority status hassle free and protect their autonomy, National Commission for Minority Educational Institutions

(NCMEI) has issued elaborate guidelines to be acted upon by the State Governments.

4.3 . OBC Reservation:

The policy of reservation is recognized as an important instrument of affirmative action in India. The Department has enacted the Central Educational Institutions (Reservation in Admissions) Act, 2006 and has made special provisions for reservation of seats for the Scheduled Castes, Scheduled Tribes, and the Other Backward Classes (OBCs) in admissions to Central Educational Institutions. Reservation of 27% seats for the OBCs was implemented in all Central Educational Institutions covered by the Central Educational Institutions (Reservation in Admissions) Act, 2006.

4.4 . Education of Girls

Gender parity index has shown continuous improvement over the years as a result of Government's efforts to increase women participation. Women enrolment in higher education for the year 2007-08 is highest in the faculty of Arts followed by Science and Commerce/Management. Women representation is increasing, though still low in faculties like, law, medicine, education, veterinary science etc. UGC have launched a number of schemes to achieve gender parity. Day care centres in universities and colleges provide day care facility on demand basis for children of 3 months to 6 years of age. UGC is also implementing Indira Gandhi Scholarship for single girl child for pursuing higher and technical education. Construction of girls' hostel for colleges is supported by UGC. There is also a scheme for the Development of Women's Studies in universities and colleges. The primary role of these centres is to promote knowledge simulation and transmission through teaching and research.

5. Interest subsidy on educational loans:

In order to ensure that talented students are not deprived of access to technical and professional education for want of financial resources, a scheme is in operation since the year 2009-10 to provide full interest subsidy during the period of moratorium on educational loans taken by students belonging to economically weaker sections, whose parental income is less than Rs.4.5 lakh per annum. Loans availed from Scheduled Banks under the Educational Loan Scheme of the Indian Banks' Association to pursue technical and professional courses of study are covered under the Scheme of Interest Subsidy.

6. Academic Reforms

As already mentioned, coordination and determination of standards in institutions for higher education and research and scientific and technical institutions is a constitutional obligation of the central government. It is necessary to involve all stakeholders to institutionalize internal processes in favour of quality as an island of excellence cannot serve the massive requirement of higher education. Quality has to be the concern of all institutions and excellence will flow from good quality institutions and appropriate governance structures. Academic reforms at the institutional level are the necessary conditions for the improvement in Quality. A number of academic reforms have been initiated which are as under:

Academic Reforms at Institutional Level

- Phase-wise introduction of credit system
- Semester system
- Continuous and comprehensive evaluation
- Updating of curricula to retain its relevance
- Inter-disciplinarity in developing curricula
- Competitive admissions
- Innovations in Teaching-Learning Methods

- Rewards to meritorious teachers and researchers
- Teachers to continuously upgrade qualifications and knowledge

7. National Mission in Education through ICT:

National Mission in Education through Information Communication Technology is a mission mode project to provide connectivity, valuable content and low cost computing devices to all the Institutions of higher learning in the country. A National Knowledge Network will interconnect all universities, libraries, laboratories, hospitals and agricultural institutions for sharing data and computing resources across the country over a high-speed information network having gigabit capabilities.

8. Open and Distance Learning:

Distance education system is emerging as an important means to cater to the increasing demand for higher education. Open and Distance Learning (ODL) is recognised and accepted as an important mode for achieving enhanced access, developing skills, capacity building, training, employability, life-long education and continuing education. Open and Distance Learning has contributed significantly in development of education structure of India. It provides avenues to those students who are not able to leave their jobs or are not able to attend regular classes due to some reasons. Our distance education system consists of one National Open University namely, Indira Gandhi National Open University (IGNOU) and 14 State Open Universities. In addition, many Central/State Universities also offer courses through distance mode.

9. Professional Development of Faculty:

Availability of adequate and qualified faculty is a pre-requisite for quality education and Government has initiated short and medium term measures to mitigate the shortage of faculty, which is affecting most educational institutions.

The short term measures include increase in the retirement age up to 65 years as also improvement of salary structures, in central higher educational institutions. It also includes removing the restrictions on the recruitment of faculty and filling of the vacant position. Several states too have relaxed the restrictions and taken steps to fill the teaching post in colleges and universities.

The medium term steps include:-

- i. Increase in the number of research fellowships for M.Phil, PhD and Post Doctoral Program to create potential faculty for universities and colleges
- ii. Increase in the number of fellowships and amount through NET
- iii. Fellowships are given to sciences students in department/centre with special assistance program in the states and central universities, autonomous colleges and colleges with potential for excellence.

The main objectives of Faculty Improvement Programme (FIP) are to provide an opportunity to the teachers of universities and colleges to pursue their academic/research activities leading to award of M.Phil/PhD degree, to provide an opportunity to the teachers to present papers in academic conferences/seminars or participating in workshops and exchange knowledge and ideas and to provide an opportunity to young faculty members to spend a short period of two weeks to two months at institutions of their choice for a better academic exposure.

At present there are 66 Academic Staff Colleges in the country which play an important role in professional development of teachers. They have been set up in the university system for conducting specially designed orientation programmes of

four weeks duration for newly appointed teachers and Refresher courses of three weeks duration for in-service teachers.

10. Innovation Universities:

The Department has finalized a legislation for creating a framework for setting up of Universities for Innovation, aiming at world class standards, in Public sector, private sector as well as in PPP mode. It includes creation of 14 Innovation Universities fully funded by central government. across XI and XII Plan.. The establishment of innovation universities has concretised the brain gain policy initiative of the Government.

11. Review of Institutions Deemed to be Universities

The Department decided to review the functioning of the existing institutions deemed to be universities in 2009-10 through a committee of eminent academics. The review found that 44 institutions deemed to be universities were unfit to function as such. Presently the matter is before the Hon'ble Supreme Court.

12. Amendment of Copyright Act, 1957

In the knowledge society in which we live today, it is imperative to encourage creativity for promotion of a culture of enterprise and innovation so that creative people realise their potential. The Copyright Act, 1957 was enacted to amend and consolidate the law relating to copyrights in India. The Act is now proposed to be amended with the objective of making certain changes for clarity, to remove operational difficulties and also to address certain newer issues that have emerged in the context of digital technologies and the Internet. A Bill to amend the Copyright Act, 1957 has already been introduced in Parliament on 19th April 2010 and the Report of the Parliamentary Standing Committee has since been received. The Bill is now pending for consideration of Parliament.

13. National Translation Mission

The scheme of National Translation Mission (NTM) was approved for implementation from 2008-09 based on the recommendations of the National Knowledge Commission. Main objectives of the scheme are: - setting up a clearing house for all translation activities in as many Indian Languages as possible, to provide links between users of translated materials at different levels and in different activities to the public and private agencies, to prioritise the translations of pedagogic materials at all levels (including primary onwards to tertiary education) specifically in natural and social sciences, to project Indian Languages and literatures in this region and abroad through high quality translation. NTM is being implemented by the Central Institute of Indian Languages (CIIL), Mysore as the nodal organization. A Project Approval Committee (PAC) of NTM has been constituted as an apex decision making body with experts drawn from Universities/Dept dealing with various languages and translation, representatives of Booksellers and Publishers Guild, specialists in Translation from private organizations/corporate houses etc. Four Sub-committees of PAC have also been constituted for fixing rates for translation, deciding knowledge texts for translation, copyright & legal matters and NTM-GIA.

14. Language Development

14.1 Kannada and Telugu as Classical Languages

The Union Cabinet vide its decision dated 8.5.2009 had declared Kannada and Telugu as classical languages and accordingly follow up action has to be taken by the MHRD on lines similar to those taken by this Ministry upon declaration of Tamil as classical language. M/o Law & Justice advised this Ministry that the MHRD may take follow up action to give effect to the decision of the Cabinet. Accordingly CIIL, Mysore has been advised to formulate a scheme for setting up

of Centre of Excellence for Studies in Classical Languages in Kannada and Telugu as also for instituting International Awards for scholars of eminence in these languages. SFC/DPR has since been prepared and is under consideration in the Ministry. It has been sent to Planning Commission for 'In Principle' approval.

14.2. Rashtriya Sanskrit Sansthan.

Rashtriya Sanskrit Sansthan has proposed establishment of two new campuses at Haryana and West Bengal and two new Adarsh Sanskrit Shodh Sansthans at Chennai and West Bengal. Construction of buildings at various campuses of Rashtriya Sanskrit Sansthan situated at Garli, Bhopal , Puri and Sringeri are likely to be completed in the current Plan.

15. New Legislations

15.1 Higher Education & Research Bill: The President's Address to Parliament on 4th June, 2009 and reiterated in the Address to Parliament on 22nd February, 2010, had declared the intent of the Government to establish an over-arching regulating body on the recommendations of the National Knowledge Commission and the Committee to advise on the Renovation and Rejuvenation of Higher Education under Prof. Yash Pal. The recommendations of the Yash Pal Committee and the National Knowledge Commission emanated from a realization that fragmentation of various fields of knowledge in higher education has been to the detriment of growth of inter-disciplinary learning. Fragmentation of higher education has created boundaries hindering the development of newly emerging fields of knowledge at thintersections of existing disciplines. The other foundational principle on which institutions of higher learning need to be restructured, is that autonomy of such institutions is essential for the very pursuit of knowledge. The restructuring of the Higher Education sector, in the context of a knowledge economy that thrives on innovation, the ceaseless germination of new ideas and

raising the consciousness of people, requires a new spirit of regulation that respects the autonomy of institutions amidst the need for accountability with opportunities for access to all. The establishment of a body with power, inter alia, to prescribe academic standards, norms of accreditation and mechanism for financing and governance of institutions, will enhance the endeavour to promote credible standards of higher education and research in the country. The Government constituted a Task Force to aid and assist in the establishment of a National Commission for Higher Education and Research, which has drafted a Bill after wide ranging consultation with prominent academics, educational administrators, Vice Chancellors, and Education Secretaries of State Governments. The Bill is presently under inter-ministerial consultations.

15.2 Prevention of Unfair Practices in Higher Education Bill: There has been public concern that technical and medical educational institutions, and universities 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 to professional programmes of study through non-transparent and questionable admission processes, low quality delivery of education services and false claims of quality of such services through misleading advertisements, engagement of unqualified or ineligible teaching faculty, forcible withholding of certificates and other documents of students. Responding to these concerns, a legislation that would prohibit and punish such practices has been introduced in Parliament (3rd May 2010) to provide for prohibition and punishment for adoption of unfair practices.

15.3 Educational Tribunals Bill: Another legislation which has been introduced in Parliament aims at establishing Educational Tribunals to perform the

role of providing an independent, enforceable, speedy, fast track adjudication of disputes in a quasi-judicial manner in regard to students, teachers and other employees, between institutions and between institutions and the regulator. A legislation providing for a National Educational Tribunal at national level and one State Educational Tribunal in each state has been introduced in Parliament on 3rd May 2010.

15.4 National Accreditation Regulatory Authority Bill: 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 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. Legislation has been introduced in Parliament (3rd May 2010) to provide for mandatory accreditation and creation of an institutional structure for the purpose.

15.5 Foreign Educational Institutions (Regulation of Entry and Operations) Bill: A legislative proposal to regulate entry and operation of foreign educational institutions has been introduced in Parliament on 3rd May 2010. This Bill would provide a regulatory framework in which reputed foreign educational institutions are able to enter and operate in terms of India's national policy, while at the same time sub-standard or 'fly-by-night' operators are checked and controlled.

15.6 Academic Depository Bill: A national database of academic awards (degree/certificates from school to graduate/postgraduate level including professional degrees) is proposed to be created and maintained in an electronic format by an identified, registered depository. The National Academic Depository Bill, has been introduced for this purpose. This will be a major shift from the current practice, to a technology-based solution that would ensure confidentiality, authenticity and fidelity, enabling online verification and easy retrieval of academic qualifications.

VI. Strategies for the XII Plan

1. The XII Plan approach would be mainly comprising of two broad components, i.e. demand side interventions and supply side initiatives. An appropriate mix of these two components would be followed in order to attain optimum results. While the existing interventions would be consolidated, a few new ones, especially in the area of demand side interventions are proposed to be launched. Focus would be also on the non-financial reforms, in the shape of institutional re-structuring, imperative in order to keep the Indian higher education in sync with rest of the world. Institutional reforms at the highest level, including regulatory structures at the apex level are essential if India has to occupy a position of leadership in the comity of nations and transform into a real 'knowledge society'.

The Plan proposals are divided into three main components, viz. access, equity and expansion and quality and excellence.

2. ACCESS, EQUITY AND EXPANSION:

The XII Plan proposes a balanced approach to expansion of higher education with both supply side and demand side interventions.

2.1 The supply side interventions proposed are:

The expansion efforts of the Ministry would continue with setting up of new institutions funded by the central government. To meet the enrolment target it is necessary that expansion in the intake capacity of government institutions takes place. The existing institutions need to be supported to develop infrastructure. During the XII Plan, Universities and colleges can be classified in terms of quality quartiles. The highest amount of financial support may be provided to the lowest quality institutions especially those which are in rural regions, remote areas, and hilly terrain. Funding may be ensured to bridge the quality gap. This strategy will meet the needs of expansion as well as reduce the quality gap. The infrastructural funding will be necessary to create a level playing field and mandate institutions for accreditation. To meet the needs of expansion all new institutions which were established during the current Plan may also be provided funding. Government institutions alone will not achieve such a large enrolment target. Therefore, huge investment in private sector will be necessary. One possibility is that Finance Commission may be approached to provide non-plan grant for some underdeveloped states where the GER is less than All India average. The objective of such non-plan grant will be to meet the infrastructural deficiencies of institutions of higher education and also fill up the existing vacancies of teachers.

The UGC has recommended increasing and enhancing access through a mission mode national programme, “Rashtriya Uchch Shiksha Abhiyan (RUSA)” aimed to achieve 25% national level GER which will include (a) upgradation of autonomous colleges with College with Potential for Excellence status and NAAC-A grade accredited colleges as university level institutions; (b) promoting evening universities/evening colleges; (c) introduction of undergraduate programmes in universities as integrated UG/PG programmes;

(d) enhancing intake capacity of existing institutions of higher education; (e) developing the 'College Cluster Universities' regionally and by (f) establishing "Meta university complexes" in association with Public/Private sector undertakings as a part of their corporate-social responsibilities on an industry-academia mode. 14 Universities for Innovation are also proposed to be created in the XII Plan at a cost of Rs. 2500 crores.

2.2 Incentivization Scheme:

It is proposed to initiate a CSS scheme wherein states would be incentivized to invest resources in creating new HEIs and expand existing ones. The funding pattern is proposed as follows: 75:25 for general category states and 90:10 for special category states. The states would be free to mobilize part percentage of their share from private partners by means of innovative PPP schemes.

The States would be incentivized to set up new institutions and expand existing ones: State Universities, general Degree Colleges and professional and technical educational institutions.

2.3. Re-financing of debt for infrastructure:

The National Education Finance Corporation is proposed to be established on the lines of a Development Finance Institution to support expansion in education infrastructure. One of the activities of the NEFC would be to re-finance education infrastructure debt taken by private and public agencies. It would also directly finance large institutions requiring huge investments.

2.4. Infrastructure financing in Public institutions:

It is proposed to enable institutions also to explore avenues of mobilizing debt through banking sector. The state would stand as a guarantor for the loans taken by public sector institutions. The institutions located in rural areas should be

made eligible for RIDF financing. One of the ways of mobilizing private investments in infrastructure financing could be by means of Private Financing Initiative (PFI) on the lines of UK and Australia.

The need of the hour is to pool in resources of the state agencies, Central Government and private agencies involved in education. The need also is to leverage these resources by tapping the market finances available through the banking sector. It is acutely felt that while a lot of efforts have been made all through the 11 five year plans, the focus on demand side management have somehow been missing from the policy frame. It is felt that without effective demand side management; GER growth now would be only marginal and may not yield desirable results.

Any delay in including education as part of infrastructure and eligible for benefits would be counter-productive. Planning commission and Finance Ministry would be implored to issue notification as soon as possible.

The following approaches would inform the planning of the Department while formulating expansion schemes:

- Spatial planning – mapping of institutions: incentives for new institutions based on demand.
- Funding pattern to be 50:50 for general and 90:10 for special category states. (50% of the state share could be mobilized through PPP).
- Charter colleges scheme can also be explored by central and state governments.

2.5. Demand side interventions:

NSSO 62nd round (2007-08) estimated that 21% of the persons had cited financial constraints as reasons for not pursuing education beyond secondary

class. This brings in sharp focus the fact that without demand side financing; our efforts at enhancing GER may not succeed.

It is proposed to cover a minimum of 40% students in one way or the other by means of demand side management.

| | | TARGETS | Sector |
|----|----------------------------|-----------------|---------------|
| 1 | STUDENT LOANS | 20% of Students | central |
| 2 | SCHOLARSHIPS/FREESHIPS | 2,00,000 | central/state |
| 3 | FELLOWSHIPS | 24,000 | central |
| 4 | TUTION FEE WAIVER | 1 million | central/state |
| 5 | TUTION FEE REIMBURSEMENTS | 0.5 million | central/state |
| 6 | INNOVATIVE FEE MIX | 1 million | central/state |
| 7 | EDUCATION VOUCHERS | 5,00,000 | state |
| 8 | STUDENT INTERNSHIPS | 1 million | central/state |
| 9 | VOCATIONAL APPRENTICESHIPS | 1 million | CSS |
| 10 | TEACHING ASSISTANTSHIPS | 50,000 | CSS |

The demand side is to be addressed through several strategies. The main strategy is that of encouraging institutions, especially the Universities to become one-stop-shop for student financing.

The Universities should adopt the best practices adopted in best of the international Universities where the University takes care of all financing needs of the students. It is worthwhile to note that these Universities only see eligibility and merit while granting admissions. The student financing is almost implied. There are innovative student financing options available which may include partial or full fee waiver, deferred payment options, apprenticeships, internships alongside student loans. Unfortunately in India so far, the affordability of education is one of the biggest constraints deterring students

from pursuing higher education. This also skews the demand for education since many bright students evaluate courses on the fulcrum of cost rather than aptitude. The problem is far more acute today since 80% of the technical and professional education is in the hands of private self financed institutions where cost is the biggest factor. It is therefore proposed to create NEFC which could infuse more liquidity in the market for education credit needs of students. The NEFC is proposed to re-finance student loans, undertake credit guarantee operations and also engage in interest subvention schemes.

2.6. Strengthening State Universities and Colleges:

The bulk of enrollment in higher and technical education takes place in universities and colleges supported by the state governments. Assessment of critical infrastructure requirements and additional infrastructure for capacity creation (including branch campuses) in State universities, government & government aided colleges, as also engineering and technical institutions is essential. Support during XII and XIII Plan is absolutely necessary to support expansion. This would also help to address regional imbalances & quality gaps. Governance reforms in restructuring the affiliating system, granting autonomy to institutions with potential for excellence, upgrading autonomous colleges to degree granting institutions, implementing ERP/MIS for transparency & efficiency, rationalizing procedures to reduce delays and better coordination between UGC and State governments are also planned.

2.7 Special schemes to address equity and inclusion: not only would the XIth plan schemes be continued, but new schemes would also be launched to address special needs of minorities, women and weaker sections. It is proposed to create Equal Opportunities' Cell in every institution. Special focus would be laid on the 90 Minority Concentration districts of the country to ensure that good quality institutions are available to all minorities. Similarly, efforts would be

made to expand the number and coverage of scholarship schemes for SCs/STs and OBCs. Girls Hostel schemes and Single Girl Child Scheme would be continued. All efforts would be made to ensure that 3% reservations to PWDs are ensured in all institutions. Efforts would also be focused on skill enhancement of special classes needing special efforts. GER parity of all classes would have to be ensured.

3. QUALITY AND EXCELLENCE

Government has initiated a number of initiatives to ensure quality of teachers. NET/SLET is made compulsory for recruitment. The pay scales of teachers are made very attractive. Similarly, PhD norms have been tightened. New initiatives would be needed in order to address the quality deficit in the institutions. These schemes could be in the form of schemes with financial commitments or simple institutional reforms. Quality of teaching and learning would also be ensured through academic reforms, autonomy to institutions and focus on research and innovation.

3.1. Quality of research, quality of facilities, quality of infrastructure:

The following key policy and execution initiatives would be followed in order to enhance quality of higher education in India:

- Outcome based research financing
- Liberal research grants
- Incubation Centers
- Ex-post-facto grants for outstanding research and IPR and patent creation
- Collaboration with R&D in industry and setting up of research parks
- Lab – classroom linkages.

- Joint appointment with institutions like CSIR, ICAR etc
- Inter-disciplinary research
- Centers in frontier areas
- Out of turn promotions to outstanding reserachers
- Investment on R&D to be enhanced to 1.5% from 0.8%.
- Industry academia collaboration in research and innovation.
- IITs and IIMs to be encouraged to devote more resources and energies on R&D.
- Inviting projects on R&D from abroad.
- Innovation Universities.
- Composite grants for research projects.
- PPP in research and innovation.
- Implementation of MM Sharma Committee recommendations. Rs. 500 crores to be spent on research in basic sciences every year.

3.2. Consolidating and improving the capacity and quality of the existing institutions.

- New institutions may be set up to bridge regional imbalances and disparities across disciplines and to address special economic, social and technological needs of the country.
- The concept of Meta University aimed at collaborative and multi-disciplinary learning that redefines knowledge-creation and knowledge-sharing in the twenty-first century, could also be explored.
- Mandatory accreditation.
- Outcome based reimbursements.
- Preferential treatment system by regulators.
- Private Financing Initiative (PFI).
- Perspective disciplines planning by regulators.

- Virtual Universities.
- Review of affiliation system and regulation by UGC.
- Expansion of ODL modes.
- Autonomous Colleges.
- Degree granting powers to colleges.
- Demand supply gap analysis.

3.3. Faculty Shortage and quality of faculty:

It has been established that state institutions and central institutions suffer from 40% and 35% shortage of faculty respectively. It is one of the most important factors impacting the quality of teaching. Some of the key strategies proposed are:

- Grants to be linked to vacancy position in institutions. UGC schemes will be made norm based in order to incentivize institutions to engage qualified faculty.
- New scheme of teaching assistantship.
- Appropriate linkages with S&T institutions.
- Joint appointments of teachers : researchers can be engaged as faculty.
- Scheme of visiting professors.
- Operation faculty recharge.
- National Mission on teachers.
- Compulsory training and orientation to teachers.
- Promotions to be linked with performance – Performance Based Assessment System (PABS)
- Enhancing prestige value of profession

3.4. Quality of Research and Innovation:

Over-all investments in research and innovation have to be substantially enhanced if India has to metamorphose into a knowledge economy. The XII plan needs to focus on strategies to leverage our resources in R&D and ensure a convergence of approaches and strategies. Some suggested strategies are:

- Investment on R&D to be enhanced to 1.5% from 0.8% of GDP. This can be achieved through a careful monitoring of the investments made by the central government agencies, state governments and private sector. Earmarking 2 percent by GOI departments is a policy prescription recommended.
- Industry academia collaboration in research and innovation.
- Inviting projects on R&D from abroad. Regulatory regimes to facilitate this with built in safeguards.
- Innovation Universities- 14 Universities to be set up in public sector. Facilitating framework for private Universities and in PPP mode.

3.5. Quality Improvement:

Independent quality assurance frameworks are essential to address the quality deficit in the higher educational institutions. A comprehensive reform agenda has to be relentlessly pursued in the XII Plan in order to bring the institutions at par with world quality institutions. The key strategies are:

- Mandatory accreditation.
- Globally valid accreditation and quality assurance frameworks.
- Facilitation rather than regulation
- Single point clearances.
- Global quality institutions
- Horizontal and vertical mobility of students.
- Speedy adjudication.
- Universities for innovation

- Internationalization of education by enhanced collaborations and also permitting Foreign Educational Institutions in India.
- Grants to be linked with accreditation grades.

3.6. Institutional Re-structuring/ Systemic Reforms:

XII Plan envisages a radical shift in the entire governance paradigm in the higher education sphere:

| <u>FROM</u> | <u>TO</u> |
|---|--------------------------|
| 1. DEMAND BASED GRANTS | NEED BASED AND NORMATIVE |
| 2. INSPECTION BASED APPROVALS INDEPENDENT AUTHENTICATION | |
| 3. SUBJECTIVE ASSESSMENTS | OBJECTIVE ASSESSMENT |
| 4. REGULATION BY COMPULSION | SELF DISCLOSURE |
| 5. INPUT BASED PLANNING FUNDING | OUTCOME BASED |

All institutions would be re-oriented and the officers of the Department also sensitized to ensure academic, administrative and institutional reforms. Use of IC&T would be encouraged in all spheres, for promotion and dissemination of knowledge and also for monitoring.

3.7. Regulatory Reforms:

Several reforms in the regulatory framework are currently underway such as, a proper accreditation structure, quick redressal of disputes through educational tribunals and prevention of malpractices and establishment of a national level apex body, that is, National Commission on Higher Education and Research (NCHER) to ensure autonomy of institutions and enhancement of standards and provision for entry of foreign education providers. These reforms would have to be couched within the emerging architecture of global higher education,

carefully blending external policy feedback with the country's own endogenous policy traditions.

3.8. Norm based funding of UGC schemes:

UGC is the main vehicle of routing funds to central and state Universities and colleges for funding. UGC has been administering around 75 schemes. The process of approval and sanction is not only time consuming, it also suffers from opaqueness and prolixity. Several schemes are delayed and never achieve intended results. The process of approval is not norm based. It is proposed to adopt a norm based funding approach as far as general development grants are concerned. A schema is therefore proposed to be adopted by UGC during 12th plan.

The approach gives the notional entitlements which may be adopted uniformly for all the institutions. While central and public funded deemed universities would be entitled for 100% requirements, the state institutions would get not more than 75% of entitlements.

The locational factors would determine the percentage of grants to be sanctioned. This would ensure a discount factor for locational handicap. It would act as an incentive for new institutions to come up in backward areas and also encourage the states to expand existing ones.

4. The detailed proposals for the XII Plan are contained in the UGC Report, the concept Note on National Mission on teachers & teaching, the proposal for Book Promotion and IPR, Open and Distance learning, NMEICT proposal, NUEPA proposal, financial proposal of language Bureau, Report on Social Science Research and other Councils.